VIBRANT COMMUNITIES INITIATIVE

TOWN OF CLINTON

ACTION PLAN

FOR THE HISTORIC UNILEVER PROPERTY AND AREA

FINAL REPORT

SEPTEMBER 2014

Action Plan for the Historic Unilever Property and District
Steering Committee Members

Shelby Auletta
Kirk Carr
Vin Cimino
Hal Dolan
Alan Felgate
Christine Goupil
Matthew Kennedy
Rodney Kirouac
Alan Kravitz, *Committee Chair*
Joe Matteis
Lynn Pinder
David Radka
Randall Rode
Phil Sengle

Prepared for **Connecticut Trust for Historic Preservation**
Brad Schide

With support From State of Connecticut
Vibrant Communities Initiative

Prepared by The Cecil Group, Inc.
FXM Associates
Tighe & Bond
Heritage Resources

(Cover Image) Historic Pond's Building Entry
Source: The Cecil Group

TOWN OF CLINTON

ACTION PLAN FOR HISTORIC UNILEVER PROPERTY AND AREA

Final Report Contents

View of the Art Deco facade of the original Pond's factory building

Source: The Cecil Group

ACTION PLAN
FOR THE HISTORIC UNILEVER PROPERTY AND AREA

OVERVIEW: AREAWIDE CONCEPT PLAN

Introduction

The Town of Clinton is rich with a variety of assets and poised to take advantage of new opportunities. The town's unique characteristics are best summarized in Clinton's Town Plan of Conservation and Development. The Vision Statement describes Clinton as:

An historic coastal New England town, enhanced by the diversity of its population and land uses. It is blessed with variety, including its historic sun washed beach communities, the busy commercial corridor and traditional village center along Route One, and the more rugged topography of the wooded uplands. Clinton is a traditional coastal village next to the harbor, a summer retreat, an industrial center, a quiet residential community, and a recreational shopping destination - all at once. ... In the future, the challenge will be to maintain a balance among the many facets of Clinton, directing future growth so that no one aspect of the town overwhelms the others.

The Town of Clinton faces that future today in considering the opportunity and potential for redevelopment that the Unilever property represents near the center of town. The 26-acre Unilever property, at the location of the historic and vacant Pond's factory, represents an unparalleled opportunity to direct future growth and explore new investment in the center of Clinton. All proponents of future redevelopment at this location must find the right balance of economic activity, productive reuse, and preservation of buildings and open space while taking advantage of the transit and town-center oriented location and respecting the surrounding neighborhood context. This complicated balance is an important priority for Clinton that represents a major opportunity that must be met with careful planning.

Redevelopment of a property of this scale can bring a major shift in commercial and residential activity that could refocus activity near the town center. As highlighted in the Town Plan of Conservation and Development, each time a major shift occurs, the character of Clinton also shifts. The Town must be a steward of this shifting character and must be proactive to bring forward a shared vision for the property. This planning study and Action Plan are the first step in a long process to assess the opportunities and constraints of the site and consider the long term future of this property, the surrounding district and the Town of Clinton.

The future opportunity on this particular property is connected to two major trends in real estate and development generally. First, a re-prioritization of town centers, traditional main streets districts and walkability. The property is centrally located as has the potential to improve walkability near the center of Town and add positive activity and an economic driver to the retail and commercial uses on Main Street. Second, a focus on transit-oriented locations. A direct adjacency to a rail corridor and stop is a major locational advantage that provides convenient commuting options and the potential to attract residents who want alternatives to the automobile for how they get around.

The historic Unilever property near the center of Clinton Source: Bing

FIGURE 1: The parcels included in the Study Area outlined in yellow *Source: Town of Clinton GIS, Google Aerial Imagery, The Cecil Group diagram*

Study Purpose

In late 2013 through the summer of 2014, The Town of Clinton led a planning study focused on the Unilever property and the surrounding area directly adjacent to the Shore Line East Clinton Train Station. For many years the Unilever property was a busy employment center that brought economic activity to the heart of Clinton, today the property is vacant. The planning study is an effort by the Town to consider the future potential of this key property and surrounding district as a key opportunity in the revitalization of the Town Center. The study focuses on the area located generally between Clinton Station and Interstate 95.

The planning study focuses on developing a revitalization strategy for the Unilever buildings and property while preserving and enhancing the surrounding historic residential district. The study provides key actions as part of a revitalization plan with three primary elements: an action strategy for the historic Unilever buildings, property and surrounding area, an approach to transit-oriented development that complements the revitalization of Unilever and the preservation of the character of the neighborhood, and the establishment of a historic district and village districts in the area to support a shared vision.

The Town of Clinton Planning and Zoning Commission guided this planning study, which was funded through a Vibrant Communities Initiative Grant from the Connecticut Trust for Historic Preservation. The Town hired a professional consultant team, led by the planning and urban design firm The Cecil Group, to help carry out the planning study. Other team members include real estate economists FXM Associates, historic preservation specialists Heritage Resources and environmental and transportation engineers Tighe & Bond.

The consultant team worked with the community and a steering committee composed of residents, stakeholders and Town leadership to better understand the issues and opportunities of the study area and to identify a shared community vision for the Unilever Property to shape the revitalization strategies. Public outreach, as part of this process, included stakeholder interviews, monthly meetings with the Steering Committee, and three public meetings.

Study Area

The Study Area of this planning process is shown in the diagram to the left. It includes the Unilever property and the surrounding area with parcels fronting on High Street, Central Avenue, John Street and North High Street. The study area is directly adjacent to the Clinton Train Station on the Shore Line East railway. West Main Street is just south of the Study Area adjacent to Clinton's main street and town center. Interstate 95, the Connecticut Turnpike, is just north of the Study Area and accessed by Exit 63. State routes 1 and 81 pass through the study area and make regional connections.

The Study Area includes a land area of about 162 acres and is divided into 117 privately owned parcels. The parcels are owned by 106 owners, with several owners controlling multiple parcels. A total of 217 buildings are located within the Study Area. The Study Area is primarily residential with the exception of a large wooded area at the center of the Study Area and the light industrial and commercial uses associated with the Unilever property.

Study Process

The process chart below reflects the series of steps, studies and analyses that were a part of the planning process to produce this Action Plan. The consultant team engaged local residents in businesses in stakeholder interviews, regularly met with the Steering Committee, and worked with and presented to the general public at (3) community workshops and presentations.

Project Schedule
Task 1. Project Initiation
1.1 Initial Meeting
1.2 Work Plan
1.3 Communication Plan
Task 2. Conditions and Trends Analysis
2.1 Planning Context
2.2 Market Conditions and Trends
2.3 Evaluation of Plan Components
2.4 Public Visioning Workshop
Steering Committee Meeting
Website Initiation
Task 3. Draft Strategies
3.1 Overall Strategic Choices
3.2 Draft Component Strategies
3.3 Public Strategies Workshop
Steering Committee Meetings
Presentation
Website Updates
Task 4. Final Report
4.1 Overview: Areawide Concept Plan
4.2 Plan Components
4.3 Action Plan
4.4 Final Presentation
Steering Committee Meetings
Draft Report
Final Report
Final Website Updates

Legend

- O Steering Committee Meeting
- o Stakeholder Interviews
- X Public Charrette/Presentation
- Active Task

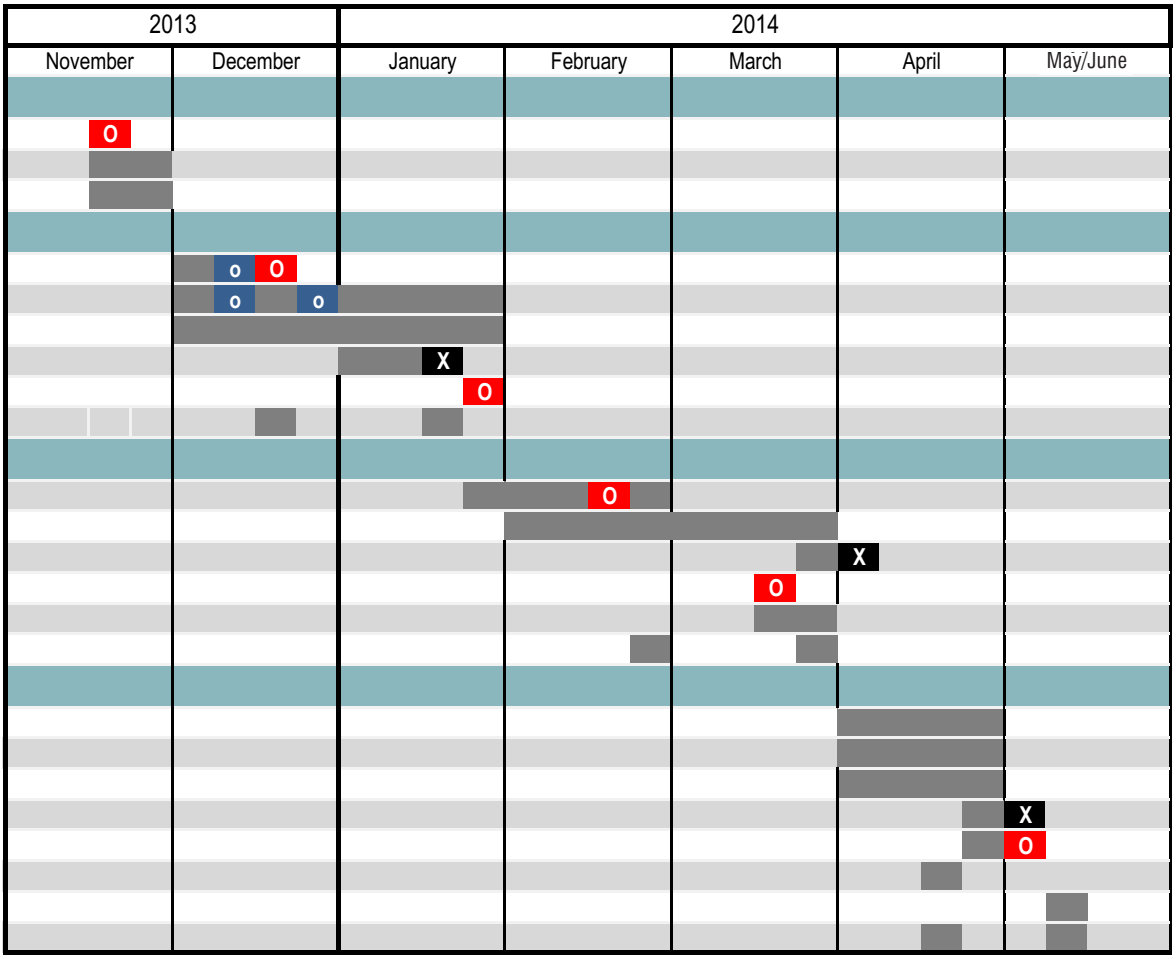


FIGURE 2: Project schedule showing the community process Source: The Cecil Group

Action Areas

Within the Study Area, the following subarea boundaries have been created based upon the community vision and redevelopment analysis. The following action areas delineate the important next steps and Town actions outlined to set the stage for future opportunities and are the areas of implementation that are detailed in this report.

Village District Redevelopment Area

The creation of two unique Village Districts is one of the next steps the Town of Clinton can undertake to unlock a strong future for the Unilever property and surrounding area. One Village District would include the Unilever Property and focus on redevelopment. A second Village District would include the surrounding residential area and focus on historic preservation. The diagram below shows the extent of both districts.

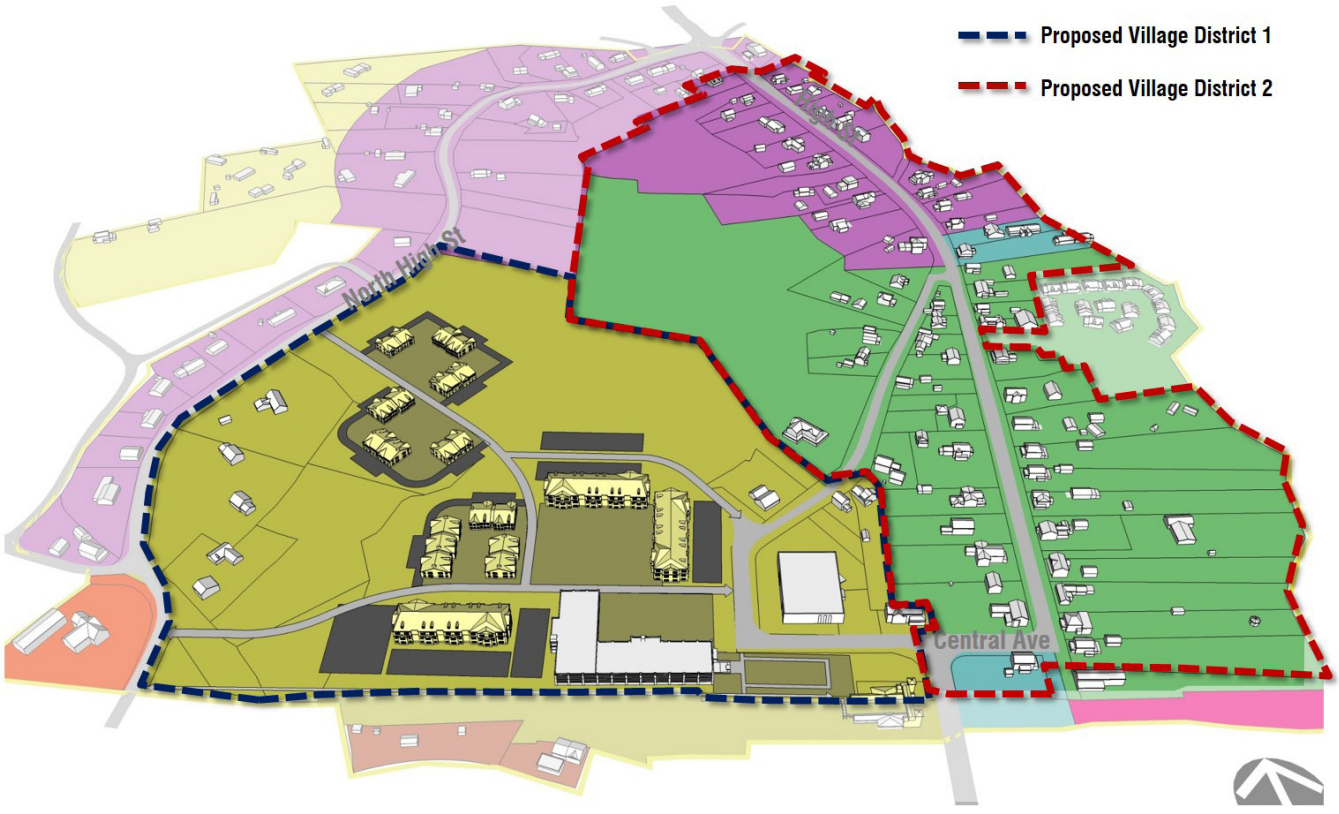


FIGURE 3: Study Area showing proposed Village District boundaries Source: The Cecil Group

Historic Preservation Area

In addition to the Town created Village Districts, a National Register for Historic Preservation District is recommended as a useful implementation tool. The district is a recognition of the historic significance of the Study Area and a reflection of the continuity of the district today. Importantly, the historic district would create the future opportunity for property owners to seek historic tax credits when improving buildings.

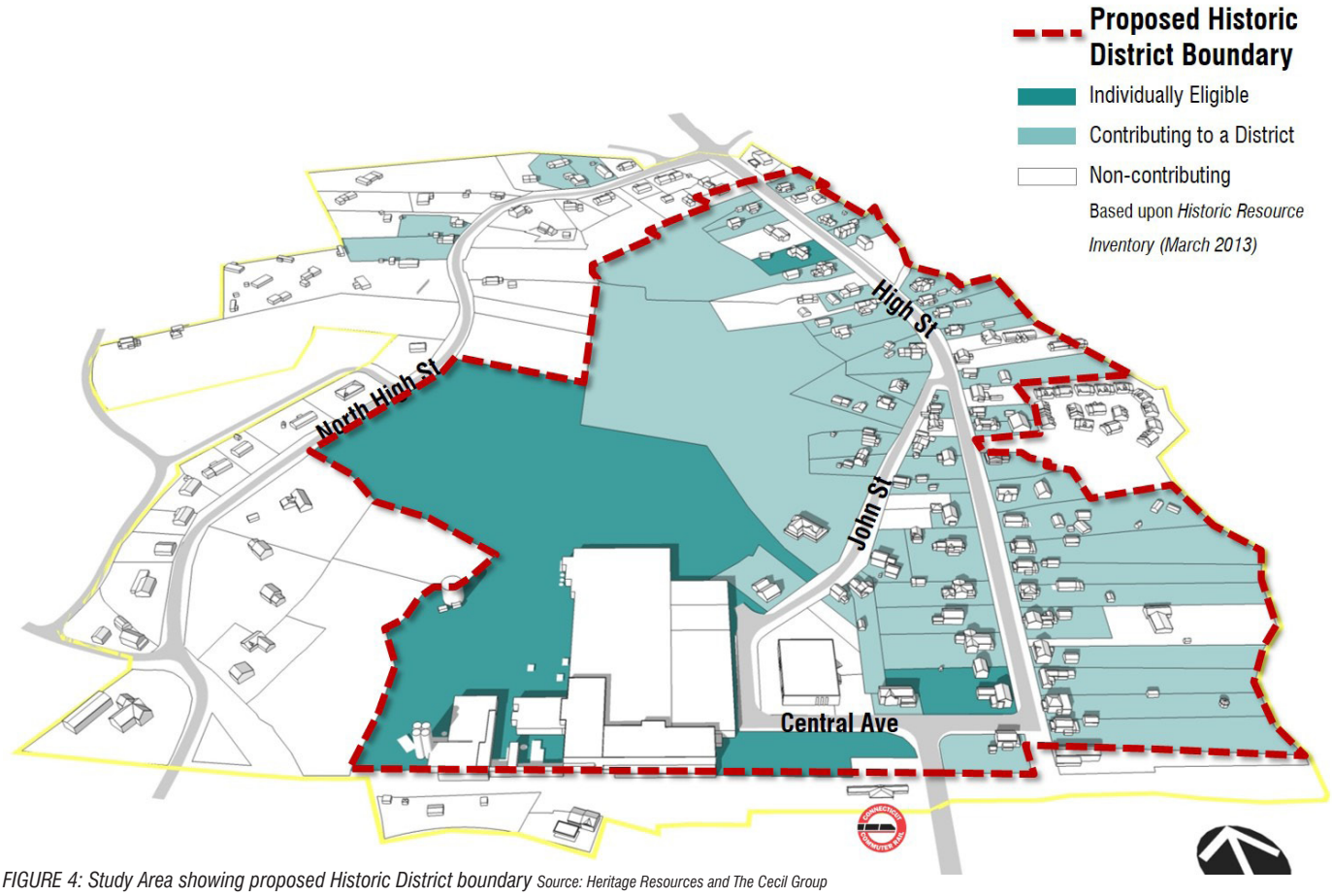


FIGURE 4: Study Area showing proposed Historic District boundary Source: Heritage Resources and The Cecil Group

Transit-oriented Development Area

The Study Area's location next to the Clinton Train Station gives it the advantage of additional mobility options and opportunities. Opportunities for travel without the automobile should be reinforced by creating convenient and safe pedestrian access to the train station and the town center. Although not a formal boundary, the entire Study Area would benefit from being considered a transit-oriented development area. The focus of this area should be on creating a mixed-use walkable and pedestrian-friendly type of redevelopment environment that reinforces use of the train station.

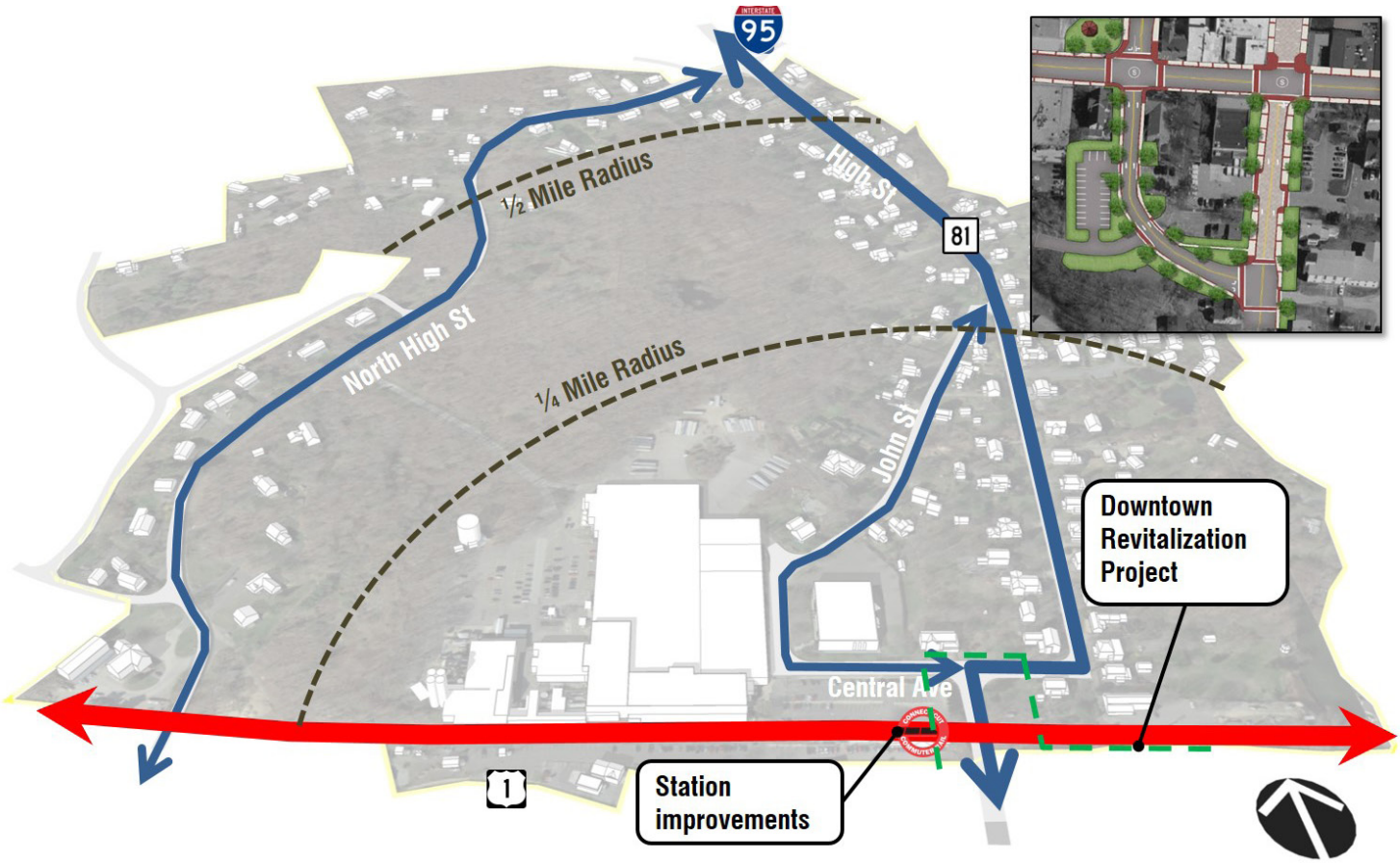


FIGURE 5: Study Area showing surrounding transportation assets Source: The Cecil Group, Source Inset: Clinton Downtown Revitalization Committee

Community Vision

As part of this planning process, a public workshop was conducted that reviewed the goals for this project, reported on the analysis of existing conditions and trends in the study area and worked with the community to craft initial visions for redevelopment of the Unilever Site to unlock appropriately scaled redevelopment.

What would you not want to see in this area of Clinton?

Shared community responses regarding what not to do:

- Not another **mall**
- Not a **big box** retailer
- Not an expansion of **Clinton Crossing**
- Not remain **vacant**
- Not **adult entertainment**
- Not a **flea market**

What would the community like to see in the future of this area of Clinton?

Shared comments for a community vision:

- **Mixed use-** including activity (restaurants, town center shops, festival marketplace) and residential (market, affordable, senior residential village)
- **Community/cultural space -** theater, gallery, arts conference center, or museum
- **Jobs producing -** clean industry, light industrial or office for high tech uses or creative jobs, brewery
- **Education/training -** partnership with Middlesex Community College or Yale regional satellite campus
- **Open Space -** preserve a portion of land as a park/ open space

Shared community comments for improvements to the area, regardless of strategy:

- Realign streets to get better town center connections
- Create sidewalks in the Study Area
- Create a walking path to connect destinations - outlet mall, town center and waterfront
- Enhance connection to the railroad station
- Connect to the marinas and waterfront

Other insightful observations from the community:

- The site should contribute to the Town Center - vitality, local spending, a new destination
- Need to create an attraction so that people have a reason to stop in Clinton - train as a destination to Clinton
- Need to generate activity and a customer base for downtown
- Town doesn't have a brand - brand would help determine how best to leverage this opportunity

Redevelopment Precedents

Many success stories exist throughout the Northeast and the country for revitalization of industrial sites and buildings. Several examples are highlighted here which help to explain the dynamics at work in a large-scale and long-term redevelopment process. Vacant mill and industrial building space is abundant in New England, many of the buildings and interior spaces are fantastic with high ceilings, interesting exposed structural systems and great natural light.

Reuse ranges from the rare to the pragmatic. The most rare and highly sought after use is an art and cultural facility as seen at MassMoca in Massachusetts or Dia:Beacon in New York. This type of reuse requires a massive amount of subsidy and a visionary project champion. More practical reuse strategies involve small business space, art and gallery space with community or shared gathering spaces and resources. Many residential conversions of old mill spaces can also be found. Unique examples include live/work mixed-use conversions that use the strengths of the original building's large volumes and natural light.

Dia:Beacon, Beacon, New York

Part of Dia Art Foundation's constellation of sites

- Former Nabisco box printing factory
- 300,000 sq. ft. factory with 34,000 sq. ft. of skylights

United Shoe Factory, Beverly, Massachusetts

Now Cummins Center

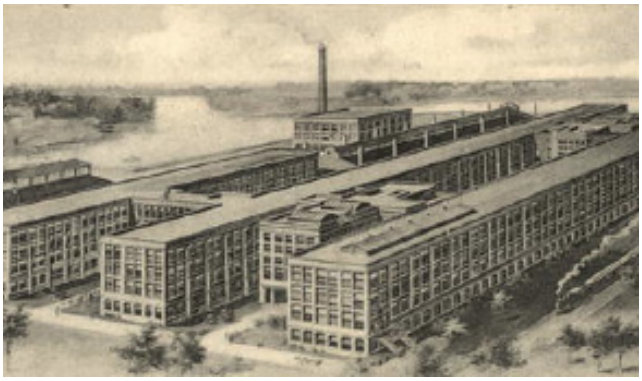
- Opened in 1996
- Business incubator with over 500 businesses

Eastworks, Easthampton, Massachusetts

Live/work small business community

- Converted in 1999

Dia:Beacon factories as art center Source: blog.preservationnation.org



The original United Shoe Factory Source: historic postcard

Eastworks factory as live/work community Source: www.eastworks.com

- Former Stanley home products factory
- Converted into space for industrial artisans, small business offices, creative entrepreneurs and live/work loft apartments

Village-scale Housing

Compact residential redevelopment

- Planned village type communities like those in Concord or Norton, Massachusetts, Londonderry, New Hampshire or Windsor, Connecticut

The Mill Works, Willington, Connecticut

Mixed-use Reuse of Factory Building

- For 50 years, The Mill Works served as home for a variety of creative businesses including manufacturing, research and development, retail, professional offices, art studios and design spaces.

Lofts at Ponemah Mills, Taftville, Connecticut

Residential Conversion of Historic Mill Building

- 300,000+ Square Feet of historic mill
- Will feature 237 units, game room, media room and fitness center

The Velvet Mill, Stonington, Connecticut

Mill Conversion to Art and Gathering Space

- Conversion of former mill space into small business, artist studios and gathering space
- Intended to become a destination

Red Mill Village Source: www.thorndikedevelopment.com

The Mill Works small business center Source: www.themillworks.us

Ponemah Mills converting to residential Source: www.ponemahmills.com

Velvet Mill arts center building Source: www.velvetmillequities.com

Land Use

The land use concept for the Study Area is a discussion of the potential of the opportunity and future changes that could better align a large amount of property near main street to support a vital and active town center.

Existing Land Use

The existing land use in the Study Area is predominantly residential including single family homes, two and three-family homes and many historic houses. The major exception to this pattern of use is the industrial use of the Unilever property, the commercial office to support that industrial use and the train station and related parking lots. A small amount of the commercial and retail uses of West Main Street are in the southern portion of the Study Area.

As seen in the image to the right, much of the existing land is wooded area. The existing factory building, parking and ancillary structures are an anomaly within the existing patterns of residential use and natural wooded setting.

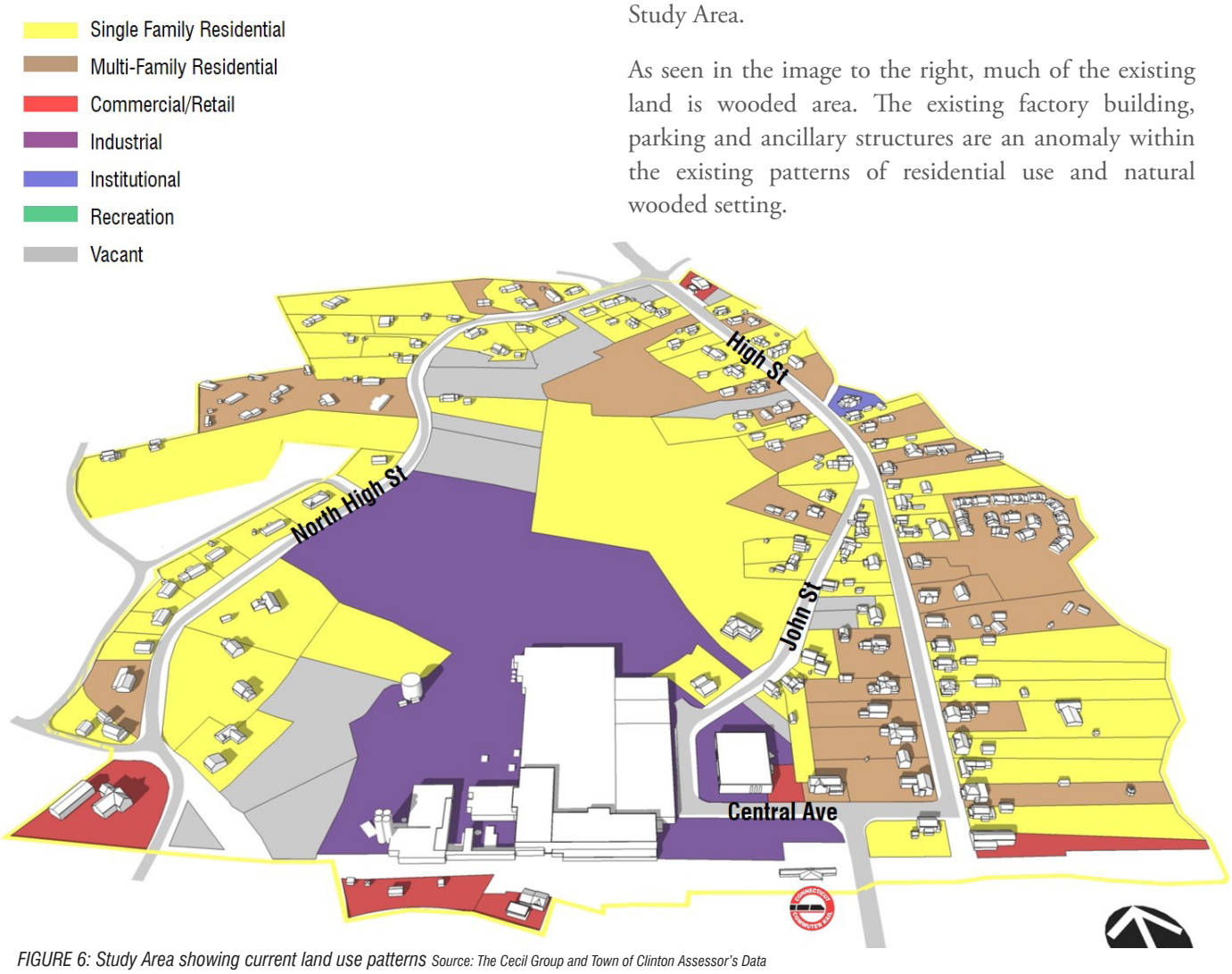


FIGURE 6: Study Area showing current land use patterns Source: The Cecil Group and Town of Clinton Assessor's Data

Future Land Use

The type of industrial user that would fill the existing space and provide a central employment base for Clinton is rare in the current market. An alternative to the current land use pattern would be to introduce new mixed-use residential and commercial uses to this critical central location near the town center of Clinton. This type of shift would bring the Unilever property in closer alignment with the surrounding area, enhance the activity and resident base that could support the vitality of the town center and leverage adjacency to the train station. The focus of future land use modifications would be focused on the area within the yellow boundary shown in FIGURE 7.

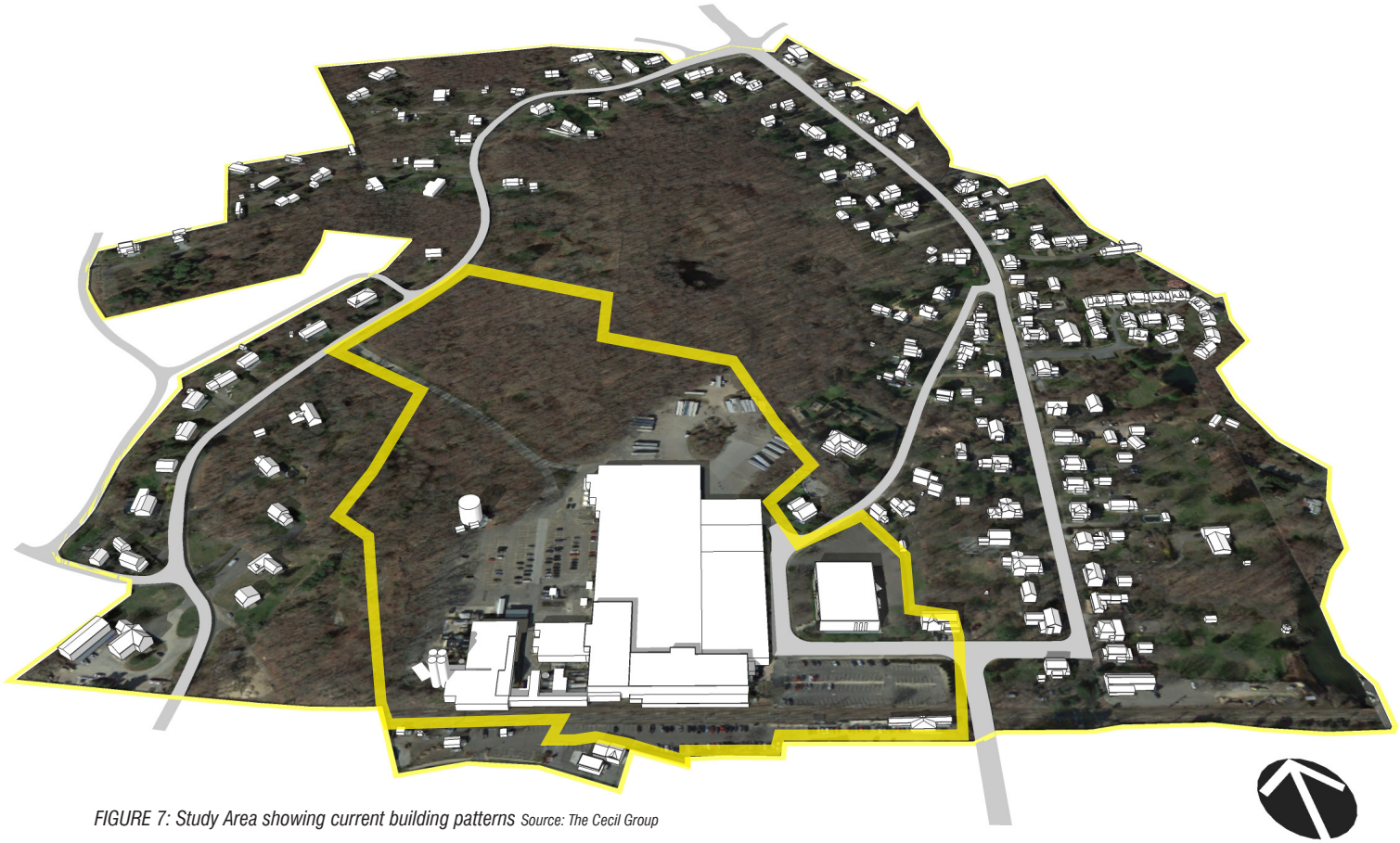


FIGURE 7: Study Area showing current building patterns Source: The Cecil Group

Circulation

In the Study Area, general circulation concepts are indicated where changes or improvements are likely to improve walkability and connectivity and that should be included in future improvements.

Existing Circulation

Existing circulation patterns are constrained by the railway right-of-way that separates the Study Area from the town center. Roadway underpasses exist at Hull Street and North High Street. Connectivity between the two underpasses is difficult. A pedestrian underpass is located at the south end of High Street. Pedestrian circulation is limited in the Study Area.

Potential Circulation Improvements

Future circulation improvements should focus on improving pedestrian connections to the train station and the town center. This would include enhanced sidewalks and lighting at North High Street, Hull Street, and High Street underpass connections. Enhanced street connections between North High Street and John Street would provide a more cohesive network that provides more circulation and travel choices. Lastly, pedestrian access to the interior of the block of the Study Area could provide access and recreation opportunities while conserving the natural wooded setting.

