Minutes not yet approved
Approval and any edits to be made in succeeding minutes

Bloomfield Town Plan & Zoning Commission – October 22, 2026 Regular Meeting Minutes

There was a regular meeting for the Town of Bloomfield's Town Plan & Zoning Commission held on October 22, 2026 at 7:00pm in a hybrid meeting style. The in-person location was Bloomfield Town Hall – Council Chambers, 800 Bloomfield Avenue, Bloomfield, CT and the virtual location was via Zoom.

RECEIVED
OCT 29 2026
4:26 pm
TOWN CLERK'S OFFICE
BLOOMFIELD, CT

1. **Call to Order**

Chair Lester called the meeting to order at 7:03pm.

2. **Roll Call**

Present: *in-person:* Chair Byron Lester, Dwight Bolton, Renae James, Jennifer Marshall-Nealy, Kevin Gough; Leon Peters; Roger O'Brien (Alternate); Eunice Medwinter (Alternate) *via Zoom:* Deserae Cotton (Alternate, *joined at 7:06pm*) Absent: Stephen Millette

A quorum was established with 6 regular members, and 2 alternate members present. Commissioner O'Brien was seated as a voting member.

Also present: Jonathan Colman, Director of Building and Land Use; Lynda Laureano, Assistant Director of Building and Land Use; and Rebecca Jones, Recording Secretary

3. **Approval of Minutes**
   a. **September 17, 2026**

It was moved by Commissioner James and seconded by Commissioner Bolton to approve the September 17, 2026 meeting minutes with the following corrections:

- The first sentence of the fourth paragraph on Page 2 should state 'minor narrative or typo issues should be sent to staff, and substantive changes should be discussed during the meeting';
- Language on the bottom of Page 2 should read 'Sustainable CT designation';
- Change sentence on bottom of Page 3 to read 'Commissioner Gough recommended adding attainable housing'; and
- Small typographical errors including lowering the heading for Section 7, removing an extraneous period; and correcting erroneous capitalization.

The motion was approved by a 6-0-1 vote. YES: B. Lester; R. James; J. Marshall-Nealy; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: D. Bolton

   a. **September 24, 2026**

It was moved by Commissioner Bolton and seconded by Commissioner James to approve the September 24, 2026 meeting minutes with the following corrections:

- Remove Commissioner Peters as in attendance; and
- Revise his name to be spelled "Peters."

The motion was approved by a 4-0-3 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton NO: None ABSTAIN: K. Gough; R. O'Brien; L. Peters.

Commissioner Cotton joined the meeting at 7:06pm.

4. **Public Hearings**
   a. **20-80 & 90 Loeffler Road (AKA Duncaster) – Zone Map Amendment** for a substantial changes to an existing Master Plan at the property located in the PEC district. Applicant: Duncaster, Inc. c/o Joseph P. Williams, Property Owner: The

Duncaster Foundation, Inc. (90 Loeffler Road) and Duncaster, Inc. (20-80 Loeffler Road)

Present on behalf of the applicant was Attorney Joseph P. Williams, Shipman and Goodwin; Kelly Papa, President & CEO, Duncaster; Ron Bomengen, P.E., Fuss & O'Neill; Rob Beal, P.E., Fuss & O'Neill; Gina Musinski, Traffic Engineer, Fuss & O'Neill; Stephanie White, Landscape Architect, Fuss & O'Neill; and Dustin Julius, AIA, RLPS Architects. Chair Lester requested that the presentation for the Zone Map Amendment be made separately from the Special Permit and Site Plan application. Attorney Williams questioned this request as much of the information will be duplicative. Commissioner O'Brien opined that the Zone Map Amendment must be voted upon before the Special Permit and Site Plan are considered. Chair Lester directed Attorney Williams to keep the presentations separate as originally requested.

Ms. Papa shared about Duncaster's mission, values, current facilities, and highlighted recent service awards for long-term staff. She stated that the 'baby boomer' generation is just starting to come of age to move into Duncaster, and that population will more than double over the next decade.

