



**TOWN OF KILLINGLY, CT  
PLANNING AND ZONING COMMISSION  
AND INVITED  
ECONOMIC DEVELOPMENT COMMISSION  
MEMBERS**

**MONDAY – NOVEMBER 21, 2022**

**Workshop Meeting - In Person  
6:00 PM**

**TOWN MEETING ROOM – 2<sup>ND</sup> FLOOR**

**Killingly Town Hall  
172 Main Street  
Killingly, CT**

**MINUTES**

RECEIVED  
TOWN CLERK, KILLINGLY, CT  
2022 NOV 28 PM 4:31  
Elizabeth M. Wilson

I. **CALL TO ORDER** – Chair, Keith Thurlow, called the meeting to order at 6:05 p.m.

**ROLL CALL - PLANNING & ZONING COMMISSION:**

Brian Card, Michael Hewko, Virge Lorents, John Sarantopoulos, Keith Thurlow.  
Matthew Wendorf was absent with notice.

**MEMBERS OF THE ECONOMIC DEVELOPMENT COMMISSION SEATED IN THE AUDIENCE:**

William Cheng; Mark Tillinghast and Jay Lirette.

**Staff Present** – Ann-Marie Aubrey, Director of Planning & Development; Jonathan Blake, Planner I/ZEO;  
Jill St. Clair, Director of Economic Development.

**Also Present** – Keith Kumnick, Commercial Real Estate Broker with Colliers International; J.S. Perreault,  
Recording Clerk.

II. **WORKSHOP DISCUSSION**

- \* Review / Discussion / Action
- \* Comparison of General Commercial Zone Regulations to Business Park Regulations

Motion was made by John Sarantopoulos to suspend the rules to open the floor to discussion with Members of the Economic Development Commission and the public.

Second by Virge Lorents. No discussion.

Motion carried unanimously by voice vote (4-0-0). Michael Hewko was seated after this Motion/Vote.

Keith Thurlow stated that Michael Hewko would be seated as a Voting Member for this meeting, in the absence of Matthew Wendorf.

Ann-Marie Aubrey handed out copies of the three-page document that had been provided last month entitled, "Comparison of General Commercial Zone to Business Park Zone."

Ann-Marie Aubrey explained that an applicant had come before the PZC for the Business Park and wanted to change some of the language in the Business Park (takes effect tonight at 12:01 a.m.). It made the PZC think that it needs to be reviewed again. One idea was to transfer everything under Business Park to General Commercial. There was a meeting with Staff, Keith Kumnick and others, and the overall impression of that meeting was that they would rather have the BP expanded instead of transferring it to a GC Zone because they didn't feel that there was a good merger between the two (looking at distribution center vs. warehousing). Things were limited in the GC Zone that they would like to have in the BP Zone. Ms. Aubrey spoke with the Economic Development Commission last week and their opinion was the same, to rewrite the BP to make it more accommodating for the uses that are already there because they do not want to lose the uses listed in the BP, but not in GC. They also saw some differences between the two. She would like to have discussion regarding some of the differences.

Staff had discussed, how do we define a distribution center vs. a warehouse? She explained that her research, with people within the business, showed that distribution center is the "new word" for a warehouse. A warehouse is usually owned or leased by somebody who just wants to store extra stock or an ingredient that they want to put into their final product. A distribution center could be numerous people going into the distribution center and the distribution center is helping people go from wholesale to retail and getting orders out that have been combined. It could be more than one company at a time. She explained about a 3PO (a third-party logistics party).

Ms. Aubrey explained that they could consider them both the same, classify it all as warehousing and distribution. She said that the way distribution is currently written for GC would not fit for the warehousing possibility at the BP. Ms. Lorents commented that we, as a Community, are more concerned with what is going on outside the buildings rather than inside (e.g. traffic/parking). She thinks that it makes sense to create regulations that differentiate how parking lots are designed.

Mark Tillinghast, EDC, commented that, in the past, he thought that warehousing and distribution were the same thing and we just used two different words. He asked for clarification. Ms. Aubrey explained that under BP there is warehousing, but it has to be secondary to a use. Distribution Center is under GC.

John Sarantopoulos explained that with a distribution center, you have finished products going to the customer, in some cases it may go to manufacturers who, then, will distribute to customers. He said that the trend today, is that you have warehouse distribution finished products from there to the customer and that is how they give less than 24-hour service. He explained that storage of product for manufacturing is warehousing and, in some cases, they may store finished products, and, in other cases, they may have material on a need basis. He feels that there is a major difference and does not see how one conflicts with the other. He feels you could have both in the same park. It is just a matter of what their purpose is. He said that a distribution center would have much heavier traffic than a warehouse-type situation which would have larger vehicles going in and out, cycling sometimes three or four times a day.

Ms. Aubrey explained that a distribution center is like a network: large hubs, smaller hubs, and last mile (where it is brought to the customer in a smaller vehicle like Amazon-type trucks/vans). Ms. Aubrey stated that it is up to the Commission which direction they want to go. She explained that the distribution center is a specialty type of warehousing. She said that we can use both in the Town of Killingly. She explained that we have manufacturers that are looking for warehousing space. Mr. Sarantopoulos spoke about two different types of distribution centers. Keith Thurlow spoke about products in, products out and he stated agreement with Ms. Lorents' earlier comment.

Ms. Aubrey explained the following concerns regarding General Commercial:

- That the GC Zone was more for the distribution center and that the definition was limited to the delivery to the ultimate customer at remote locations.



- That manufacturing and assembly were not part of the distribution process, not that that would happen at the distribution center, but they want to put the parts and pieces there.
- That GC is a little bit more restrictive.
- Afraid that GC would prohibit the wholesale distribution.
- Definition of remote location. What do we consider a remote location?

