

FINAL SITE PLAN REPORT
to the
Carroll County Planning and Zoning Commission
February 18, 2025

Prepared by
Kierstin Marple, Bureau of Development Review

SUBJECT: S-21-0004, Sheetz Westminster
LOCATION: Northwest quadrant of MD Route 140 and Sullivan Road, C.D. 3
OWNER: Patamy LLC, 205 Bell Road, Westminster, MD 21158
DEVELOPER: Sheetz, Inc., 351 Sheetz Way, Claysburg, PA 16625
ENGINEER: Baltimore Land Design Group, 230 Schilling Circle, Suite 364, Hunt Valley, MD 21031
ZONING: C-2, Commercial Medium
ACREAGE: 1.531 acres
WATERSHED: Liberty Reservoir
FIRE DISTRICT: Westminster
MASTER PLAN: Commercial – 2007 Westminster Environs Community Comprehensive Plan
PRIORITY FUNDING AREA: Westminster
DESIGNATED GROWTH AREA: Westminster
WATER / SEWER DISTRICT: City of Westminster, Existing Water / Existing Sewer

❖ **Action Requested:**

This final site plan is before the Planning and Zoning Commission per Chapter 155 of the Code of Public Local Laws and Ordinances of Carroll County for consideration and approval.

❖ **Existing Conditions:**

The site for the proposed Sheetz fueling station and convenience store was comprised of three separate parcels, which were recently consolidated into one 1.531 parcel of land. The addresses established by the previous three parcels are 8 Sullivan Road, 10 Sullivan Road, and 14 Sullivan Road. Each parcel was developed independently between 1979 and 1987. Plans for an AMC Jeep Dealership at 10 Sullivan Road were approved in 1979. The most recent use was a AutoFarm

Ambulance sales shop. Plans for a High's Dairy Store at 14 Sullivan Road were approved in 1979. The most recent use was a Vocelli Pizza. Plans for an Exxon fueling station and convenience store at 8 Sullivan Road were approved in 1987. The most recent use was a retail store called Tobacco Kulture.

Adjoining properties to the north and across Sullivan Road on the north side of Hahn Road are zoned R-10,000 and built with single-family residences. To the west lies the Community Pond park in the conservation zoning district. Across Sullivan Road, on the south side of Hahn Road, the C-2-zoned property is developed with a Roy Rogers fast food restaurant. The property across MD Route 140 to the south lies within the City of Westminster's jurisdiction and is developed with the Plum Crazy Diner.

❖ **Project History:**

Prior to initial plan submittal, at the request of the City of Westminster and the developer, and in accordance with an Annexation Agreement, the site development plan process was determined to proceed under County jurisdiction. The intent is that the property will be annexed into the City following the vesting of the Intended Use. Final plan approval lies with the Carroll County Planning and Zoning Commission and required County certification of public facilities includes the City's certification of water and sewer facilities. All aspects of the legal process, including bonding, easements, recordations, and inspections will be processed under the current jurisdictions.

A site development plan for the subject property was submitted on June 1, 2021 and was reviewed at the July 26, 2021 Technical Review Committee Meeting.

A single-sheet schematic design drawing was submitted on February 1, 2023 for comment from technical agencies. This site layout drawing was submitted to accompany the developer's request for discussion of the project at a public meeting. The Planning and Zoning Commission held a discussion at their regularly scheduled meeting on April 18, 2023 (minutes attached).

The Commission discussion focused on the impact of the proposed development on area traffic, the design proposal for lane configuration on Sullivan Road, and proposed access to the site. Of the citizens in attendance, nine spoke. Some citizens voiced support for the overall improvement of the underutilized properties. Other citizens vocalized concern that the development will exacerbate traffic safety issues on Sullivan Road and Hahn Road.

The project proceeded through the concept phase of plan review and was again presented to the Planning and Zoning Commission on December 19, 2023. As a concept plan, no action was required. Two citizens spoke in regard to the proposed development, regarding the desire for this property to support a public use instead and the concern that this development and the ongoing residential development to the north on Sullivan Road will have a negative impact on existing traffic issues.

❖ **Plan Review:**

The developer proposes to demolish the existing structures and develop the subject property as a single site with a 4,959 square-foot 24/7 Sheetz convenience store and five fuel stations. Retail establishments and fuel stations are principal permitted uses in the C-2 zoning district. The land use designation in the 2007 Westminster Environs Community Comprehensive Plan is Commercial. Review by Comprehensive Planning determined the development proposal to be consistent with all applicable plan policies.