Mr. Bomengen presented an overview of the proposed Duncaster expansion project, which includes adding 61 independent living units and 30 cottage-style units on an 18.6-acre site. The project requires a height waiver for building development, increasing the building height of the independent living apartment complex to 47.5 feet and the Legacy Addition to 48 feet. 197 new parking spaces are also proposed. Existing conditions were reviewed.

Mr. Bomengen reviewed the stormwater management design and erosion and sediment control measures. The applicant is also seeking a waiver for sidewalk construction along Loeffler and Mountain Roads due to safety and environmental concerns. Photos of the existing roadways were shared.

Ms. Musinski presented updated traffic impact findings which remain minimal, with only 17 morning and 23 afternoon trips anticipated. She stated that there will be no change in the level of service at any of the intersections. Development expansion traffic will be safely accommodated on the adjacent road network. Ms. White presented landscape plans featuring native plant species designed to create an ecological environment consistent with the diverse ecosystem on the existing campus.

The Commission discussed whether to separate the Zone Map Amendment discussion from the Special Permit and Site Plan considerations, with some members noting that three new commissioners were present who had not attended the previous hearing two years ago. Chair Lester directed Attorney Williams to focus solely on the Zone Map Amendment application.

Attorney Williams opined that the Zone Map Amendment application is consistent with the 2012 POCD and allows for critical expansion of this long-standing planned elderly congregate (*referred to as 'PEC' hereafter*) community and valued non-profit. The proposed expansion will address growing senior housing needs and the overall housing shortage. He stated that moderate density residential does fit in with the Future Land Use map.

Mr. Colman stated that the Town staff are still awaiting additional information from other town departments regarding the special permit portion of the application. He clarified that this is a modification to a master plan, and the regulations require that that modification follow the Zone Map amendment procedures, but this zone will remain PEC. Mr. Colman noted it meets the elderly housing goals. He noted an inconsistency that the future land use map shows the parcel as medium-density whereas the agricultural resource map has it remaining as agricultural use.

Questions from the Public
None.

Questions from the Commission
Commissioner O'Brien asked Attorney Williams if the applicant has reviewed the Town Engineer's latest report requesting sidewalk installation on Loeffler Road. Chair Lester requested all site plan questions be asked during that public hearing. Commissioner Gough asked Mr. Colman how he would characterize the density of this property based on the residential density plan. Mr. Colman did not have the map so he could not respond. Commissioner Gough asked the applicant why they are seeking expansion. Attorney Wiliams stated that there is a great demand in the marketplace. Commissioner Gough confirmed that the original Master Plan from the 1980s was located by Town staff. Commissioner Medwinter asked if there is a way to complete the expansion without the additional height. Mr. Julius explained that it is possible, but it will make rooftop mechanicals visible.

Comments from the Public
Attorney Ken Slater of Halloran Sage spoke on behalf of eight residents: Wendell and Nancy Wallach, David Kopec, Sheena Stringer, Kerry Bedick, Harry Bassilakis, Michael Baldoumis, and Andrew Russo. The residents had appealed Duncaster's previous application for the proposed expansion. Attorney Slater stated that several issues raised in the appeal remained unresolved, including the distinction between the master plan and the dimensional approval provisions of the zone. He asserted that the prior application had been presented as a dimensional change rather than a master plan amendment. He further stated that Mr. Marsele, former Town Assessor, had advocated preserving the parcel as open space to maintain the intent of the R-30 zone while accommodating modest development. Although he acknowledged that the decision rests with the Commission, Attorney Slater opined that Mr. Marsele would not have supported the current proposal and urged the Commission to preserve the open space by denying the master plan amendment. He submitted the minutes from the 1982 original approval for the record.

Wendell Wallach, 7 Loeffler Road, lives directly across the parcel. He stated that in 1984 a Town of Bloomfield official was in his home and said that the parcel would never be developed. He asked if he was told a lie.