Key

1 Potential new roadway connections with new sidewalks
2 Enhance pedestrian connection
3 Potential new pedestrian connection
4 Potential new open space trails

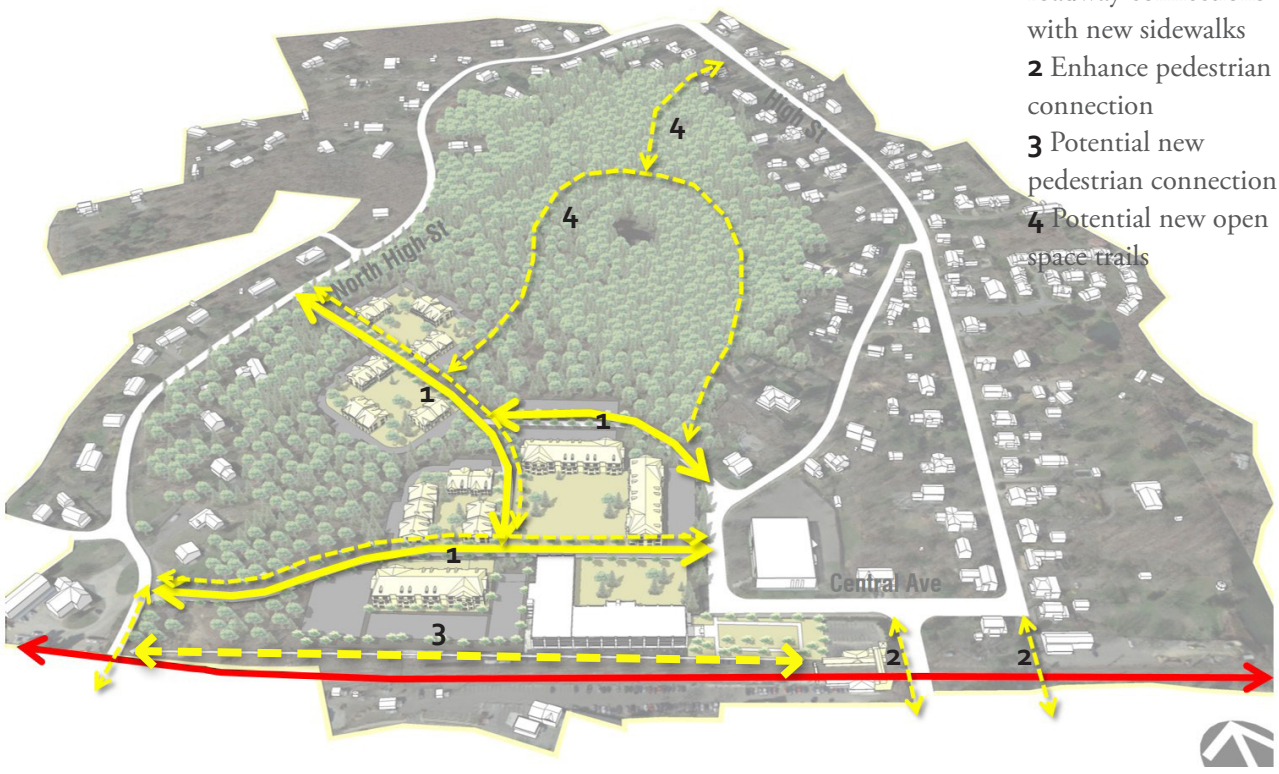


FIGURE 8: Study Area showing proposed circulation patterns Source: The Cecil Group

Urban Design

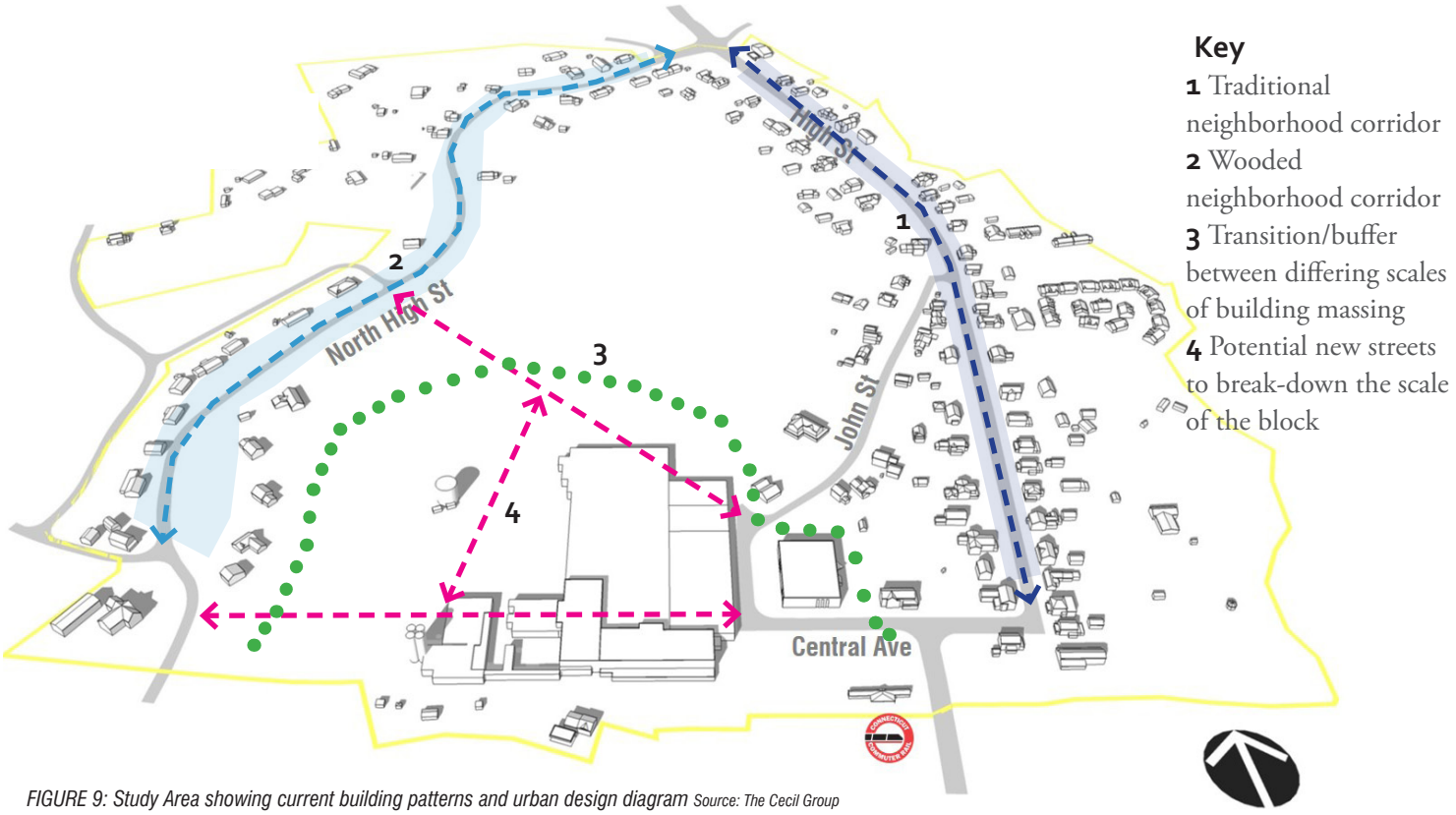
The existing urban design patterns of the Study Area can be complemented by future redevelopment to enhance the sense of place. Urban design concepts indicate characteristics of scale, character and appearance to create a coherent district.

Existing Urban Design

The existing patterns of place in the Study Area are of a traditional residential neighborhood with homes oriented toward the street with a regular rhythm of setbacks and scale. This pattern is most predominant on High Street. On North High Street homes are setback from the street further and a wooded landscape is the predominant characteristic. The Unilever factory and buildings on Central Avenue and John Street break from this pattern with the large scale of the building massing. The factory and office structures are also oriented to the street, but form some abrupt transitions to neighboring residential properties.

Future Urban Design

Future redevelopment in the Study Area should reinforce the strength of the traditional neighborhood patterns that already exist. As such, building characteristics and development patterns that reinforce the scale, sloped roofs and historic character of the homes in the district would be appropriate. New streets should be created to break-down the scale of the block between High Street and North High Street. New buildings should be oriented to the street and conceal parking to the rear. Buildings and streets should frame open spaces and reinforce a sense of community.



Key

1 Traditional neighborhood corridor
2 Wooded neighborhood corridor
3 Transition/buffer between differing scales of building massing
4 Potential new streets to break-down the scale of the block

FIGURE 9: Study Area showing current building patterns and urban design diagram Source: The Cecil Group

The Unilever Property and the train station parking lot in the foreground Source: The Cecil Group

ACTION PLAN

FOR THE HISTORIC UNILEVER PROPERTY AND AREA

UNILEVER PROPERTY STRATEGY

Unilever Property Strategy

The large contiguous amount of developable land between John Street and North High Street has great long term potential for the Town of Clinton. As part of this community process, the feasibility of several redevelopment scenarios was examined from a site planning, architectural reuse and financial and real estate market perspective. All conceptual alternatives can be reviewed in the Appendix.

This analysis of future potential reuse focused on the Unilever property and resulted in a preferred approach to redevelopment that is reflected in the concept diagram below. This approach is an illustration of a possible future outcome that would require public and private actions to unlock. The public actions that can be undertaken by the Town of Clinton to encourage this type of outcome are the focus of this planning effort. This illustrates only one potential outcome, a redevelopment proposal may take many different forms and include different uses or mix of uses. The Town cannot control the type of private investment that could potentially occur, but can direct the opportunity to be consistent with the Town's Vision.

The overall illustration of the preferred concept diagram reflects a strategic approach to architectural reuse and preservation, site development, new building form and circulation and open space considerations. The physical fit study was developed in parallel with pro forma evaluations and identification of implementation requirements, including gap funding or financing, municipal actions, and applicability of other programs or resources.

A series of diagrams follows to explain each of the components of the preferred redevelopment approach. In general, the existing Unilever buildings are edited and reduced to an amount that is likely to be reused. The existing structures become the centerpiece of a new mixed-use redevelopment that adds retail, commercial and residential uses combined with new open spaces and enhanced circulation, all at the center of Clinton.

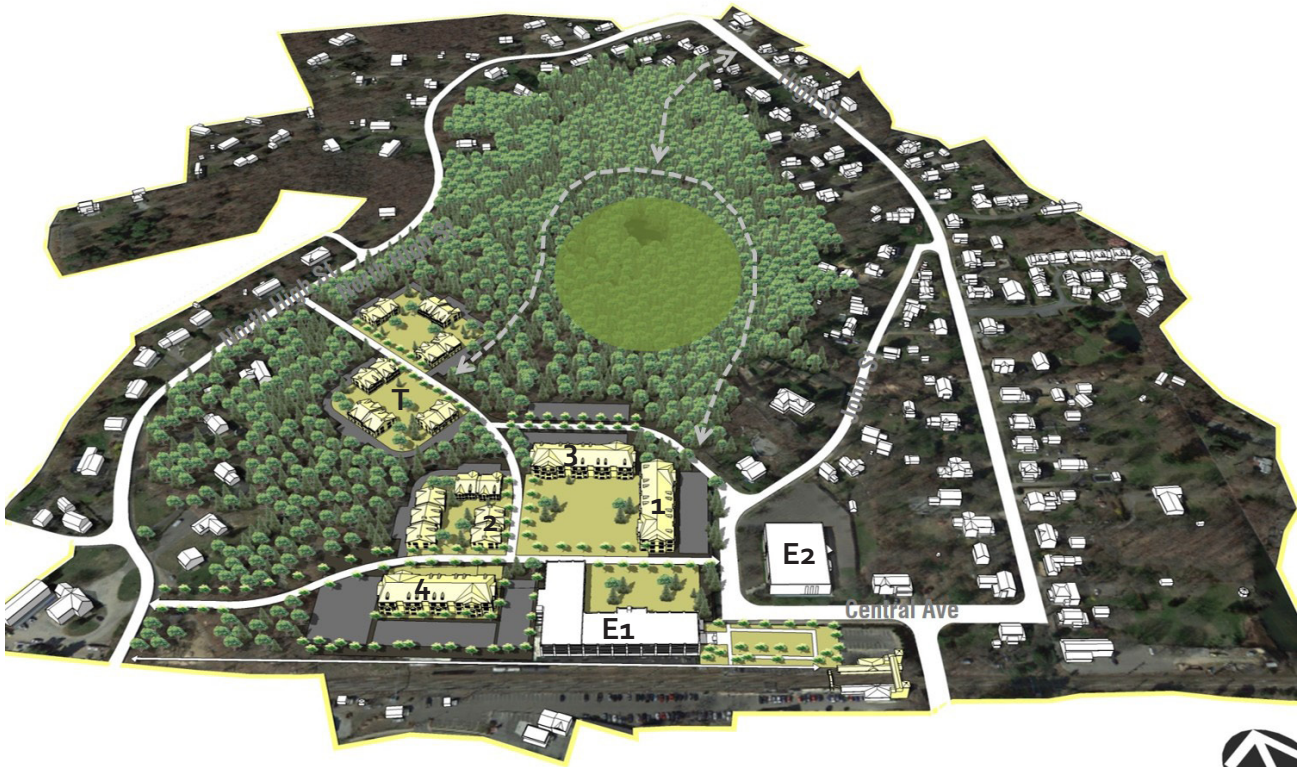


FIGURE 10: Study Area showing potential future redevelopment scenario Source: The Cecil Group

Preferred Approach

Potential Redevelopment Program

As illustrated by the Redevelopment Precedents, a redevelopment program can include many different uses and a unique focus or approach depending on the market context, ownership and characteristics of the existing buildings and site. The types of high profile uses that are desired by many communities (art museums, cultural or performance centers) are possible, but really must be driven by a project champion and be the beneficiary of public funding, support and stewardship. Similarly, a large industrial or manufacturing use is not likely to be found that would use the entire space in a manner similar to the Unilever operation.

A more pragmatic approach to reuse of the building and property is to not attempt to fill the existing space with a single user or even to use all of the existing space. An incremental conversion and use of the space can be achieved over time and build activity and opportunity on the site with each new tenant or use. This type of approach requires flexibility in how existing and new buildings are used in the future. The Town of Clinton should consider the range of uses that are possible on a property of this scale and provide as much future adaptability as possible within the framework of the Town's vision. This may include continued industrial use of a smaller scale, commercial space, artist and community space, residential uses, or even combined live/work units.

This pragmatic approach is reflected in the hypothetical development scenario illustrated below to support a mixed-use program that provides residential products that can satisfy local demand for high quality units near

Building	Total Area (GSF)	Retail (NSF)	Office/ Manuf. (NSF)	Res .Units	Parking Need	Parking Provided
Existing 1	105,000	12,000	0	73	188	
Existing 2	39,740	0	31,792	0	Included on site	
Building 1	20,000	8,000	0	16	70	
Building 2	39,000	0	0	33	57	
Building 3	60,000	0	0	51	87	
Building 4	60,000	0	0	51	87	
Townhouses	34,100 (8)	0	0	26	Included in unit cluster	
Total	357,840	**20,000**	**31,792**	**250**	489	533
				1,000 SF/unit avg	1.75 space/unit; 1/150 SF office	

FIGURE 11: Table showing the potential development program associated with a future redevelopment scenario Source: The Cecil Group

transit and a walkable town center. The residential units can occupy upper floors or entire buildings, mixed with retail space and commercial space that would generally occupy ground floor space near the train station.

This type of mixed-use redevelopment approach reuses the existing office building on Central Avenue (labeled as *Existing 2* in FIGURE 11.) It reduces the Unilever factory building to about 100,000 sq. ft. (labeled as *Existing 1* in FIGURE 11.) In addition, it creates new building space in four new mixed use residential and retail structures and new townhouse residential structures. This type of program yields 20,000 sq. ft. of ground floor retail space, 30,000 sq. ft. of ground and second floor commercial space and 250 new residential units. These uses are balanced on the site with new open spaces and surface parking areas to support the uses.

The disposition of these uses on the site would complement the context of the location in Clinton. The mixed-use core of activity would be centered at the existing historic Pond's building to take advantage of adjacency to the train station and the main street activity of the town center. This core area would also include higher density residential uses to add activity and vitality to the center of Clinton.

The residential uses would taper down in density to the north as the new development transitions into the existing historic residential neighborhood. The interior of the property is large enough that wooded buffers can be maintained to conceal new units at the center of the block and to respect the scale, views and character of existing houses. The residential uses would create building frontage on the existing access road that leads north from the center of the property to North High Street.

A series of linked open spaces would provide public amenity and a continuity and campus feel to the center

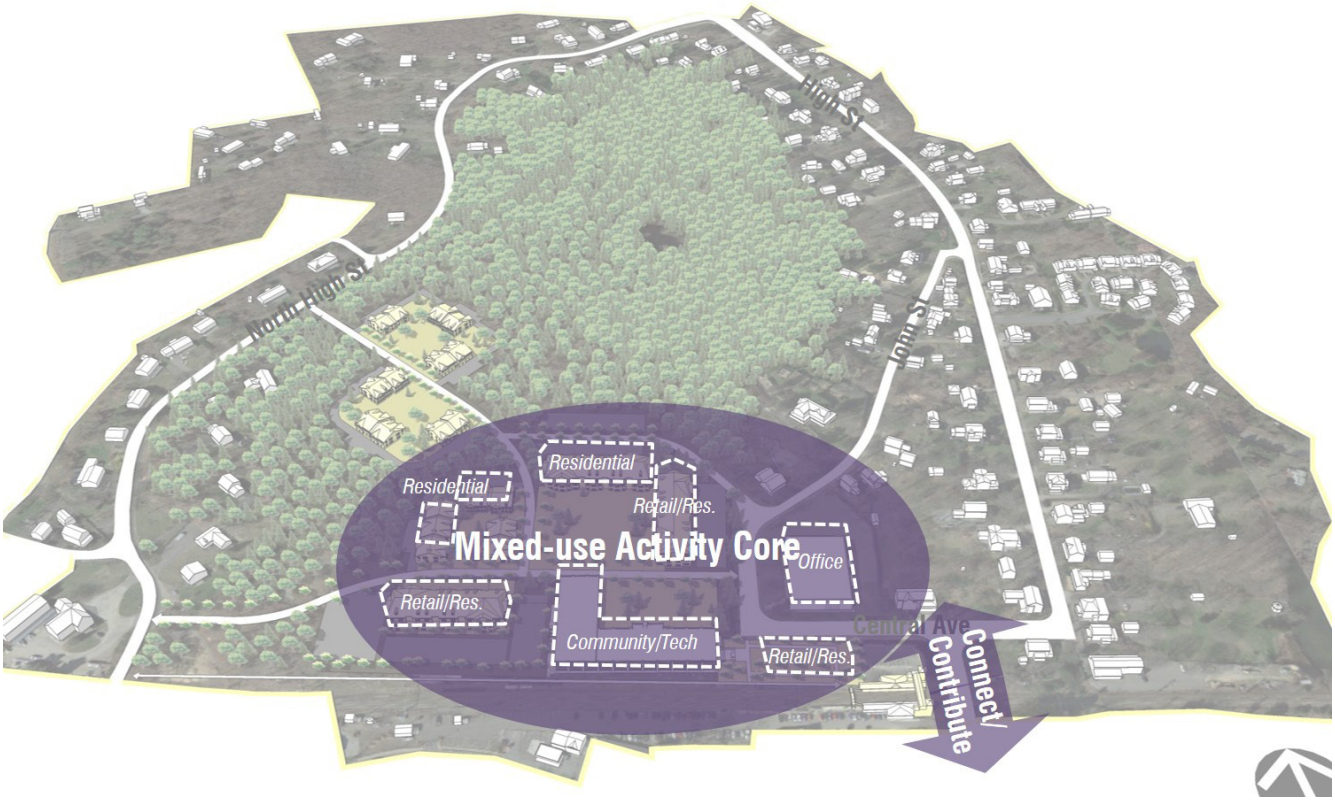


FIGURE 12: Potential future redevelopment scenario highlighting core components Source: The Cecil Group

FIGURE 13: Potential future redevelopment scenario highlighting residential components Source: The Cecil Group

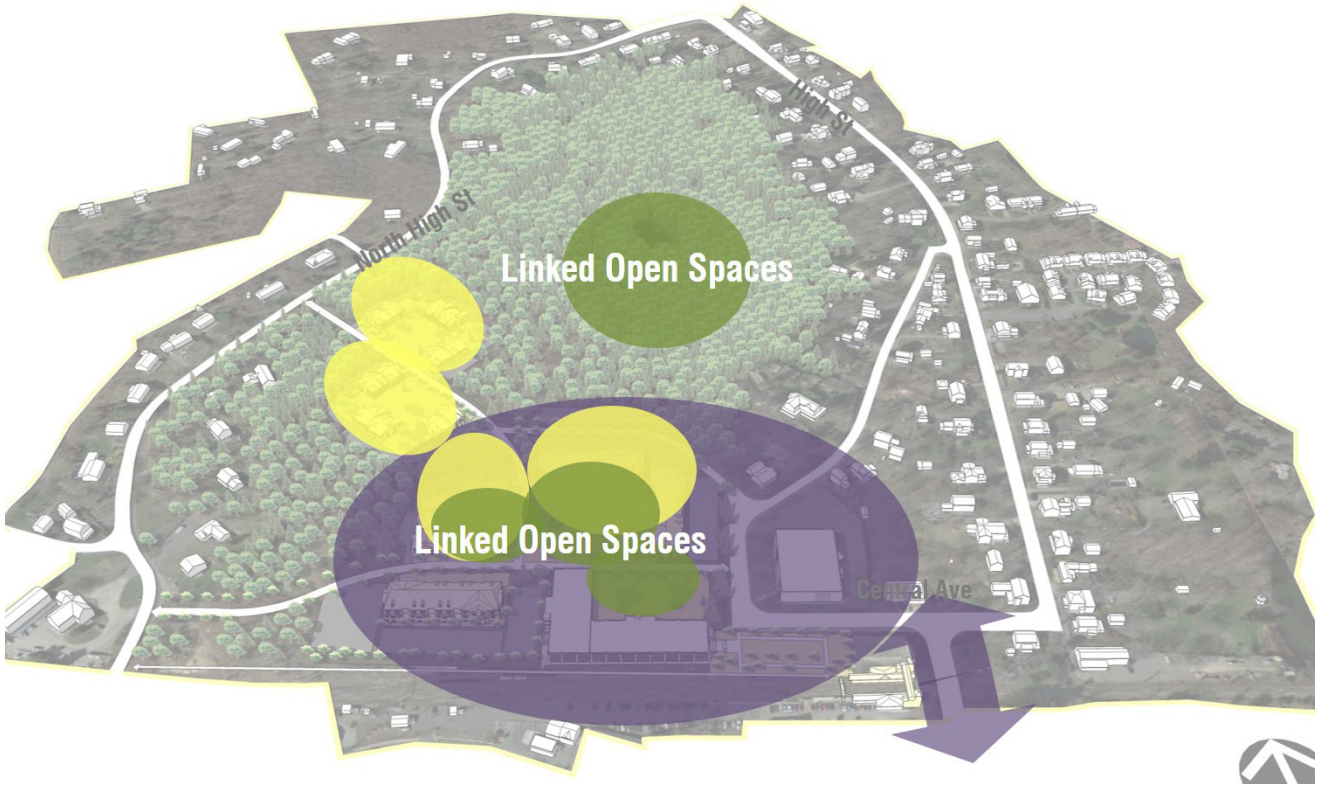


FIGURE 14: Potential future redevelopment scenario highlighting open space components Source: The Cecil Group

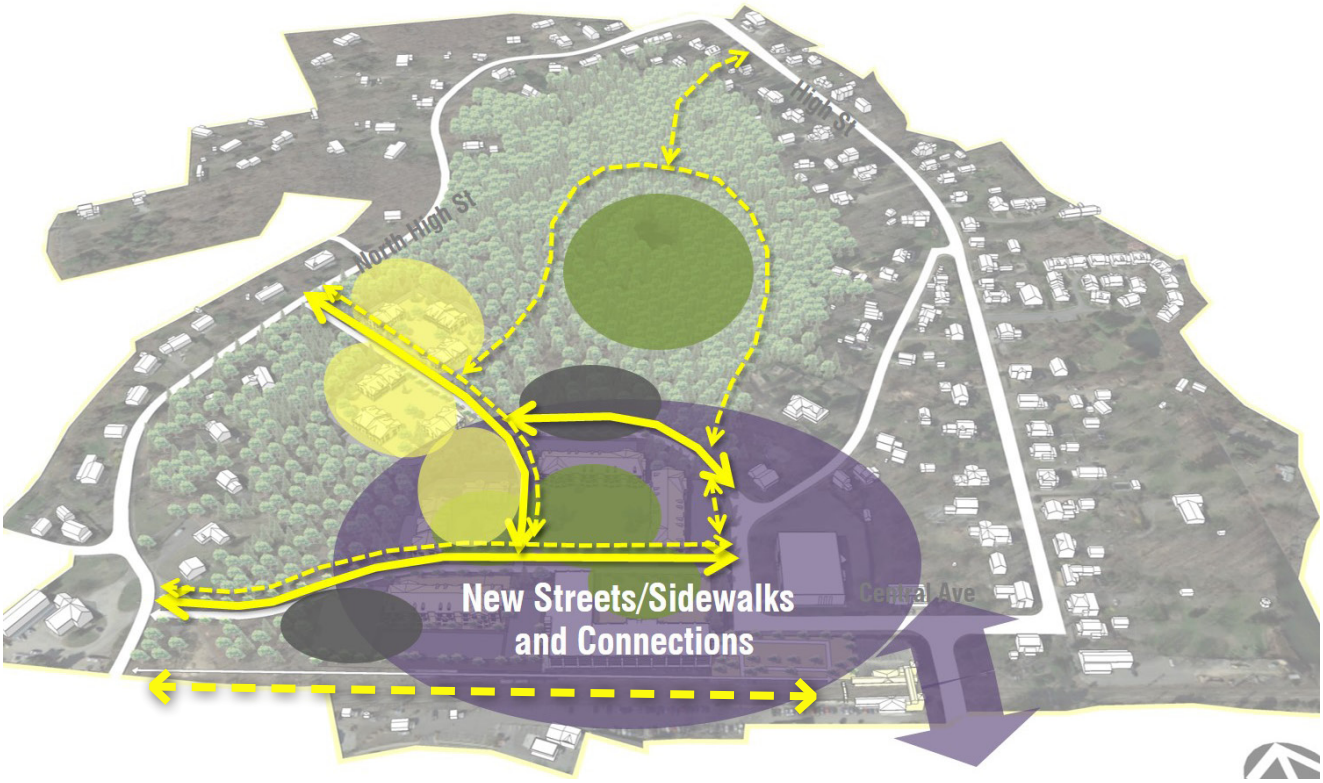


FIGURE 15: Potential future redevelopment scenario highlighting circulation components Source: The Cecil Group

of the property. The northern center of the block can be a part of preserving the character of the area by providing open conservation area to retain the wooded interior of the block to buffer the new development and maintain an appropriate and required buffer at existing wetland areas.

The redeveloped buildings, new development and linked open spaces are brought together by a new and enhanced network of vehicular and pedestrian connections. The first is the reinforcement of an existing access road connection from the parking area of the existing Unilever property to North High Street. This access road should be enhanced and regraded as a standard street with sidewalks and combined with a new direct access connection to John Street. A new connection that parallels the rail right-of-way between North High Street and John Street should be created to reinforce connections with West Main Street.

Pedestrian access and connections should be reinforced throughout the area to create a walkable district that invites pedestrian activity to access both the train station and the town center. Each of the new street connections should include sidewalks. A pedestrian path should be a part of the conservation area to provide public access as a neighborhood amenity and a pedestrian connection north of the rail right-of-way would provide convenient access to the east and west sides of the area and existing rail underpasses.

Architectural Approach

The approach to architectural reuse of the existing buildings is strategic. As mentioned, it is unlikely, though not impossible, that manufacturing would return to the building and find all of the space necessary and useful. If this were to happen it would be a productive use of the property and contribute to the Town of Clinton. If this type of user is not found, it is likely that too much building area remains in the existing industrial spaces.

The majority of the footprint of the existing building is a one story building that provides manufacturing floor

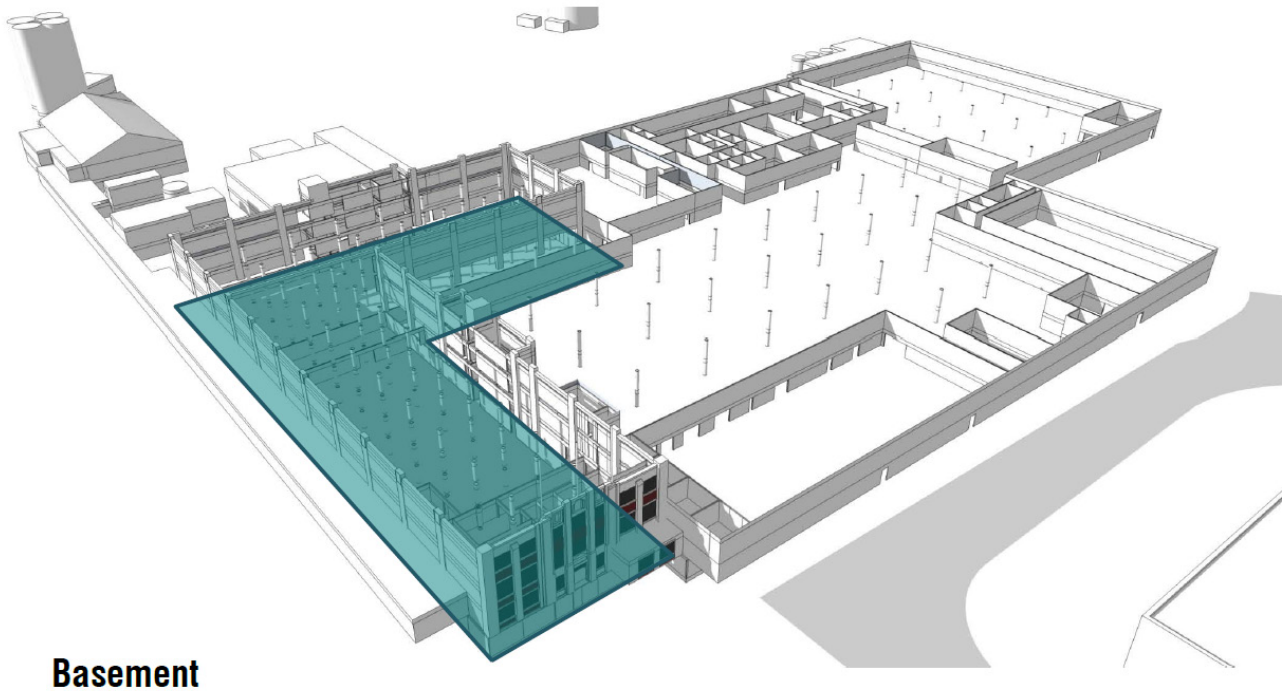


FIGURE 16: A three-dimensional diagram of the historic Pond's building and existing factory structures Source: The Cecil Group

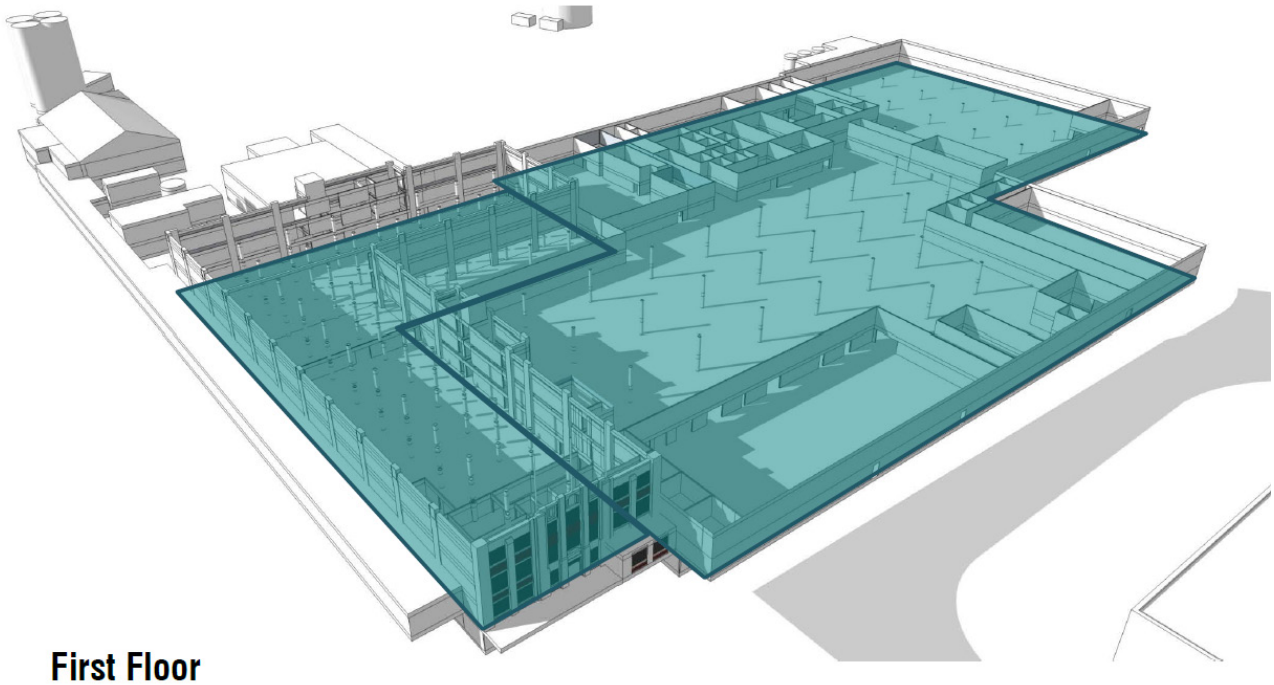
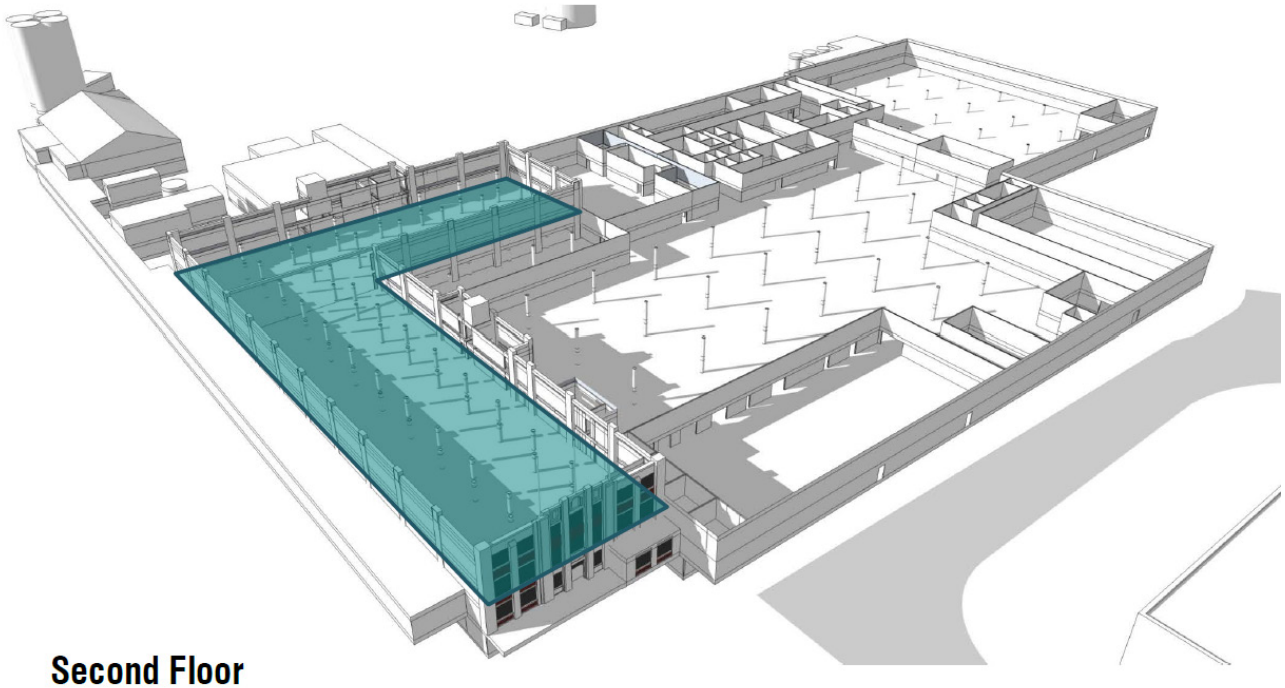


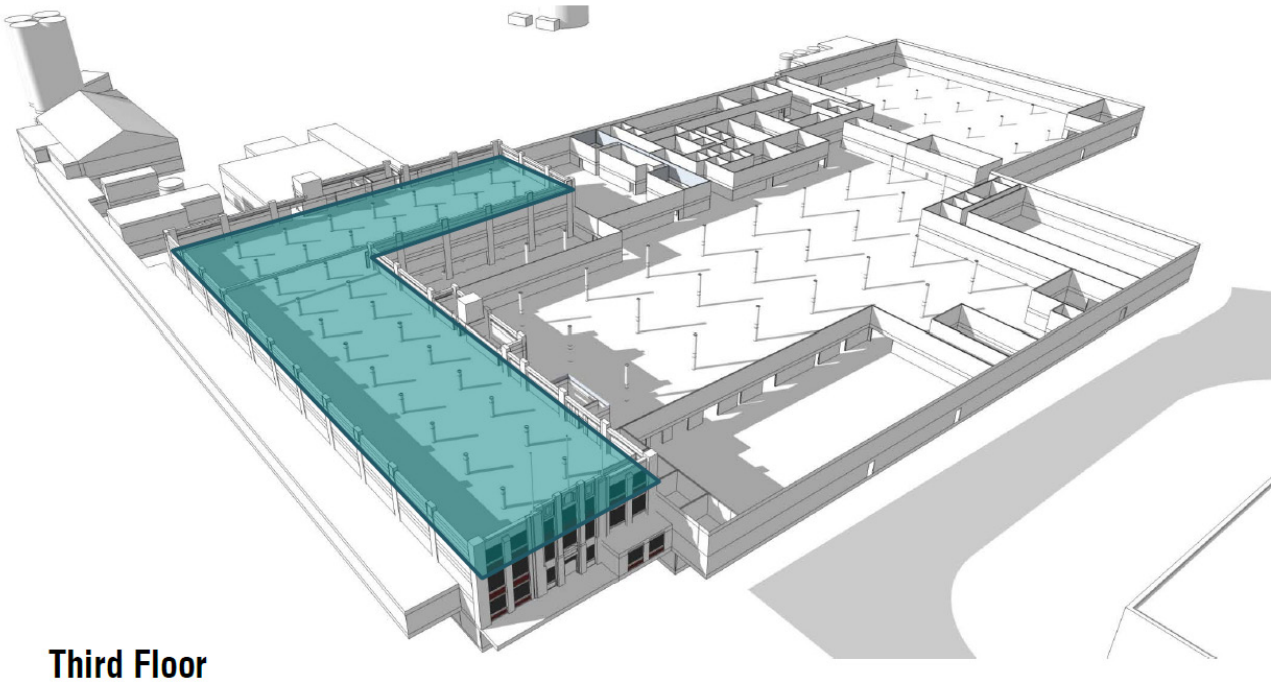
FIGURE 17: A three-dimensional diagram of the historic Pond's building and existing factory structures Source: The Cecil Group



Second Floor

Approx. 35,000 GSF

FIGURE 18: A three-dimensional diagram of the historic Pond's building and existing factory structures Source: The Cecil Group



Third Floor

Approx. 35,000 GSF

FIGURE 19: A three-dimensional diagram of the historic Pond's building and existing factory structures Source: The Cecil Group

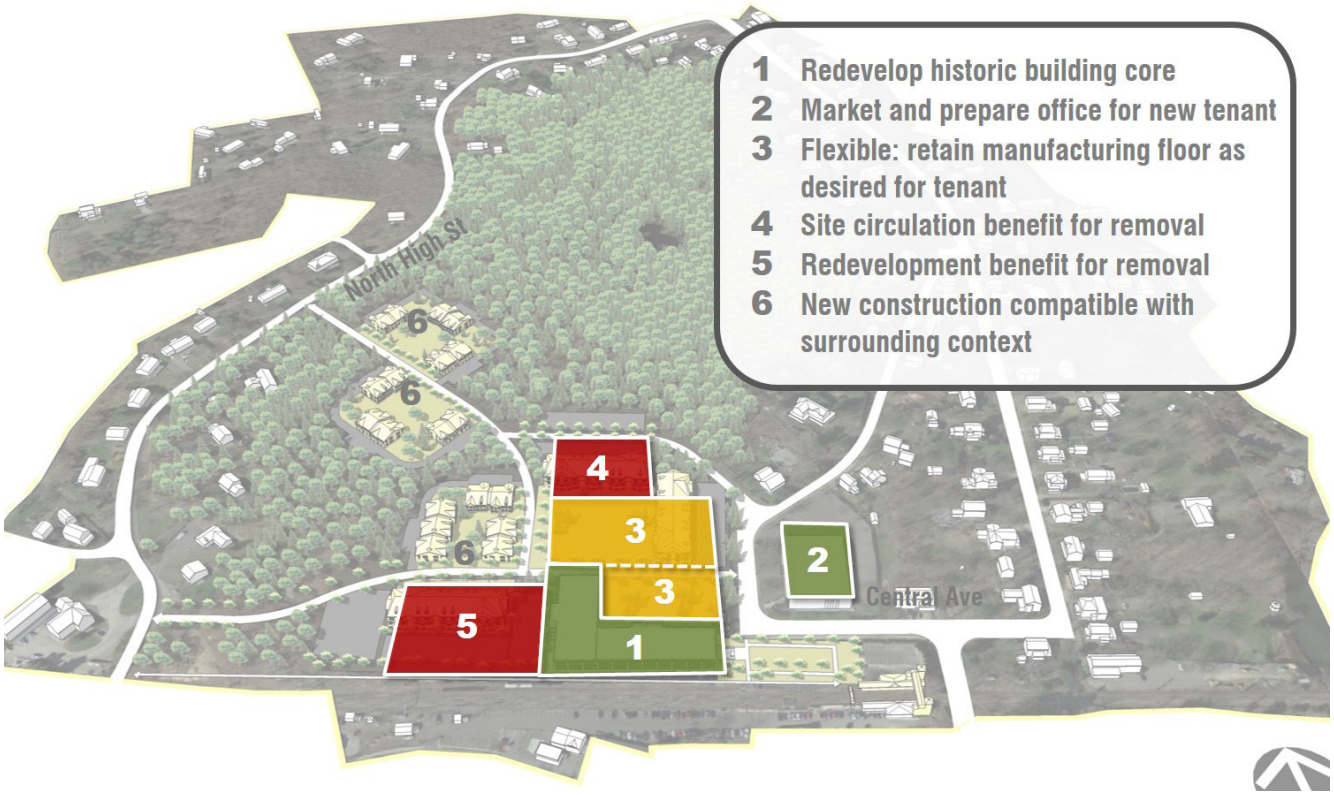


FIGURE 20: Potential future redevelopment scenario highlighting building and site susceptibility to change considerations Source: The Cecil Group

space for industrial processes. It is not high quality space nor is it an architecturally or historically significant structure. The removal of most or all of this space creates new opportunities for reuse of the historic art deco Pond's building and the remaining site for redevelopment.