An access is proposed from Sullivan Road and a second access is proposed from Baltimore

Boulevard, MD Route 140. New public sidewalk is proposed along both Sullivan Road and MD Route 140 along the full length of the property. Accessible ramps and pavement markings facilitate pedestrian access to the convenience store from the MD Route 140 side of the sidewalk

The convenience store building is depicted at 15.2 feet from the northern property line (which is a shared boundary with a residential property) and the access drive aisle on Sullivan Road measures 10 feet from that property line. A retaining wall is shown in that intermediate space and along the western side of the building. Required parking spaces total 25 stalls and 36 stalls are shown along the building and the frontages of both roads. Dumpsters are shown on the west side of the site and an unloading zone is shown at the fueling area.

Trip generations for the development necessitate a Traffic Impact Study. A study was initially submitted on June 1, 2021. The Traffic Impact Study narrative details existing conditions and impacts of the proposed development. Left turning movements into the site and vehicle queuing on Sullivan Road are proposed to be addressed with a bypass lane northbound on Sullivan Road. The intersection of Sullivan Road and MD Route 140 will be widened to accommodate southbound traffic in a dedicated right turn lane, a left turn / through lane, and a dedicated left turn lane.

The State Highway Administration (SHA) and the County have reviewed the Traffic Impact Study. The SHA concurred with the Study, approving it on August 18, 2022. The County Department of Public Works continues to maintain concerns regarding the queueing lengths proposed on Sullivan Road and has not approved the TIS. Other County agencies have expressed concerns regarding the weaving patterns on MD 140 with the proximity of the proposed site entrance, the Community Pond entrance, and the ramp to MD 97. There is not a legal requirement that the TIS be approved. The TIS is a consideration in the approval process by the Planning and Zoning Commission. The purpose of the special report to the Planning and Zoning Commission on April 18, 2023 was to discuss the TIS and the developer proposed mitigation. The Commission did not express concern regarding the proposed traffic infrastructure design.

Building elevations are shown in color renderings on sheets 26 and 27. The main roof is depicted at a height of 21'-3" with a corner tower element at 29'-6" tall. Building materials are noted as brick and stone veneer with red metal awning details. The front elevations, which face Sullivan Road to the east and MD 140 to the south, share a tower corner element which contains the main access doors. Proposed patio seating sits in front of these two building elevations. The north and west elevations are predominantly solid brick with three windows shown near the roofline on the west side.

A photometric plan is provided on sheet 20. Pole-mounted lights reach a maximum height of 20 feet above grade. Wall-mounted lights are provided on the building.

The northern property line at the adjoining residential property includes a 10' landscape buffer. This 10' depth is per an exemption allowing the requirement of a 15' buffer to be reduced to a 10' buffer. The exemption was granted upon receipt of a written statement from the adjoining property owner agreeing to the reduction in the buffer. Landscaping is also provided along MD Route 140, along Sullivan Road, at the dumpsters, and in the parking areas.

Sheet 14 depicts a monument sign to be located at the corner of MD Route 140 and Sullivan Road. Standing 12'-6" high and 13'-3" wide, it is proposed as a double sided, interiorly lit sign with an LED component displaying fuel pricing. Materials and colors are shown as stone piers with red paneled signage to match the building materials.

The Bureau of Resource Management has granted final Stormwater Management approval. Stormwater management (SWM) will be addressed with swales, trench drains, and a storm drain

pipe system tying into existing area drain pipes.

The plan is exempt from the Floodplain code. Forest Conservation will be addressed with off-site banking. Water Resources, Grading, Fire Protection & Emergency Services, and Zoning Administration have approved the final plan.