Rickford Kirton, *no address provided,* spoke in support of the application. He opined that progress sometimes comes with sacrifice. He spoke about broader issues of equitable development across Bloomfield, with references to Seabury development and questions about consistency in how the Town handles different projects.

David Hager, 8 Duncaster Road, read excerpts from a written statement submitted for the record. He discussed the Commission's May 2026 meeting, during which two amendments to the Bloomfield Zoning Regulations governing PEC districts were adopted. He stated that, although participants declined to connect the amendments to the Duncaster development, members of the public perceived such a connection. He cited language from the amendments and questioned whether the Commission fully understood their implications.

Sally Richter, 20 Loeffler Road, is the immediate past president of the Duncaster Resident Association and spoke in strong support of the expansion. She explained that she is speaking on behalf of several Duncaster residents in attendance at this meeting. She highlighted Duncaster's positive impact on the community and its compliance with zoning regulations.

Lois Hager, 8 Duncaster Road, raised concerns about Duncaster's current non-compliance with its permit conditions, citing the presence of unauthorized businesses like Hartford HealthCare operations. She questioned what this development is truly going to be made into.

Frank Merblum, 13 Butternut Drive, is not a resident of Duncaster but is in strong support of their expansion in Bloomfield. He utilizes their gym and other facilities and commented on the strong community that exists there. He agreed with Mr. Kirton's assertion related to Seabury.

Comments from the Commission

Commissioner Medwinter noted the town's population growth and referenced recently enacted state housing legislation that encourages greater density. She requested that Town staff further investigate Mrs. Hager's claims. Commissioner Gough expressed concern about departing from the original master plan and questioned the rationale for the expansion. He suggested considering limits on the number of similar developments, as the Town has done with cannabis facilities. He stated that Duncaster and Seabury are unaffordable for many seniors seeking to age-in-place, which he believed was inconsistent with the POCD. He also referenced a portion of Mr. Wallach's letter concerning Duncaster's financial statements. Chair Lester directed him to refrain from further discussion of that matter.

Commissioners Bolton and Marshall-Nealy expressed support for the proposal, citing the need for housing and the benefits that Duncaster and Seabury provide to Bloomfield residents. Commissioners James and O'Brien also supported the development, noting the town's growing need for senior housing and the proposal's alignment with the 2012 POCD. Commissioner Peters addressed concerns regarding the preservation of open space and clarified that no legal restrictions prohibit development of the property. Chair Lester described Duncaster and Seabury as high-quality facilities and emphasized the need for additional senior housing in Bloomfield. Mr. Colman rejected allegations of collusion between Town staff and the developers and stated that related claims on social media were false.

Attorney Williams requested that any participants on Zoom that have their hands raised be offered a final opportunity to speak if they haven't already. It was clarified that the attendant was raising her hand on Zoom to show support for the application, not to share public comment. Attorney Williams shared closing remarks.

It was moved by Commissioner Marshall-Nealy and seconded by Commissioner Bolton to close public hearing. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

It was moved by Commissioner James and seconded by Commissioner Marshall-Nealy to approve the Zone Map Amendment for substantial changes to an existing master plan at property located in the PEC District; Applicant: Duncaster, Inc. c/o Joseph P. Williams Property Owner: The Duncaster Foundation, Inc. (90 Loeffler Road) and Duncaster, Inc. (20-80 Loeffler Road) whereas Duncaster, Inc. has applied under Sections 5.5.D.3, 5.5.H.2.a, 5.5.H.2.b, 9.4, 9.5 and 9.7 of the Bloomfield Zoning Regulations for a Special Permit to amend the Master Plan in the Planned Elderly Congregate (PEC) and all relevant resolutions and conditions as noted in the staff report dated October 19, 2026 as prepared by Lynda Laureano.