Ms. Aubrey explained the following concerns regarding Business Park:

- Does not prohibit the manufacturing or assembly as part of the distribution process (which meant that warehousing was accessory to whatever was happening).

Mr. Sarantopoulos asked, in GC, if there is a warehouse do we limit the manufacturing of products in those warehouses? Ms. Aubrey explained that they do not manufacture there.

Mr. Sarantopoulos said that the same thing would apply here for both warehousing and warehouse/distribution. Mr. Thurlow disagreed and commented that Automatic rolls makes hamburger rolls in the Industrial Park. There was discussion. Mr. Thurlow commented that, after all these years, the requirements of the Business Park have not accomplished anything for the Town. He questioned if the problem could be the term "Business Park." He looks at it as, maybe the Regulations, in their entirety, are part of the problem. He suggested that perhaps the focus should be on rewriting the GC to bring it up-to-date.

There was discussion:

- Jill St. Clair explained that there were uses in the Business Park that the EDC doesn't want to lose, such as Data Center. The EDC suggests moving the GC uses to the BP and reduce the setback (because, ultimately that is the real barrier).
- Brian Card commented that if you want to grow those uses, you have to look at where they really belong. He gave an example that the infrastructure in the BP is not suited for a Data Center, but there may be other areas where it would be more appropriate. He said that maybe some of the uses would belong in Industrial or Light Industrial. Since we are running out of Industrial space, maybe some areas need rezoning as people come into Town. How do we grow businesses rather than just pigeonhole them into just this one property. Mr. Card suggested defining warehouse vs. distribution center (some are commercial to commercial vs. commercial to endpoint).
- Ms. Aubrey explained that her research has also found that some of the local business parks are including office space and light industrial. They are building big buildings that could fit a warehouse or a distribution center. They are building the shell and breaking up the interior.
- Jonathan Blake commented that PZC has not defined distribution vs. warehouse in the past and it has been interchangeable. He feels that the language should be cleaned up in GC and in BP if they are separate or if they merge, either way.
- Brian Card commented that the Commission should be focusing at what impacts that activity would have upon the neighborhood. He stated agreement with Ms. Lorents' earlier comment about being concerned about what happens outside the building.
- Mr. Blake asked if the goal is a smaller, more concise document for that District.  
Mr. Card commented that it is another way to go, rather than trying to reduce the number of zones that we have. He said that he is fine with it if it solves the same purpose, using this as a template/model for the way we approach the rest of the zones. We need to take the best out of all the zones and say, "what really is going to develop this area?" and "what is suited for this area?" Discussion continued regarding Industrial/Light Industrial.
- Ms. Aubrey explained that Staff, rather than doing everything by zone, has started doing everything by use listing the zones that the uses are allowed in and whether special permit is required. She explained that, in the end, this will likely show whether we can combine zones.
- Mr. Thurlow suggested that the Commission Members review/study the comparison that Staff had compiled.

Mr. Thurlow asked Mr. Kumnick if he had any input:

- Keith Kumnick commented about inside (use) the building vs. outside (impact) the building. He agrees that there is a looseness in terminology regarding warehouse and distribution and everybody blurs the terms and confuses them. He said that the question for the PZC is whether you want to be very broad and open or whether you want to limit it.

Ms. Lorents stated "or both."

Mr. Kumnick stated that he thinks that there are other uses that are Light Industrial that go along with those that the PZC could consider for that area. "Where do you want to encourage development and what kind of development do you want there?" Mr. Lirette said that a lot was accomplished and that he would like to retain what we achieved, which was the use that we got and also the reduction in the setback. He said that the PZC showed an understanding that the Regulations hadn't worked and a willingness to consider other uses. He feels this is very positive.

Ms. Aubrey added that her online research, many times, gave a description of Business Park as office space/warehousing/light industrial. She said that the Business Park with offices is going by the wayside. In Massachusetts and Connecticut, they seem to be re-establishing a new identity for all of those "straight" Business Parks.

Discussion continued. Mr. Thurlow asked if the EDC had any feedback as a group.

- Mark Tillinghast stated agreement with Ms. Aubrey.
- Jay Lirette commented that when you have a distribution center you have one company, basically, encompassing the products coming in and the products going out. With regard to warehousing, you could have a company (like Putnam Plastics) in need of material to run their business that they want to stockpile to continue manufacturing (Rogers Corp). So, now you could have ten businesses in the area stockpiling in the warehouse that we create. If the distribution center went down, that is one business to repurpose that building, instead of having ten of our shareholders in there storing product or something to keep going. If they can build their own warehouse on-site, they can easily fill that.

A distribution center would, potentially, hire more employees. The warehouse would just be storing products, not shipping them from there.

Ms. Aubrey gave an example of a hypothetical situation of a business in the Community with over a hundred employees that cannot find warehousing for their raw materials which they need to stockpile, but the warehousing in a building is in another town, we would, potentially, lose a hundred employees and a very stable tax base. She said that it is not one over the other, they both serve a purpose that could help the Community.

Ms. Aubrey will try to have draft language ready by the next Workshop. She explained that it makes sense to do it.

Ms. Lorents feels that we worked on the framework and came up with some new ideas.

Mr. Hewko is not leaning in one direction or the other at this time.

Mr. Sarantopoulos feels that we should consolidate as much as we can.

Mr. Card stated agreement with Mr. Blake to adjust the Regulations to create a better up-to-date standard of our rules, incorporating some of the better parts from other zones into this new zone creating something that will help us develop in Town.

### III. MOTION TO ADJOURN

Motion was made by Virge Lorents to adjourn at 6:59 p.m.

Second by John Sarantopoulos. No discussion.

Motion carried unanimously by voice vote (5-0-0).

Respectfully submitted,

J.S. Perreault  
Recording Clerk