In FIGURE 20, the architectural components of the existing Unilever property are described in terms of the susceptibility to unlock future change. The building components labeled 1 and 2 should be retained and reused as core elements of future redevelopment. This includes the 3-story Pond's building and the 2-story commercial office building both on Central Avenue. The components labeled 3 should be edited and reused to the extent that the space is useful and marketable for active use. This includes the manufacturing floor space of the Unilever factory. The areas labeled 4 and 5 include periphery, support and utility areas of the previous industrial use and should likely be removed to create more site space for circulation and new future uses.

Preservation

Although much of the architectural approach is framed as an editing of the existing structures to a core of functional and usable space, preservation is a key component to future opportunities on the Unilever property and in the surrounding area. In support of this idea, a Historic District is proposed for the High Street area. In the appendix of this report is a draft of a National Register Historic District Application for the creation of this district. This district would provide several powerful benefits to the area and to the future redevelopment opportunities. The details of the district and its benefits are described in a following section of the report.

The Unilever property and specifically its historic art deco facade that faces the Clinton train station is important to the Town because of its unique gateway location and history as a center of employment and community. Under any future circumstance or redevelopment scenario this building should be preserved. The historic

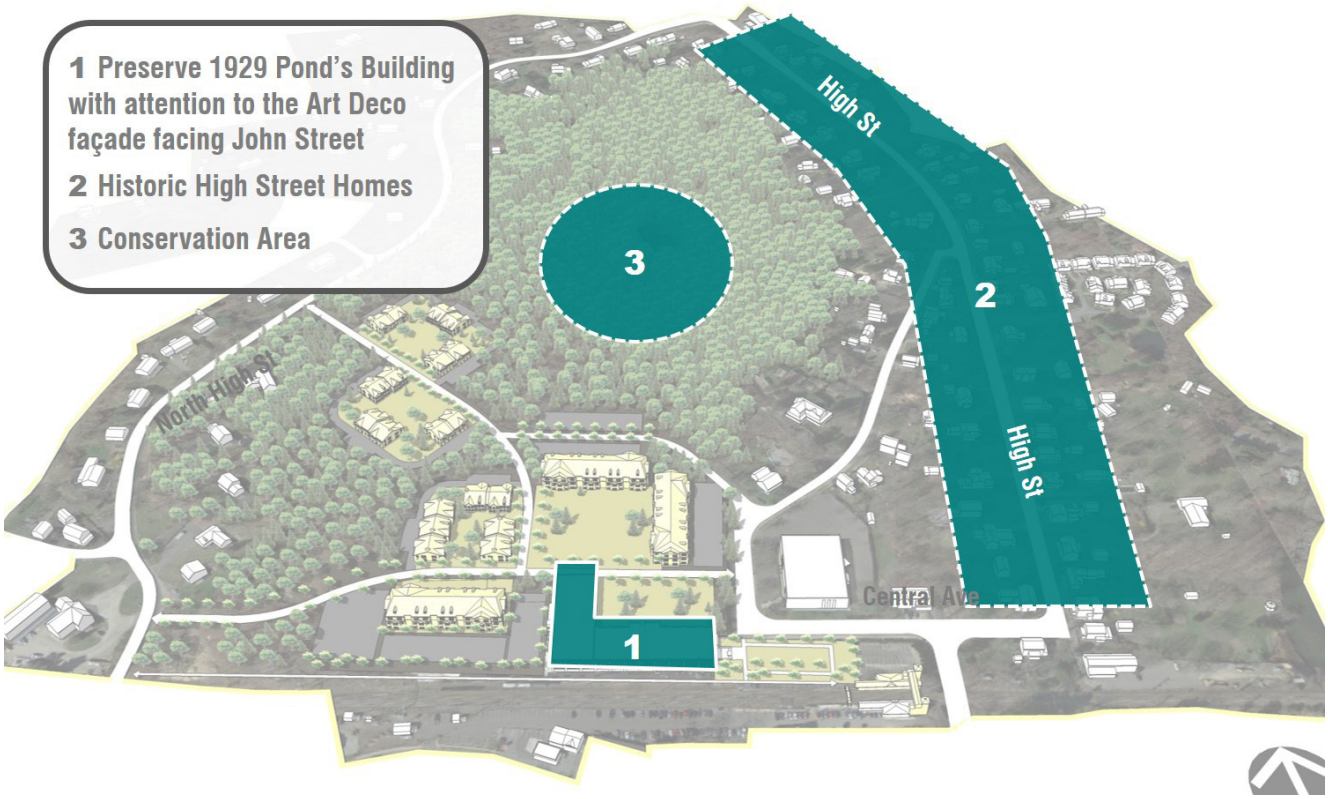


FIGURE 21: Potential future redevelopment scenario highlighting building and site preservation considerations Source: The Cecil Group

FIGURE 22: Potential future redevelopment scenario highlighting existing structures removed Source: The Cecil Group

district provides the opportunity for historic tax credits to be applied to this preservation work and construction cost.

In the preferred approach to reuse and redevelopment the amount of preservation is targeted. As shown on the following page, approximately 185,000 sq. ft. are removed. The 1929 historic Pond's building with the art deco facade is preserved and contributes to creating a sense of place as a centerpiece of the redeveloped site plan.

Another important aspect of preservation is maintaining and enhancing the continuity of historic homes on High Street. High Street is a gateway for the Town of Clinton and a well-preserved collection of the town's history. By including these homes in the historic district, residents and owners would also qualify for historic tax credits to defray the costs of historically consistent improvements.

A potential conservation area at the center of the block between High Street and North High Street is the final primary component of preservation in the redevelopment approach. This area of natural preservation is a major contributor to the character of the area and would retain the heavily wooded buffer between existing homes. This portion of the Study Area includes a wetland area that would be restricted for redevelopment by the Conservation Commission. This portion of the Study Area is shown on the Open Space Plan of the Town of Clinton (2013) as "Future Open Space - Deeded (Partial or All)". Accordingly, this area is shown to continue in its natural state into the future with all redevelopment occurring to the south. Potential procedures for open space preservation are discussed in more detail in the Implementation section of the Action Plan.

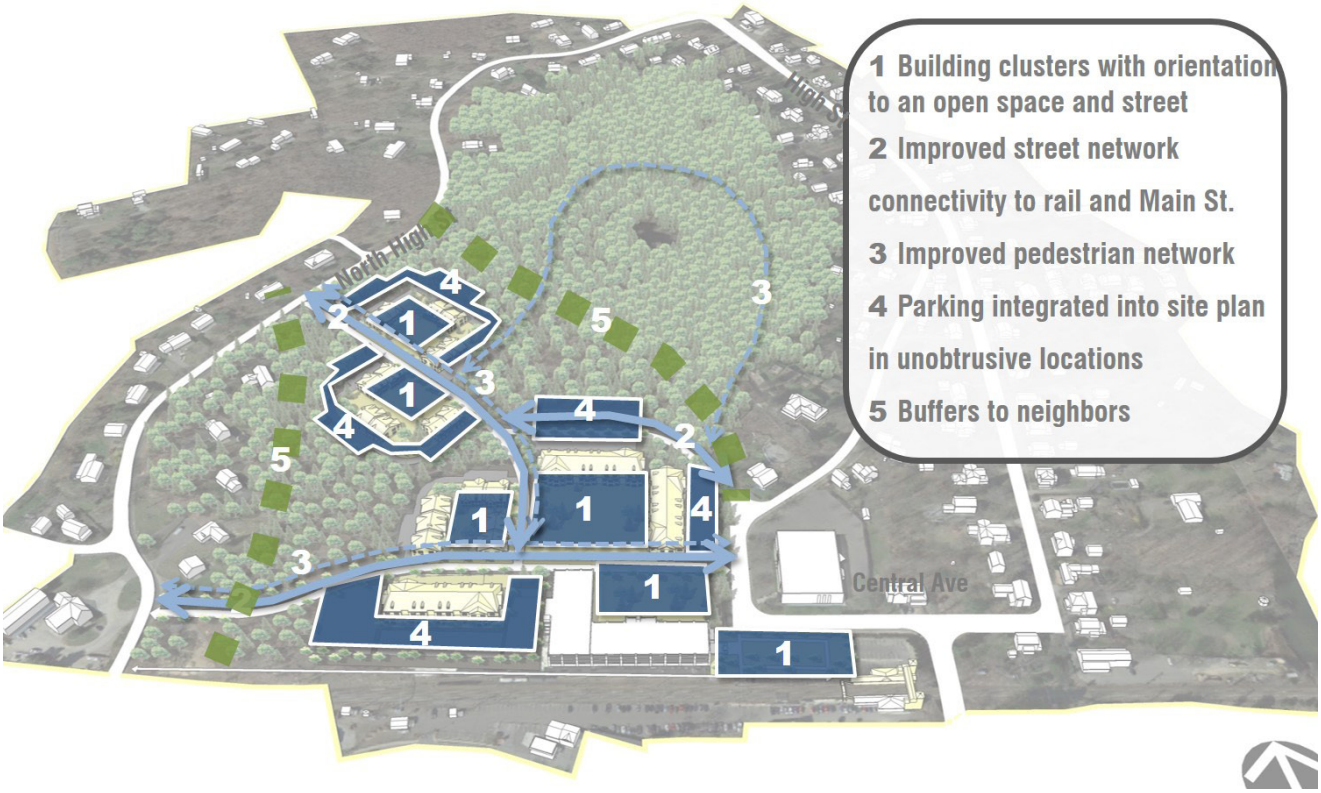


FIGURE 23: Potential future redevelopment scenario highlighting site configuration considerations Source: The Cecil Group

Site Planning

The redevelopment approach and illustration include some general site planning principles that contribute to the creation of a cohesive district. The primary components of the site plan are noted on the diagram below. The composition of the existing and new buildings are arranged to create clusters that are oriented to street frontages and public spaces. The street network connectivity is improved by creating more east-west connections that increase permeability of the site. These enhanced connections also improve pedestrian access and district walkability with a focus on the train station and Main Street as destinations.

An important aspect of the site plan is the integration of required parking to place it in locations that conceal it where possible and keep it out of primary locations. In general, parking is located to the rear or side of buildings and combined with landscape and buffers wherever possible. Lastly, it is important to maintain the quality of the existing residential neighborhood and retain a generous wooded buffer between any portion of new development and existing residential uses. The heavily wooded site and large amount of acreage provides the opportunity to buffer any future development and set the clusters of buildings, parking and open space into a clearing in the woods that protects the views and natural setting of the existing neighborhood.

Financial Feasibility Analysis

As part of the redevelopment approach and strategies that tested the development program and physical fit of the future opportunities, the market context and financial feasibility of redevelopment were also analyzed. A housing demand analysis and a retail gap analysis were performed as part of this study and the full results are included in the Appendix.

The results of this study are promising, but also highlight the importance of the historic tax credits as a critical financial component. The market in Clinton could potentially support residential rents that would make the type of transit-oriented multi-family development shown feasible. Particularly, if the redevelopment is of a high enough quality and large enough scale to create a critical mass of character and a sense of place that reinforces a higher achievable rent.

A conceptual pro forma analysis was prepared as a tool to understand potential development costs and revenue dynamics for future opportunities. The tables in FIGURE 24 show the potential cost and revenue of each of the primary components of the redevelopment strategy. The table on top shows a baseline condition for market-based redevelopment conditions. The middle

Component	Cost	Annual Revenue	Supportable Debt	Financing Gap
Historic Structures to Remain	$13M	$761,000	$11M	$2M
Non-historic Structures to Remain	$1.3M	$445,000	$6.4M	None
New Construction	$45.2M	$2.7M	$38.9M	$6.3M

Component	Cost	Annual Revenue	Supportable Debt	Financing Gap
Historic Structures to Remain	$5.8M	$761,000	$11M	None

Component	Cost	Annual Revenue	Supportable Debt	Required Rent
Historic Structures to Remain	$13M	$899,000	$13M	$1,375
Non-historic Structures to Remain	$1.3M	$381,500	$5.5M	$12
New Construction	$45.2M	$3.1M	$45.2	$2,025

FIGURE 24: Tables summarizing hypothetical financial scenarios to test implementation feasibility Source: The Cecil Group

table shows potential historic tax credits applied to the historic portions of the redevelopment project. The bottom table shows the level of rents required to produce enough revenue for a potentially feasible project.

The results of this analysis show the need for an incremental approach to redevelopment and the benefit of thoughtful project phasing. The most alarming number in the tables is the $6 million financing gap for the new construction, this is based on an achievable rent of $1,800 per month as shown in the Residential Rental Market Study included in the appendix. Although the current average rent in the market area is between $1,200 to $1,400 per month, a rent premium could be achieved due to the location close to the village center and rail station. Additionally, to achieve the higher rent levels and attract households the development will need to feature units of high quality construction and design with tenant amenities such as fitness facilities and ample storage. Closing the $6M gap toward a feasible redevelopment project involves historic tax credits, phasing, and shifting the market with quality redevelopment to raise the potential achievable rent to over $2,000 per month on average.

More specifically, it appears that a first phase project that involved the historic Pond's Building and leveraged historic tax credits to offset costs could be feasible for mixed-use or commercial redevelopment. The character and quality of this first phase of development would be important to creating an increase in the achievable rent for subsequent phases of development. In effect, the developer would be benefiting from the increase in value that they have created. Later phases of new construction could then achieve rents greater than $2,000 and would close the identified gap and increase feasibility. Final phases of development that are adding units to an established product with a thriving sense of place could demand even greater rents and enhance overall feasibility.

Other funding sources, such as brownfields grants, public/private partnerships for new roadway construction, or tax increment financing could help to close the initial gap to initiate redevelopment. Funding assistance that could be applied at the front-end of the redevelopment process would be particularly helpful. Once the process of redevelopment is underway, future phases should be more financially feasible and self-sustaining.

Potential Phasing

The market analysis and financial feasibility studies show that incremental redevelopment and phasing of the project would enhance feasibility and match predicted absorption of housing units. The Residential Rental Market Study estimates that between 45 to 60 rental units per year can be absorbed from 2014-2019.

The first step of the phasing approach is to create a the Historic District that is outlined in this Action Plan with the Historic District application provided in the Appendix. The creation of this Historic District would generate eligibility for properties within the district to use State and Federal Historic Tax Credit subsidies.

In the illustrative development scenario, redevelopment of the historic Pond's building for commercial use (renting to tenants) would be eligible for both Federal and State tax credits as long as the Secretary of Interior Standards for Rehabilitation are followed. Under the Federal program, the developer could receive back 20% of hard and soft costs, exclusive of site work. Under the State program, the developer could receive back 25% of hard costs only, also exclusive of site work. These subsidies assist in creating a feasible first phase of renovating and reusing a portion of the existing buildings.

Additionally, phasing and project implementation may need to occur at smaller increments over time. If a larger and more extensive redevelopment project is not likely to occur in the near future to justify a historic rehabilitation and renovation, the existing space could be used as a low cost business or artist incubator space to provide a positive activity on the site along with a modest revenue stream for the property. This type of approach could provide short term activity, while more ambitious plans get underway.

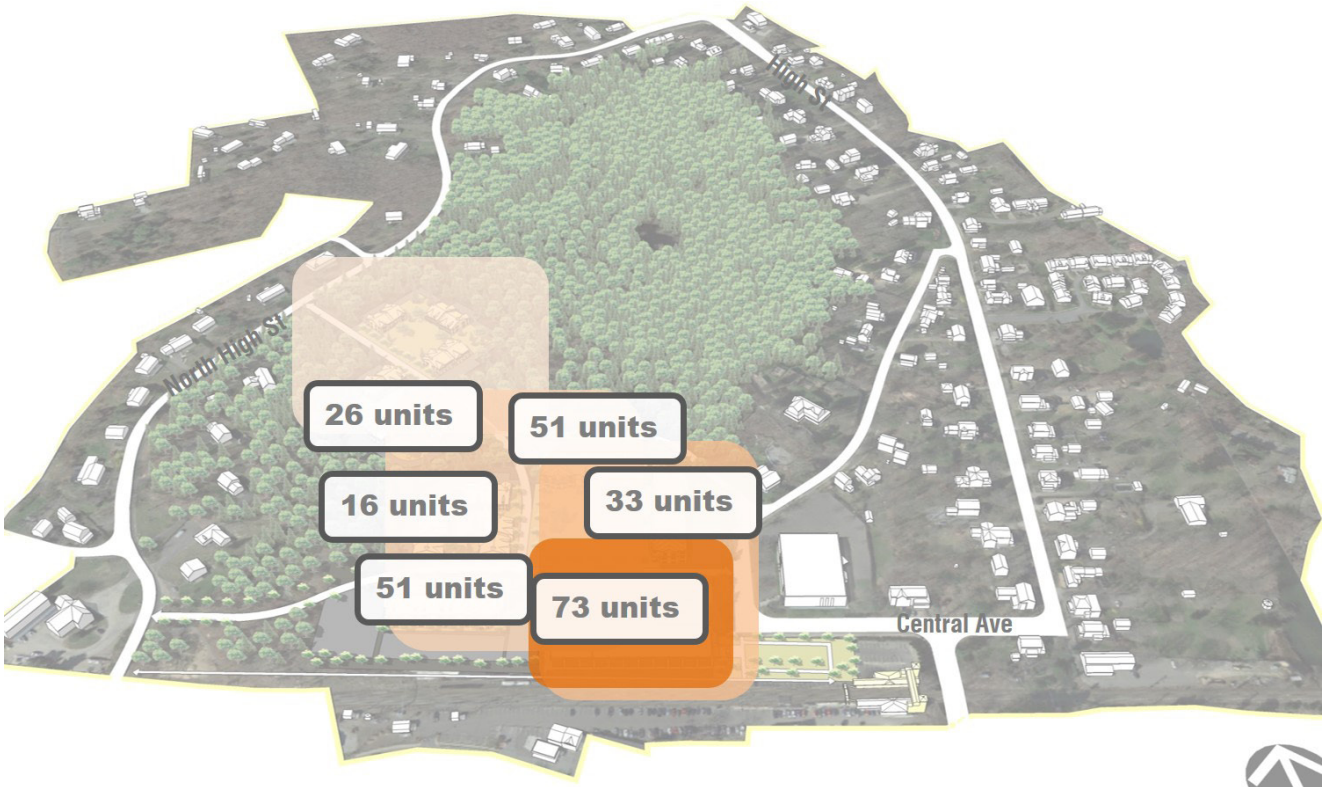


FIGURE 25: Potential future redevelopment scenario highlighting possible phasing of residential units Source: The Cecil Group

In the long term redevelopment vision that has been illustrated, the renovated and actively used historic buildings become the foundation for future redevelopment phases. The historic rehabilitation and active reuse of the attractive Pond's building creates a favorable context for developing additional increments of space, including housing, that could potentially build expected rents and revenues. An incremental approach to the housing development is also required to respond to market absorption constraints. Of the total 250 housing units, only a certain number can be successfully leased annually. Estimated within the Residential Rental Market Study included in the Appendix to be 40 to 60 units per year. In each phase it is important to create a critical mass of activity and building massing to frame open spaces and enhance vitality of place, but to not exceed the number of units that could be absorbed by prospective tenants.

Environmental Considerations

As part of the redevelopment of any former industrial building or site, it is a development requirement that any required environmental remediation would be completed as part of the construction and improvement process. As part of this planning process, a comprehensive review of the environmental documentation of the site found in public records has been performed. A summary of this documentation is included in the Appendix.

Although the full extent of remediation cannot be known based upon this information, it does not appear that environmental remediation would place an unusual burden on the redevelopment of this building and site. Brownfield sites that were former sites of industrial contamination are routinely repurposed and remediated. Anticipating potential residential uses on the site is an important distinction, as it would require a higher level of site remediation.

Development entities will include the costs of such remediation efforts in their pro formas or seek public financial assistance if the remediation costs create a gap in the feasibility of the project funding. The Connecticut Office of Brownfield Remediation and Development provides a "one stop" state resource for programs and direct financial assistance in the form of loans and grants to help close this gap and facilitate redevelopment projects. Brownfield funding is available to municipalities or project owners through State grants.

Other resources include the Connecticut Brownfields Redevelopment Authority (CBRA) to create and administer programs that will bring about the remediation and economic redevelopment of contaminated industrial sites. As stated on their website, the CBRA helps turn many of Connecticut's historic mills and factories into prime 21st-century workplaces. Additionally, Federal resources are also available through the US EPA Brownfields grants for both assessment and cleanup.

Utility and Infrastructure Considerations

A redevelopment of higher density in Clinton requires special utility and infrastructure considerations because of the absence of Town public sewers and existing constraints of the roadway circulation. In general, proposed density must be proven to be supported by on-site infrastructure improvements, including on-site wastewater treatment. To be consistent with the Town of Clinton's aggressive sewer avoidance policy, the treatment of development sewage on site is required to avoid the need for significant new public infrastructure improvements such as public sewers. Proposed density must also take into consideration the capacity of the existing road network to accommodate additional traffic without the need for extensive road improvements.

In regard to the wastewater, the most cost effective solution is a package sewage treatment system that would be integrated into the site planning of the new building clusters. Open spaces and clearings can be designed as part of the sewage treatment facilities. The scale of the development is such that the site requirements and cost of such a system can feasibly be accommodated within the development program and costs. The site is serviced by other major utilities and would have conventional utility considerations for other site planning concerns.

For example, in the Town of Clinton's land use office is a previous proposal and report to build an on-site wastewater system on the Unilever Property from the year 2000. The system was proposed to be located north of the access drive between the factory building and North High Street. The proposal outlines that the soil conditions on site are not ideal for percolation and the project would require approximately 18,000 cubic yards of fill to create an on-site system with a capacity of about 10,500 gallons per day. The cost was estimated at $1.05 million at the time of the proposal. The U.S. Geological Survey Water Science School estimates that each person uses about 80-100 gallons of water per day. Therefore, such a system would support 100-130 people.

In regard to potential traffic generated by new development, a detailed trip generation and traffic mitigation analysis would be part of the site plan

approval process of a large redevelopment project. As illustrated, the new development creates additional roadway connections and circulation options between High Street and North High Street. Additionally, a mixed development program has the benefit of dispersing peak traffic volumes among the variety of uses. For example, in the morning residents may commute away from the site, while employees of small businesses commute to the site. Lastly, increasing the multi-modal options for the new development by enhanced walkability and connection to the rail station may reduce the traffic volumes associated with the new development.

However, this area of Clinton has a major traffic and circulation constraint. The road network is reduced to two narrow passages under the rail corridor at Hull Street and North High Street. This infrastructure constraint will always limit the volume of traffic that can freely circulate north/south in the Town of Clinton. If it is found that new development would negatively impact the level of service of the roadway at these locations, the Town could work with the development proponent and CTDOT to explore potential infrastructure improvements at these pinch points. Possible solutions include widening underpasses to create additional travel lanes or exploring a third underpass at a location that would alleviate vehicular congestion. New development at the Unilever property does not create this potential traffic issue, but it may exasperate it. A long-term redevelopment proposal could provide an opportunity to for the State and Town to reconsider this limitation on the current roadway network.

The character of historic residential buildings on High Street in the Study Area Source: The Cecil Group

ACTION PLAN

FOR THE HISTORIC UNILEVER PROPERTY AND AREA

VILLAGE DISTRICT RECOMMENDATIONS

Zoning Changes

The preferred redevelopment approach described in the preceding section would require modifications to the existing zoning in the Study Area to open the door for private investment to achieve the desired results. The following section describes the zoning changes that would be required to accomplish the recommended approach to village district recommendations, including the relationship to existing zoning, structure and administration methods, and associated standards regarding typical zoning components (use, dimensions, parking and other standard categories).

The context of the current zoning within the Study Area is shown to the right with a general table of the dimensional requirements of the zones within the Study Area. The majority of the preferred redevelopment approach occurs within the existing I-1 Industrial zoning district.

The zoning changes described below would be most simply accomplished by replacing the I-1 district in this location with a new zoning district, a MU Mixed-use Development District. Below the specific characteristics of this potential zoning district are described relative to the underlying zoning of the I-1 Industrial Zone that exists today.

Use

One of the primary changes from the current I-1 Industrial Zone to the proposed MU Mixed-use Development District is allowing residential uses within the district. Currently, residential uses are prohibited. Additionally, mixed-use development would be encouraged as a type of development in the district by allowing more than one principal use to occur in a building or on a site. Additionally, a mix of uses would be permitted within a single unit, a live/work unit, that would allow small work spaces to be integrated within a residential unit Light industrial uses would remain as a permitted use.

Dimensional Standards

To respect the existing context of the residential neighborhood, the dimensional standards regulating the allowable scale of building in the proposed MU Mixed-use Development District are not proposed to be larger than the existing characteristics of the current I-1 Industrial Zone including a maximum height of 35 feet and further defining that height as 3 1/2 stories.

Off-Street Parking and Loading

As part of the proposed MU Mixed-use Development District, the current minimum parking requirements should be reduced. To foster a transit-oriented and walkable district, minimum parking requirements that potentially provide an over supply of parking are counterproductive.

A reduced parking ratio has been used in the development of the preferred alternative to include 1.75 spaces per residential unit and 1 space per 150 sq. ft. of retail or commercial space. Alternatively, parking minimums could be eliminated or a parking maximum could be established. The developer will not build any more or any less parking than they believe they need to have a marketable and successful product. Also, the project may benefit from shared parking considerations that could reduce parking demand by combining parking for different uses at different times of the day. For example transit or office parking could be used to support retail and restaurants in the evening.

Design Standards

Other design-related requirements can be added to the Study Area through the creation of Village Zone (VZ). The Town of Clinton has an existing Village Zone with design standards for the town center on East Main Street. New Village Zones could follow this model to be implemented in the Study Area. The characteristics of two proposed Village Zones are described in the next section. The intention of the design standards is to keep the requirements relatively simple, while retaining flexibility to keep the future open to as many economic development opportunities as possible.

New development proposals within the VZ should be subject to design review through the Town Planning and Zoning including review by an architect or planner. The principles of the design standards should include a process for compliance alternatives. A process by which exceptions can be granted, if a project is compliant with the intentions of the district, but cannot meet a certain provision of outlined by the standards.

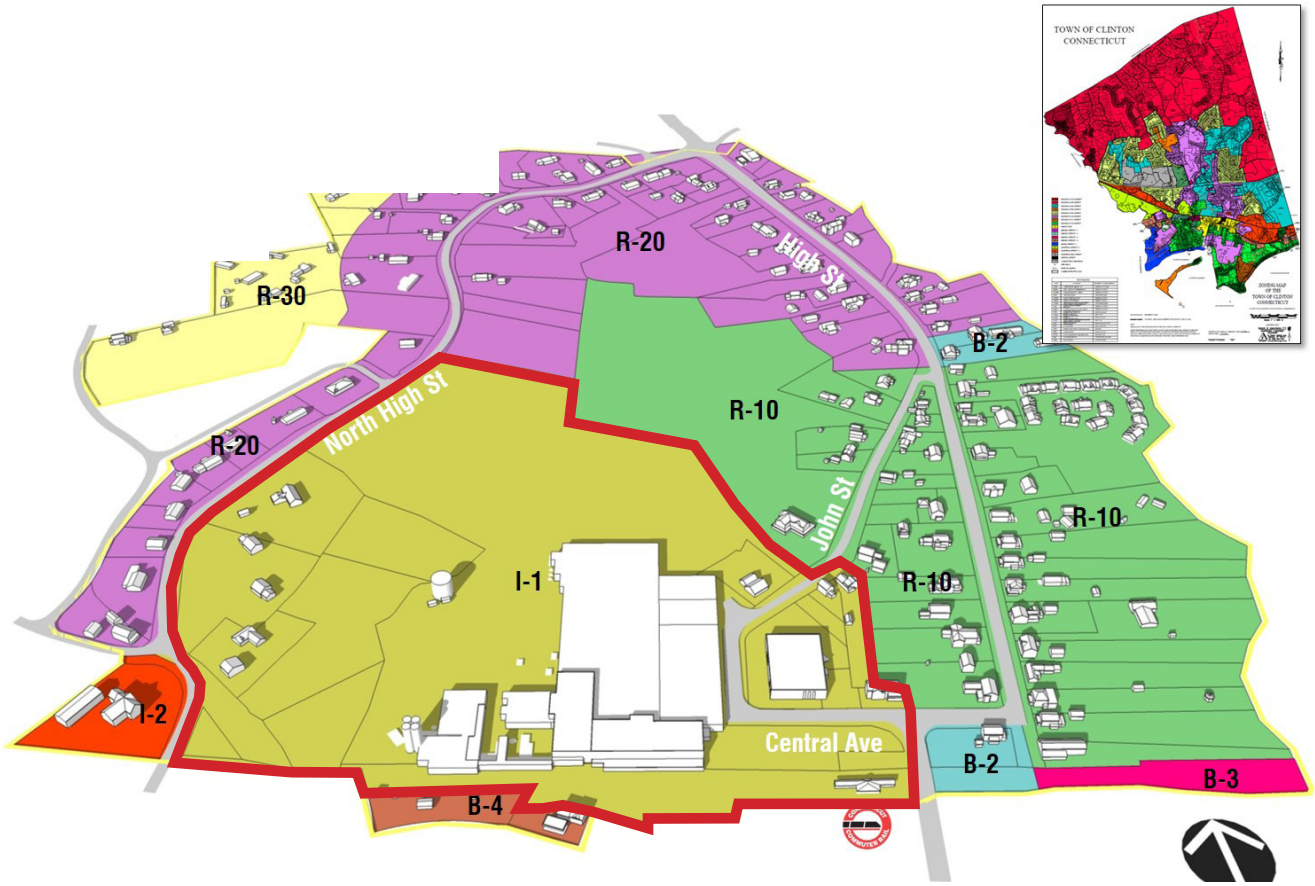


FIGURE 26: Study Area highlighting the current zoning and the boundary of proposed new zone in red Source: Town of Clinton, The Cecil Group

Zone	Min. Lot Area (w/o water)	Min. Lot Area (w/ water)	Min. Setback from Street (FT)	Max Height (Stories)	Max Height (FT)	Max. Aggregate Ground Coverage
R-10	20,000	10,000	25	3	35	20%
R-20	30,000	20,000	30	3	35	15%
R-30	40,000	30,000	35	3	35	15%
B-2	10,000	10,000	n/a	3	40	60%
B-3	10,000	10,000	n/a	3	35	90%
B-4	20,000	20,000	n/a	3	40	80%
I-1	20,000	20,000	25	--	35	75%
I-2	40,000	40,000	50	--	50	75%

FIGURE 27: Tables summarizing current zoning characteristics in the Study Area Source: Town of Clinton

Design Standards

In addition to the changes in the underlying zoning to include a new Mixed Use Development District (MU), the following design standards are proposed to be included as part of two new Village Zones (VZ) in the Study Area. The boundaries of two Village Zones are shown to the right. One would coincide with the new Mixed Use Development District and the other would include the remaining area that is also included in the proposed National Historic Register District.

The two districts have different purposes, one is intended to guide the character of redevelopment and the other is intended to reinforce preservation of historic architecture and features. The proposed Village Zones are outlined below. The structure and specific language of the proposed Village Zones should follow the model of the existing East Main Street Village Zone.

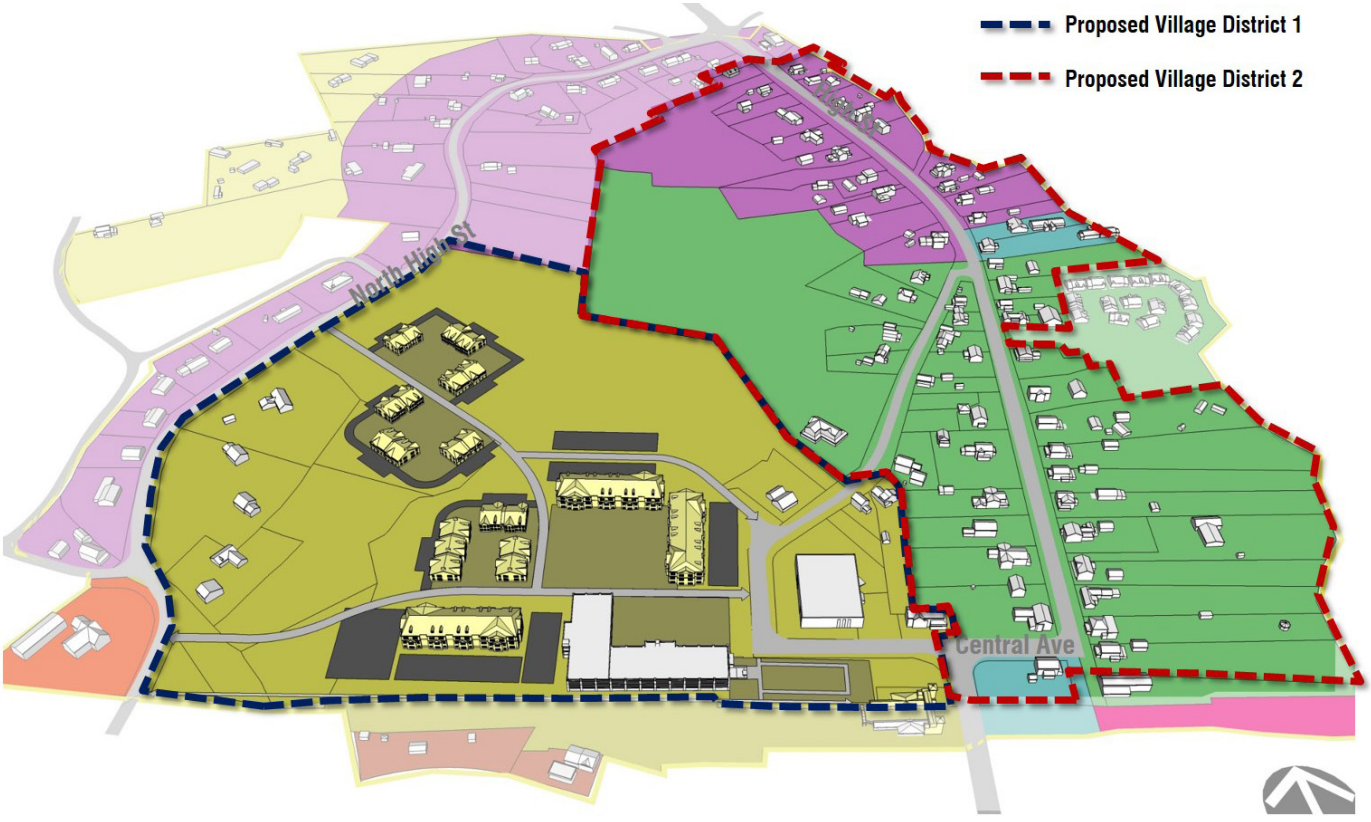


FIGURE 28: Study Area showing proposed Village District boundaries Source: The Cecil Group

Village Zone (Redevelopment)

1. Statement of Purpose: The purpose of the District is to create a new walkable mixed-use concentration that contributes to the vitality, connectivity and transit-oriented nature of Clinton's Town Center and surrounding neighborhoods. Redevelopment should preserve historic assets and be consistent and compatible with the character of the historic district.

2. Permitted Uses: Encourage mixed uses within a single structure or within a complex of structures. Encourage live/work units and innovative small business spaces. Near the rail station, ground floor retail/commercial uses with other uses above are encouraged. At residential edges, residential uses are encouraged. Multi-family residential allowed as of right. Light industrial uses permitted as of right.

3. Dimensional Characteristics: Maximum height of 3.5-stories; 35 feet (Existing I-1 Zone)

4. Parking Requirements: Parking ratio reduction in exchange for enhanced pedestrian connectivity (scenarios used 1.75 space/unit; 1/150 SF retail/office as per existing requirements)

5. Design Standards:

A) Preservation of defined historic structures (the 1929 Art Deco building of the Unilever property)

B) Architectural character and design to reinforce a village setting with pitched roofs, an orientation to the street, articulated entries and reinforcing a human scale

C) Higher density clustered toward southeast of district near rail station at Central Avenue and West Main Street

D) Lower density respecting edges of district toward adjacent neighbors on North High Street and John Street

E) Development Setback to adjacent residential neighbors at a minimum of 50 feet between any adjacent property line and proposed building.

F) The historic art deco facade of the 1929 Pond's Building should be highlighted as a prominent feature of redevelopment and oriented to an open space and reinforced as a Town gateway. No new building or structure should be built in front of this facade.

G) Integration of components of traditional neighborhoods into the site planning and building design – including an orientation to street frontage, buildings designed to frame open spaces, preservation of site features and native vegetation wherever possible. Reinforce a pedestrian-oriented and walkable district

H) Cross circulation and connection for vehicles and pedestrians that is publicly accessible on the site should be a focus of the redevelopment strategy.

I) Pedestrian circulation and connections between open spaces and building entries and street crossings should be emphasized to reinforce a safe and walkable district.

J) Parking integrated into the site plan, not a feature and landscaped in accordance with Clinton zoning provisions and to be an integrated part of the surrounding site context

Village Zone (Preservation)

1. Statement of Purpose: The purpose of the district is to preserve the historic residential neighborhood and Town gateway composed of historic residences along High Street.

2. Permitted Uses: Not changed from current zones

3. Dimensional Characteristics: Not changed from current zones

4. Parking Requirements: Not changed from current zones

5. Design Standards: The following design standards are intended to preserve the historic structures that exist in the district and to enhance the quality of the district over time. If the following standards cannot be followed as part of a redevelopment project, the project proponent must show that the project complies in an alternative manner with these two intentions.

A) Preservation of defined historic structures including those structures highlighted as part of the proposed historic district as either individually eligible or contributing to the district

B) Architectural character to reinforce a village setting including new additions that respect the scale, quality and character of the existing structure

C) Components of traditional neighborhoods – orientation to street frontage, framing open spaces, preserving site features and vegetation

D) Street character and landscape should contribute to and reinforce the tree-lined street with generous front yard setbacks that is typical along High Street and shown in the historic photo

E) Pedestrian circulation and connections to reinforce the transit-oriented nature of the historic district

F) Parking integrated into the site plan, not a feature. Parking that is located in the rear buildings whenever possible and to the side of buildings. Garages should be placed behind the primary building facade.

A historic view of High Street In Clinton Source: Celebrating 350 Years Clinton: 1663-2013

Incentive Housing Zone

The community vision and results of the testing of conceptual alternatives show that their is potential alignment with the Connecticut Department of Housing's Incentive Housing Zone Program. The potential alignment of an Incentive House Zone has been evaluated for inclusion within a revised zoning scheme. The following summary of the implications and alignment with Town goals and development feasibility is summarized below for help supporting a decision regarding inclusion of an Incentive Housing Zone (IHZ) program in potential zoning ordinance modifications.