Commissioner O'Brien recommended amending the motion to remove the reference to a special permit and change it to the zoning map amendment. Commissioner James amended her motion as follows:

It was moved by Commissioner James and seconded by Commissioner Bolton to approve the zone map amendment for substantial changes to an existing master plan at property located in the PEC

District; Applicant: Duncaster, Inc. c/o Joseph P. Williams Property Owner: The Duncaster Foundation, Inc. (90 Loeffler Road) and Duncaster, Inc. (20-80 Loeffler Road) whereas Duncaster, Inc. has applied under Sections 5.5.D.3, 5.5.H.2.a, 5.5.H.2.b, 9.4, 9.5 and 9.7 of the Bloomfield Zoning Regulations for a Zoning Map Amendment the Master Plan in the Planned Elderly Congregate (PEC) and all relevant resolutions and conditions as noted in the staff report dated October 19, 2026 as prepared by Lynda Laureano.

Discussion ensued. Commissioner O'Brien questioned if the addition of the legacy campus should also be included in this approval.

It was moved by Commissioner James and seconded by Commissioner Bolton to include the following amendment with the revised motion: also approve The Duncaster, Inc. Revised 2026 Master Plan for the Duncaster expansion as noted on page RC 100B of the Master Legacy Addition in East Expansion project as dated September 24, 2026.

The motion and its amendments were approved by a 6-1-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; R. O'Brien; L. Peters NO: K. Gough ABSTAIN: None.

The Commission entered into a recess at 9:02pm. The meeting reconvened at 9:12pm.

b. **20-80 & 90 Loeffler Road (AKA Duncaster) – Special Permit and Site Plan Applications** for the proposed construction of a new building at 20-80 Loeffler Road, and an elderly congregate 61-unit independent living apartment building and 30 independent living cottages at 90 Loeffler Road, Applicant: Duncaster, Inc. c/o Joseph P. Williams, Property Owner: The Duncaster Foundation, Inc. (90 Loeffler Road) and Duncaster Inc. (20-80 Loeffler Road)

Commissioner James read the legal notice into the record.

It was moved by Commissioner Bolton and seconded by Commissioner James to open the public hearing. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

Present on behalf of the applicant was Attorney Joseph P. Williams, Shipman and Goodwin; Kelly Papa, President & CEO, Duncaster; Ron Bomengen, P.E., Fuss & O'Neill; Rob Beal, P.E., Fuss & O'Neill; Gina Musinski, Traffic Engineer, Fuss & O'Neill; Stephanie White, Landscape Architect, Fuss & O'Neill; and Dustin Julius, AIA, RLPS Architects.

Attorney Williams stated that the applicant was incorporating into the public hearing all materials submitted and presented in connection with the Zone Map Amendment application. The applicant seeks approval to expand Duncaster's east campus and construct a Legacy Addition, including 61 independent living apartments and 30 cottage-style units on an 18.6-acre site.

Ms. White presented an overview of the proposed landscaping plan. Native plants and trees will be prioritized to enhance biodiversity, while ornamental trees will be placed around the cottage-style homes. She also shared building-height renderings and photographs comparing existing conditions with projected conditions five years after completion.

Mr. Julius presented the architectural designs for the proposed units. The 30 cottages will include single-family, duplex, and quad configurations with garage parking. The 61 apartments will offer garage and

carport parking. Designed as a "pocket neighborhood," the development will encourage community interaction. Amenities will emphasize fitness and wellness, and the dining hall will seat 75 and include a production kitchen. Renderings of the independent living apartments were also shown.

Attorney Williams provided final remarks. The applicant has proposed to comply with the inclusionary zoning regulations by paying a fee in lieu of affordable housing, as the regulations provide. He noted that this project serves the needs of the community by providing additional housing options for residents. He opined that it meets the Town of Bloomfield regulations, State of Connecticut regulations and is consistent with the goals of the POCD. Mr. Colman noted that are several outstanding requests and comments from various Town departments and he is waiting for them to be addressed before preparing staff's final report. He recommended continuing this public hearing to the November 19, 2026 regular meeting.

Commissioner O'Brien requested that the Chair allow time for questions so that the applicant can properly respond at the next meeting. Chair Lester agreed to allow questions from the public and questions from the Commission.

Questions from the Public

Kathy Baldoumis, 17 Loeffler Road, asked for the applicant to identify which trees are set to be removed. She also asked if the applicant could change the name of the cottages, as the plans indicate they are the size of an average single-family home.