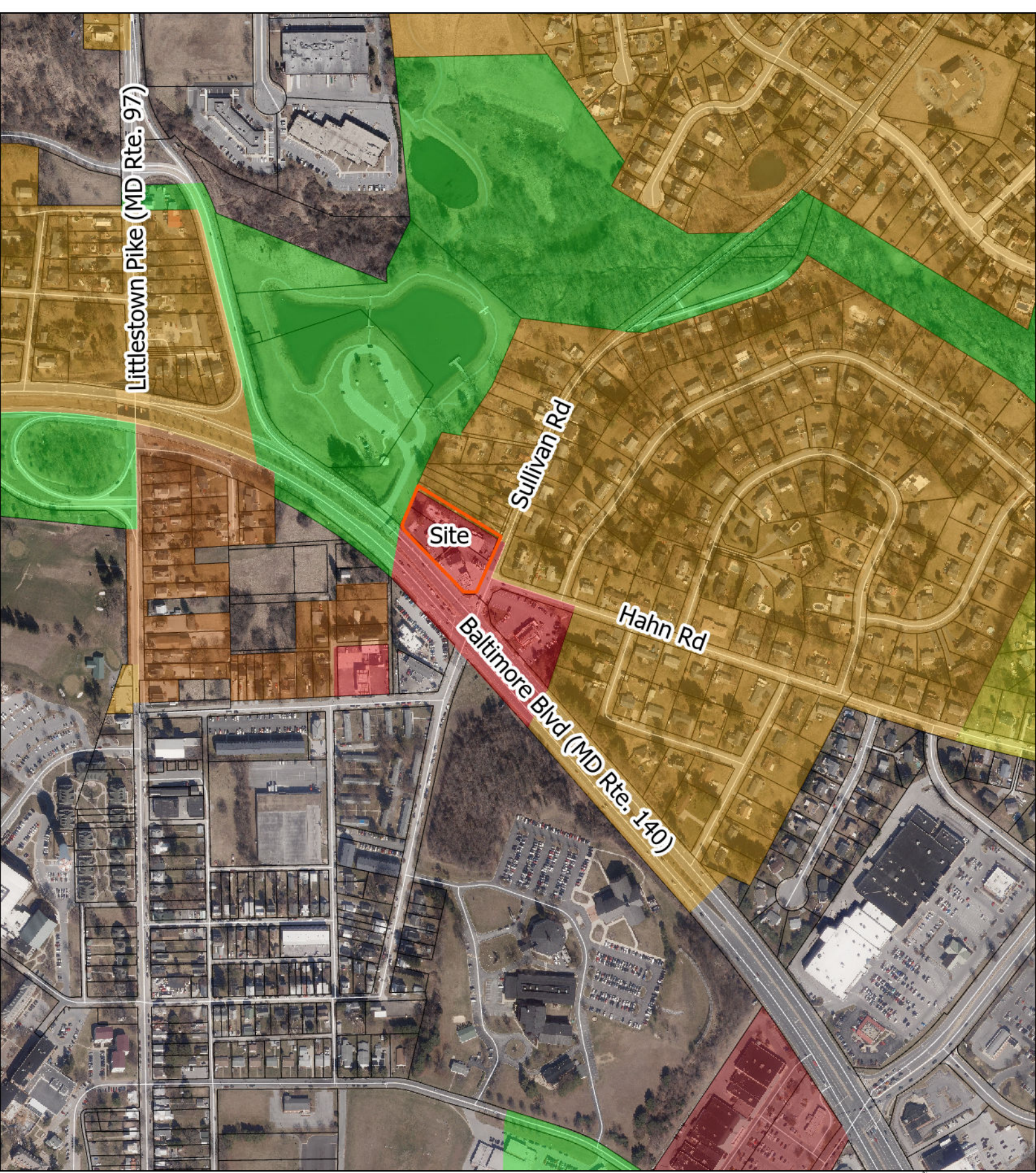
The City of Westminster's public water and sewer facilities will serve the site. The Health Department and the City have both approved the plans. A public fire hydrant using City water will be located along Sullivan Road.

The site plan was tested for adequacy of public facilities in accordance with Chapter 155 of the Code of Public Laws and Ordinances of Carroll County Maryland. No facilities were found to be inadequate.

❖ Recommendations:

Pursuant to Chapter 155, staff recommends approval of the site development plan subject to the following conditions:

1. That the developer enters into a Public Works Agreement with Carroll County that guarantees completion of the improvements.
2. That the area shown as Parcel A be granted in fee simple to the County Commissioners by deed to be recorded simultaneously with the Public Works Agreement.
3. That a perpetual easement for drainage facilities be granted to the County Commissioners by a deed to be recorded simultaneously with the Public Works Agreement.
4. That a Stormwater Management Easement and Maintenance Agreement be granted as an easement of access to the County Commissioners or authorized representatives by a deed to be recorded simultaneously with the Public Works Agreement.
5. That a Landscape Maintenance Agreement be granted as an easement of access to the County Commissioners or authorized representatives by a deed to be recorded simultaneously with the Public Works Agreement.
6. That a proof of purchase of the forest bank be included in the legal document submittal.
7. That a drainage and utility easement be granted to the City of Westminster by a deed to be recorded simultaneously with the Public Works Agreement.
8. That any changes to this plan will require an amended site development plan to be approved by the Carroll County Planning and Zoning Commission.