The IHZ would be applied as an overlay district on top of modifications to the underlying zoning. The transit adjacent location is an eligible location for the program. The zone must permit as of right affordable housing development per IHZ standards (20% of housing units at 80% of the adjusted median income of Clinton). The IHZ would require higher minimum densities than are depicted in the preferred concept alternative to reach 6 units per acre for single-family housing, 10 units per acre for townhouses or 20 units/acre for multi-family housing. The Village Zone 1 depicted below is approximately 38 acres. Projects within the zone would be subject only to site plan or subdivision procedures, not special permit procedures.

The density requirements of the IHZ may be brought more into alignment with the potential development concept by the way developable land is defined in the zoning language. For example, the Town of Old Saybrook recently modified zoning language to exclude land that would be restricted for future development from the calculation of developable land for unit density. This type of zoning text modification would allow a portion of the Unilever parcels to be restricted as a conservation area, decreasing the amount of land that would be used to calculate unit per acre densities and could make it more feasible to comply with the requirements of an IHZ.

The creation of an IHZ by the Town of Clinton would create an opportunity for Incentive Housing Development (IHD) which would be eligible for financial incentive payments and funding assistance. The technical assistance grants and pre-development funds may include Pre-development Funding, Zone Adoption Grants, and Building Permit Grants. For more information refer to the Connecticut Department of Housing Incentive Housing Zone Program website (http://www.ct.gov/doh/cwp/view.asp?a=4513&Q=530592).

The historic Art Deco entry of the Pond's Building on at the Unilever Factory Source: The Cecil Group

ACTION PLAN

FOR THE HISTORIC UNILEVER PROPERTY AND AREA

PRESERVATION AND HISTORIC DISTRICT RECOMMENDATIONS

District Boundaries

The following are the specific recommendations for historic district boundaries.

High Street and John Street Historic District

The district boundaries of the proposed North High Street Historic District are shown to the right. The district boundaries encompass the historic properties with frontage on High Street, John Street and Central Avenue. The boundary includes the historic Unilever property and its 1929 art deco building.

The district includes five (5) non-contributing properties, but overall it is a majority of historic properties that are contributing the district or individually eligible for historic registration. A total of fifty-six (56) contributing buildings are included in the district. On North High Street, a total of four (4) historic properties that could contribute to the district remain outside of the district boundary. The properties are excluded to retain a largely contiguous historic district of contributing properties.

The proposed historic district forms a gateway into the Town of Clinton from the Connecticut Turnpike south down High Street. It also recognizes a historic district which is immediately adjacent to a contemporary transit amenity at Clinton Train Station. The historic district brings no restrictions on the use or improvement of properties. It does bring new opportunities resulting from eligibility for historic tax credits. If the historic tax credits are pursued, restrictions would occur on the improvements to ensure that they are consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties for maintaining, repairing, or replacing historic materials or designing new additions or making alterations.

Historic Properties

The recommendations encompass District, National Register or rehabilitation categories for additions to existing lists and inventories.

High Street and John Street Historic District

The historic characteristics of the properties in the proposed district include the following.

• Architectural Classification: Colonial (Georgian), Mid-19th Century Greek Revival, Late Victorian, Italianate, Second Empire, Queen Anne, Stick/Eastlake

• Statement of Significance: Property is associated with events that have made a significant contribution to the broad patterns of our history. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

• Areas of Significance: architecture, community planning and development, industry

• Period of Significance: c. 1700-1958

• Resulting in eligibility for historic tax credits

• No restrictions on properties (unless historic tax credits are used)

A view of the historic homes of High Street In Clinton Source: The Cecil Group

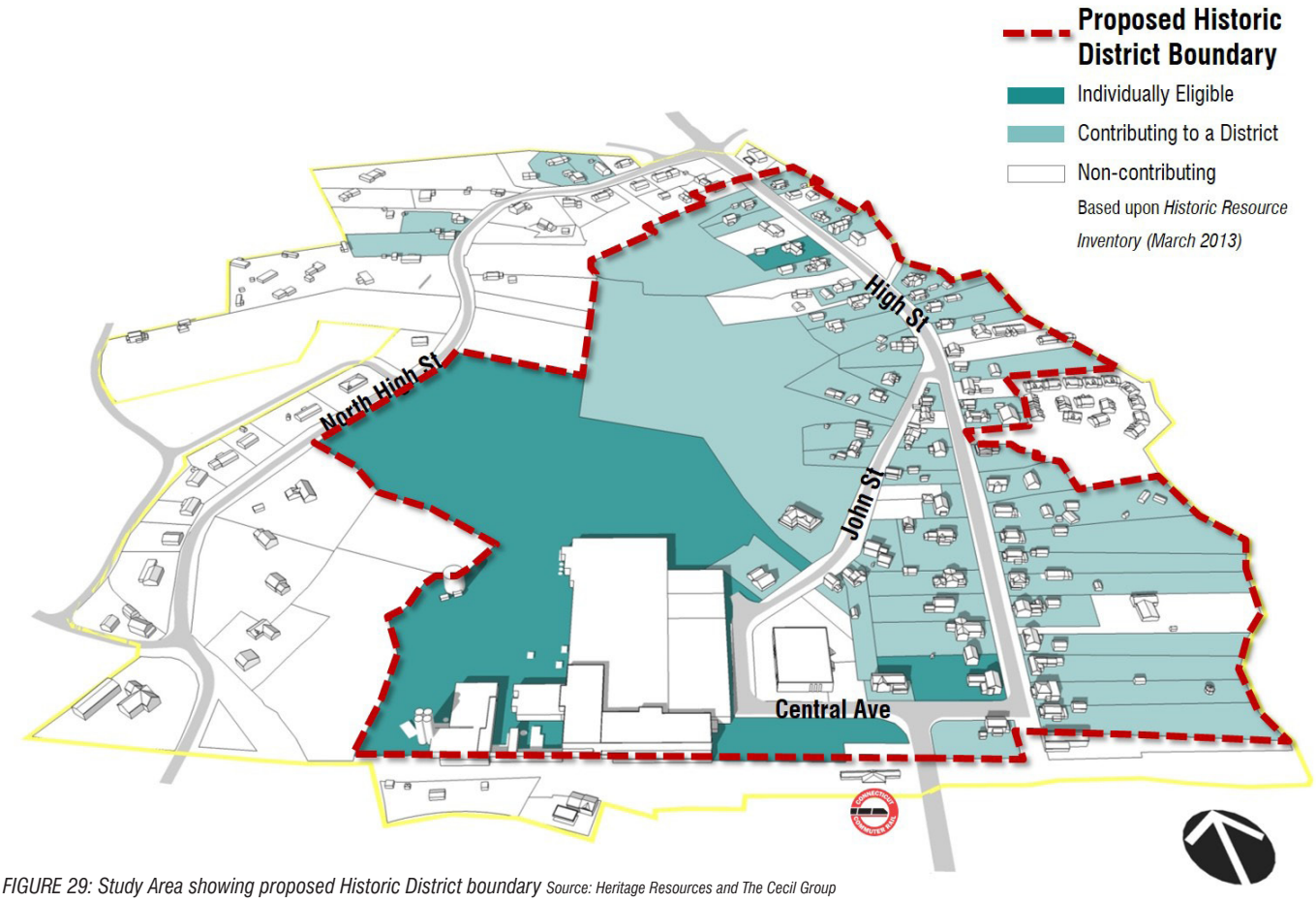


FIGURE 29: Study Area showing proposed Historic District boundary Source: Heritage Resources and The Cecil Group

The platform at the Clinton Train Station adjacent to the Study Area Source: The Cecil Group

ACTION PLAN

FOR THE HISTORIC UNILEVER PROPERTY AND AREA

TRANSIT ORIENTED RECOMMENDATIONS

TOD Recommendations

The following are the specific recommendations for enhancing transit orientation, walkability and transit-oriented development (TOD) in the Study Area in Clinton.

TOD Area

The area that may benefit from TOD implementation in the form of public improvements, infrastructure or regulations that enhance transit access and use is an area that is within walking distance of the train station. A typical planning convention for this area is a one half mile walking radius centered on the rail station. This roughly equates to a 10 or 12 minute walk. Nearly the entire Study Area falls within this hypothetical walking radius. However, the safe pedestrian connections that exist between the surrounding neighborhoods and the train station are limited.

TOD Context

The applicability of TOD is very strong for suburban and peripheral communities that provide transit as a significant option to driving. TOD occurs wherever developable land is within a short walking distance of a transit station that can result in a competitive advantage to significantly shift the pattern of uses and associated development than would otherwise occur. However, just because a town has a rail station with great access to an employment or activity center does not mean that all the housing nearby in the town is transit-oriented development. Commuter suburbs with a rail station can exist with virtually no TOD, Fairfield County has plenty examples, where because of dispersed development patterns virtually none would walk to the rail station.

By far, the most common use and trip-type associated with TOD is the commute between housing and work. There are some reasons for this that have to do with the economics of housing locations and business economics associated with employment centers. Basically, a suburban resident can access major employment centers through transit, and therefore have many employment choices accessible to them. The opposite is true for suburban employers - the transit will only provide convenient access to a limited number of people who are reasonably close to the line or route that the employer is near. It is important to remember that the total commute time is a critically important factor, and people generally located within a very narrow range of commute times - between 20 and 30 minutes being a very strong preference and pattern.

Transfers between modes are a major negative factor, due to added time and unpredictability. Urban centers that are transit hubs (Manhattan, Boston, etc.) have a significant concentration of transfer choices and short transit headways (frequency of arrivals and departures). Suburban areas have few transfer choices and long headways. So a suburban employer has a much smaller pool of potential employees relative to an urban location, which is why there are relatively fewer “reverse commuters”, by far.

So, in most suburban and all except the most dense urban areas, TOD tends to be housing, with residents substituting transit for cars to get to work. While a specific analytical measure is not referenced, this type of TOD represents an enormous proportion of TOD in this country and is growing as transit lines and Bus Rapid Transit are being extended and the price of driving is growing.

Prototype examples of TOD were the streetcar suburbs and compact development around lines and stops. Today, many commuter suburbs with commuter rail or express bus service provide prime examples (and opportunities) for TOD around the stations and stops. This can take the form of conversion of existing buildings or new construction for uses that directly benefit from walking proximity. There are literally hundreds of valid examples

The rail underpass at Hull Street with existing sidewalks Source: The Cecil Group

The existing pedestrian underpass at the south end of High St.
Source: The Cecil Group

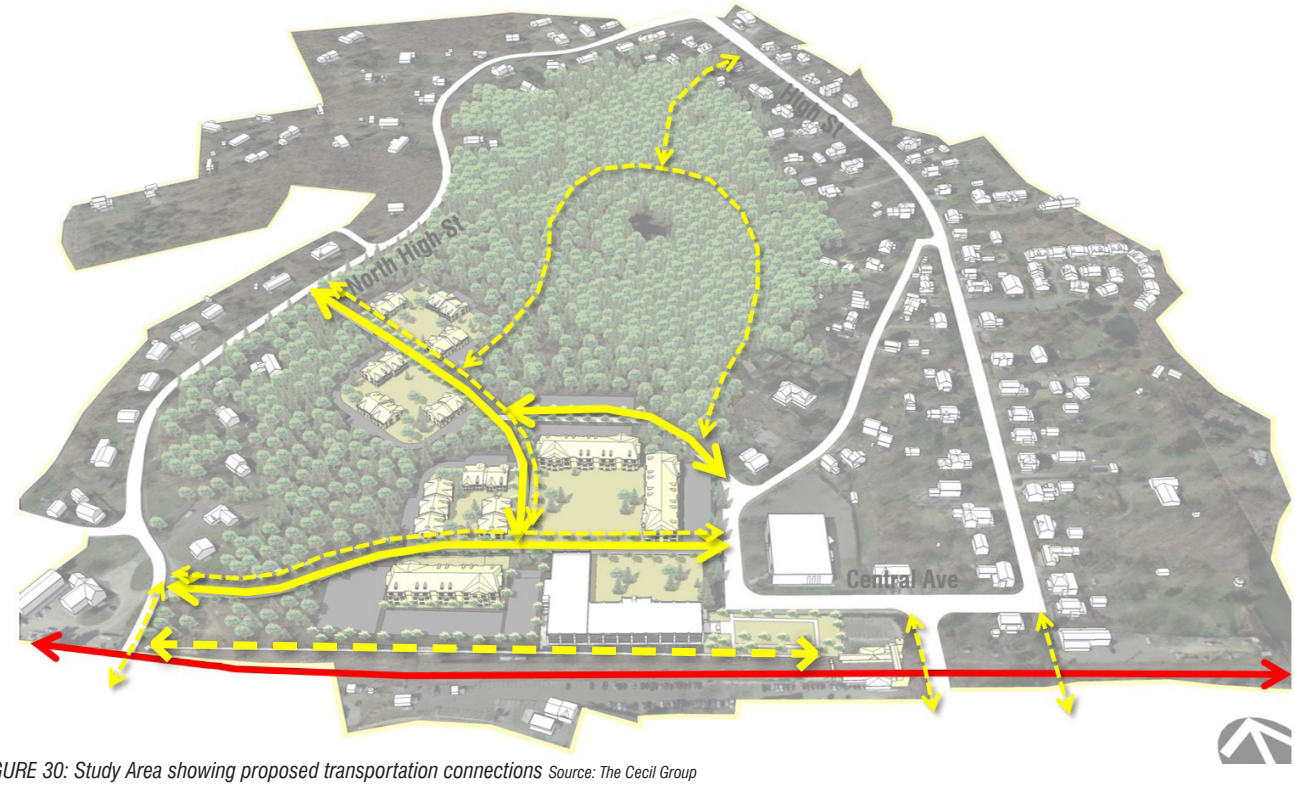


FIGURE 30: Study Area showing proposed transportation connections Source: The Cecil Group

of suburban TOD in the U.S. today.

Much less frequently, employment and entertainment centers grow around transit stations as TOD. Although it does occur in unusual circumstances or in particularly dense urban areas, like Manhattan or downtown Boston, the superior travel times provided by extensive urban transit networks provide distinct advantages for commercial and entertainment around major transit hubs. That's why the location of Madison Square Garden and Boston Garden made so much sense. Or, as another example, the area around South Station - the largest transit hub in New England - is experiencing tremendous development pressure because of its location.

Remote towns and cities where travelers cannot make the trip to work conveniently on available transit such as intercity rail or intercity buses are not typically candidates for TOD. However, the circumstances in New England and the Northeast that will influence Clinton may be more "suburban" than would appear, for several important reasons. These support the notion that the Study Area is a superb candidate for housing, and some complementary uses. It is far less likely that the transit access would provide any relative advantage to other available locations for employers or entertainment venues - although unique circumstances associated with a specific user occasionally prevail. This is why the concept of a regional or national arts center here would not likely benefit from transit as an important factor, while it could be a substantial positive factor for residential uses. Reasons supporting residential-oriented development include:

Clinton is within a reasonable rail commuting distance of New Haven (about 35 minutes). The employment opportunities around both of the New Haven stations are strong - portions of Yale, most of the downtown, and the growing medical/hospital complexes are within 1/2 mile of the stations.

Employment patterns are becoming more dispersed and not focused in traditional centers, with a number of people working more frequently from home and then travelling to work/clients/appointments part time. As a result, the tolerance for longer "commutes" is understandably greater for those people. The effect is so strong that we are seeing (not only in New England, but nationwide), decreases in traffic volumes in suburban areas because of the significant decrease in traditional commuting by car.

Employment opportunities are very dispersed within New England and are increasingly well served through the intercity rail network, which is being expanded and growing in train frequency. Not only is the rail station within a walkable distance, but many amenities, goods and services are within walking distance, including the town commercial center convenience shopping, and the waterfront.

Another factor - call it the "accumulated wealth" factor should be added. In the U.S. economy, there has been an enormous shift in the scale and concentration of wealth. This concentration is not detectable using available income data, which is an appropriate basis for most aspects of housing demand studies. However, individuals who are relatively wealthy can translate that wealth into housing, and they will choose locations because of the life style benefits. Such individuals do not rely on typical employment and commuting to derive income. The Cecil Group has worked in many communities where significant numbers of residents have moved there because they like it as a small town environment (Northampton or Dartmouth in Massachusetts for example). But they wish to be within reasonable access of big city benefits, and like the ability to hop on a train to get there (not a bus).

New York, and to a lesser extent, Boston are major generators of wealthy individuals who are a notable portion of the market for housing at the peripheries of our commuter regions. This will be a potential factor in Clinton benefitting development potential, relative to other location choices for such individuals, if the type of village environment and community amenities they desire can be maintained and expanded.

Lastly, another trend is the increasing number of two employee households that would find a transit-oriented

location to be very attractive. The two employee household is likely to commute to different locations, one person may commute to a concentrated economic center such as New Haven and the other may commute to a more dispersed suburban office location. In such a household, access to the rail would be ideal to limit expenses related to driving for one of the employees in the household. This type of household could also generally afford a higher rent to achieve the level of quality and amenity they seek.

TOD Recommendations

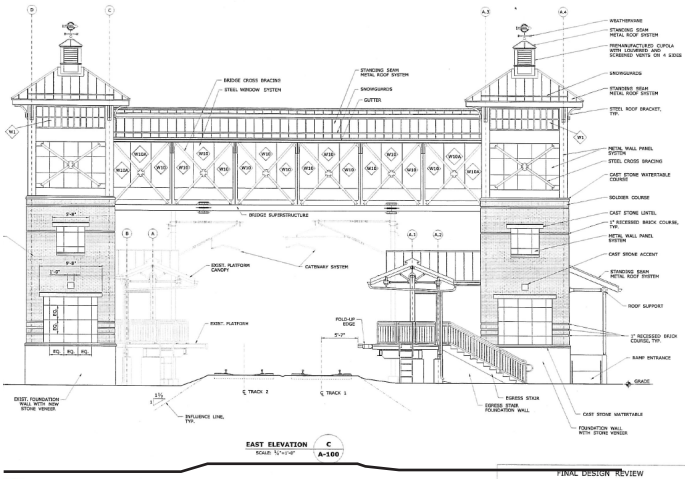
To the extent that TOD district concepts have not been included in other portions of this Action Plan, the following recommendations include a summary of additional steps that could be taken to create an effective TOD district in Clinton. This includes primarily circulation and improvements within the Study Area to enhance walkability.

The Study Area is poorly connected from east to west with no public access that connects High Street to the east and North High Street to the west. Additionally, connections to the north and south are also limited by the rail right-of-way. Two points of vehicular access are located at North High Street and Hull Street with a third pedestrian access point at the south end of High Street. All access points north and south of the rail right-of-way are provided by underpasses. Additional access points across the rail right-of-way would be difficult to achieve.

In this context, improving the existing underpasses is critical to reinforcing permeability between the train station, the proposed redevelopment areas at the Unilever property and the town center and coastal portions of the community. Improvements to the underpass at Hull Street should be advocated for by the Town as part of the station improvements proposed by CTDOT. The station improvements are depicted in the image to the right and would literally and figuratively elevate the profile of rail access in Clinton.

New site planning in the Study Area associated with future redevelopment should provide new circulation connections between North High Street, John Street and Central Avenue. These connections could be made in a number of locations, a series of conceptual connections are shown in FIGURE 30. Each of these connections should include sidewalks on both sides of the street to reinforce district walkability. Sidewalks on both sides of North High Street should also be considered to improve pedestrian access.

Multi-use paths for pedestrian and bicycle circulation should be included parallel to the rail right-of-way and to provide access to the conservation area. This type of path should be a minimum of 10 feet in width. Improvements at the interior of the block between High Street and North High Street would occur with future redevelopment, a public/private partnership should be explored to create the public benefit of circulation and walkability improvements. The improvements to existing streets in the Study Area should be explored by the Town as either potential CTDOT projects or included in future capital improvement budgets of the Town.



A building elevation of the Proposed Station Improvement for Clinton

Source: CTDOT

Historic Pond's Building Entry *Source: The Cecil Group*

ACTION PLAN
FOR THE HISTORIC UNILEVER PROPERTY AND AREA

ACTION PLAN AND IMPLEMENTATION

Implementation

The Action Plan takes into account all of the components of the Final Report and outlines a matrix of time frames and responsibilities for municipal actions associated to accomplish the Town's objectives in regard to the Unilever Property and surrounding area. Potential funding and financial resources are also listed when known or available.

Action Plan

1. Partnership and communication with Owners

The Town should continue with open and positive communication with the property owners and assist them in finding a productive use or new opportunity for the property. The Town should continue to advance making this area attractive for private investment.

Time frame: 1 year

Responsibility: Town of Clinton Board of Selectmen, Planning and Zoning, working with private owners

2. Adoption of Village Zones (VC)

The adoption of the Village Zones sets the stage for future opportunities and acts as an outreach tool for the Town of Clinton that it is serious about attracting redevelopment to this area and will assist in implementation of to attract private investment.

Time frame: 1 year

Responsibility: Town of Clinton Planning and Zoning

3. Change in Underlying Zoning

The change in the underlying zoning sets the stage for future opportunities and would immediate change the context and potential of the target property.

Time frame: 1 year

Responsibility: Town of Clinton Planning and Zoning

4. Consideration of an IHZ Overlay Zone

The change in the underlying zoning sets the stage for future opportunities and would immediate change the context and potential of the target property.

Time frame: 1 year

Responsibility: Town of Clinton Planning and Zoning

5. Creation of Historic District

The draft application has been created for the creation of a National Register Historic District. The draft application should be reviewed and formalized by the Town with assistance from the Historic District Commission and the Clinton Historical Society.

Time frame: 1 year

Responsibility: Town of Clinton Planning and Zoning

6. Brownfields Funding and Investigation

The Town should investigate and pursue further assistance from the State to fund more detailed study and analysis of the environmental conditions on the site, the creation of a remediation plan and, if possible, funding for site remediation from State or Federal sources to prepare the site for redevelopment. The suite of State brownfield remediation programs and financial assistance sources are discussed on the Department of Energy and Environmental Protection website for Remediation/ Sites Clean-up (http://www.ct.gov/dEEP/cwp/view.asp?a=2715&q=489000&deepNav_GID=1626).

Time frame: 2 years

Responsibility: Town of Clinton Planning and Zoning, working with private owners

7. Street and sidewalk infrastructure investments

The Town of Clinton should develop an integrated approach to street and sidewalk improvements on High Street, North High Street, John Street, Central Avenue and at the rail underpasses. The improvements should be planned into the capital improvement budget in upcoming years to incrementally improve walkability in the Study Area and to invite private investment. Additional assistance should be sought from CTDOT where possible, like potential improvements to State Route 81

Time frame: 2-5 years

Responsibility: Town of Clinton Department of Public Works and Bike and Pedestrian Alliance

8. Conservation area partners and agreements

Land owners that have property at the northern interior of the block between High Street and North High Street can actively participate in the long-term creation of conservation land near the wetland area. The public has expressed interest in preserving the wooded environment in the area and the potential for publicly accessible trails and connections. If the potential for partnership exists with the private landowners, the Town should explore with the owners options for preservation of open space that would meet all parties goals and concerns. Options include inclusion of the land in the Conservation Commission's Open Space Plan, creation of conservation easements or deeded open spaces.

Time frame: 2 years

Responsibility: Town of Clinton Planning and Zoning, Conservation Commission and Parks and Recreation working with private owners

9. Shared community vision and support

As steps in this implementation process occur, the community of Clinton, should remain supportive with the understanding that each of these steps are contributing to an overall community vision that was well-supported. Each step alone will not implement the vision, but each adds to the likelihood of revitalization opportunities in the future.

Time frame: 5 years

Responsibility: Town of Clinton community

10. Marketing, outreach and advocacy

All residents, board members, advocates or officials that represent Clinton should make an effort to promote, market and advocate for the outcomes described in this report. An organized and coherent strategy for investment in the community can also be used to attract investment from a variety of State departments and programs.

Time frame: 5 years

Responsibility: Town of Clinton Board of Selectmen, Planning and Zoning, and Economic Development Commission working with private owners

11. Expedited Permitting

The Town of Clinton should explore methods of expediting review and approval of a potential project in the Study Area. Using the proposed zoning and Village Zone as tools, approvals should be made as transparent, clear and streamlined as possible to add predictability into the process to attract developers.

Time frame: 2 years

Responsibility: Town of Clinton Planning and Zoning and Building Department

12. Clinton Train Station Improvements

The Town should continue to advocate for improvements to Clinton Station with an overhead walk, platforms on both sides and circulation improvements to the railway underpass. An enhanced train station will increase the visibility of this district as transit-oriented with viable commuting options to New Haven, New London and New York City.

Time frame: 2 years

Responsibility: CTDOT

SEPTEMBER 2014

VIBRANT COMMUNITIES INITIATIVE

TOWN OF CLINTON

ACTION PLAN

FOR THE HISTORIC UNILEVER PROPERTY AND AREA

APPENDICES

SEPTEMBER 2014

TOWN OF CLINTON

ACTION PLAN FOR HISTORIC UNILEVER PROPERTY AND AREA

Appendix Contents

PROCESS AND MEETINGS

The Action Plan is the first step in a larger public and private process for creating a productive future for the Unilever Property and area for the Town of Clinton. The community vision and actions presented in this document are the result of a public planning process that included a series of community workshops and presentations. The process was guided by a Steering Committee composed of Town residents, leadership and departmental representatives.

Steering Committee Meeting
November 20, 2013

Project Initiation Meeting

1. Introductions
2. Overall project purpose and goals
3. Definition of geographic planning area
4. Roles and communication methods
5. Schedule of meetings, agendas, and locations
6. List of key stakeholders
7. Outreach process
8. Sources of data and information

Steering Committee Meeting
December 18, 2013

Preliminary Analysis

1. Review of Project Initiation
2. Preliminary Analysis
3. Next Steps

Community Visioning Workshop
January 22, 2014

Community Visioning

1. Purpose of the study
2. Evaluation of existing conditions and trends
3. Break-out group discussion
4. Next steps

Steering Committee Meeting
January 29, 2014

Workshop Results

1. Status Update
2. Community Visioning Results
3. Preview of Strategic Choices
4. Next steps

Steering Committee Meeting
February 19, 2014

Strategic Choices

1. Status Update
2. Review of Historic District Strategy
3. Unilever Property and Area Redevelopment Strategy
4. Next Steps

Steering Committee Meeting
March 19, 2014

Implementation Strategies

1. Status Update
2. Draft Redevelopment Strategy and Approach
3. Draft Village District Strategy
4. Draft Historic District Strategy
5. Draft Transit-Oriented District Strategy
6. Next Steps

Community Presentation
April 23, 2014

Draft Strategy Discussion

1. Planning Process and Community Input
2. Draft Redevelopment Strategy and Approach
3. Draft Implementation Strategy
4. Illustration of Potential Outcome
5. Next Steps

Community Presentation
June 24, 2014

Final Presentation

1. Review of Draft Final Report
2. Implementation Actions

EXISTING CONDITIONS ANALYSIS

As part of the planning process for the Action Plan an analysis of the existing conditions of the Unilever Property and Area was undertaken to establish the overall context of future opportunities. This included an evaluation of historic and existing patterns of use and development to understand circulation, urban design and natural resources and factors.

Study Area

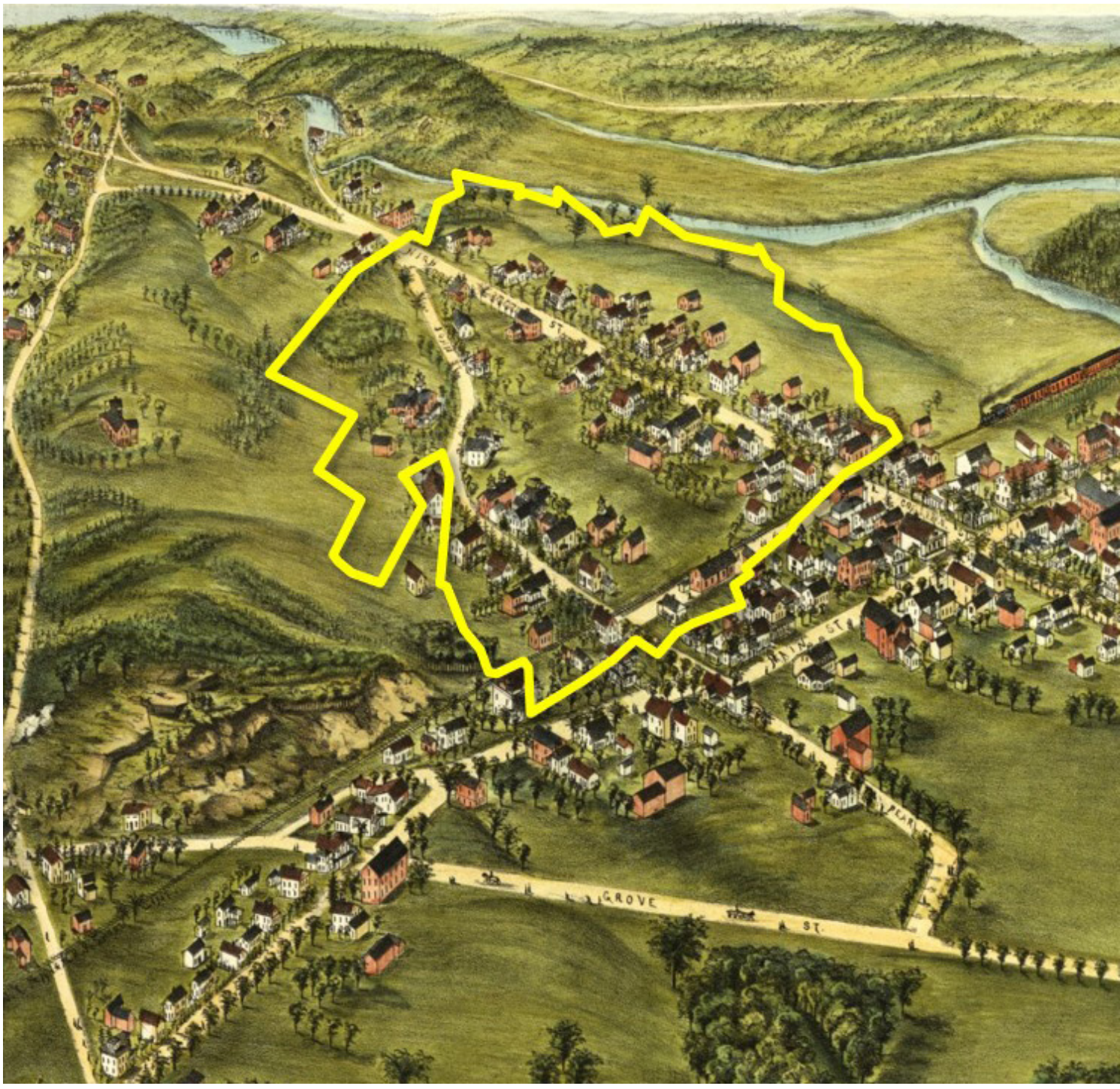
The Study Area of the planning process highlighted.

Overall Context

The Study Area shown in the larger Clinton context.

Historic Context

The Study Area overlaid on a historic perspective of Clinton.



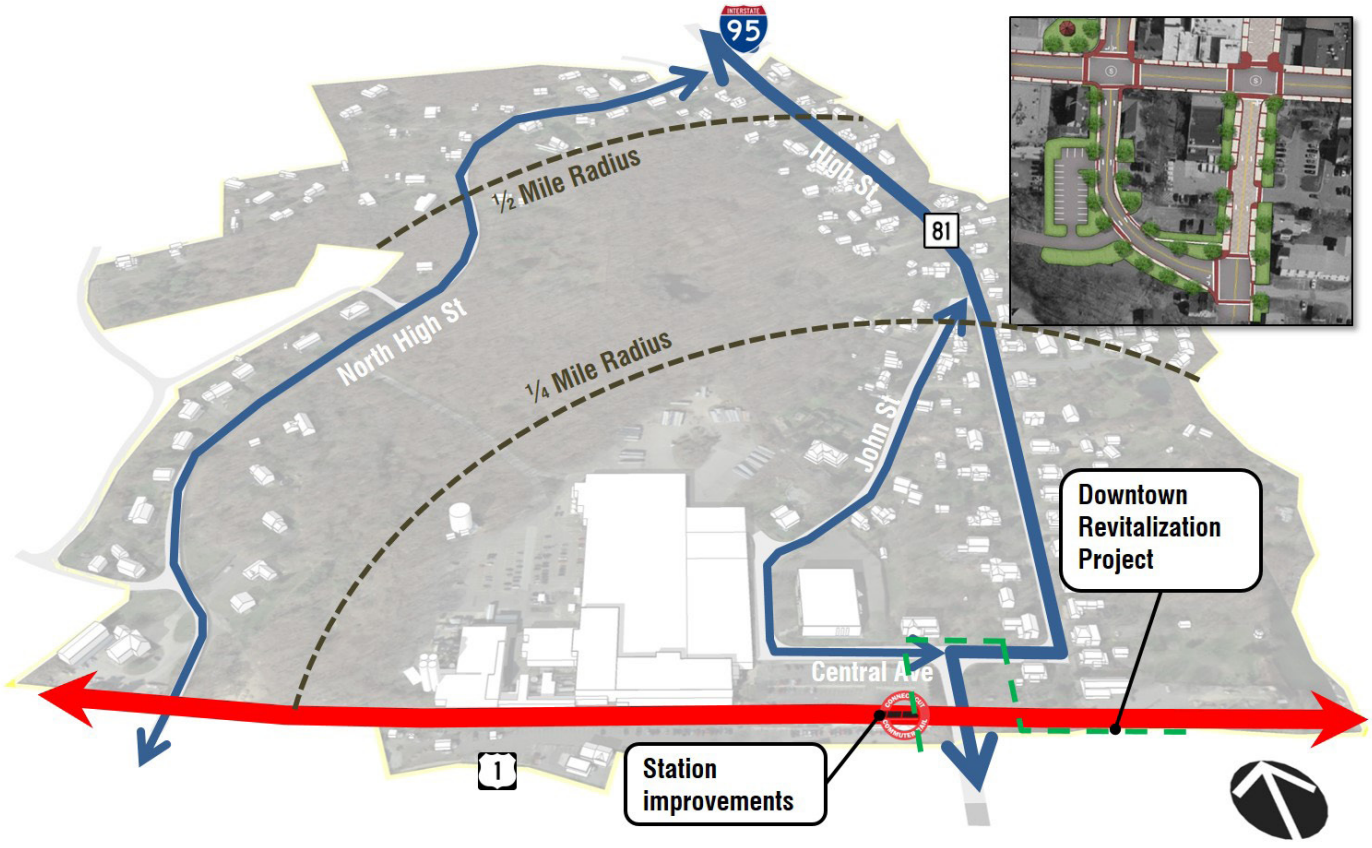

INDIAN RIVER.

Land Use

Land use in the Study Area shows a consistent pattern of single family and multi-family residential uses on High Street and North High Street. Several commercial properties are located strategically near West Main Street and the highway interchange. The center of the Study Area is industrial use at the former Unilever facility.

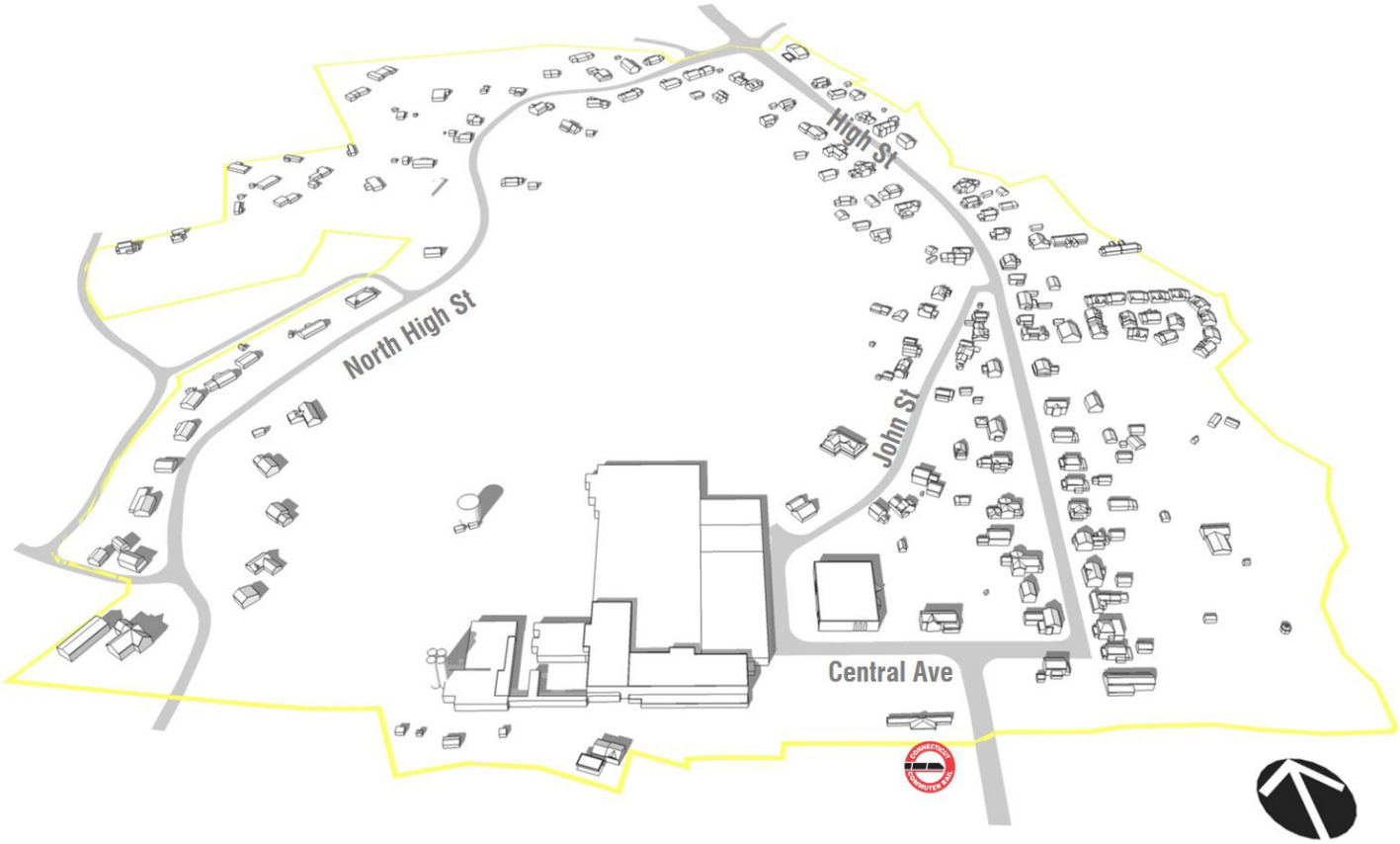
Transportation Network

The Study Area is served by a high level of connectivity with convenient transportation access to the Clinton Train Station and Interstate 95. The Study Area also includes State Routes 81 and 1. The 1/4 mile and 1/2 radii represent typical walking distances uses to access transit, showing the Study Area well positioned for pedestrian access to the train station. Streetscape improvements have been discussed at West Main Street just south of the Study Area.