Mr. Julius stated that the 'cottage' language is consistent with what his firm uses in other similar developments, although it refers to the idea of a single-family dwelling. Commissioner Gough asked if back-and-forth questions and answers should be allowed if this application is going to be continued.

Lois Hager, 8 Duncaster Road, asked why questions and answers are being taken now as there is more information to be provided at the next meeting. She asked why Duncaster does not want to build the eleven affordable units. She also asked how the fee will be calculated and how much will be contributed to the Affordable Housing Fund. She asked for the impervious coverage calculations for the east expansion. She asked why they are requesting a sidewalk waiver when Duncaster staff are seen near the road often. She also asked if the trees that were set to be removed could be identified.

Attorney Williams stated that it is not feasible in a life plan community, which requires an entry fee and a monthly service fee thereafter under a contract. The details regarding the fee in lieu of will not be available until the plans are approved and site calculations are completed. The impervious coverage will be 10.3 acres. Attorney Williams reiterated the reasoning behind the sidewalk waiver, which includes the potential wetlands impact and the extensive clearing it would require.

Wendell Wallach, 7 Loeffler Road, asked clarifying questions related to the setback and the calculations of the slope height after construction.

Harry Bassilakis, 10 Kenmore Road, asked if the setbacks and berms can be included on both Mountain Road and Loeffler Road. He requested that the applicant not build right up to the street line.

Mr. Bomengan confirmed that the setback on Mountain Road will be 77 feet. The plans will be amended to reflect that.

Questions from the Commission

Commissioner Peters requested clarification regarding the sidewalk waiver. Commissioner O'Brien confirmed that the dining room would be limited to residents and their guests. He also asked about the proposed building materials and fencing, whether the applicant had reviewed the Town Engineer's driveway comments, and whether the parking plan adequately accommodates residents' guests and other visitors. Commissioner James requested revised plans be prepared that include sidewalks. Commissioner Gough requested additional information regarding the affordable housing waiver. He also asked how much of the existing vegetation is invasive and how the applicant plans to address remediation and future landscaping. He confirmed that impervious coverage would increase to approximately two-thirds of the site. Commissioner Medwinter supported the sidewalk waiver for Loeffler Road but expressed concern about the proposed increase in impervious coverage.

Comments from the Public

David Hager, 8 Duncaster Road, recommended that the applicant incorporate as many renewable energy sources as practicable. He also referenced a cap located in the proposed construction area and requested that Duncaster disclose whether it is associated with geothermal energy.

Comments from the Commission

Commissioner Peters encouraged the applicant to install sidewalks in an effort to connect Duncaster with the center of town. Commissioner James requested a visual be provided of the proposed setbacks at the next meeting. Commissioner Marshall-Nealy recommended including charging stations for electric vehicles. Commissioner Bolton thanked Duncaster for their application and agreed with comments related to the sidewalk installation. Commissioner Gough requested additional details be provided regarding the traffic study. Commissioner Medwinter shared a personal anecdote regarding a car accident she was involved in on Loeffler Road. She opined that the sidewalk would provide more danger than safety.

It was moved by Commissioner O'Brien and seconded by Commissioner Gough to continue the public hearing to the November 19, 2026 meeting. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

Commissioner Medwinter left the meeting at 10:25pm.

The Commission entered into a recess at 10:25pm. The meeting reconvened at 10:30pm.

c. **Town of Bloomfield, Town Plan and Zoning Commission – Regulation Amendment Application** for proposed changes to various sections of the Zoning Regulations as filed in the Office of the Town Clerk Applicant: Town of Bloomfield, Town Plan and Zoning Commission

Commissioner James read the legal notice into the record.

It was moved by Commissioner Bolton and seconded by Commissioner James to open the public hearing. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

Mr. Colman explained that there are three zoning text amendments prepared for review: prohibiting data centers and making floodplain management updates required by FEMA. He explained that a clause has been removed which stated anything not listed may be permitted by the Commission as this has been an issue in the past.