Littlestown Pike (MD Rte. 97)

Sullivan Rd

Hahn Rd

Site

Baltimore Blvd (MD Rte. 140)

Zoning_County	 R-20,000	 C-2
Zoning	 R-10,000	 C-3
	 R-7,500	
	 Conservation	

Sheetz Westminster

S-21-0004



Property line shown hereon are from tax maps and therefore are approximate and are shown for illustrative reference only. Photograph date: Spring 2020



Site

Baltimore Blvd (MD Rte. 140)

Sullivan Rd

Hahn Rd

**Sheetz Westminster
S-21-0004**



Property line shown hereon are from tax maps and therefore are approximate and are shown for illustrative reference only. Photograph date: Spring 2020

MEETING SUMMARY
Carroll County Planning and Zoning Commission
December 19, 2023

Location: Reagan Room, 003

Members Present: Janice R. Kirkner, Chair
Michael Kane, Vice Chair
Steven Smith
Ralph Robertson
Peter Lester
Richard J. Soisson, Alternate
Tom Gordon III, Ex-officio

Members Absent: Michael Hoff

Present with the Commission were the following persons: Christopher Heyn, P.E., Laura Matyas, Development Review

CALL TO ORDER/WELCOME

Chair Kirkner called the meeting to order at approximately 9:01am.

PLEDGE OF ALLEGIANCE

ESTABLISHMENT OF QUORUM

Ms. Bond took attendance and noted that six members were present, and a quorum was in attendance.

REVIEW AND APPROVAL OF AGENDA

On motion of Mr. Kane, seconded by Mr. Lester and carried, the Agenda was approved.

REVIEW AND APPROVAL OF MINUTES

On motion of Mr. Kane, seconded by Mr. Smith and carried, the Minutes from November 29, 2023, were approved.

COMMISSION MEMBER REPORTS

A. COMMISSION CHAIR

Chair Kirkner did not have anything to report. Wishing everyone a Happy Holiday

B. EX-OFFICIO

Ex-Officio Gordon did not have anything to report. Wishing everyone a Happy Holiday

C. OTHER COMMISSION MEMBERS

There were no other reports.

ADMINISTRATIVE REPORT

A. ADMINISTRATIVE MATTERS

Secretary Heyn announced that Mr. Jay Voight, Zoning Administrator, will be retiring from the County and his last day is December 29, 2023. Mr. Voight has worked for the County for almost 33 years. We are happy for him, but he will be missed. Ms. Anastasiya Yemelyanova will be the acting Zoning Administrator until the Board of County Commissioners appoint a permanent Zoning Administrator.

Ms. Daphne Daly has been hired as the Deputy Director for the Department of Planning and Land Management. She will be starting on January 4, 2024. Secretary Heyn stated that it is his desire that Ms. Daly will eventually take over duties as Secretary to the Planning and Zoning Commission, but those details will be discussed after she joins the County.

B. EXTENSIONS

Laura Matyas reported one extension since the last meeting, Kabik Korner, S-17-0027. This is the 4th 1-year extension of this site plan approval.

C. BZA CASES

There were no BZA cases to report.

D. OTHER

There were no other reports.

CONCEPT SITE PLAN

SUBJECT: S-21-0004, Sheetz Westminster
LOCATION: northwest quadrant of MD Route 140 and Sullivan Road, C.D. 3
OWNER: Patamy LLC, 205 Bell Road, Westminster, MD 21158
DEVELOPER: Sheetz, Inc., 351 Sheetz Way, Claysburg, PA 16625
ENGINEER: Baltimore Land Design Group, 230 Schilling Circle, Suite 364, HuntValley, MD21031
ZONING: C-2, Commercial Medium
ACREAGE: 1.531 acres
WATERSHED: Liberty Reservoir
FIRE DISTRICT: Westminster
MASTER PLAN: Commercial – 2007 Westminster Environs Community Comprehensive Plan
PRIORITY
FUNDING AREA: Westminster
DESIGNATED
GROWTH AREA: Westminster

WATER / SEWER

DISTRICT: City of Westminster, Existing Water / Existing Sewer

❖ **Action Requested:**

The plan is before the Planning and Zoning Commission per Chapter 155 of the Code of Public Local Laws and Ordinances of Carroll County for review of a concept site plan. **No action is required.**

❖ **Existing Conditions:**

The site for the proposed Sheetz fueling station and convenience store is comprised of three separate parcels: 8 Sullivan Road, 10 Sullivan Road, and 14 Sullivan Road. Each parcel was developed independently between 1979 and 1987. Plans for an AMC Jeep Dealership at 10 Sullivan Road were approved in 1979. The most recent use was Caples Car Care. Plans for a High's Dairy Store at 14 Sullivan Road were approved in 1979. The most recent use was a Vocelli Pizza. Plans for an Exxon fueling station and convenience store at 8 Sullivan Road were approved in 1987. The most recent use was a series of small businesses.