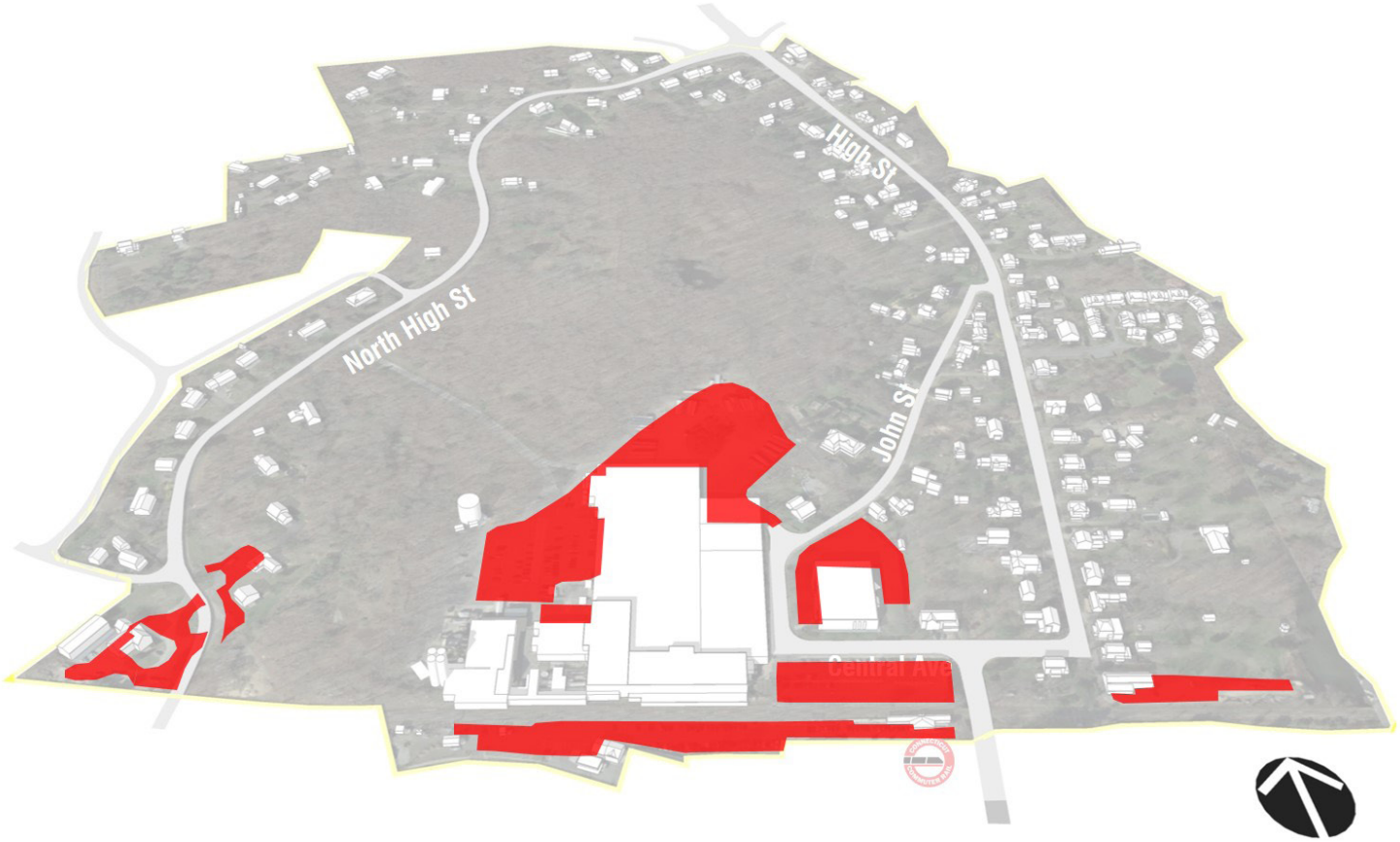
Existing Building and Urban Design Patterns

Isolating the existing building form and characteristics reveals a consistent pattern of residential uses that are centered around the large scale buildings of the industrial and commercial uses of the Unilever property.



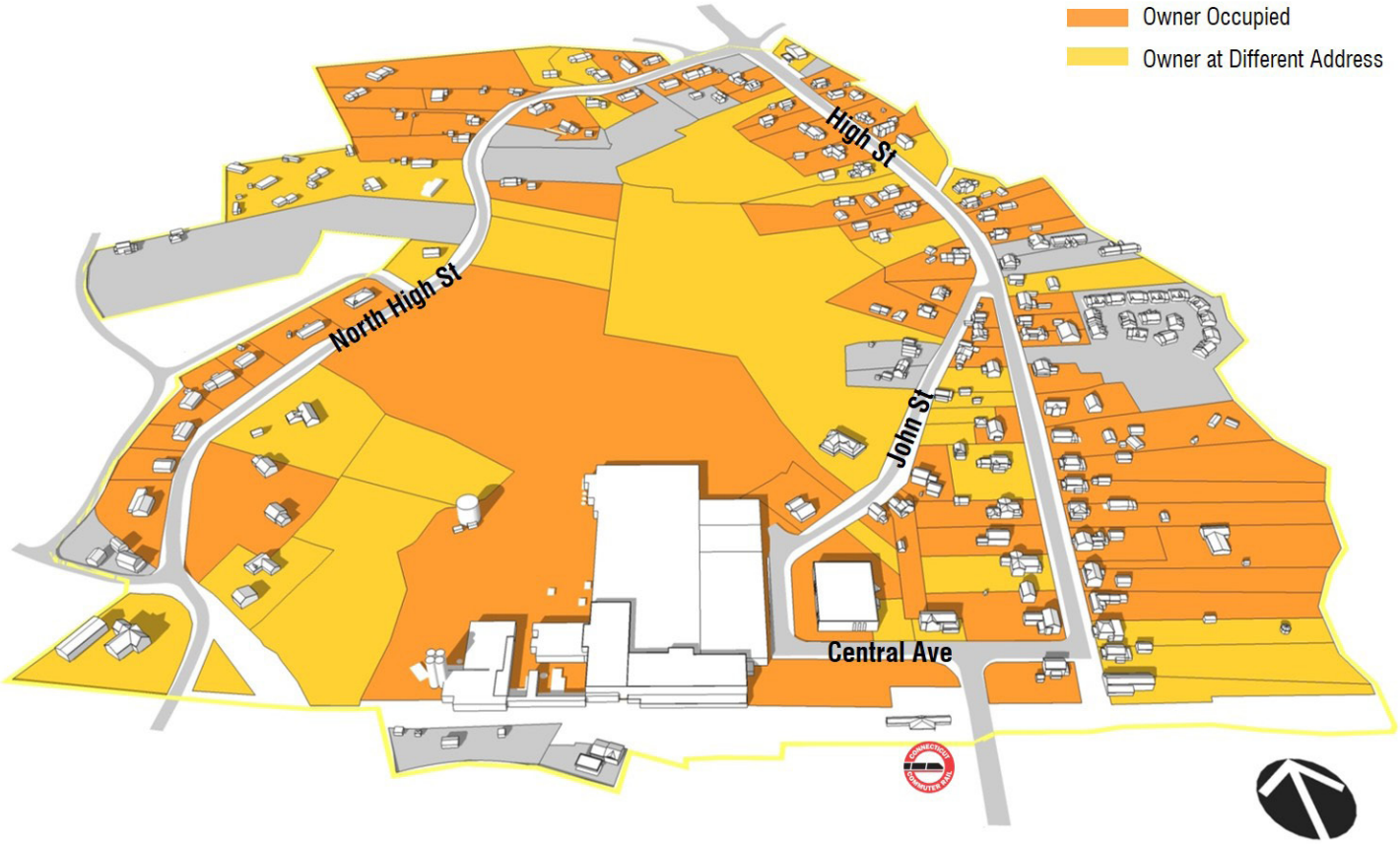
Existing Surface Parking

Most parking in the Study Area is accomplished through residential driveways and garages. Surface parking areas exist around the Unilever buildings, the train station and commercial uses near West Main Street.



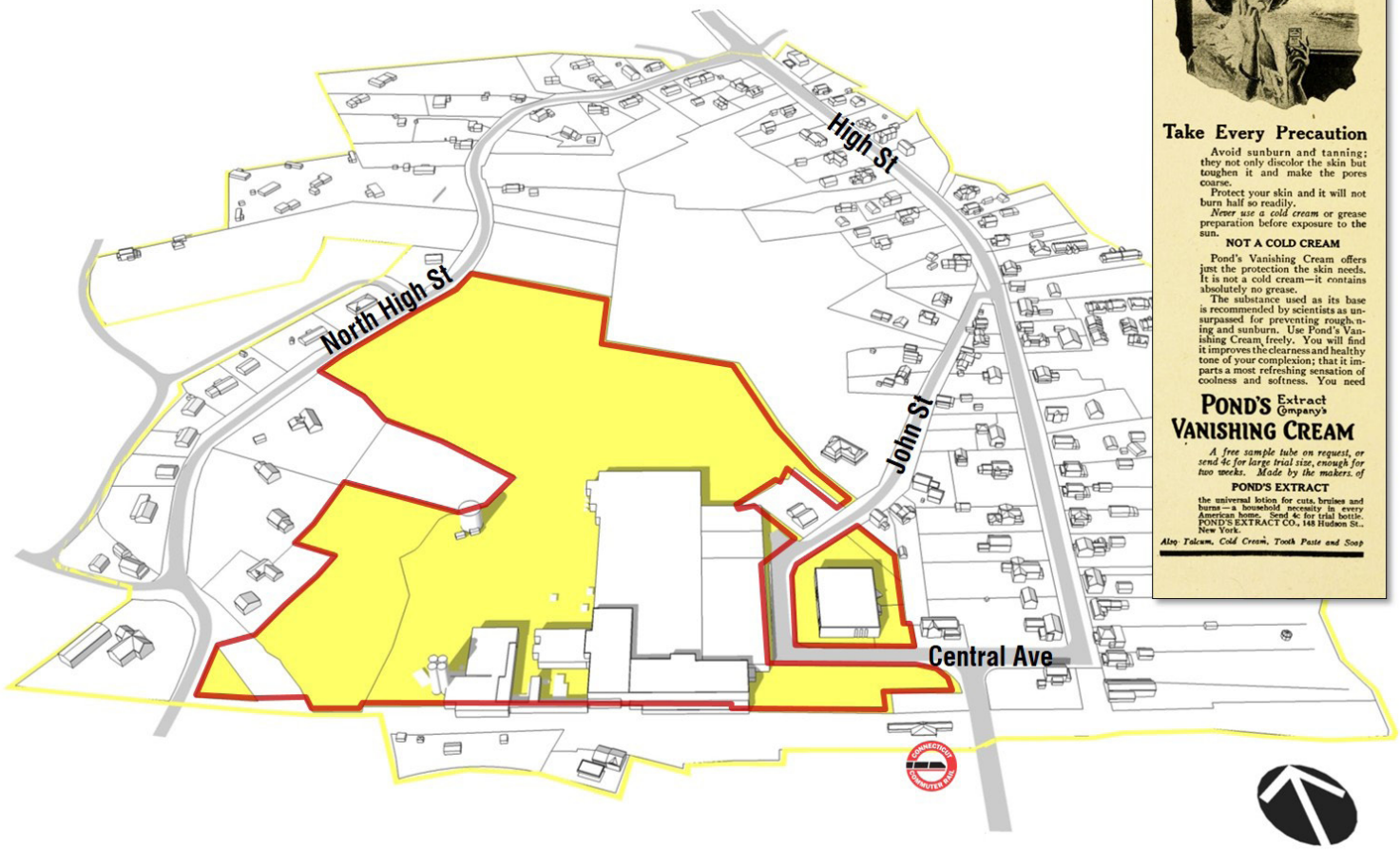
Ownership Patterns

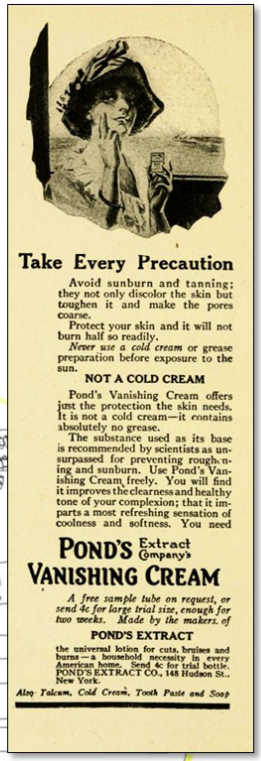
According to the public assessor's data, the diagram below shows the patterns of owner occupied homes in the Study Area.



Unilever Properties

According to the public assessor's data, the properties highlighted in below in yellow are currently under ownership by Unilever. A historic advertisement for Pond's Vanishing Cream is included to the right.





Take Every Precaution

Avoid sunburn and tanning; they not only discolor the skin but toughen it and make the pores coarse.

Protect your skin and it will not burn half so readily.

Never use a cold cream or grease preparation before exposure to the sun.

NOT A COLD CREAM

Pond's Vanishing Cream offers just the protection the skin needs. It is not a cold cream—it contains absolutely no grease.

The substance used as its base is recommended by scientists as unsurpassed for preventing roughening and sunburn. Use Pond's Vanishing Cream freely. You will find it improves the clearness and healthy tone of your complexion; that it imparts a most refreshing sensation of coolness and softness. You need

POND'S Extract Company's VANISHING CREAM

A free sample tube on request, or send 4c for large trial size, enough for two weeks. Made by the makers of

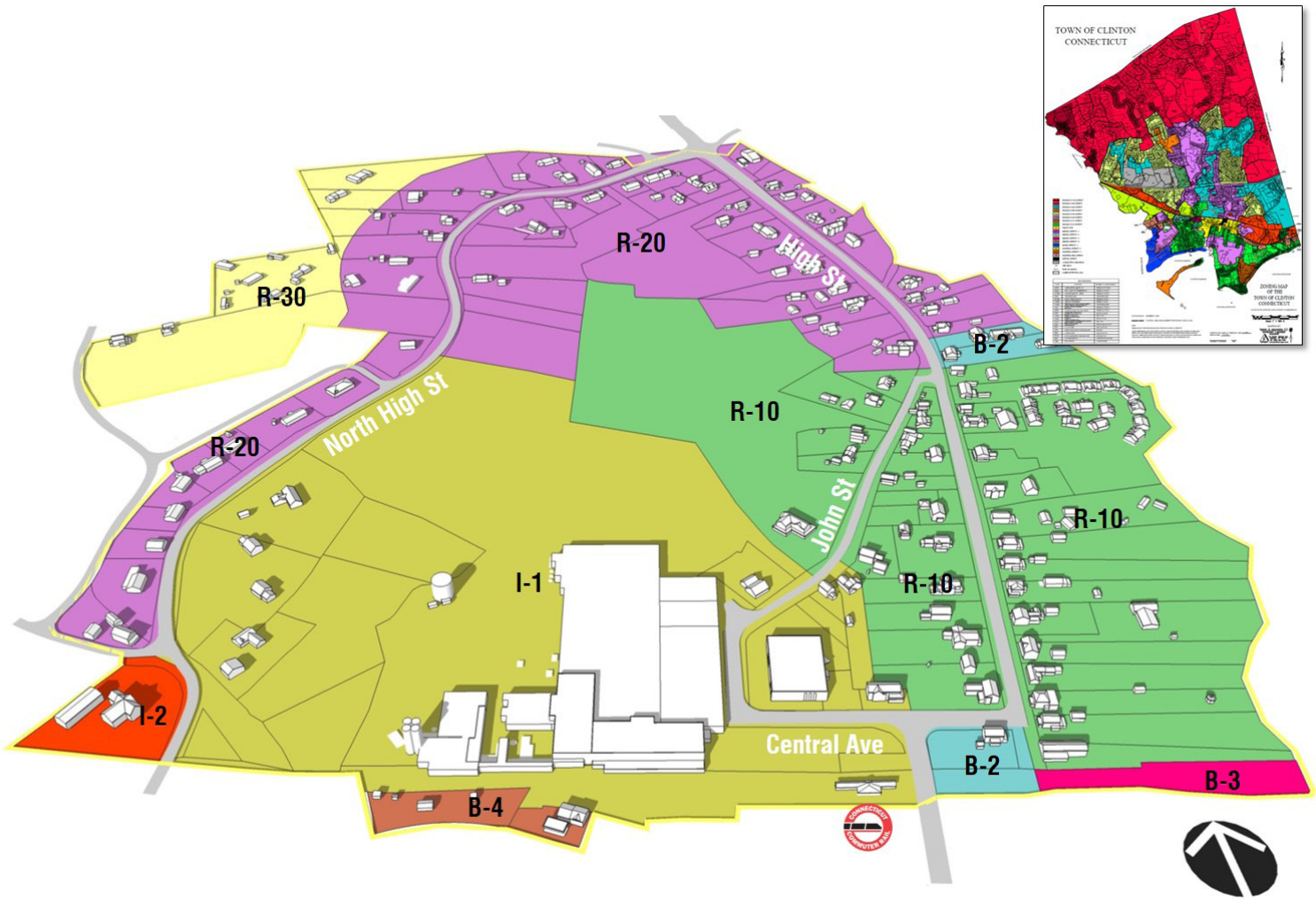
POND'S EXTRACT

the universal lotion for cuts, bruises and burns—a household necessity in every American home. Send 4c for trial bottle. POND'S EXTRACT CO., 148 Hudson St., New York.

Also Talcum, Cold Cream, Tooth Paste and Soap

Zoning Regulations

The current zoning districts within the Study Area are depicted below with the most critical dimensional characteristics for the zones shown in the table to the right. The R-XX zones are residential with varying degrees of density, the I-1 zone is industrial and B-X zones are business and commercial.



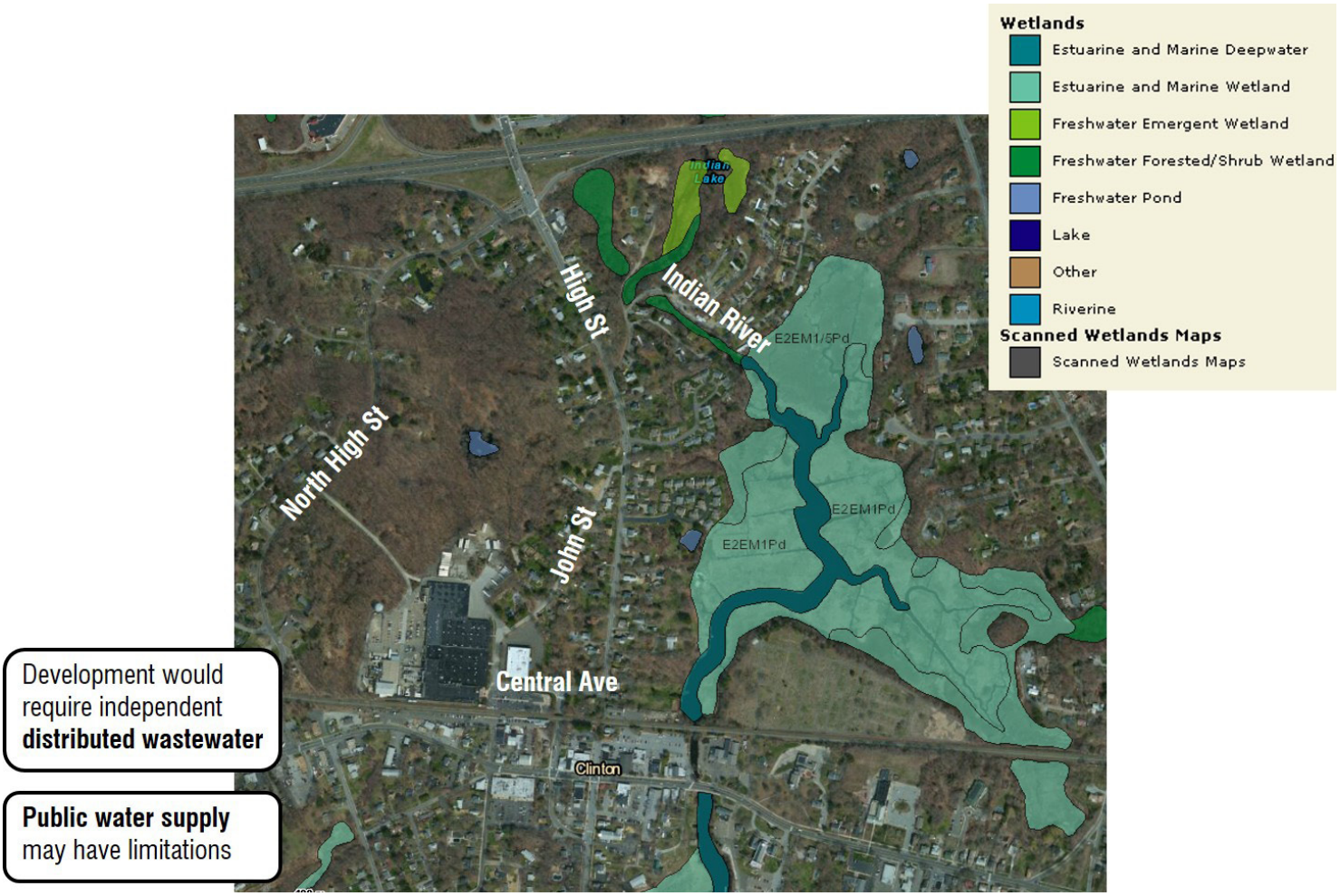
Zoning Regulations

A critical characteristic of note for this study is the allowable uses in the current I-1 zone. Notably, residential uses are not allowed today.

Zone	Min. Lot Area (w/o water)	Min. Lot Area (w/ water)	Min. Setback from Street (FT)	Max Height (Stories)	Max Height (FT)	Max. Aggregate Ground Coverage
R-10	20,000	10,000	25	3	35	20%
R-20	30,000	20,000	30	3	35	15%
R-30	40,000	30,000	35	3	35	15%
B-2	10,000	10,000	n/a	3	40	60%
B-3	10,000	10,000	n/a	3	35	90%
B-4	20,000	20,000	n/a	3	40	80%
I-1	20,000	20,000	25	--	50	75%
I-2	40,000	40,000	50	--	50	75%

Wetlands

Wetlands within the Study Area are shown below with the Indian River the most prominent wetland feature immediately to the east. The north center of the Study Area between North High Street and High Street includes a Freshwater Pond and Undesignated Tidal Wetlands north of that pond.



Wetlands

The north center of the Study Area between North High Street and High Street includes a Freshwater Pond and Undesignated Tidal Wetlands north of that pond.

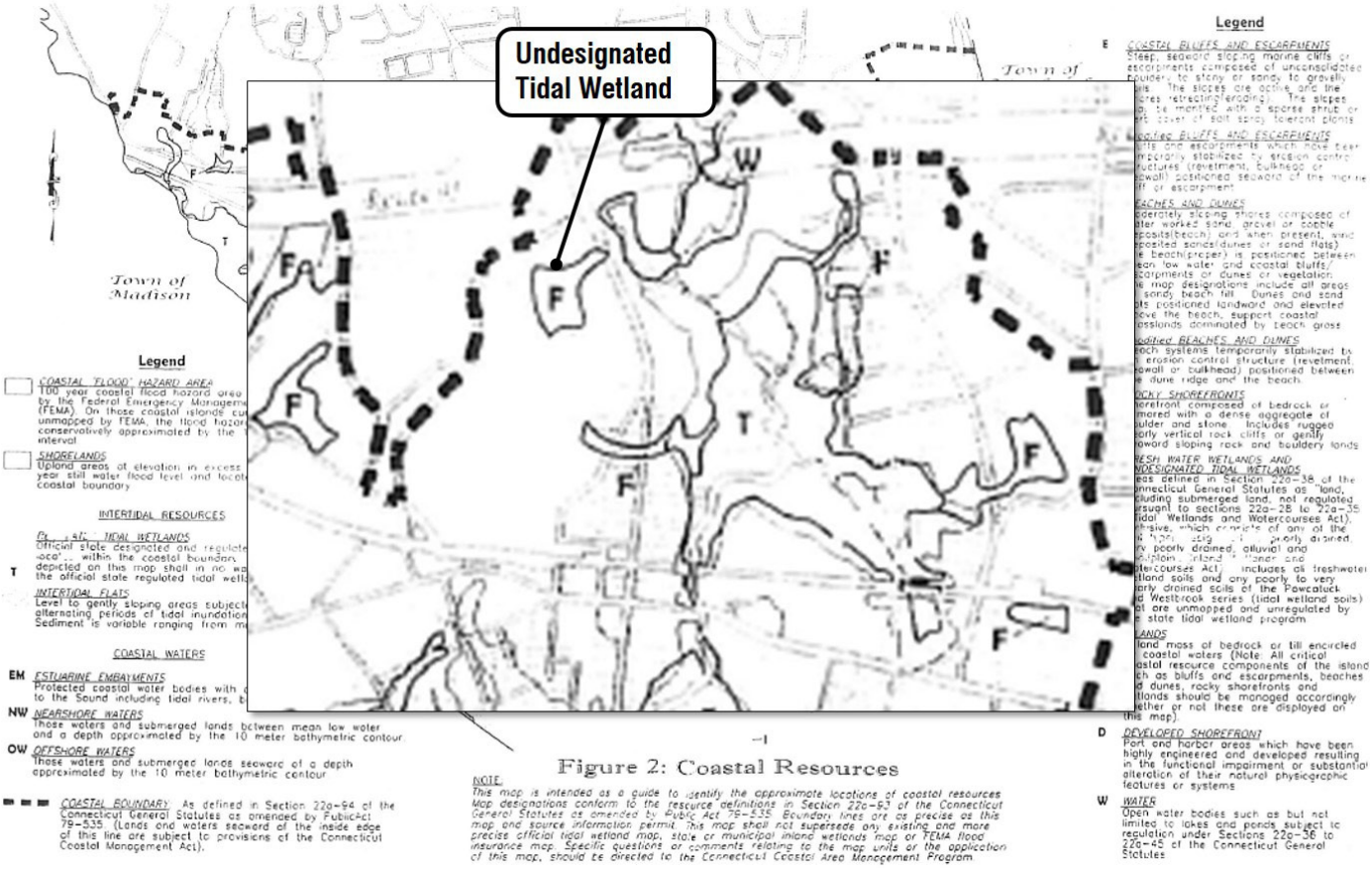
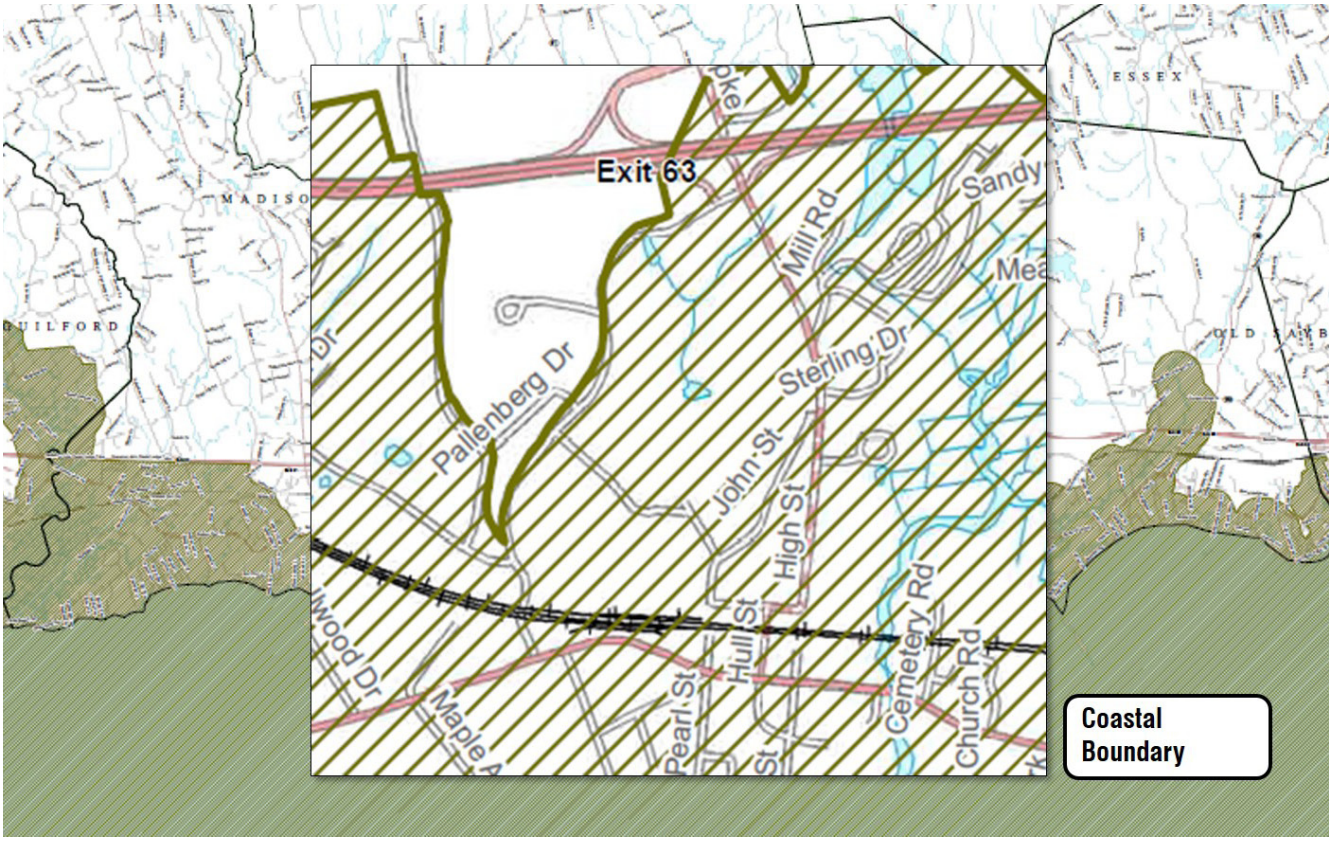


Figure 2: Coastal Resources

NOTE:
This map is intended as a guide to identify the approximate locations of coastal resources. Map designations conform to the resource definitions in Section 22a-93 of the Connecticut General Statutes as amended by Public Act 79-535. Boundary lines are as precise as this map and source information permit. This map shall not supersede any existing and more precise official tidal wetland map, state or municipal inland wetlands map or FEMA flood insurance map. Specific questions or comments relating to the map units or the application of this map, should be directed to the Connecticut Coastal Area Management Program.

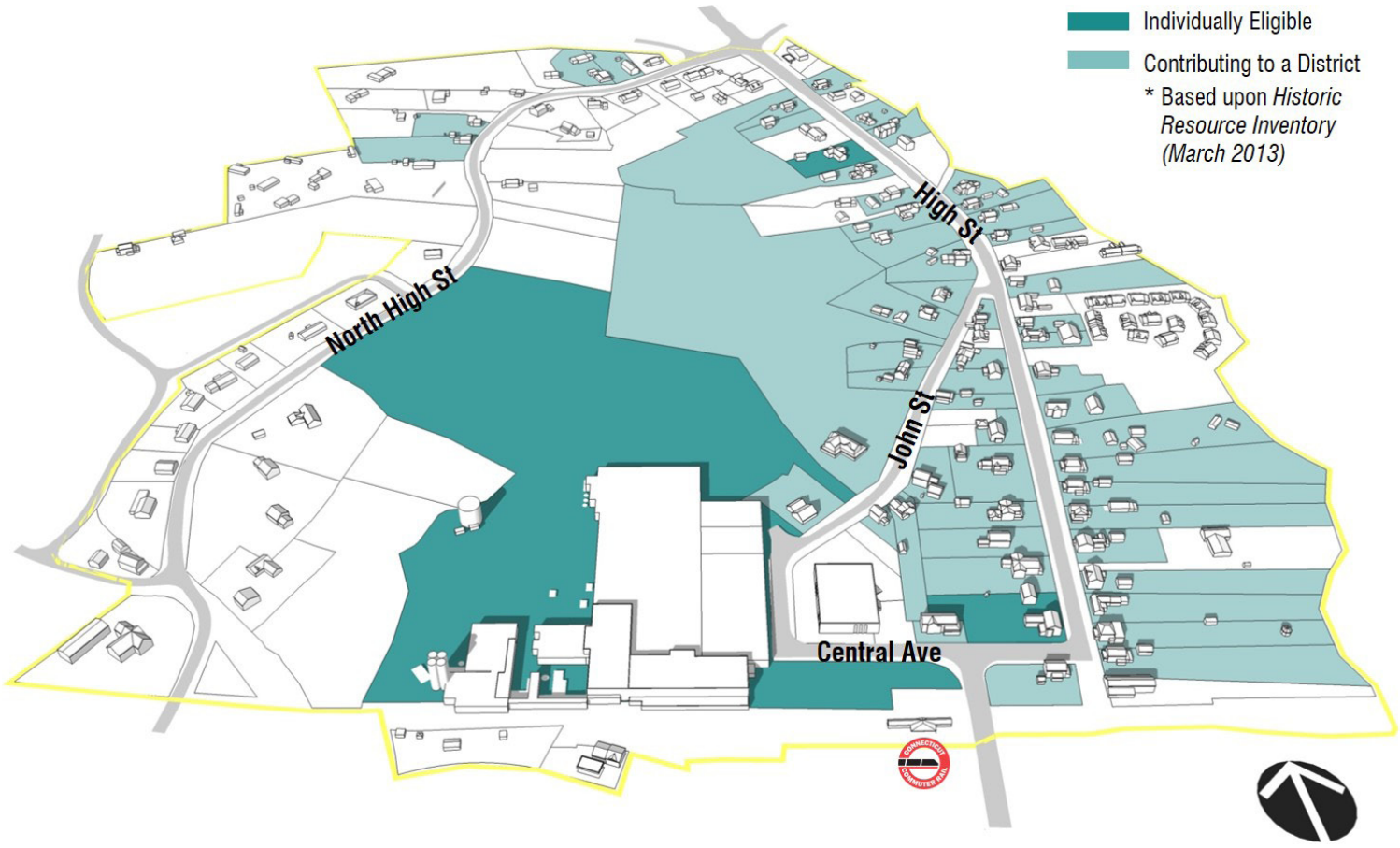
Coastal Boundary

The coastal boundary along Connecticut's coastline showing that nearly the entire Study Area is included in the Coastal Area Management zone.



Historic Properties

An inventory of historic properties in the study area that could contribute to a historic district based upon the *Historic Resource Inventory* completed by Heritage Resources in 2013.



CONCEPT ALTERNATIVES ANALYSIS

As part of the analysis and evaluation of the future potential of the Unilever Property and the surrounding area, a series of conceptual alternatives were explored. The concept alternatives are all hypothetical in nature and would require both public and private actions to implement. The study of alternatives provides an effective method to explore the implications of potential redevelopment approaches. It also provides an understanding of the implications of actions that can be taken by the Town to shape and guide future redevelopment. The preferred alternative depicted in the Final Report is a result of discussing these studies with the Steering Committee.

Concept Alternative 1

Strategic Alternatives are hypothetical studies used to test zoning and other implications. They would require private and public actions to occur and have not been discussed with or endorsed by property owners or other parties.

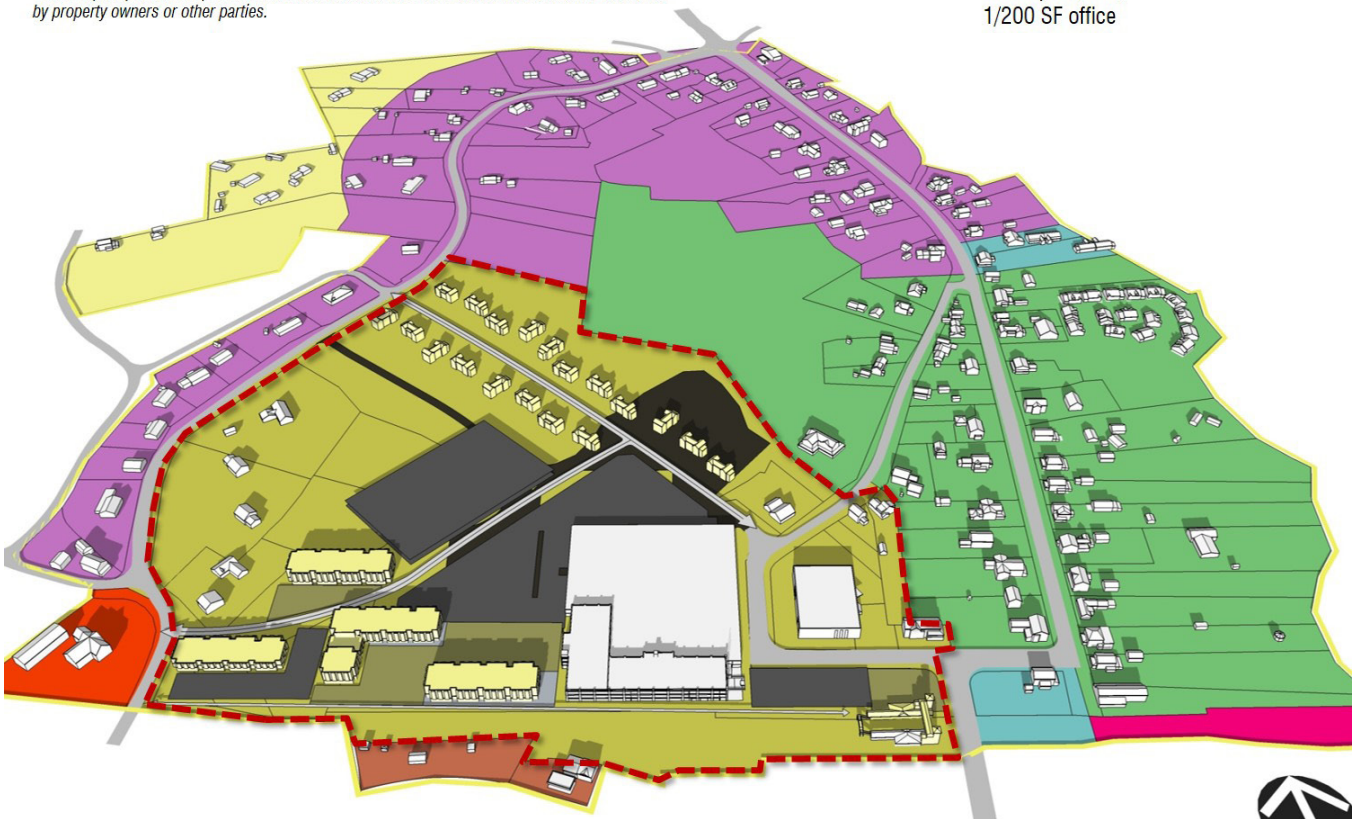
The overall concept is shown to the left. The table at the right shows the overall development program that this concept yields. The diagram to the right shows potential zoning implications of this type of conceptual redevelopment

Building	Total Area (GSF)	Retail (NSF)	Office/ Manuf. (NSF)	Res .Units	Parking Need	Parking Provided
Existing	215,000	0	172,000	0	860	
Building 1	26,000	10,400	0	11	52	
Building 2	39,000	10,400	0	22	52	
Building 3	60,000	16,000	0	34	80	
Building 4	39,000	10,400	0	22	52	
Townhouses	55,800 (20)	0	0	46	Included in unit	
Total	434,800	**47,200**	**172,000**	**135**	1,096	1,100

** Strategic Alternatives are hypothetical studies used to test zoning and other implications. They would require private and public actions to occur and have not been discussed with or endorsed by property owners or other parties.*

1,000 SF/unit avg

1.75 space/unit;
1/200 SF office



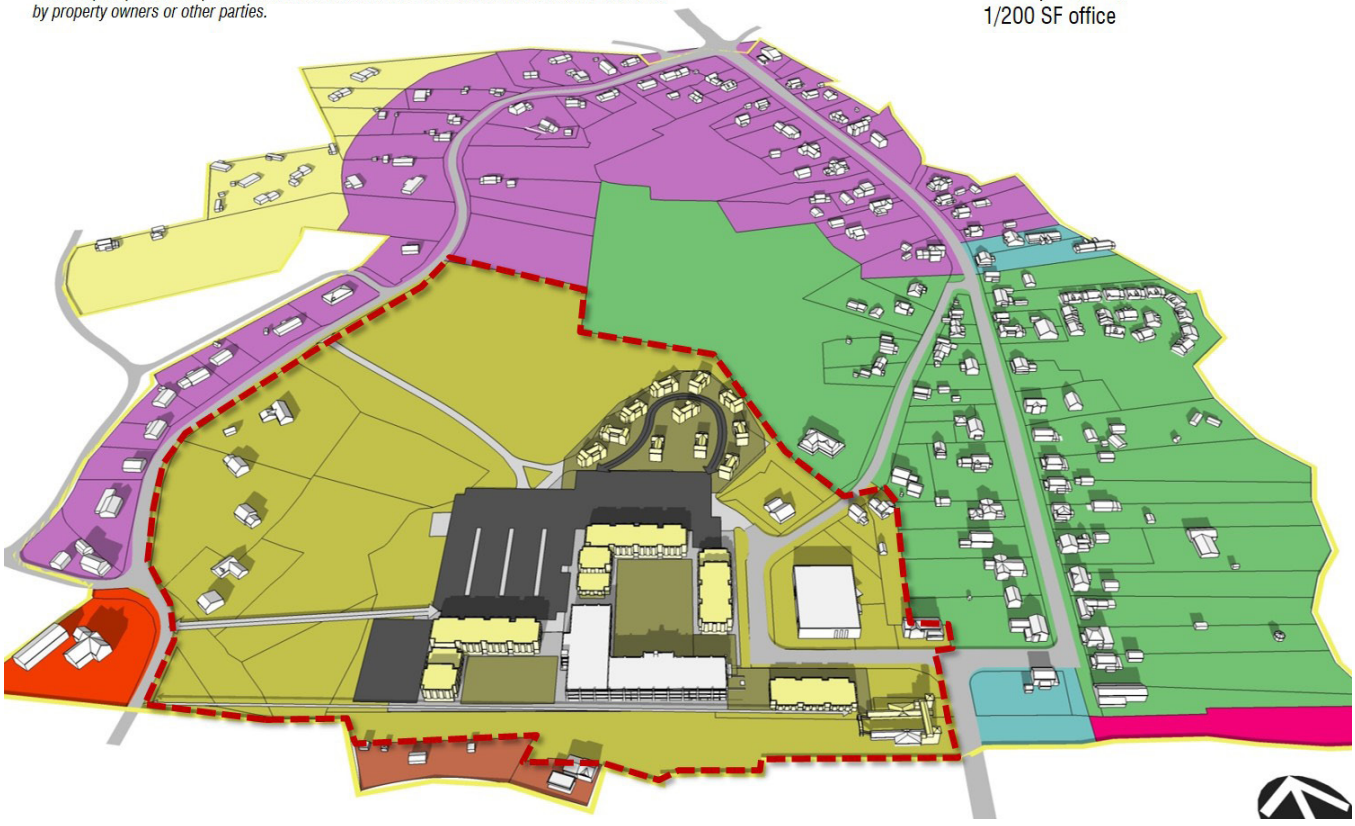
Concept Alternative 2

Strategic Alternatives are hypothetical studies used to test zoning and other implications. They would require private and public actions to occur and have not been discussed with or endorsed by property owners or other parties.