Questions and Comments from the Public
There were no questions from the public.

Questions and Comments from the Commission
Commissioner Gough requested clarification regarding the clause and its application to proposals concerning 31 Tobey Road. Commissioner James confirmed that the proposed data center amendment would permit accessory uses and was not overly restrictive. Commissioner Marshall-Nealy requested clarification regarding data processing centers. Commissioner O'Brien asked questions about the FEMA regulations and confirmed that all subdivision proposals must have access to public utilities. He recommended revising Section B-25 to authorize the Director of Planning, rather than the Town Manager, to approve driveways. Commissioner James thanked staff for preparing the proposed regulations promptly. Commissioner Gough recommended assigning driveway approvals to the Town Engineer.

It was moved by Commissioner Bolton and seconded by Commissioner James to close the public hearing. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

It was moved by Commissioner James and seconded by Commissioner Marshall-Nealy to approve the Commission-initiated text amendments as noted in Staff Report: Floodplain Management Text Amendments Article 2, Section 2.2 and Article 5.1; and Staff Report: Proposed Subdivision Regulation; and Staff Report: Zoning Text Amendments Prohibition of Data Centers in Bloomfield all dated October 26, 2026 with the change to the proposed amendments to subdivision regulations as discussed during the October 22, 2026 public hearing. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

5. **New Business**
   a. Informal Presentation – 2 and 4 Old Windsor Road, for a proposed building addition and related site improvements. Representative: Meghan Hope

Attorney Meghan Hope, Larry Lemoine of Turbine Controls, and Luke DiStefano, P.E., presented a conceptual site plan to connect the two existing buildings on Old Windsor Road with a 40,950-square-foot addition. The IWWC and TPZ approved the site in 1998, including a parking waiver. The proposed expansion requires 256 parking spaces; the applicant plans to provide 193 and will request a new waiver. The facility employs 95 people across the first and second shifts. The applicant will also seek a side-yard setback exception. Mr. Colman stated that both requests appeared reasonable and that staff supported the addition. The Commission generally supported the proposal and suggested combining the two lots.

   b. 8-24 Review for Roadway Extension Acceptance for Ryefield Hollow Drive

The Town plans to accept the cul-de-sac at the end of Ryefield Hollow Drive, which was paved following completion of the development. All required legal documents, including the deed, have been reviewed by the Town Engineer and the Town Attorney.

It was moved by Commissioner Marshall-Nealy and seconded by Commissioner Bolton to put forth a favorable 8-24 referral to the Town Council as it relates to the roadway extension acceptance at Ryefield Hollow Drive. The Motion was approved by a 6-0-1 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; L. Peters NO: None ABSTAIN: R. O'Brien.

c. Distribution of TPZ 2027 Regular Meeting Schedule

This will be voted upon at the next regular meeting. The Commission discussed cancelling the November 12, 2026 Quarterly Planning meeting.

It was moved by Commissioner James seconded by Commissioner Marshall-Nealy to cancel the November 12, 2026 Quarterly Planning Meeting. The motion was approved by a 7-0-0 vote. YES: B. Lester; R. James; J. Marshall-Nealy; D. Bolton; K. Gough; R. O'Brien; L. Peters NO: None ABSTAIN: None.

6. **Old Business**
   a. Status Update on POCD Fin al Draft (AKA Plan for Bloomfield's Future)

Town staff will distribute electronic copies of the POCD final draft within the week. The public hearing is set for January 28, 2027. Hard copies will also be made available.

7. **Director's Report**
   a. Copaco freestanding sign administrative review update

Ms. Laureano shared an update regarding the new signs to be installed on the site. These are replacements, which can be approved administratively. She shared updates regarding the murals. The regulations are silent as it relates to public art and murals.

8. **Adjournment**

Motion to adjourn made by Commissioner James; seconded by Commissioner Marshall-Nealy and voted unanimously to adjourn the meeting at 11:25pm.

The next regular meeting is November 19, 2026.