Adjoining properties to the north and across Sullivan Road on the north side of Hahn Road are zoned R-10,000 and built with single-family residences. To the west lies the Community Pond park in the conservation zoning district. Across Sullivan Road, on the south side of Hahn Road, the C-2-zoned property is developed with a Roy Rogers fast food restaurant. The property across MD Route 140 to the south lies within the City of Westminster's jurisdiction and is developed with the Plum Crazy Diner.

❖ **Project History:**

Prior to initial plan submittal, at the request of the City of Westminster and the developer, and in accordance with an Annexation Agreement, the site development plan process was determined to proceed under County jurisdiction. The intent is that the property will be annexed into the City following the vesting of the Intended Use. Final plan approval lies with the Carroll County Planning and Zoning Commission and required County certification of public facilities will include the City's certification of water and sewer facilities. All aspects of the legal process, including bonding, easements, recordations, and inspections will be processed under the current jurisdictions.

A site development plan for the subject property was submitted on June 1, 2021 and was reviewed at the July 26, 2021 Technical Review Committee Meeting.

A single-sheet schematic design drawing was submitted on February 1, 2023 for comment from technical agencies. This schematic design drawing was submitted to accompany the developer's request for discussion of the project at a public meeting. The Planning and Zoning Commission held a discussion at their regularly scheduled meeting on April 18, 2023 (minutes attached).

The Commission discussion focused on the impact of the proposed development on area traffic, the design proposal for lane configuration on Sullivan Road, and proposed access to the site. Of the citizens in attendance, nine spoke. Some citizens voiced support for the overall improvement of the underutilized properties. Other citizens vocalized concern that the development will exacerbate traffic safety issues on Sullivan Road and Hahn Road.

❖ **Plan Review:**

The developer proposes to demolish the existing structures and develop the subject parcels as a single site with a 4,906 square-foot Sheetz convenience store and five fueling stations. The parcels will be consolidated. Retail establishments are a principal permitted use in the C-2 zoning district. The land use designation in the 2007 Westminster Environs Community Comprehensive Plan is Commercial. Review by Comprehensive Planning determined the development proposal to be consistent with all applicable plan policies.

An access is proposed from Sullivan Road and a second access is proposed from Baltimore Boulevard, MD Route 140. The building is depicted at 15.2 feet from the northern, residential property line and the access drive aisle measures 10 feet from that property line. A retaining wall is shown in that intermediate space. Required parking spaces total 25 stalls and 36 stalls are shown. Dumpsters are shown on the west side of the site and an unloading zone is shown at the fueling area.

Trip generations for the development necessitate a Traffic Impact Study. A study was initially submitted on June 1, 2021. The Traffic Impact Study narrative details existing conditions and impacts of the proposed development. Left turning movements into the site and vehicle queuing on Sullivan Road are proposed to be addressed with a bypass lane northbound on Sullivan Road. The intersection of Sullivan Road and MD Route 140 will be widened to accommodate southbound traffic in a dedicated right turn lane, a left turn / through lane, and a dedicated left turn lane.

The State Highway Administration (SHA) and the County have reviewed the Traffic Impact Study. The SHA concurred with the Study, approving it on August 18, 2022. The County Department of Public Works continues to maintain concerns regarding the queuing lengths proposed on Sullivan Road and has not approved the TIS. Other County agencies have expressed concerns regarding the weaving patterns on MD 140 with the proximity of the proposed site entrance, the Community Pond entrance, and the ramp to MD 97. There is not a legal requirement that the TIS be approved. The TIS is a consideration in the approval process by the Planning and Zoning Commission. The purpose of the special report to the Planning and Zoning Commission on April 18, 2023 was to discuss the TIS and the developer proposed mitigation. The Commission did not express concern regarding the proposed traffic infrastructure design.