The overall concept is shown to the left. The table at the right shows the overall development program that this concept yields. The diagram to the right shows potential zoning implications of this type of conceptual redevelopment

Building	Total Area (GSF)	Retail (NSF)	Office/ Manuf. (NSF)	Res .Units	Parking Need	Parking Provided
Existing	105,000	12,000	0	73	188	
Building 1	20,000	8,000	0	16	70	
Building 2	39,000	0	0	33	57	
Building 3	60,000	0	0	51	87	
Building 4	60,000	0	0	51	87	
Townhouses	34,100 (11)	0	0	26	Included in unit	
Total	318,100	**20,000**	**0**	**250**	489	533
				1,000 SF/unit avg	1.75 space/unit; 1/200 SF office	

** Strategic Alternatives are hypothetical studies used to test zoning and other implications. They would require private and public actions to occur and have not been discussed with or endorsed by property owners or other parties.*



Concept Alternative 3

Strategic Alternatives are hypothetical studies used to test zoning and other implications. They would require private and public actions to occur and have not been discussed with or endorsed by property owners or other parties.

The overall concept is shown to the left. The table at the right shows the overall development program that this concept yields. The diagram to the right shows potential zoning implications of this type of conceptual redevelopment

Building	Total Area (GSF)	Retail (NSF)	Office/ Manuf. (NSF)	Res .Units	Parking Need	Parking Provided
Existing	105,000	0	0	87	153	
Building 1	20,000	8,000	0	8	55	
Building 2	60,000	0	0	51	87	
Building 3	39,000	0	0	33	57	
Building 4	60,000	16,000	0	34	138	
Building 5	39,000	0	0	33	57	
Building 6	60,000	0	0	51	87	
Building 7	60,000	0	0	51	87	
Building 8	39,000	10,400	0	38	90	
Townhouses	139,500 (45)	0	0	114	Included in unit	
Total	621,500	**34,400**	**172,000**	**500**	811	612
				1,000 SF/unit avg	1.75 space/unit; 1/200 SF office	

** Strategic Alternatives are hypothetical studies used to test zoning and other implications. They would require private and public actions to occur and have not been discussed with or endorsed by property owners or other parties.*

MARKET CONDITIONS AND TRENDS

As part of the Action Plan, current market area conditions were analyzed as well as trends in population by type, employment, industry, income, housing, retail sales, potential retail leakage and proposed develop potential. This analysis was used to estimate short, intermediate, and long-term potential for achieving housing, commercial, and mixed-use development redevelopment within the Unilever property area of Clinton.

FXM Associates

Memorandum

Clinton Retail Opportunity/Gap Analysis

To: Cecil Group
From: FXM Associates
Date: April 29, 2014

A Retail Opportunity/Gap analysis is a tool used by virtually all major retailers and chain restaurants to gauge market demand and competition within a specified geographic area. It represents a snapshot of the current expenditures of consumers within a geographic area and actual retail store sales matching those expenditures within the same geographic area.

The retail opportunity, or gap, analysis shows the potential demand for various types of retail development within a defined market area by comparing estimated household expenditures in a range of retail store categories with actual sales by stores in those categories. Where expenditures by households in the market area exceed sales, a gap or opportunity exists for stores within the market area to "capture" more of those household expenditures. Conversely, where market area household expenditures are less than actual sales in particular retail categories, stores in the market area already attract consumer dollars from outside the market area and opportunities for additional retail development would be more limited. The retail gap analysis is a snapshot of current opportunities for retailers to newly locate or expand facilities based on a well established empirical fact that people will purchase goods within the shortest available walking or drive time from where they live.

Retailers typically define market areas in terms of drive times, with a 15-minute drive time considered the maximum outside market area definition for all but the largest stores and store types. Market support within a 5-minute drive time is considered the outside drive-time reach of smaller and convenience retailers, and support within a 10-minute drive time is considered essential for most medium sized stores and restaurants. If a specific category of retail sales opportunity were shown for a 5-minute drive-time market area and also held up at the 10-and 15-minute market area then most retailers will consider market conditions favorable – from a demand standpoint – to locating a store within that market area. Data in **Table 1** summarize the retail gap for store types selected because they show opportunities for capturing additional consumer expenditures within 5, 10, and 15-minute drive times. These would be considered the most attractive store types for potential retailers and developers. The dollar values of the gaps shown in each category are sufficient to support at least one additional store, which is another criterion for screening best prospects.

Table 1

Selected Retail Store Types for Clinton Downtown Area Based On Retail Opportunity/Gap in 2013

Retail Stores	5-minute Drive Time Retail Opportunity Gap	10-minute Drive Time Retail Opportunity Gap	15-minute Drive Time Retail Opportunity Gap
	$	$	$
Furniture Stores-4421	1,615,074	6,217,944	13,906,697
Home Furnishing Stores-4422	503,099	1,893,118	563,767
Radio, Television, Electronics Stores-443112	2,546,462	7,765,767	16,375,913
Computer and Software Stores-44312	453,377	2,767,218	5,349,926
Camera and Photographic Equipment Stores-44313	143,094	435,482	849,570
Home Centers-44411	8,727,147	26,699,233	57,153,846
Nursery and Garden Centers-44422	32,504	3,121,402	4,955,949
Convenience Stores-44512	1,197,025	2,872,559	5,598,713
Specialty Food Stores-4452	788,555	3,062,195	5,338,539
Cosmetics, Beauty Supplies, Perfume Stores-44612	632,383	1,666,022	3,523,513
Other Health and Personal Care Stores-44619	1,107,592	1,906,833	4,761,667
Sporting Goods Stores-45111	646,347	945,159	4,263,686
Hobby, Toys and Games Stores-45112	832,726	1,658,862	3,200,128
Musical Instrument and Supplies Stores-45114	339,825	1,023,834	1,999,955
News Dealers and Newsstands-451212	71,355	222,799	505,705
Prerecorded Tapes, CDs, Record Stores-45122	203,039	620,023	1,418,572
Limited-Service Eating Places-7222	(896,580)	6,244,819	4,192,283
Drinking Places -Alcoholic Beverages-7224	1,132,005	3,260,578	7,429,303

Source: A.C. Nielsen, *Claritas SiteReports,* 2013 data, and FXM Associates

As shown by the data in **Table 1**, there are potentially important opportunities for expanding retail uses within the Downtown/TOD Project Area in Clinton. These store types emerge from the 75 specific consumer expenditure categories and matching store types analyzed as the ones currently (2014) showing a gap between consumer demand and actual store sales within the 5, 10, and 15-minute drive time market areas. Some retailers may therefore find a location within the Downtown/TOD Project Area attractive because of the competitive advantage it offers in attracting certain types of consumer expenditures.

Caution must be taken in interpreting the results of a retail gap assessment. While demand is apparent for certain store types, some retailers rely on the level of pedestrian traffic generated in a shopping mall to garner a significant portion of their sales. Convenient parking is also essential, as are competitive rents and an attractive environment for daytime and evening shopping. The data shown in **Table 1** can, however, be useful to property owners, brokers, and economic development professionals as part of a strategy to attract successful retailers within the region but outside the immediate market to locate an additional store or to expand within the Downtown/TOD Project Area. Smaller establishments do not typically have the resources to do

a retail gap analysis on their own, and may find the apparent competitive market advantage an inducement, especially when shown these data as part of a package of incentives that would include favorable lease rates – at least for initial years of operation – joint promotion and advertising opportunities, and a supportive political and private sector business climate.

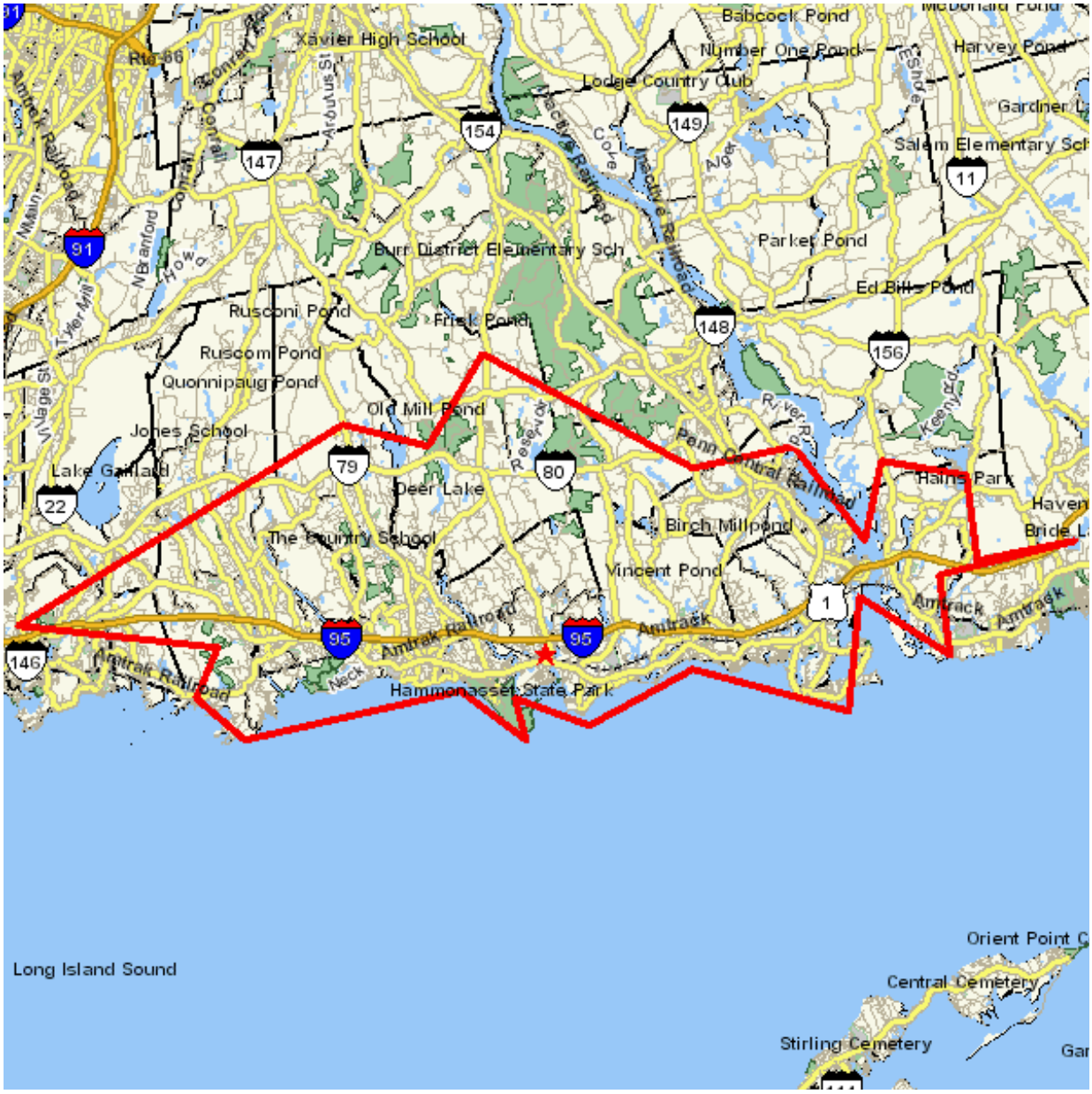
The retail opportunity/gap analysis is also not meant to define the only opportunities for expanding retail uses in the Downtown/TOD Project Area. A well-managed business with a successful retailing concept/product/service can succeed -- by out-competing its rivals even where current store sales suggest that demand is already satisfied.

The 5, 10, and 15 -minute drive time market areas referenced in this section are shown in the following maps.

5-Minute Drive Time

10-minute Drive Time

15-Minute Drive Time



FXM Associates

Memorandum

Clinton Residential Rental Market Assessment

To: The Cecil Group
From: FXM Associates
Date: April 28, 2014

FXM Associates has prepared this overview assessment of potential demand for rental units that may be developed as part of the Unilever property and target area in the town of Clinton, CT.

The target market segment comprises households aged under 35 and over 55 with sufficient qualifying incomes to afford rental units expected to be priced at $1,200, $1,500, and $1,800 per month depending on number of bedrooms, amenities, and so forth. These households are less likely to have school age children and, therefore, more likely to seek the one and two-bedroom apartment units expected in the Transit Oriented Development (TOD) program. Households in other age groups will also comprise demand for rental housing within the market area, and this report also assesses overall potential demand for all age groups.

Summary Findings

FXM's findings are based on
(1) the assessment of potential demand for rental housing within the Clinton market area, described in detail in this memorandum;
(2) contacts with local area brokers;
(3) a review of current rental listings within Clinton and surrounding towns and the current supply of rental units within Clinton and the overall market area; and
(4) FXM's experience with rental housing development projects in other locations.

Using the data from the above sources, FXM estimates that the target area development program can absorb an average of 45 to 60 rental units per year between 2014 and 2019 within the target age groups and rent levels. The location close to the village center and transportation, site plan, and surrounding environment are all favorable. While absorption of the lower number of units at $1,800 per month is theoretically possible, based on the mobility and incomes of rental seeking households within the market area, we note that the average rent of apartments currently listed is no more than $1,200 to $1,400 per month. To achieve higher rent levels and attract households within the market area, the development program will need to feature units of high quality construction and design as well as tenant amenities such as fitness facilities and ample storage. We also note from our experience with other rental development projects that 2 bedroom units with relatively spacious, well-appointed kitchens and bathrooms, have typically been in greater demand than 1 bedroom units, particularly for the empty nester (over aged 55) market segment.

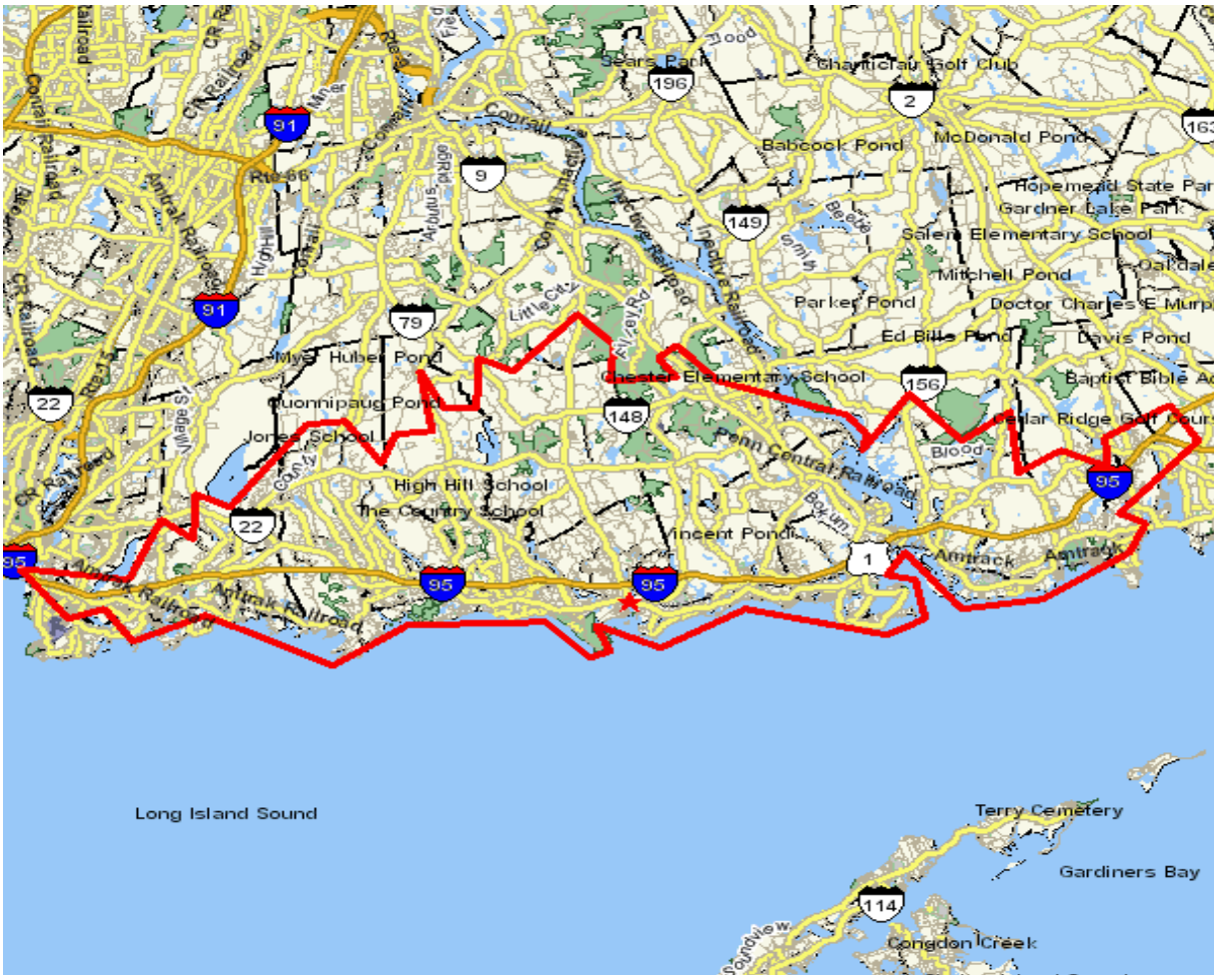
Method

For the purposes of this analysis the market area is defined as the area within a 20-minute drive time of Clinton. This is consistent with the generally accepted view of the primary geographic area within which communities offer similar economic development attributes, and constitute the competitive region for attracting jobs and households. This market area is shown in Figure 1. For this geographic area, FXM obtained proprietary data from Claritas *Site Reports* estimating the number of households by age of householder and income ranges in 2014 and projected to 2019.

Next, FXM applied its proprietary *Housing Demand Model* which incorporates data on mobility rates by age of householder, propensities to own or rent by age of householder, current and projected number of households by age and income, and the qualifying income standards of commercial rental management companies.

Figure 1

20-Minute Drive Time Housing Market Area



Demographic Characteristics of the Market Area

The market area for this analysis is defined by a 20-minute drive time from E. Main Street in Clinton, within which potential renters of project units would be found. The data in Table 1 summarize demographic characteristics within this market area. Between 2014 and 2019, population and households within the market area are expected to shrink slightly over the five-year period: - 0.94% for population and – 0.58% for households. This is less than the expected statewide growth of +0.74% for population and + 0.91% for households over the same period. Twenty-two percent (22%) of housing units are renter occupied compared to a statewide average of 33% renter occupied. The median household income is $80,000 annually, or about 18% higher than the statewide average of $68,000.[1]

Table 1
Selected Socioeconomic Characteristics of the Population Within a 20-Minute Drive Time of Clinton

Population	
2000 Census	148,818
2010 Census	152,972
2014 Estimate	151,523
2019 Projection	150,106
Growth 2000-2010	2.79%
Growth 2010-2014	-0.95%
Growth 2014-2019	-0.94%

Households (HH)	
2000 Census	58,802
2010 Census	62,169
2014 Estimate	61,834
2019 Projection	61,476
Growth 2000-2010	5.73%
Growth 2010-2014	-0.54%
Growth 2014-2019	-0.58%

2014 Est. Population by Age	Persons	% of Total
Age 0 - 4	6,497	4.29
Age 5 - 9	7,361	4.86
Age 10 - 14	9,590	6.33
Age 15 - 17	6,165	4.07
Age 18 - 20	5,370	3.54
Age 21 - 24	6,535	4.31
Age 25 - 34	13,213	8.72
Age 35 - 44	15,979	10.55
Age 45 - 54	25,176	16.62
Age 55 - 64	25,069	16.54
Age 65 - 74	16,967	11.20
Age 75 - 84	8,925	5.89
Age 85 and over	4,676	3.09
Total Population	**151,523**	100.00

2014 Est. Households by HH Income	Households	% of Total
Income < $15,000	3,532	5.71
Income $15,000 - $24,999	4,357	7.05
Income $25,000 - $34,999	4,458	7.21
Income $35,000 - $49,999	6,516	10.54
Income $50,000 - $74,999	10,537	17.04
Incume $75,000 - $99,999	8,846	14.31
Income $100,000 - $124,999	7,019	11.35
Income $125,000 - $149,999	4,717	7.63
Income $150,000 - $199,999	5,592	9.04
Income $200,000 - $249,999	2,025	3.27
Income $250,000 - $499,999	3,045	4.92
Income $500,000+	1,191	1.93
Total Households	**61,835**	100.00
2014 Est. Average HH Income	$104,308	
2014 Est. Median HH Income	$79,291	
2014 Est. Per Capita Income	$43,462	

2014 Estimated Workers Age 16+ by Travel Time to Work	
Less than 15 Minutes	21,354
15 - 29 Minutes	25,100
30 - 44 Minutes	14,070
45 - 59 Minutes	5,867
60 or more Minutes	5,231
2014 Estimated Avg Travel Time to Work in Minu	27.54

2014 Estimate Tenure of Occupied Housing Units		
	Units	% of Total
Owner Occupied	48,345	78.19
Renter Occupied	13,489	21.81

Avg Length of Residence (in years)	
Owner Occupied	20.5
Renter Occupied	8.6

Source: The Nielsen Company, Claritas *Site Reports*, 2014 estimates; U.S. Census; and FXM Associates

[1] The Nielsen Company, Claritas *Site Reports*, 2014 estimates.

Potential Demand for Rentals within the Market Area

Figure 2 shows estimated average annual demand for rental housing units in various price categories for the prime targeted household types over the 2014 – 2019 time period. As Figure 2 shows, the total demand for rental housing in the target age groups is expected to be about 900, 1,000 and 1,200 units per year for the target market segments combined at $1,800 per month, $1,500 per month, and $1,200 per month, respectively. Householders under 35 years of age comprise slightly over 60% of all rental demand in the three price categories.

Figure 3 shows average annual demand between 2014 and 2019 for rentals for all households with qualifying incomes regardless of householder age within the $1,200, $1,500, and $1,800 target rent levels, while Figure 4 details the breakdown of overall demand by age group. Figure 5 shows average annual demand for rentals within the Clinton market area at affordable rent levels ranging from $900 to $2,700 per month for all age groups..

Figure 2

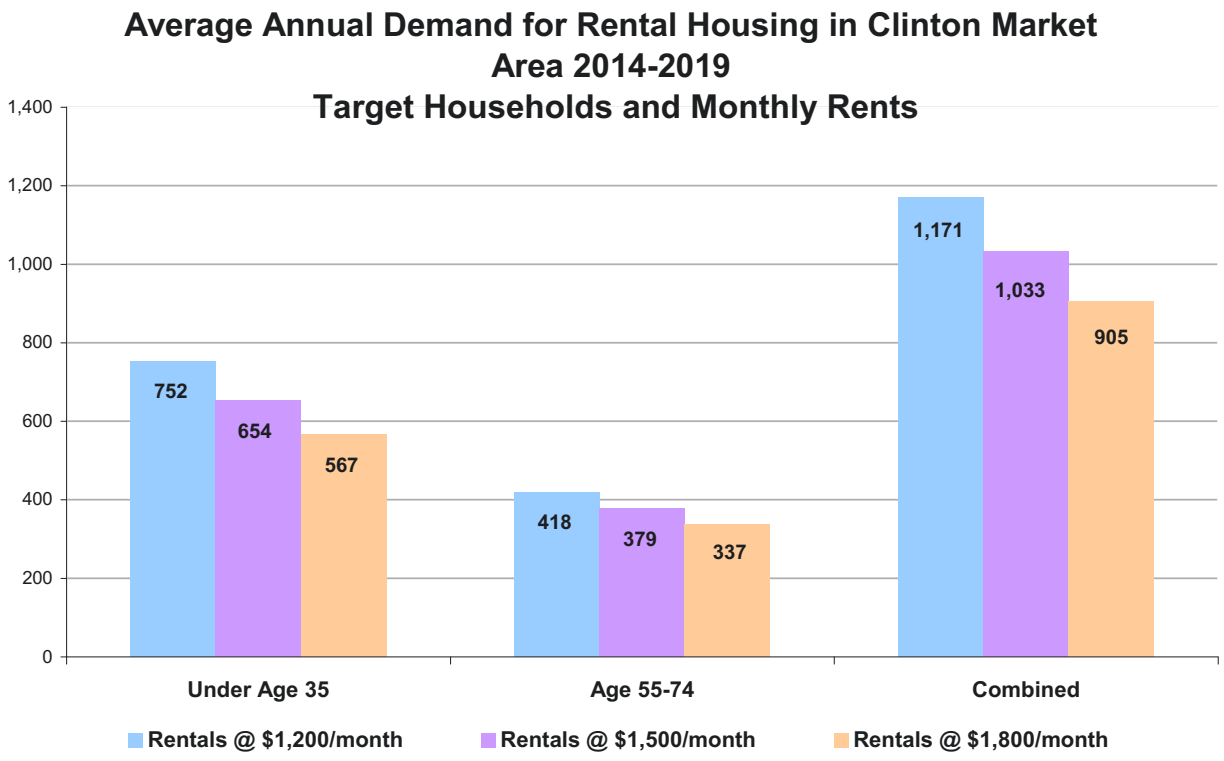


Figure 3

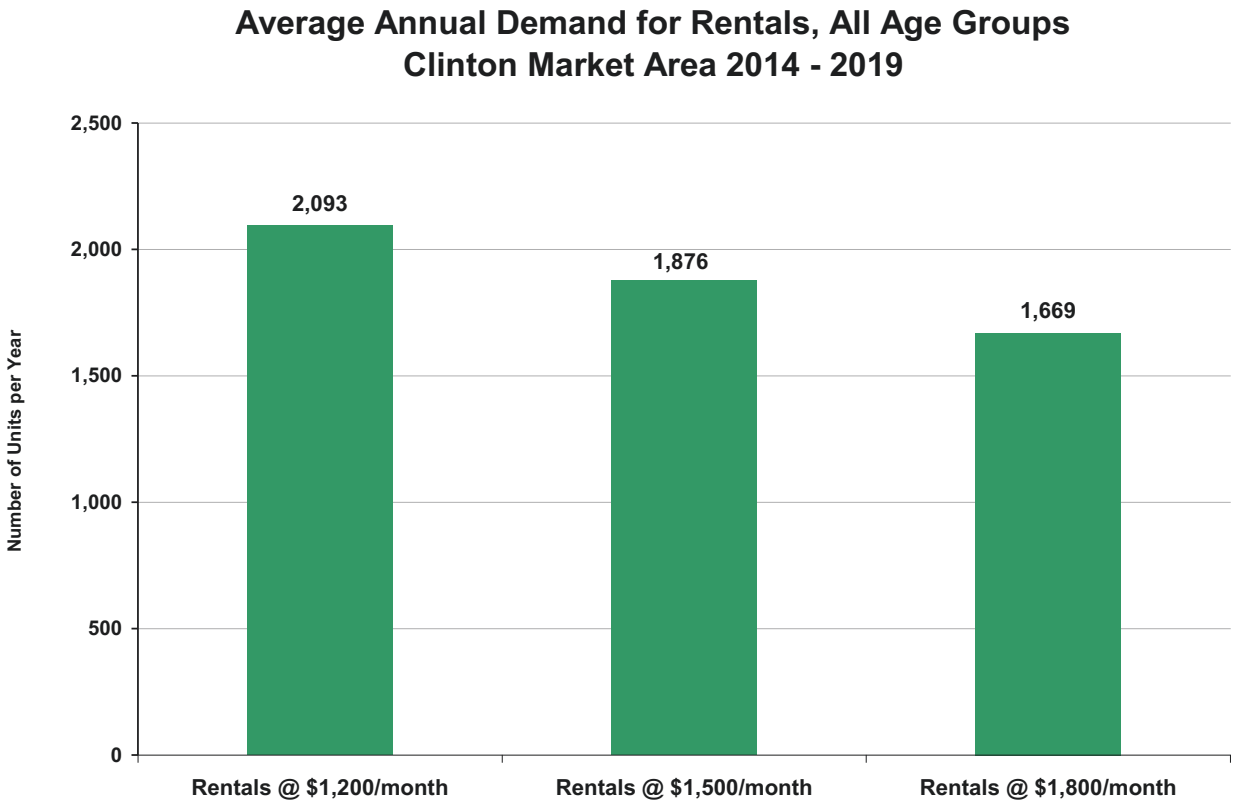

Average Annual Demand for Rentals, All Age Groups
Clinton Market Area 2014 - 2019
Number of Units per Year
2,500
2,000
1,500
1,000
500
0
2,093
1,876
1,669
Rentals @ $1,200/month
Rentals @ $1,500/month
Rentals @ $1,800/month

Figure 4

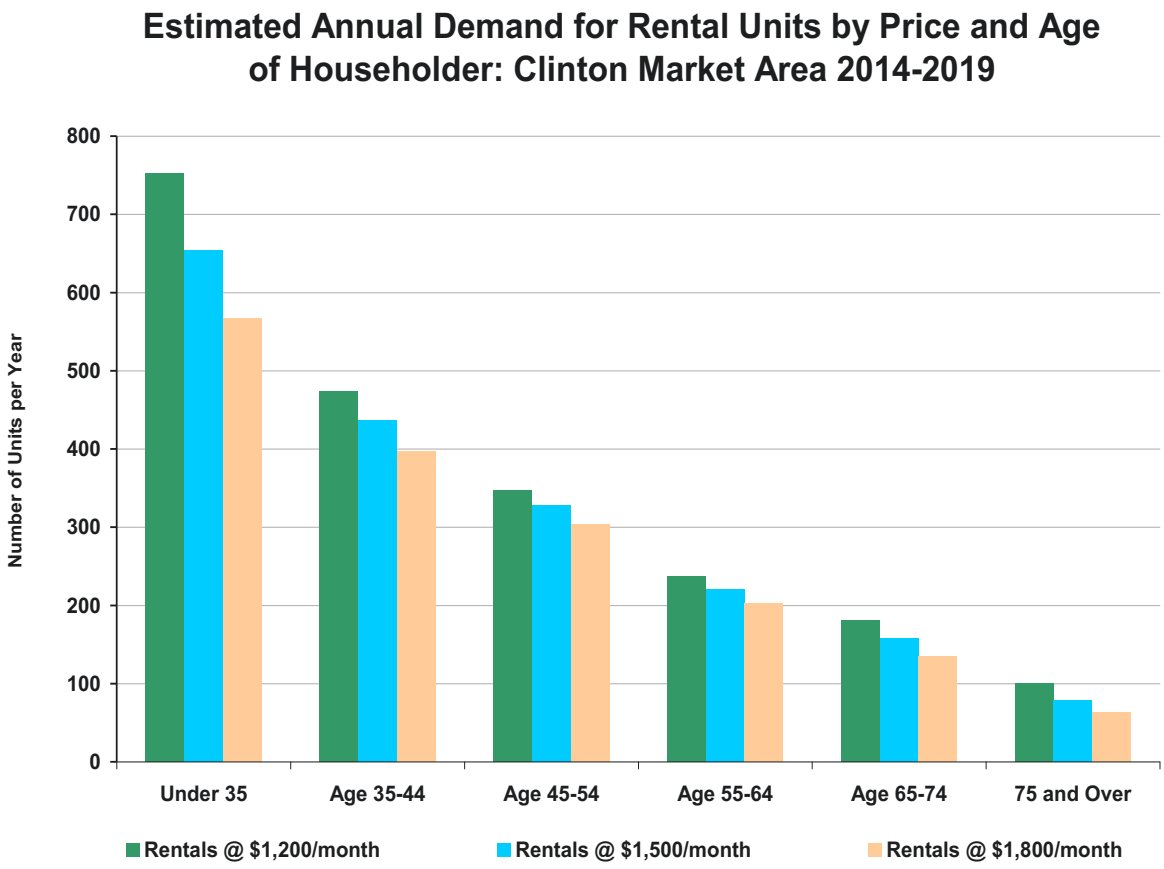
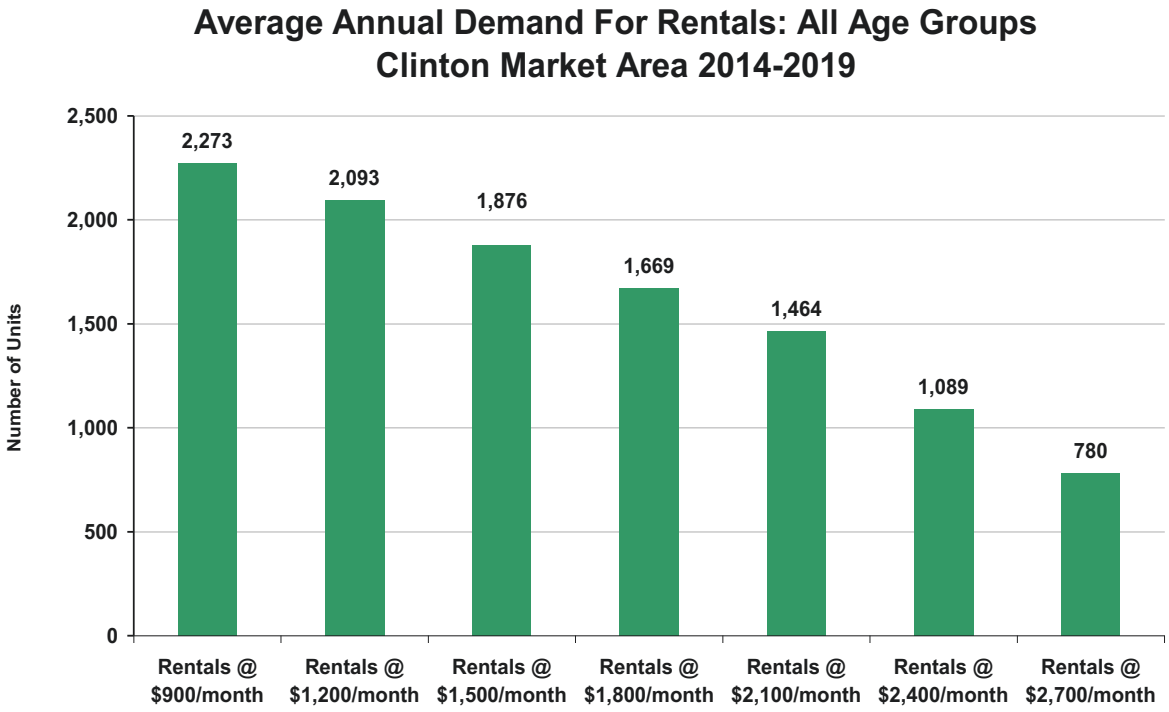

Estimated Annual Demand for Rental Units by Price and Age of Householder: Clinton Market Area 2014-2019
Number of Units per Year
800
700
600
500
400
300
200
100
0
Under 35
Age 35-44
Age 45-54
Age 55-64
Age 65-74
75 and Over
Rentals @ $1,200/month
Rentals @ $1,500/month
Rentals @ $1,800/month

Figure 5



Supportive Graphs

The subsequent graphs document some of the analyses inherent in FXM's *Housing Demand Model*. Of particular note is Figure 8 which shows an absolute decline in the number of householders age 35 to 54 between 2014 and 2019, and a substantial increase in the number and wealth of householders between age 55 and 74 over that same period. This largely reflects the maturing of the "baby boom" generation and the relatively lower number of younger households maturing into the former "boomer" age groups. Also increasing somewhat in absolute numbers of households is the 25-34 age group, a reflection of the so-called "echo baby boom." Householders under age 35 are more than twice as likely to rent as to own their primary dwelling, in sharp contrast to other age groups, as shown in Figure 9. They are also more mobile -- householders under age 35 are more than twice as likely to change residences in a typical year as other age groups, as shown in Figure 10.

Figure 6

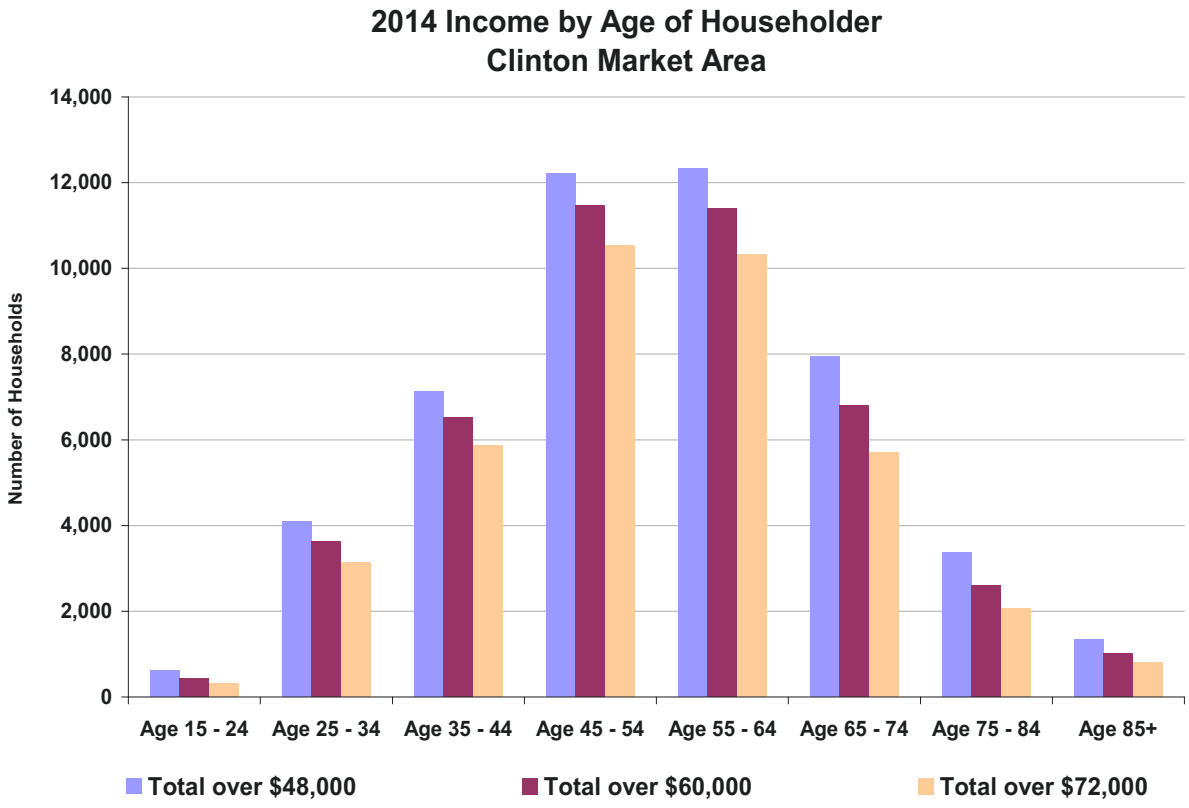

2014 Income by Age of Householder
Clinton Market Area
Number of Households
14,000
12,000
10,000
8,000
6,000
4,000
2,000
0
Age 15 - 24
Age 25 - 34
Age 35 - 44
Age 45 - 54
Age 55 - 64
Age 65 - 74
Age 75 - 84
Age 85+
Total over $48,000
Total over $60,000
Total over $72,000

Figure 7

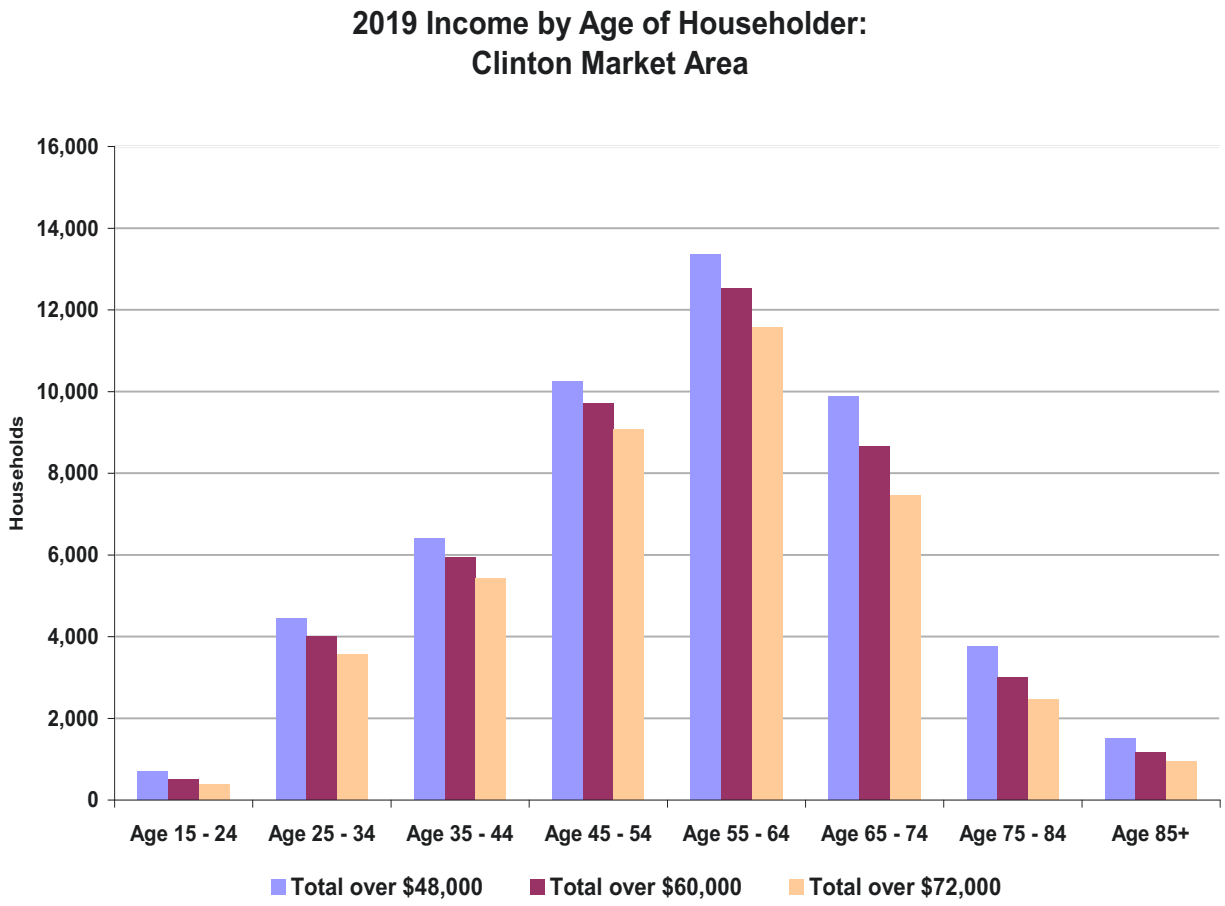

2019 Income by Age of Householder:
Clinton Market Area
Households
16,000
14,000
12,000
10,000
8,000
6,000
4,000
2,000
0
Age 15 - 24
Age 25 - 34
Age 35 - 44
Age 45 - 54
Age 55 - 64
Age 65 - 74
Age 75 - 84
Age 85+
Total over $48,000
Total over $60,000
Total over $72,000

Figure 8

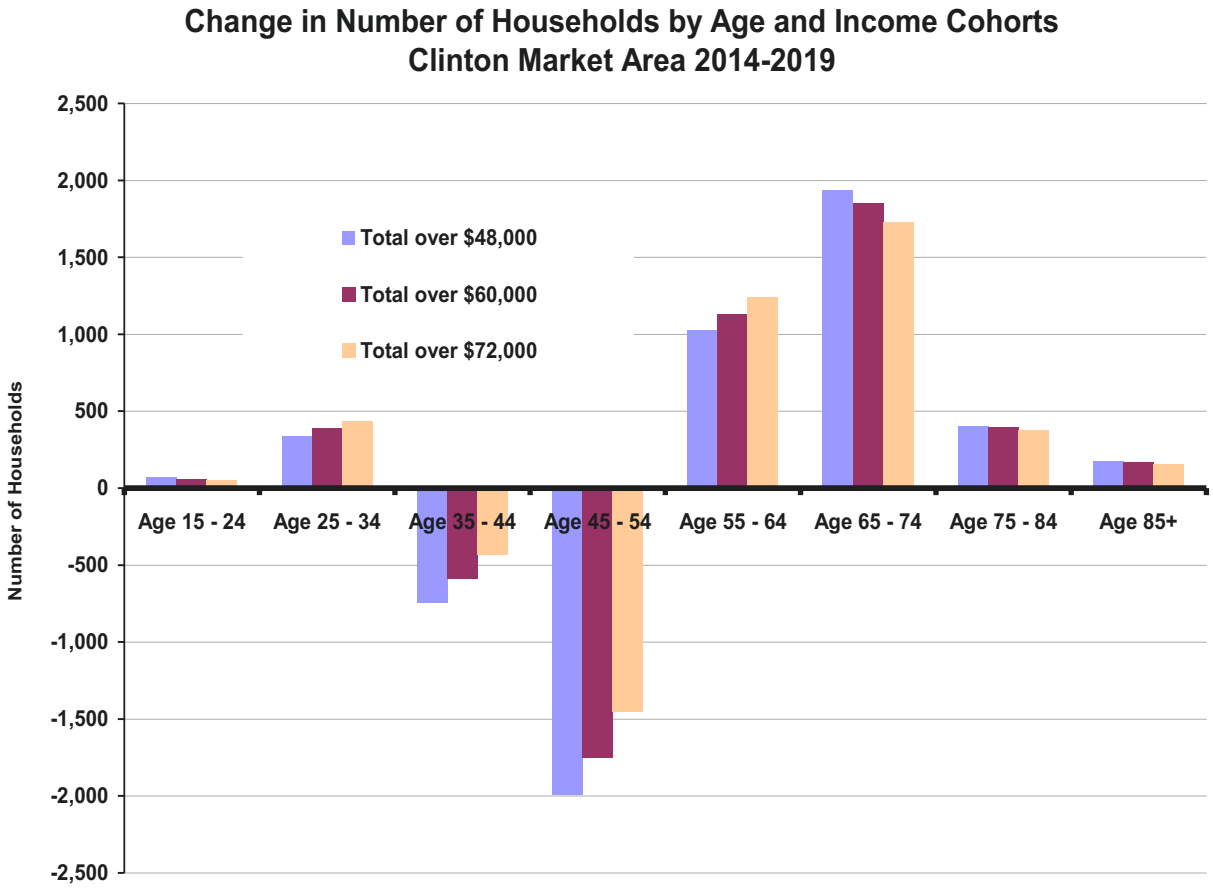

Change in Number of Households by Age and Income Cohorts
Clinton Market Area 2014-2019
Number of Households
2,500
2,000
1,500
1,000
500
0
-500
-1,000
-1,500
-2,000
-2,500
Total over $48,000
Total over $60,000
Total over $72,000
Age 15 - 24
Age 25 - 34
Age 35 - 44
Age 45 - 54
Age 55 - 64
Age 65 - 74
Age 75 - 84
Age 85+

Figure 9

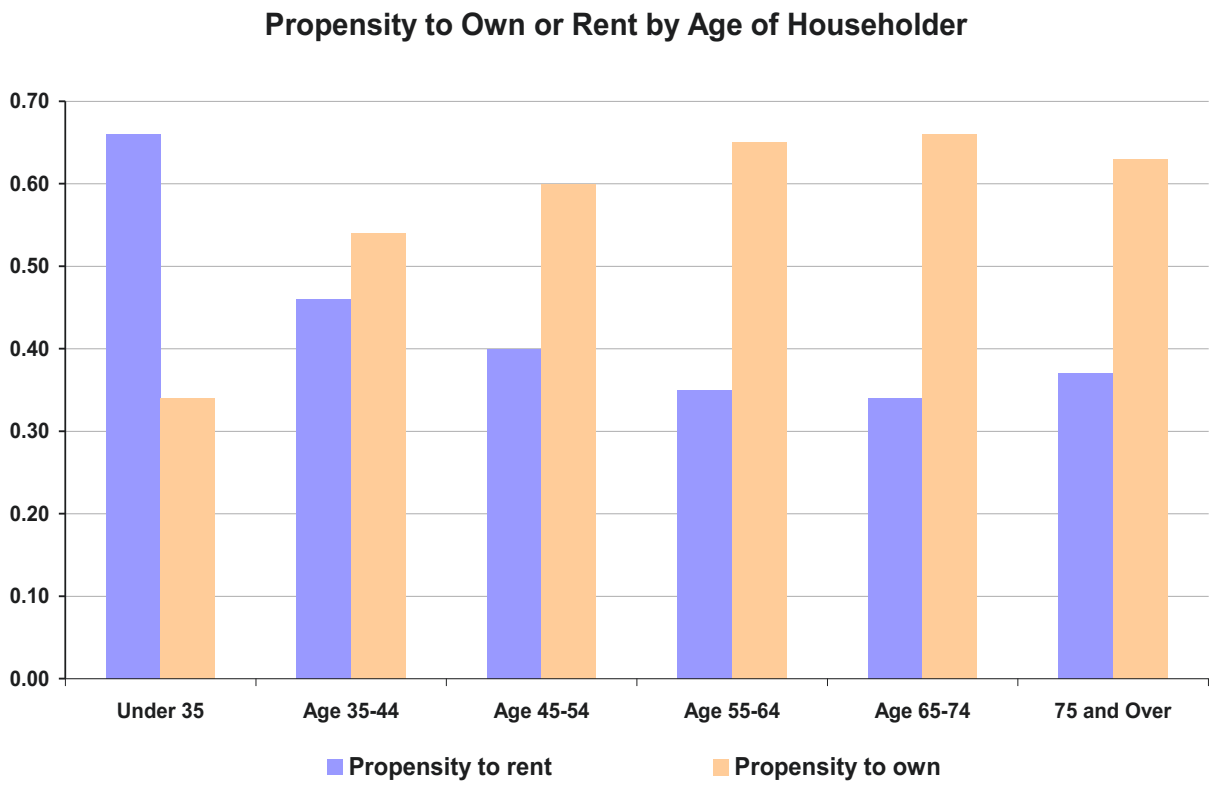
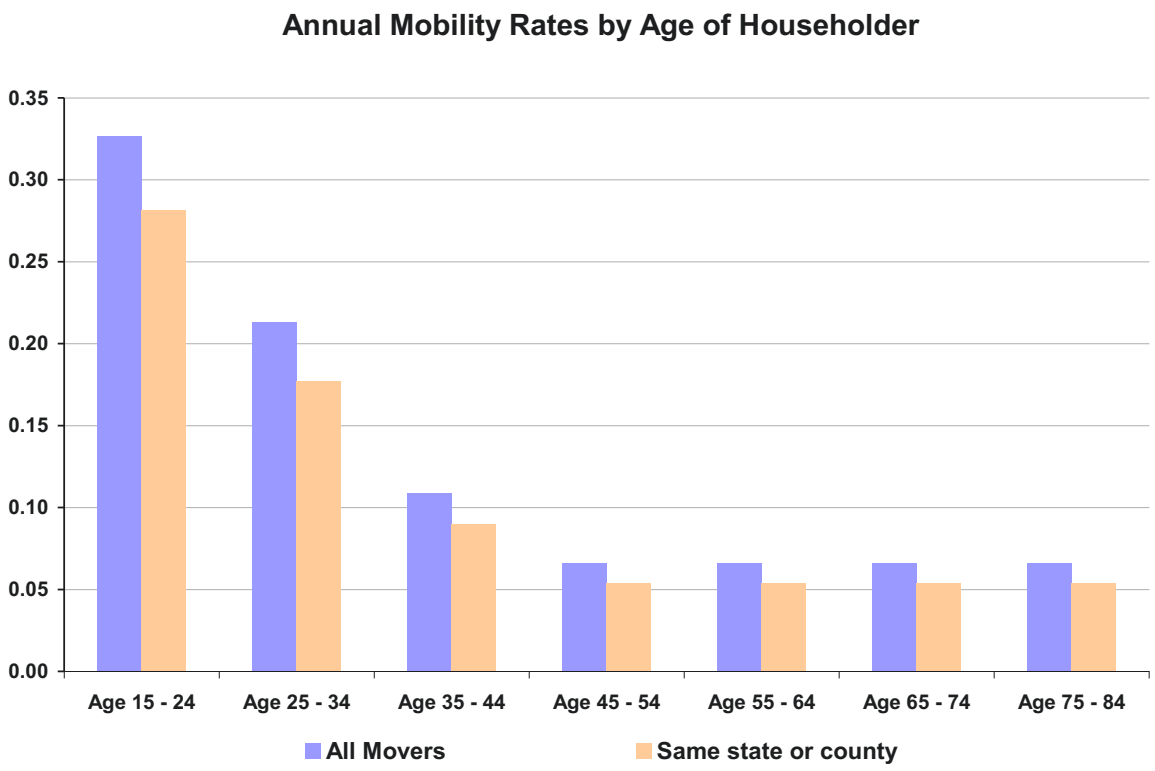

Propensity to Own or Rent by Age of Householder
0.70
0.60
0.50
0.40
0.30
0.20
0.10
0.00
Under 35
Age 35-44
Age 45-54
Age 55-64
Age 65-74
75 and Over
Propensity to rent
Propensity to own

Figure 10



Source: U.S. Census Bureau, Current Population Survey, 2013 Annual Social and Economic Supplement

ENVIRONMENTAL DOCUMENT INVENTORY

As is not unusual with former industrial sites, the Unilever Property will likely require environmental remediation to enable reuse in the future. The investigation of the exact extent and scope of remediation is a time consuming and expensive process that will result in a remediation plan for the site. In this preliminary planning process, an initial review of past documentation of environmental conditions on the site has been undertaken. The results of that review are included here.

C-1015
November 17, 2013

Mr. Joshua Fiala
Cecil Group
241 A Street Suite 500
Boston, MA 02210

Re: **Unilever Site**
1 John Street, Clinton, CT

Dear Mr. Fiala:

In accordance with our proposal, Tighe & Bond has completed our collection, review, and summary of available documents from the Connecticut Department of Energy and Environmental Protection (CTDEEP) for the above referenced property in Clinton, CT (the "site").

On November 11, 2013, Tighe & Bond visited the CTDEEP Public File Room and requested available files for the site including those pertaining to remediation, hazardous waste manifests, underground storage tanks (USTs), leaking USTs, orders, inspection reports and violations.

General: The Unilever Site has been in continuous operation as a cosmetic manufacturing establishment from the late 1800s until the plant's closing in 2012. The Clinton Toilet and Soap Manufacturing Company occupied the site in the late 1800s, when it was bought by Pond's Extract Company in 1888. The Ponds facility became Chesebrough-Ponds in 1955 and Unilever in 1987. The site encompasses 25.78 acres and is located in central Clinton. The site includes a railroad spur and sits adjacent to several tidal river systems that empty into the Clinton Harbor. Currently, the site is improved with two vacant factory buildings, built in 1920 and 1960, and numerous outbuildings totaling approximately 280,000 SF.

CTDEEP File Review Documents

P-5 Form (Undated) – CTDEEP inspection of the facility. It outlines the facility system for wastewater treatment with discharge amounts and potential chemicals and substances being processed by the system. Approximately 8,000-10,000 gallons of treated industrial, sanitary and clean water waste per day are being discharged to local tidal streams. Wastes being processed by the system include dissolved solids, fats, oils, waxes, detergents, soaps, residuals from cosmetics, metallic oxides and pigments. A schematic attached to the form describes the industrial treatment system, which included at least three above-ground tanks (ASTs), ranging from 10,000 – 55,000 gallon capacity. Treatment involved initial chemical treatment and settling, chlorination, combination with septic system waste and clean storm runoff and discharge via storm drain to an unspecified nearby tidal stream system. In the schematic diagram, three points were identified when sludge materials were separated from the wastewater and transferred to a sludge storage tank. The material in the storage tank was subsequently released to on-site septic pits with no specified plan for further treatment or removal. Also included in the form is a list of toxic chemicals used in the manufacturing process with supplier information.

November 20, 1967 – The State of CT Water Resources Commission ordered Chesebrough Ponds to evaluate the efficiency of their on-site sewage treatment facility and construct any necessary additions and alterations in order to meet established discharge standards.

November 20, 1967 – The State of CT Water Resources Commission ordered Chesebrough Ponds to install a new treatment system for all waterborne industrial wastes with the resulting effluent being acceptable for discharge to a local watercourse.

December 30, 1974 – Chesebrough Ponds was found by the State of Connecticut Water Compliance and Hazardous Substances Division on Environmental Quality to be in non-compliance with National Pollutant Discharge Elimination System (NPDES) requirements. In order to attain an NPDES permit, the company was required to submit to monthly discharge sampling and meet water quality standards outlined in the document.

May 19, 1975 – The State of CT ordered Chesebrough Ponds to install adequate facilities for handling, treatment and/or disposal of all solids, liquid wastes, by-products or sludges of waste cosmetic products.

February 23, 1976 – Amendment to the Order dated 12/30/74 modifying the scientific standards and other requirements outlined by the current permit for discharge water.

June 19, 1976 - The State of CT Water Resources Commission ordered Chesebrough Ponds to install additional treatment facilities for both sewage and industrial wastewater systems to meet NPDES permitting requirements.

July 19, 1976 - Chesebrough Ponds was found by the State of Connecticut Water Compliance and Hazardous Substances Division on Environmental Quality to be in non-compliance with NPDES requirements. In order to attain an NPDES permit, the company was required to submit to monthly discharge sampling and meet water quality standards outlined in the document.

March 24, 1979 – CTDEEP Inter-Department message documenting highly toxic, moderately toxic, or suspected toxic ingredients used in Chesebrough Ponds products. There were five highly toxic compounds identified, nine moderately toxic compounds, and four suspected toxic compounds. The message indicates these chemicals may have been disposed of at the Clinton landfill. The CTDEEP recommended prohibiting Chesebrough Ponds from disposing of chemicals in any Connecticut landfill and monitoring of groundwater and surface water contamination at the Clinton landfill.

June 24, 1981 – Mapping of catch basins and underground drain lines for the site. This map also depicts building layout, wastewater treatment area, tank farm, fuel oil storage area, and other various features.

August 10, 1981 – State of CT placed an order on Chesebrough Ponds to make modifications to process, clean water and stormwater piping systems to ensure that all wastes are going into the treatment system and all clean and stormwaters are being properly discharged to the surface waters of the state. Additionally, the facility was ordered to implement best management practices for storage and handling of industrial chemicals to eliminate pollution.

March 26, 1982 - Chesebrough Ponds was found by the State of Connecticut Water Compliance and Hazardous Substances Division on Environmental Quality to be in non-compliance with NPDES requirements. In order to attain an NPDES permit, the company was required to submit to monthly discharge sampling and meet water quality standards outlined in the document.

August 1982 – SPCC Plan for oil and hazardous waste at the site. This document indicates the company receives bulk truck shipments of petroleum jelly, mineral oil, alcohol, #6 fuel oil, and #4 fuel oil used as raw ingredients and boiler feedstock. The petroleum jelly, mineral oil, alcohol, and #4 oil are stored in an underground tank field. The #6 fuel oil is

stored in two 24,000-gallon above ground storage tanks and one 10,000-gallon underground storage tank. Hazardous wastes generated at the facility reportedly include waste alcohol and "lab packs". All waste oils are fed from 55-gallon drums to the facilities incineration system. Waste water product and lab wastes are fed to a biological system activated with a mutant bacteria strain. These wastes are degraded before discharging to the sites primary waste treatment system. Lab packs (1-gallon jugs) are stored in an explosion proof room before shipment to a secure landfill. Various chemicals stored at the site are listed in this plan.

October 28, 1982 – Letter from Chesebrough Ponds to CTDEEP regarding hazardous waste manifest deficiencies cited in CTDEEP's 5/28/82 inspection. This letter indicates an updated SPCC Plan is in place and non-hazardous waste drums stored in parking lot have been inventoried and some sent for disposal. Others were separated into burnables and aqueous emulsions. The letter stated that all drums on site contain viscous materials which wouldn't migrate if spilled. There was no CTDEEP inspection report from 1982 observed in the files reviewed.

April 12, 1984 – State of CT placed an order on Chesebrough Ponds to install additional treatment facilities to comply with the standing facility waste discharge permit.

December 30, 1986 – CTDEEP acknowledges receipt of a Form I for the site.

August 29, 1987 – Letter from Chesebrough-Ponds to CTDEEP notifying them of UST removals. Attached to this letter was a UST Notification Form and mapping identifying three USTs at the site including a 10,000 gallon UST containing #6 heating oil, a 550-gallon UST containing leaded gasoline, and a 550-gallon UST containing unleaded gasoline. Both 550-gallon USTs were reportedly removed in July 1987.

December 15, 1987 - State of CT issues an NPDES permit and states that the facility is in full compliance with the order dated March 26, 1982.

December 15, 1992 – State of CT issues an NPDES permit and states that the facility is in full compliance with the order dated March 26, 1982.

September 23, 1994 – CL&P letter to site owner identifying PCB concentrations for transformers at the site. Two are identified as having less than 5 parts per million (ppm) PCBs, one is identified as having 21 ppm of PCBs, and one is identified as having less than 50 ppm PCBs. No other transformers were identified in the letter.

October 4, 1994 – Laboratory results for samples collected from an "oil tank pit". The results indicate elevated total petroleum hydrocarbons were identified in "soil/water north" and "soil south" samples.

February 21, 1995 – CTDEEP UST Notification Form identifying a 12,000-gallon heating oil UST and a 10,000-gallon heating oil UST for the site. The 10,000-gallon UST is listed as having been removed in 10/94 and the 12,000-gallon UST is listed as having been installed in 10/94.

March 8, 1995 – CTDEEP Complaint Report identifying oil contamination was found in soil at the site.

July 17, 1995 – Internal CTDEEP Memorandum stating that the site is ineligible for entry onto the CTDEEP Inventory of Hazardous Waste Disposal Sites.

July 17, 1997 – Letter from CTDEEP to Chesebrough-Ponds regarding compliance issues at the site. These compliance issues involve satellite waste storage containers, wastewater

management, evidence of spills and sloppy housekeeping of hazardous wastes, record keeping, and air management. Corrective action was required within 90 days.

August 23, 2005 – Letter from Unilever to CTDEEP notifying them of waste disposal area encountered during excavation associated with the repair of a storm water conveyance system. According to the letter, the waste consisted of wood pallets and glass jars from the manufacturing site dating back at least 40 years. The material was slated to be removed and disposed at an approved landfill.

August 25, 2005 – CTDEEP Internal Report of Complaint regarding above mentioned historic disposal area.

June 1, 2011 – Combined Spill Prevention and Stormwater Pollution Prevention Plan by Langan Engineering. This Plan indicates the facility has been conducting manufacturing operations at the site since 1888. This Plan indicates the site is improved with a 300,000 square foot main plant building, an 18,300 square foot warehouse building, several out buildings including rail car building, tank farm building, and waste water treatment building. The facility also includes an active rail spur, an aboveground storage tank farm, on-site waste water treatment plant with two separate process locations, one water tower, to underground oil/water separators, and two pad mounted transformers. This Plan documents the facilities drainage system, facility operations, oil and chemical storage areas, and potential pollutant pathways. Detailed mapping depicting all site features, storage areas, and waste water treatment is provided in the Plan. The facility is reportedly a Large Quantity Generator of hazardous wastes. The Plan identifies six reported releases/spills at the site, mostly pertaining to industrial waste water (treated and untreated) to the ground surface.

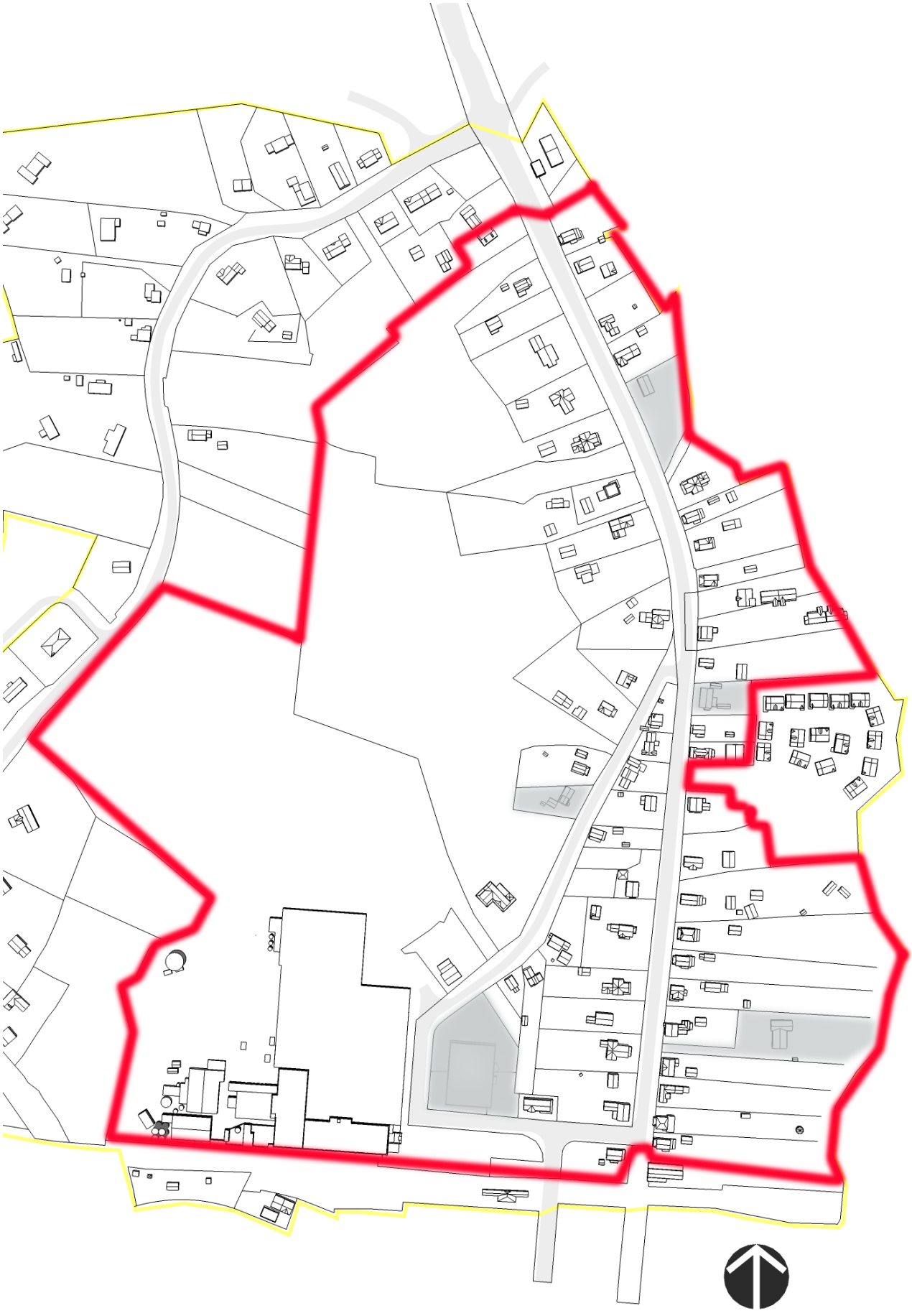
Copies of documents are available upon request. Feel free to contact me with any questions at (860) 704-4769 or ajvaillancourt@tighebond.com

TIGHE & BOND, INC.

Amy Vaillancourt, LEP
Project Manager

HISTORIC DISTRICT APPLICATION

Historic district designation is a major economic benefit and value enhancement for property owners. It opens new opportunities for historic tax credits for which properties would not otherwise qualify. Unless tax credits are sought, it brings with it no restrictions on how a property may be reused or improved. The following National Register Historic District Application outlines the proposed historic district for the North High Street area of Clinton.



United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form.* If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. **Place additional certification comments, entries, and narrative items on continuation sheets if needed (NPS Form 10-900a).**

1. Name of Property

historic name _____

other names/site number High Street and John Street Historic District

2. Location

street & number 7 Central Avenue, 19-111 High Street, 1-62 John Street ☐ not for publication

city or town Clinton ☐ vicinity

state Connecticut code CT county Middlesex code 007 zip code 06413

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this ___ nomination ___ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property ___ meets ___ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

___ national ___ statewide __local

Signature of certifying official/Title Date

State or Federal agency/bureau or Tribal Government

In my opinion, the property ___ meets ___ does not meet the National Register criteria.

Signature of commenting official Date

Title State or Federal agency/bureau or Tribal Government

4. National Park Service Certification

I hereby certify that this property is:

___ entered in the National Register ___ determined eligible for the National Register

___ determined not eligible for the National Register ___ removed from the National Register

___ other (explain:) _____

Signature of the Keeper Date of Action

High Street and John Street Historic District | Middlesex County | Connecticut
Name of Property | County and State

5. Classification

Ownership of Property
(Check as many boxes as apply.)

- [x] private
- [ ] public - Local
- [ ] public - State
- [ ] public - Federal

Category of Property
(Check only **one** box.)

- [ ] building(s)
- [x] district
- [ ] site
- [ ] structure
- [ ] object

Number of Resources within Property
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
57	5	buildings
0	0	sites
0	0	structures
0	0	objects
57	5	**Total**

Name of related multiple property listing
(Enter "N/A" if property is not part of a multiple property listing)

Number of contributing resources previously listed in the National Register

6. Function or Use

Historic Functions
(Enter categories from instructions.)

DOMESTIC:single dwelling
INDUSTRY/PROCESSING/EXTRACTION:
manufacturing facility

Current Functions
(Enter categories from instructions.)

DOMESTIC:single dwelling
DOMESTIC:institutional housing
COMMERCE/TRADE:professional
VACANT/NOT IN USE

7. Description

Architectural Classification
(Enter categories from instructions.)

COLONIAL: Georgian
MID-19TH CENTURY:Greek Revival
LATE VICTORIAN: Italianate
LATE VICTORIAN: Second Empire
LATE VICTORIAN: Queen Anne
LATE VICTORIAN: Stick/Eastlake

Materials
(Enter categories from instructions.)

foundation: STONE:granite, CONCRETE
walls: WOOD: Weatherboard
STUCCO
CONCRETE
roof: ASPHALT
other:

Narrative Description

(Describe the historic and current physical appearance of the property. Explain contributing and noncontributing resources if necessary. Begin with **a summary paragraph** that briefly describes the general characteristics of the property, such as its location, setting, size, and significant features.)

Summary Paragraph

The High and John Streets Historic District encompasses ninety-three acres in north-central Clinton. It includes many well-preserved examples of early eighteenth century to mid-twentieth century houses and one historic industrial complex which has been an integral part of the district since the late nineteenth century. It includes all of the buildings on High Street from the Amtrak/Shoreline railroad tracks at the south to its intersection with North High Street at the north. It also includes the buildings on John Street which runs diagonally northeast to southwest from its intersection with High Street on the north and the Amtrak/Shoreline railroad tracks on the south. The terrain is level and there is a large undeveloped area in the center of the district. The buildings are well maintained and they are surrounded by mature plantings and cottage gardens.

Narrative Description

This is a mostly residential district that includes one and two story frame houses built between c. 1700 and 1958 on lots of varying sizes. It also includes the former Unilever Pond's factory, an industrial property that has been at this location since 1883, which sits near the railroad tracks at the south end of John Street. The current Pond's factory is anchored by a 1929 Art Deco building. Early houses were built on isolated farms, but residential development began at the south end of High Street in 1820. New construction proceeded north on this street over about the next one hundred fifty years. The architectural styles of these homes indicate the era in which they were built. Development along John Street is slightly less dense than that on High Street and the styles of the houses also indicate the era of their construction.

High Street and John Street Historic District | Middlesex County | Connecticut
Name of Property | County and State

8. Statement of Significance

Applicable National Register Criteria
(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- [x] A Property is associated with events that have made a significant contribution to the broad patterns of our history.
- [ ] B Property is associated with the lives of persons significant in our past.
- [x] C Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- [ ] D Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations
(Mark "x" in all the boxes that apply.)

Property is:

- [ ] A Owned by a religious institution or used for religious purposes.
- [ ] B removed from its original location.
- [ ] C a birthplace or grave.
- [ ] D a cemetery.
- [ ] E a reconstructed building, object, or structure.
- [ ] F a commemorative property.
- [ ] G less than 50 years old or achieving significance within the past 50 years.

Areas of Significance
(Enter categories from instructions.)

ARCHITECTURE
COMMUNITY PLANNIG AND DEVELOPMENT
INDUSTRY

Period of Significance

c.1710-1958

Significant Dates

1813

Significant Person
(Complete only if Criterion B is marked above.)

Cultural Affiliation

Architect/Builder

Period of Significance (justification)

The period of significance spans the period between the constructions of the earliest house in the district to the construction of a major expansion of the Unilever Pond's factory. It includes the construction of the houses that define the residential character of the community and the last major expansion of the factory that anchors the district visually and that provided employment to many in the area.

Criteria Considerations (explanation, if necessary)

Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance and applicable criteria.)

The High and John Streets Historic District is significant locally under Criterion A because it illustrates the growth and evolution of residential and industrial development along two streets over a two hundred fifty year period. Early homes were farm houses built on isolated lots. The area became more residential after the construction of High Street, which was built as a turnpike in 1813. The Unilever-Pond's company has been located in the district since 1888 and it employed many residents of the area until the factory closed at the end of 2012. The District is significant locally under Criterion C for its collection of well-preserved homes built in the eighteenth, nineteenth and twentieth centuries, as well as the Pond's headquarters building constructed in 1929 in the Art Deco style and its later additions.

Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

Criterion A

Early European Settlement

The area that is now the Town of Clinton was bought from the Mohegan Sachem Uncas by Roger Fenwick of Saybrook in 1641. The first Europeans to settle in the area were a few members of the Saybrook Colony from East Guilford (now Madison) who arrived in 1663. [1] In October of that same year the Connecticut legislature passed an act stating that, "There should be a plantation formed at Hammonassett," which was the Mohegan name for the Indian River which runs through the center of the town. The act specified that there should be thirty families on the east side of the Hammonasett River. However, only twenty families chose to live in the new plantation and ten of them soon left. It took until 1665 for the town to be populated by the specified 30 families. [2]

[1] Edwin Oviatt, *The Beginnings of Yale (1701-1726)*, New Haven: Yale University Press, 1886 227.
[2] George S. Roberts, *Historic Towns of the Connecticut River Valley* (Schenectady: Robson and Adee, 1906) 67.

The settlers were apparently uncomfortable with the Indian name for their village and in May of 1667 they were granted permission to change the name to Kenilworth, since many of them had come from that town in Warwickshire in England. The name eventually changed, for unknown reasons, to Killingworth.[3]

The first homes in Clinton (then Killingworth) were laid out along Main Street. The General Court oversaw the drawing of lots for 21 homesteads. The first lot was drawn by Thomas Smith, who chose land on the south side of Main Street just east of the Indian River. The last lot was drawn by Samuel Buell whose homestead was on present-day John Street, which is called Rocky Hill on a map which shows these early lots (Figure 1.) [4]

During the course of the eighteenth century, an increasing number of settlers trickled north from the coast into the wilderness of Killingworth. By the early 1800s, this population had grown to the point that meeting places for town business had to be split between the coast and the interior. Town meetings were held in the North Society and state elections were held in the South. By 1838, this was viewed as a less than ideal arrangement and residents of the South Society petitioned the State Legislature for the right to separate from the Town of Killingworth. Citing the poor condition of a great many of the North Society's roads, as well as the hardship involved with attending town meetings in the North Society, members of the South Society sought and received their own township. Politics also played a role in the separation, since the North Society was mostly Democratic and The South Society almost entirely Whig. The South Society named their new town Clinton for New York Governor DeWitt Clinton, in May 1838.[5]

High Street

High Street is the center of the district, but it did not exist until it was opened as a turnpike in the early nineteenth century. Connecticut began to charter private companies to build turnpikes as early as 1792. The state intended that these companies would charge tolls for the maintenance of existing roads between important destinations or in some cases build new ones.[6] Today's High Street was built as the Killingworth and Haddam Turnpike through the homelots of William Stevens and J. Elderhon *sic.* (Elderkin) (Figure 1). It was the eastern section of a fifteen and one half mile long turnpike that connected Long Island Sound to the Connecticut River at Haddam (Figure 2). It operated under a charter granted to the Killingworth and Haddam Turnpike Company in 1813. The company operated until 1850, when its charter was repealed.[7]

Working in Clinton

Clinton has been home to several industries including cosmetics, shipbuilding, the maritime trades, wooden spokes and handle making, brickmaking, and spring manufacture. Many of those who worked in these businesses had homes near their jobs and Pond's factory employees often lived close by. The Sanborn fire insurance maps show the location of most businesses and some residences in town as they evolved. A section of map 1 of the set of Sanborn maps of Clinton published in August of 1889 shows the two of the town's most important businesses, Pond's Extract Company and H. Kelsy, Manufacturer of Handles and Spokes. It also shows the railroad station, a lumber yard, a bank, a grocery store, a dry goods store, a barber, a butcher, a fishmonger, a drug store, a bowling alley and several still extant houses along High Street (Figure 3).

[3] Ibid., 68.
[4] William H. Buell, "Town of Clinton," *The History of Middlesex County 1635-1885,* (New York: J. H. Beers & Co., 1884) 229.
[5] Ibid.
[6] Frederick James Wood, *The Turnpikes of New England* (Boston: Marshall Jones Company, 1919) 10.
[7] Ibid., 386.