Building elevations are shown in color renderings on sheets 12 and 13. The main roof is depicted at a height of 21'-3" with a corner tower element at 26'-0" tall. Building materials are noted as brick and stone veneer with red metal awning details. The front elevations, south and east, with a corner element and main access doors face MD Route 140 and Sullivan Road. Proposed patio seating sits in front of these two building elevations. The north and west elevations are predominantly solid brick with minimal windows shown on the west side.

A photometric plan is provided on sheet 9. Pole-mounted lights reach a maximum height of 20 feet above grade. Wall-mounted lights are provided on the building.

The northern property line at the adjoining residential property is landscaped as per an exemption allowing the requirement of a 15' buffer to be reduced to a 10' buffer. The exemption was granted upon receipt of a written statement from the adjoining property owner agreeing to the reduction in the buffer. Landscaping is also provided along MD Route 140, along Sullivan Road, at the dumpsters, and in the parking areas.

Sheet 14 depicts a monument sign to be located at the corner of MD Route 140 and Sullivan Road. Standing 12'-6" high and 13'-2 1/4" wide, it is proposed as a double sided, interiorly lit sign with an LED component displaying fuel pricing. Materials and colors are shown as stone piers with red paneled signage to match the building materials.

The Bureau of Resource Management has granted concept Stormwater Management approval. Stormwater management (SWM) will be addressed with swales, trench drains, and a storm drain pipe system tying into existing area drain pipes.

The plan is exempt from the Floodplain code. Forest Conservation is proposed to be addressed with off-site banking. Water Resources, Grading, Fire Protection & Emergency Services, and Zoning Administration have approved the concept plan. The City of Westminster's public water and sewer facilities will serve the site. A public fire hydrant will be placed on site. The location and specifications are to be coordinated with the City of Westminster.

The site plan will be tested and reviewed for adequacy of public facilities in accordance with Chapter 155 of the Code of Public Laws and Ordinances of Carroll County Maryland.

Discussion:

Laura Matyas presented the staff report.

John McGuire, Attorney, Gary Kilfeather, Sheetz Project Manager, Valek Zarski from BLDG, Inc., Kyle Schmid and Mark Keeley from Traffic Concepts, were present.

Mr. Maguire reviewed the improvements to the site and the traffic mitigation plan.

Mr. Kane asked about the issues on Hahn Rd and the exit from Roy Rogers.

Mr. Keely stated there will be delays exiting left from Hahn Rd and Roy Rogers to get to Rt. 140.

Mr. Lester asked if the exit on Rt. 140 could be routed to the entrance/exit from Westminster Park.

Mr. Schmid and Mr. Keeley stated that it would not be a viable option.

Mr. Lester asked about the lighting at the Sheetz.

Mr. Zarsky stated that there will be no effect to the residential property next to it.

Mr. Soisson questioned why another Sheetz in Westminster.

Ms. Matyas stated that The City of Westminster has approved and is in support of this plan.

Mr. Greg Pecoraro, President of City Council of Westminster, thanked the Planning and Zoning Commission for all the good work and careful consideration of this project. He feels the best has been done for this difficult intersection. It will be an important amenity.

Ms. Jeanette Griffin stated her main concern is traffic. The improvements are great and needed, but the intersection is still inadequate. There are developments being built on Sullivan Road which may add more vehicles at that intersection.

Mr. Ray Soellner asked if there has been any consideration for the county to absorb the property for a public use.

Secretary Heyn offered that Mr. Soellner may contact him with his suggestions.

Mr. McGuire requested that the Planning Commission delegate authority to the Chairperson to approve the final plan.

Ms. Matyas stated staff would not support that. It is a full redevelopment of the site and there has been a lot of public feedback.

Decision:

The Commission decided that the final plan will need to be presented to the full Planning and Zoning Commission.

CONCURRENCY MANAGEMENT REPORT, FY23

Laura Matyas presented an overview of Concurrency Management, Chapter 156, and select data from the FY 23 Concurrency Management Report. Ms. Matyas will be back in January for a detailed presentation of the FY23 Report, discussion, and request for the Commission's approval and forwarding to the Board of County Commissioners.

GENERAL PUBLIC COMMENT

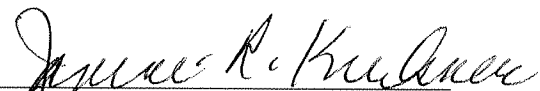
There was no public comment.

ADJOURNMENT

On a motion of Mr. Kane, seconded by Mr. Lester and carried, the Commission adjourned at 10:14am.



Secretary



Approved