Pond's Extract Company

The Pond's Extract Company, now a division of the Dutch conglomerate Unilever, [8] has been a major employer in Clinton since 1888. The company began in Utica, New York in 1846 as a partnership between a Native American medicine man of the Oneida tribe and a druggist named Theron T. Pond. The medicine man showed Pond the healing powers of a distillate made from the shrub commonly known as witch hazel and Pond began to produce the product under the name "Golden Treasure." Pond, the medicine man, and another partner sold the rights to their product to investors, who first sold it as "Pond's Extract" in 1857. The product continued to be distilled in New York state until 1872, when the distillery was moved to Chester, Connecticut because of the availability of wild witch hazel in the area. Barrels of the distillate were then shipped to a factory in Brooklyn New York for bottling. The move to Clinton came after a fire destroyed the Chester distillery and the company decided to unite most of its bottling and manufacturing operations in the former Whittemore Soap Factory on John Street. [9] At first, Ponds employed about ten workers, who would gather the shrub in the winter and then distill it, mix it with grain alcohol and pour it into oak casks which were aged for five years in the rented cellars of private homes in town.[10]

The company prospered at its new location and in 1906, all machinery still in the Brooklyn plant was shipped to Clinton by barge. Cold cream and vanishing cream were later added to the Pond's product line and in 1924 the company began its landmark advertising campaign featuring testimonials from prominent American Society women and European royalty. The campaign ran for more than thirty years and it is considered an advertising classic.[11] The company's first concrete building, which still stands at 1 John Street, was erected in 1929 and sales continued to be strong even during the depression. Pond's supplied various special ointments, insect repellents and camouflage creams during World War II. The company merged with the Chesebrough Manufacturing Company in 1955 to create Chesebrough-Pond's, Inc. It continued to consolidate its operations in Clinton in the 1950s and all wooden buildings were replaced by new concrete structure during that time. New brands continued to be added to the company's product line and by 1963 the Clinton plant employed over 700 people.[12] In 1986 the company was acquired by Unilever.[13] In 2011 Unilever announced plans to close the Clinton facility at the end of 2012, ending Pond's 124 year presence in the town.[14]

Many of Pond's employees lived within walking distance of the factory. Many homes occupied by Pond's employees were identified in the district using the 1920, 1930 and 1940 US Census. [15]

Criterion C

Little has changed on High Street and John Street since the middle of the twentieth century (Photos 1-3). A few early houses, several high style homes from the nineteenth and early twentieth centuries and several vernacular houses line the streets. Nearly all of them have a high degree of integrity and they tell the story of the development of the area through their architectural styles.

Early Houses

Only six houses in the district predate the construction of the turnpike. Three houses on High Street - numbers 22, 23 and 60 – and three houses on John Street – numbers 24, 31 and 53 - were built before 1813. Historical records

[8] "Pond's", Unilever, http://www.unilever.com/brands-in-action/detail/Ponds/292095/?WT.contenttype=view%20brands accessed December 7, 2012.
[9] Company Timeline, *Pond's History*, (Clinton: Unilever, 2012) 2.
[10] *Tercentenary: Homenoscitt Plantation 1663* (Clinton, 1963) 57.
[11] *Timeline,* 2.
[12] *Tercentenary*, 57.
[13] John Crudele, "Unilever Sets Deal for Pond's, *New York Times,* December 2, 1986.
[14] Matthew Sturdevant, "Unilever to Close Clinton Plant, Laying Off 184 Workers," *Hartford Courant*, July 14, 2011.
[15] US Census Bureau, 1920, 1930 and 1940 US census, Clinton, Connecticut.

indicate that The John B. Wright House at 22 High Street (Photo 4) was built c. 1759.[16] It is a Georgian house in general form, but the home's architectural features – particularly the entry details – are typical of those popular within the Federal style, which rose to prominence c. 1780. It was likely built slightly later or was altered during the late 18th or early 19th century. The house is present on the site on maps from 1859[17] and on an 1874 map[18] it is listed as the property of John B. Wright. Wright served for many years as the Connecticut collector for the Internal Revenue Service, a position to which he was appointed by President Abraham Lincoln. Wright also served many years as a State Representative, and 1861 and 1862 as State Senator.[19]

The house at 23 High Street (Photo 5) was built by Miles Buell c. 1795.[20] It is in the Cape Cod Cottage style with Georgian details at the entrance which set it apart from more vernacular versions of the form. The composition of the windows in the gable end are particularly notable as they are of an arrangement seen in a number of Cape Cod Cottage style homes found locally. The home is present on the site on maps from 1859[21] and 1874[22], and on the latter is listed as the property of John Burrows. The 1870 census records list the 47-year old Burrows as a ship carpenter. [23] By 1930, the Federal Census lists the residence as that of Howard S. Stevens, a 23-year old mechanical engineer.[24]

The home at 60 High Street is a well-preserved example of a Colonial residence with alterations from the Victorian period (Photo 6). Local records indicate that the house was built as a side-gabled structure c. 1710,[25] and sustained alterations resulting in its partial saltbox-style profile at a later time. Changes to the windows and the application of exterior wood framing and patterned wood shingles likely took place c. 1890, during the popularity of the Queen Anne and Stick styles. The residence is present on maps from 1859[26] and 1874.[27]

Early John Street houses are at 24 John Street and 53 John Street. The house at 24 John Street (Photo 7) has been altered through the addition of modern siding and windows, but it retains much of its historic character as a Cape Cod Cottage-style residence. Built c. 1750, local records indicate that the home was built by John Smith, one of a several men named John for whom the street was named.[28] The house is present on maps from 1859[29] and 1874, and on the latter is listed as the property of John S. Smith. [30] The 1880 census records list the 52-year old Smith as a fisherman.[31] At 53 John Street (Photo 8) there is another Cape Cod Cottage built by another John Smith c.1750.[32] The house is present on maps from 1859[33] and 1874, and on the latter is listed as the property of John Smith.[34] The 1870 census records list the 68-year old Smith as a cooper. [35] 1930, the residence was that of 82-year old Mark Smith, who was unemployed.[36]

---

[16] Town of Clinton Assessor's Records, book 146, 890.
[17] *Map of Middlesex County, Connecticut*, (New York: H.F. Walling, 1859).
[18] *County Atlas of Middlesex, Connecticut,* (New York: F.W. Beers & Co., 1874)121.
[19] *Tercentenary*, 88.
[20] "Miles Buell House", Clinton Historical Society, unpublished manuscript.
[21] Walling, *Map of Middlesex County, Connecticut*.
[22] Beers, *County Atlas of Middlesex, Connecticut.*
[23] US Census Bureau, 1870 US census, Clinton, Connecticut.
[24] US Census Bureau, 1930 US census, Clinton, Connecticut.
[25] "60 High Street," Clinton Historical Society, unpublished manuscript.
[26] Walling, *Map of Middlesex County, Connecticut*.
[27] Beers, *County Atlas of Middlesex, Connecticut, 121.*
[28] John Smith House,24 John Street, Clinton Historical Society, unpublished manuscript.
[29] Walling, *Map of Middlesex County, Connecticut*.
[30] Beers, *County Atlas of Middlesex, Connecticut, 121.*
[31] US Census Bureau, 1880 US census, Clinton, Connecticut.
[32] John Smith House,53 John Street, Clinton Historical Society, unpublished manuscript
[33] Walling, *Map of Middlesex County, Connecticut*.
[34] Beers, *County Atlas of Middlesex, Connecticut, 121.*
[35] US Census Bureau, 1870 US census, Clinton, Connecticut.

Although the rear portion of this home is a modern addition, it does not detract from the historical integrity of the original section of 31 John Street, which retains its character as an early vernacular residence (Photo 9). Built c. 1800, it is present on maps from 1859[37] and 1874, and on the latter is listed as the property of Ulysses Hubbard.[38] The 1870 census records list Hubbard as a 32-year old steamboat watchman. By 1900, Hubbard had removed to New Haven, Connecticut and the residence was that of Holcomb N. Jones, a 53-year old day laborer. Local records note that Jones was an active public servant and was employed as Town Assessor for 37 years, Justice of the Peace for 30 years, Town Selectman for a number of terms, and Game and Fire Warden for several years.

After the Turnpike

The building of homes on the new street did not begin until about seven years after it was opened to traffic. The earliest houses of this period were built between 1820 and 1860. They included examples of Greek Revival architecture at 19 High Street, c. 1860 (Photo 10); Italianate at 21 High Street, c.1860 (Photo 11) and 26 High Street, c.1855 (Photo 12); Federal at 53 High Street, c.1830 (Photo 13). Only one house was built on John Street during this time – the Greek Revival home at 47 John Street c.1830 (Photo 14) which has lost many of its architectural details to vinyl siding.

Building on these streets resumed after the Civil War using several styles that were popular at the end of the nineteen century, as well as several vernacular buildings. On High Street, there are good examples of Italianate at 84 High Street, c.1880 (Photo 15), Second Empire at 90 High Street, c.1885 (Photo 16) and Queen Anne at 81 High Street, c.1887 (Photo 17).

Construction in the area continued into the twentieth century. Houses from that era include the Dutch Colonial Revival house, c. 1914 at 62 John Street (Photo 18); the elaborate Queen Anne house c.1905 at 89 High Street (Photo 19); Colonial Revival homes at 39 High Street, 1902, (Photo 19) and 40 High Street, 1924 (Photo 20); the Cape Cod Cottage, 1957 at 104 High Street (Photo 21) and the Art Deco Pond's Building, 1929, along with its 1958 additions at 1 John Street (Photos 22 and 23).

Developmental history/additional historic context information (if appropriate)

[36] US Census Bureau, 1930 US census, Clinton, Connecticut.
[37] Walling, *Map of Middlesex County, Connecticut*.
[38] Beers, *County Atlas of Middlesex, Connecticut, 121.*

9. Major Bibliographical References

Bibliography (Cite the books, articles, and other sources used in preparing this form.)

Books

Buell, William H. "Town of Clinton." *The History of Middlesex County 1635-1885.* New York: J. H. Beers & Co., 1884.

"Town of Killingly." *The History of Middlesex County 1635-1885,.*New York: J. H. Beers & Co., 1884.

Clinton: a condensed history of its beginning and progress,. Clinton: Charles A. Kirtland, 1900.

Foster, Gerald. *American Houses: A Field Guide to the Architecture of the Home*. Boston: Houghton Mifflin, 2004.

Gelernter, Mark. *A History of American Architecture,*. Hanover, New Hampshire: The University Press of New England, 2001.

McAlester , Virginia and Lee. *A Field Guide to American Houses.* New York: Alfred A. Knopf, 2005.

Oviatt, Edwin. *The Beginnings of Yale (1701-1726)*. New Haven: Yale University Press, 1886.

Roberts, George S. *Historic Towns of the Connecticut River Valley.* Schenectady: Robson and Adee, 1906.

Shrimpton, Rebecca H. and Patrick W. Andrus. D. *How to Apply the National Register Criteria for Evaluation; National Register Bulletin #15.* Washington: National Register of Historic Places, National Park Service, U.S. Department of the Interior, 1990; revised 1991, 1995, 1997.

Stevens, Thomas. *Old Sailing Days in Clinton*, Deep River. Deep River Savings Bank, 1963.

Unilever Company Timeline. *Pond's History*. Clinton: Unilever, 2012.
Wood, Frederick James. *The Turnpikes of New England.* Boston: Marshall Jones Company, 1919.

Periodicals

Crudele, John. "Unilever Sets Deal for Pond's." *New York Times,* December 2, 1986.

Sturdevant, Matthew. "Unilever to Close Clinton Plant, Laying Off 184 Workers." *Hartford Courant,* July 14, 2011.

Web Sites

The Hammocks on Long Island Sound. "Clinton's Natural and Cultural History."
http://thehammocksonthesound.com/history.shtml accessed December 8, 2012.

Unilever. "Pond's.", http://www.unilever.com/brands-in-action/detail/Pond-s/292095/?WT.contenttype=view%20brands accessed December 7, 2012.

"Clinton's Gay Nineties Millionaire Socialite." *Kelseytown Gazette, http://kelseytown.com/History.html* accessed December 5, 2012.

Maps

Sanborn Insurance maps, Clinton Connecticut, 1889, 1924.

"Map of Killingworth (Clinton) just before Rector Pierson's day.

.Public Records

US Census Bureau, 1860, 1870, 1880, 1920, 1930, 1940 US census, Clinton, Connecticut.

Town of Clinton Land Records

Previous documentation on file (NPS):

____preliminary determination of individual listing (36 CFR 67 has been requested)
____previously listed in the National Register
____previously determined eligible by the National Register
____designated a National Historic Landmark
____recorded by Historic American Buildings Survey #_____
____recorded by Historic American Engineering Record # _____
____recorded by Historic American Landscape Survey # _____

Primary location of additional data:

__x__State Historic Preservation Office
____Other State agency
____Federal agency
____Local government
____University
____Other
Name of repository: _____

Historic Resources Survey Number (if assigned): _____

10. Geographical Data

Acreage of Property 93
(Do not include previously listed resource acreage.)

High Street and John Street Historic District | Middlesex County | Connecticut
Name of Property | County and State

UTM References
(Place additional UTM references on a continuation sheet.)

1	18T	707092	4573564	3	18T	70665	4573157
	Zone	Easting	Northing		Zone	Easting	Northing
2	18T	706939	4573589	4	18T	70658	4573064
	Zone	Easting	Northing		Zone	Easting	Northing

Verbal Boundary Description (Describe the boundaries of the property.)

The district runs along High Street from the Shoreline East railroad tracks at its southern boundary to its intersection with North High Street at is northern boundary and along John Street from its intersection with High Street south to the Shoreline East railroad tracks.

Boundary Justification (Explain why the boundaries were selected.)
The boundaries of the district include eighteenth, nineteenth and twentieth century houses, as well as one early twentieth century industrial building on two of Clinton's oldest streets.

11. Form Prepared By

name/title Tod Bryant
organization Heritage Resources date 5/7/2014
street & number 23 Morgan Avenue telephone 203-852-9788
city or town Norwalk state CT zip code 06851
e-mail tod@heritageresourcesct.com

Additional Documentation
Submit the following items with the completed form:

- **Maps:** A **USGS map** (7.5 or 15 minute series) indicating the property's location.

  A **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.

- **Continuation Sheets**

- **Additional items:** (Check with the SHPO or FPO for any additional items.)

Photographs:
Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map.

High Street and John Street Historic District Middlesex County Connecticut
Name of Property County and State

Name of Property:

City or Vicinity:

County: State:

Photographer:

Date Photographed:

Description of Photograph(s) and number:

1 of ___.

Property Owner:

(Complete this item at the request of the SHPO or FPO.)

name

street & number telephone

city or town state zip code

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).
Estimated Burden Statement: Public reporting burden for this form is estimated to average 18 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

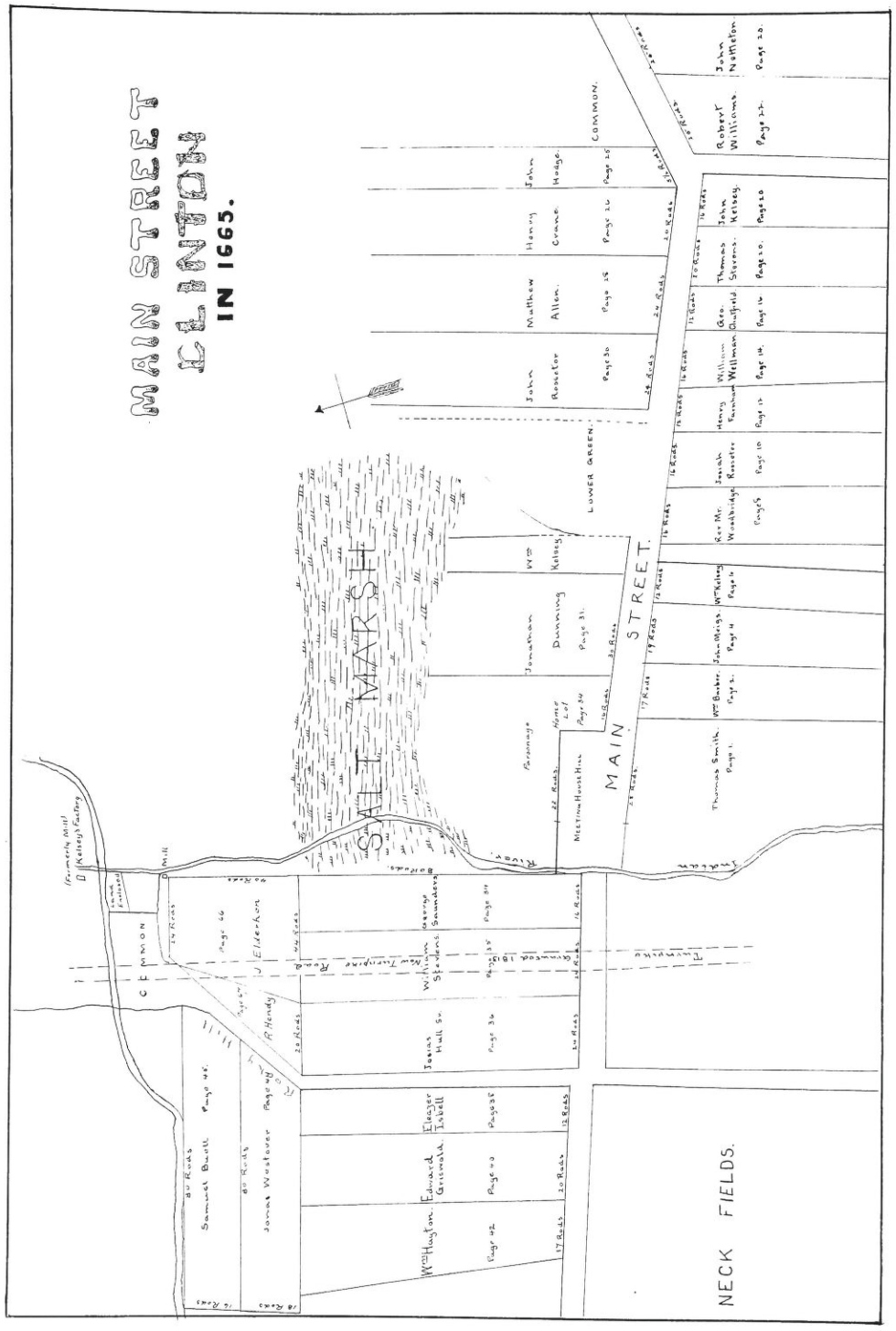


Figure 1. Map of Clinton (Killingworth) in 1663, showing path of turnpike. Source: William H. Buell, "Town of Clinton," *The History of Middlesex County 1635-1885,* (New York: J. H. Beers & Co., 1884)

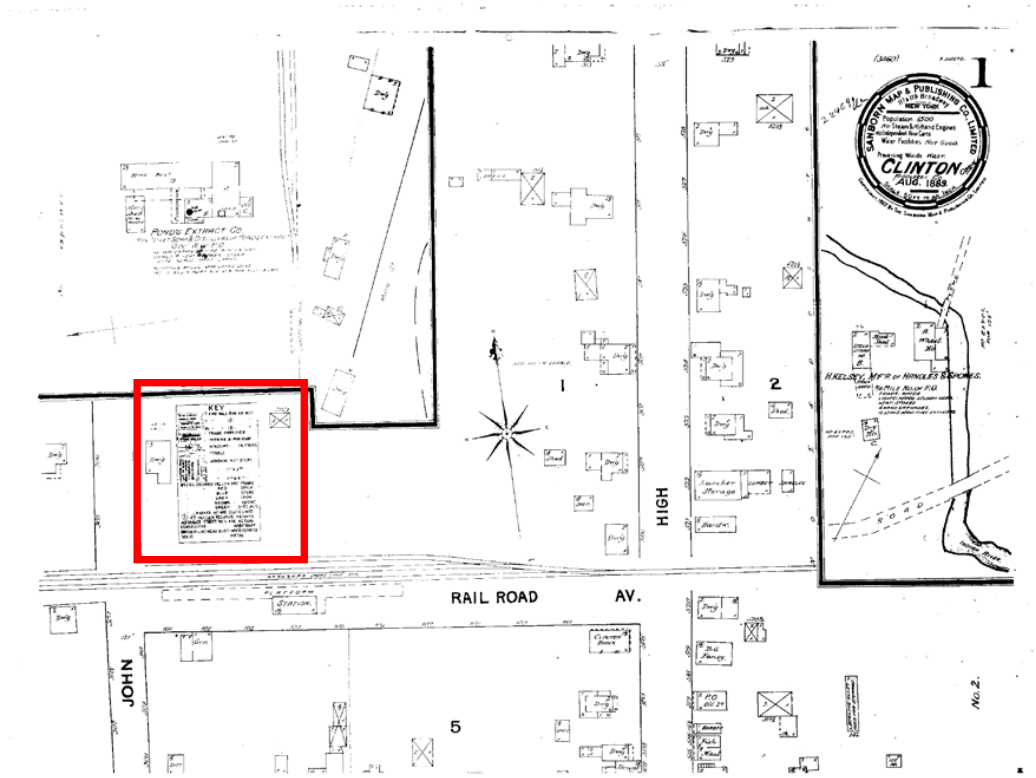


Figure 2. Map 1 of the August, 1889 Sanborn fire insurance map of Clinton showing The Pond's factory.

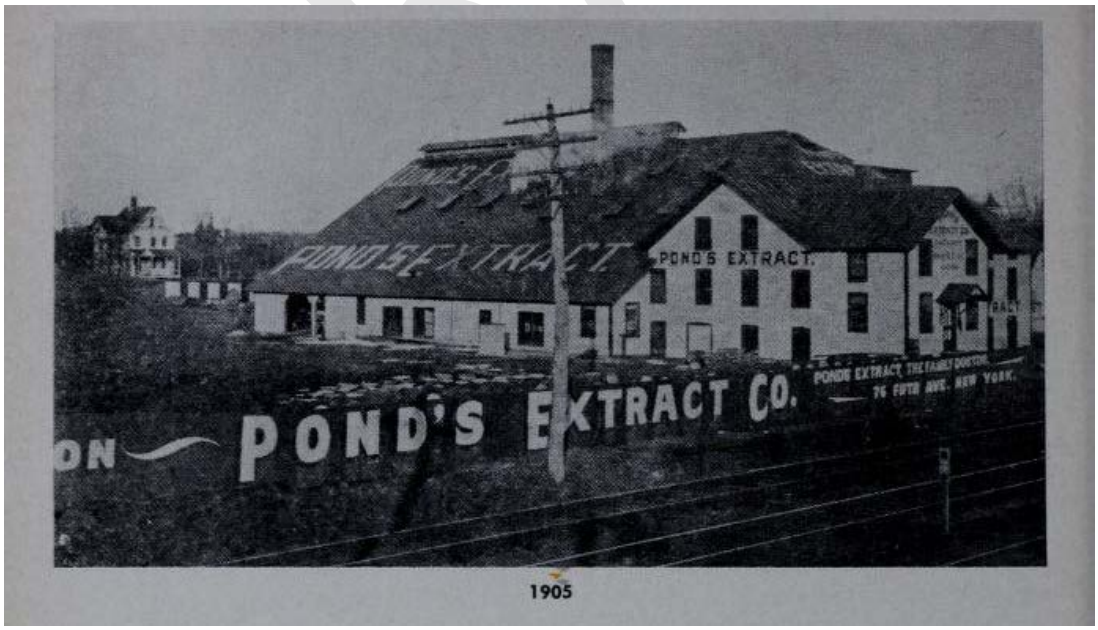


Figure 3. Pond's Extract Company in 1905. Source: *Tercentenary: Homenoscitt Plantation 1663* (Clinton, 1963).

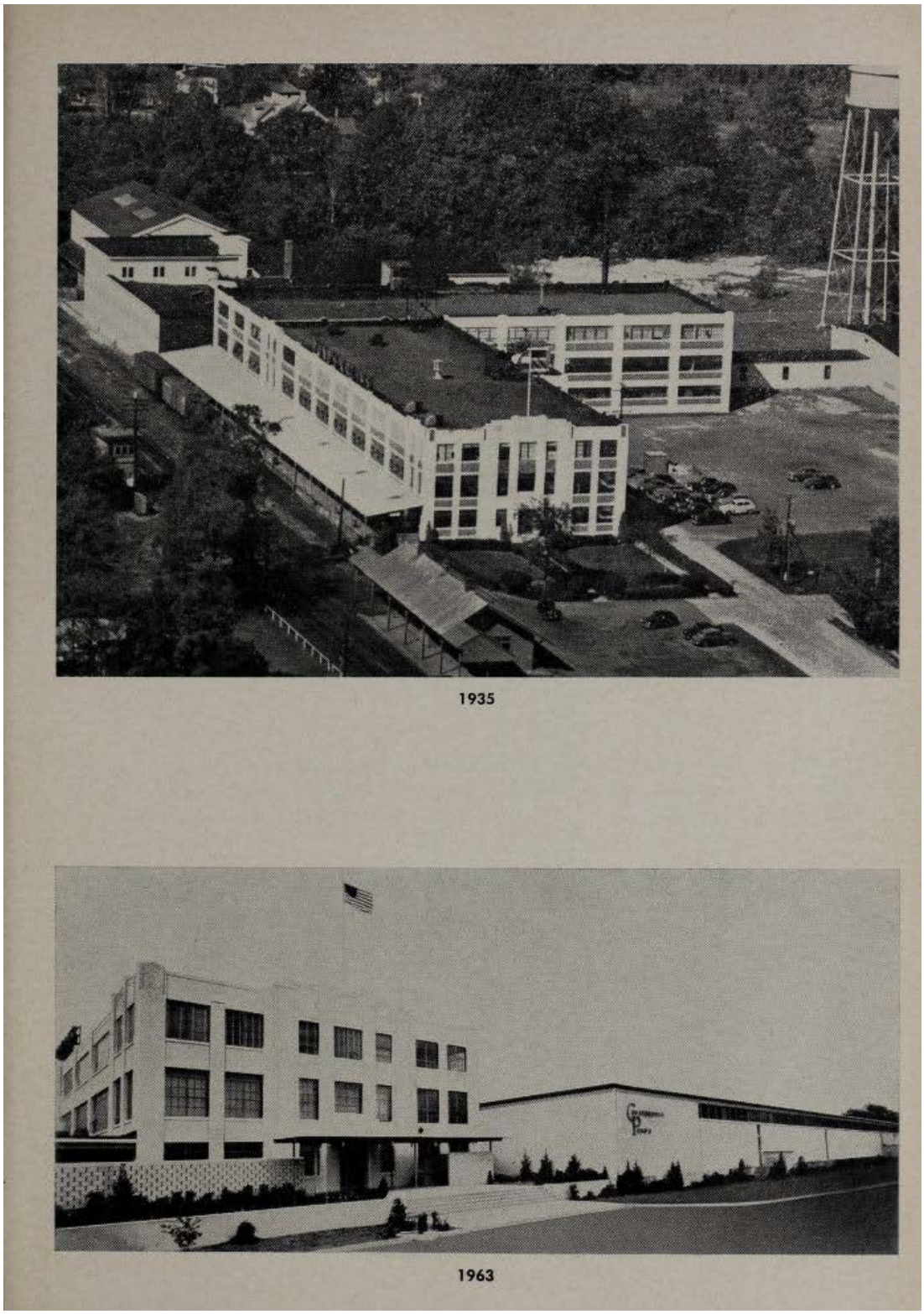


Figure 4. Pond's Extract Company in 1935 and 1963. Source: *Tercentenary: Homenoscitt Plantation 1663* (Clinton, 1963).

Photo 1. View north from 19 High Street.

Photo 2. View South from 49 High Street.

Photo 3. View southwest from 33 John Street.

Photo 4. 22 High Street, John B. Wright House c.1759.

Photo 5. 23 High Street, Miles Buell House, c. 1795.

Photo 6. 60 High Street c. 1710.

Photo 7. 24 John Street c.1750.

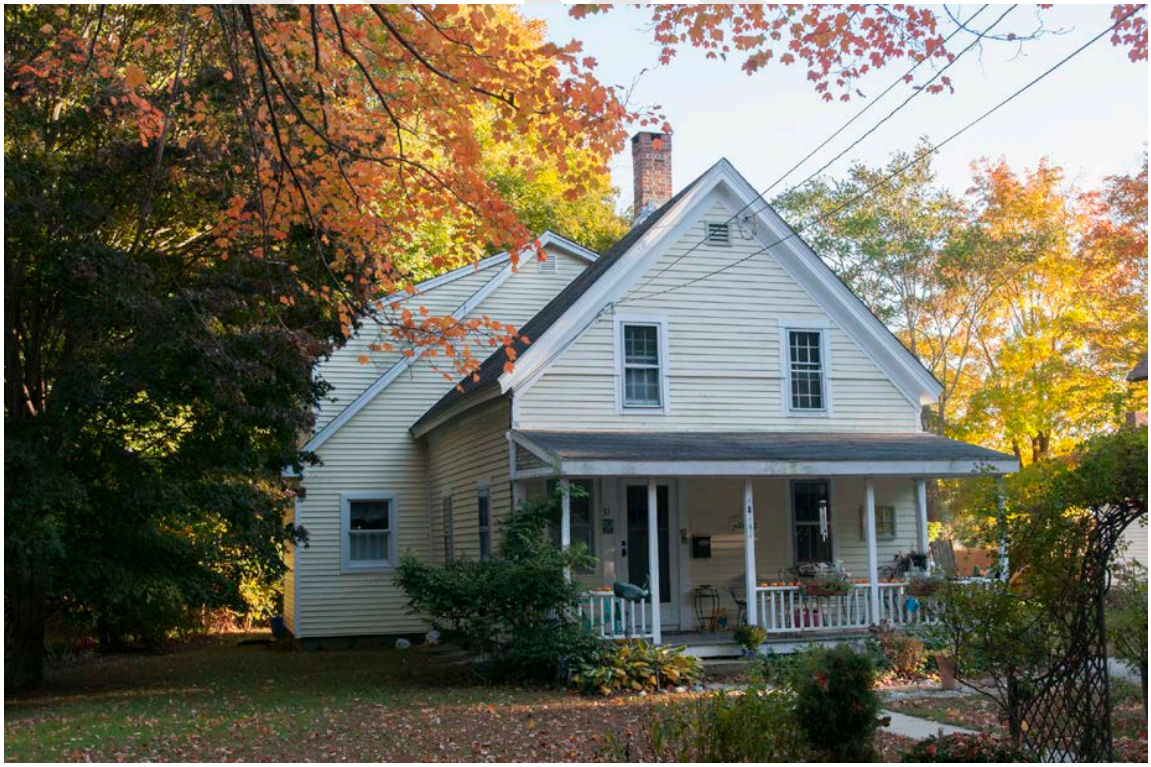


Photo 8. 31 John Street c. 1800.

Photo 9. 19 High Street, c. 1860.

Photo 10. 21 High Street c. 1860.

Photo 11. 26 High Street c.1855.

Photo 12. 53 High Street c.1830.

Photo 13. 47 John Street c.1830.

Photo 14. 84 High Street c. 1880.

Photo 15. 90 High Street c.1885.

Photo 16. 81 High Street c.1887.

Photo 17. 62 John Street c. 1914.

Photo 18. 89 High Street c. 1905.

Photo 19. 39 High Street, 1902.

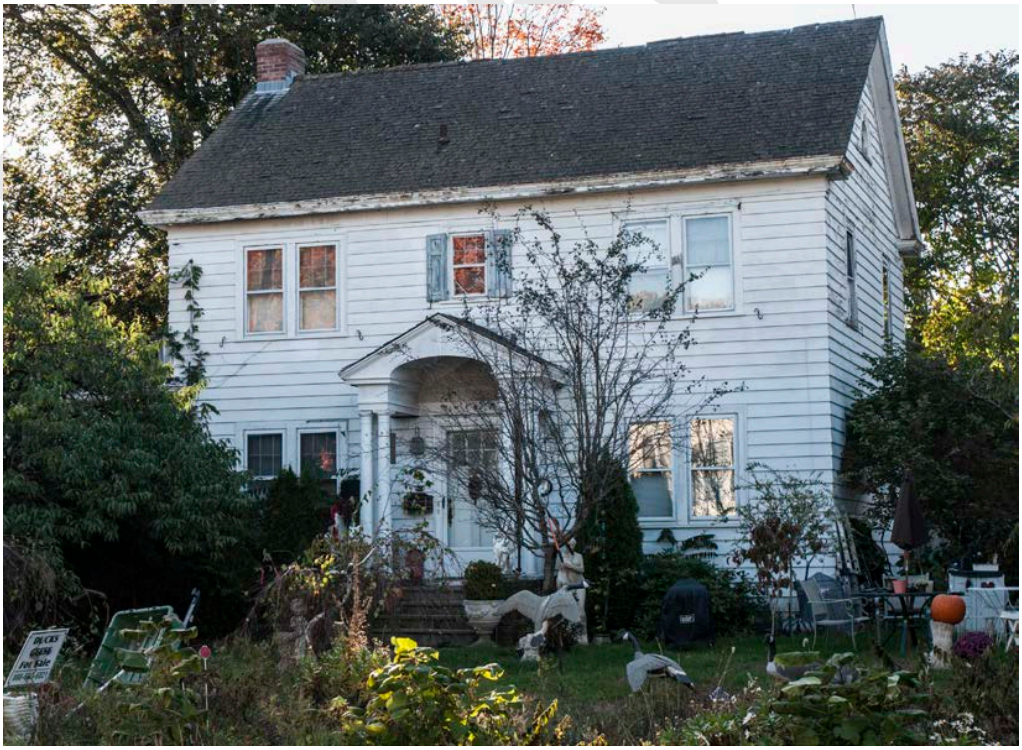
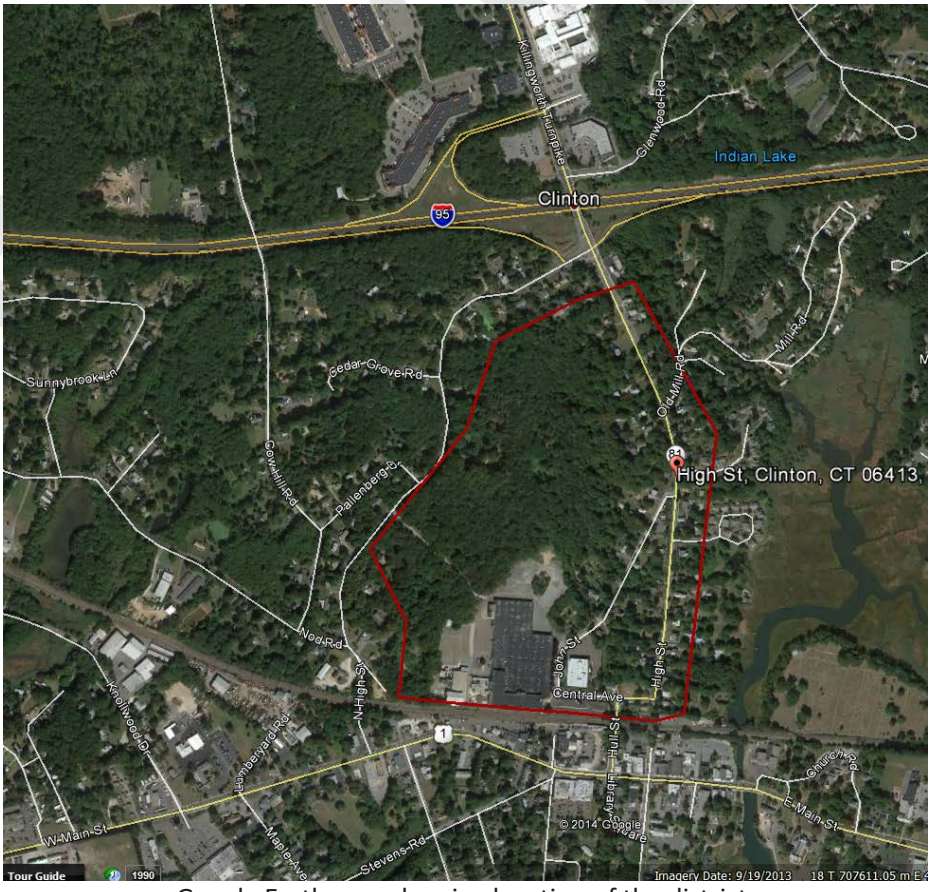


Photo 20. 40 High Street, 1924.

Photo 21. 104 High Street, 1957.

Photo 22. 1 John Street, Pond's Building, 1929.

Photo 23. 1 John Street, Pond's factory addition, 1958.



Google Earth map showing location of the district.

High Street and John Street Historic District Middlesex County Connecticut
Name of Property County and State

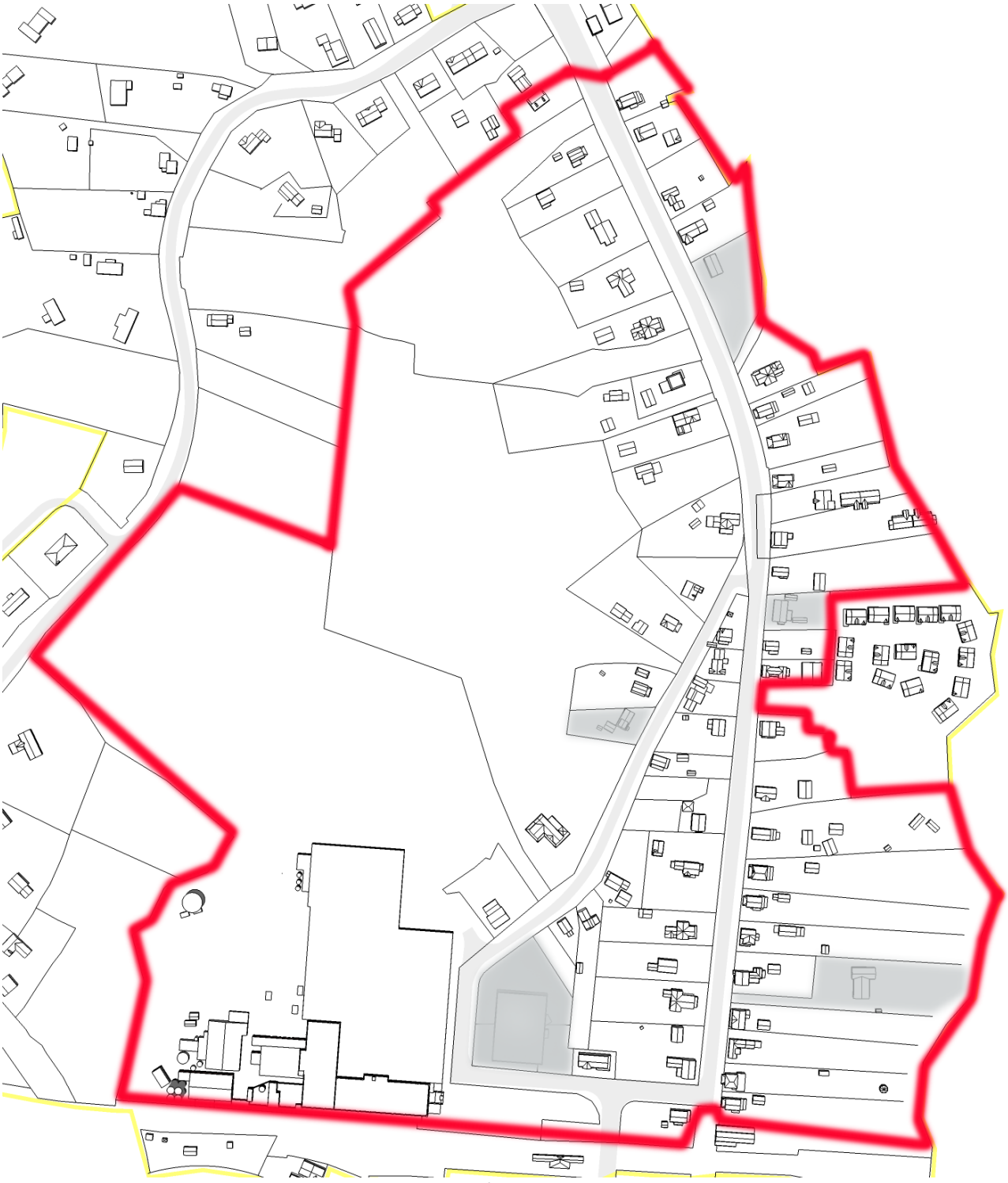


Photo Key

SEPTEMBER 2014