

**CONCEPT SITE PLAN REPORT**  
to the  
**Carroll County Planning and Zoning Commission**  
December 19, 2023

Prepared by  
**Laura Matyas, 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:**

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 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 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.

**ADMINISTRATIVE REPORT**

**A. ADMINISTRATIVE MATTERS**

Secretary Eisenberg thanked Chair Wothers for his service and commitment to the Commission and the County.

**B. EXTENSIONS**

Laura Matyas reported there was one extension since the last meeting, Fern Hill.

**C. BZA CASES**

Andrew Gray reported there were three BZA cases since the last meeting; Case No. 6442, Case No. 6444, and Case No. 6445.

**D. OTHER**

There were no other reports.

**ADMINISTRATIVE RULES AND PROCEDURES - DISCUSSION**

Secretary Eisenberg lead the discussion on the proposed changes to the Administrative Rules regarding virtual meetings. The Commission, on motion of Mr. Kane, seconded by Vice Chair Kirkner and carried, voted to approve the proposed amendment to the Administrative Rules and Procedures.

**MANCHESTER ANNEXATION NO. 41 – PATAPSCO 91, LLC**

Hannah Weber presented the staff report. Kelly Miller, attorney, Shane McQuay, owner and Alex Perricone, Town were present.

Commission member Smith stated he lives close to the area, and he has received comments from citizens stating they are not in favor of the request as they are concerned about traffic if there will be 14 more homes built in the area.

Ms. Miller clarified this agenda item is just for the annexation, not the site plan.

Mr. Perricone stated the public hearing will be May 9<sup>th</sup>. Mr. Perricone suggested the concerned citizens come to the public meetings to express their concerns.

The Commission, on motion of Vice Chair Kirkner seconded by Mr. Hoff and carried, voted to forward the annexation and the zoning waiver to the Board of County Commissioners with a favorable recommendation.

**SPECIAL REPORT**

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  
ACREAGE: 1.531 acres

❖ **Action Requested:**

The plan is before the Planning and Zoning Commission by request from the developer for discussion at a public meeting. **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. All businesses are closed, but the property is currently utilized for vehicle storage.

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 & Request:**

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. There have been no technical plan review submittals since the initial June 1, 2021 submittal.

A single-sheet schematic design drawing was submitted on February 1, 2023 for comment from technical agencies.

The schematic drawing depicts the developer's proposal 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. 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.

The following comments pertaining to site layout; location of access points, potential impacts to adjoining properties, and vehicular movement were received from review agencies:

**Roads**, "The Bureau of Roads does have concern with the heavy traffic congestion that may occur at Hahn Road and Sullivan Road as people enter and exit the location."

**Parks and Recreation Review**, "Major safety concern with proximity of Baltimore Blvd. ingress/egress and park entrance road."

**Landscape Review**, "The developer applied for a variance to reduce the width of the Class C screen required between the project and the existing residential property to the

north. The variance request was disapproved by Chris Heyn, Director, Department of Land and Resource Management, on May 6, 2022. In his disapproval letter, Mr. Heyn recommended that the developer, ‘coordinate with the adjacent property owner to utilize the exception documented in 158.05(H) or reconfigure the site to meet the code requirements.’ This submittal did not incorporate either of these recommendations.”

**Development Review**, “The access on MD Route 140 has been relocated since the initial (and only) plan review in July 2021. It is recognized that SHA required a minimum corner clearance of 200 feet from the radius return of the Sullivan Road and MD 140 intersection. However, the access has moved more than 200 feet from that intersection, closer to the entrance of the Community Pond. As was stated with the concept review in 2021, ‘Development Review fully supports and encourages discussion and collaboration between the County and the developer to pursue a mutually beneficial vehicular connection between the development site and the Community Pond, providing a safer entrance to the Community Pond and enhanced accessibility to the Sheetz.’

The north property line, shared with a residentially zoned and built property, is depicted with a 10-foot dimension from the property line to the edge of paving. Within the 10 feet, a retaining wall is proposed. To construct that retaining wall, will the limits of disturbance extend onto the adjoining property? To maintain that retaining wall, will a maintenance easement need to be established on the adjoining property?

How will the required landscaping requirements at the northern property line be addressed? Will the edge of paving need to be relocated? Will the building need to be relocated?

Consider how site and building lighting will affect adjacent residentially zoned and built properties to the north. Is site redesign necessary to shield adjoining residential properties from parking, building, or access drive light?

Consider how headlight trespass will affect adjacent residentially zoned and built properties to the north. Is site redesign necessary to shield adjoining residential properties from headlights?”

**Engineering Review**, “As of this date there are still concerns with the content and recommendations within the traffic impact study. As stated in the original scoping letter for the Traffic Impact Study, the queuing analysis ‘shall utilize the State Highway Administration 95% probability methodology to determine if adequate storage length is available.’ Per your exhibit, the 95% queue blocks the entrance to Sheetz and presents a safety concern. This quantitative issue coupled with existing conditions at the Sullivan Road intersection presents a situation where we can’t support the proposed design.”

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. The intensification of turning movement challenges which are antagonized by vehicle queuing on Sullivan Road must be adequately addressed.

Both the State Highway Administration and the County have reviewed the Traffic Impact Study. The State Highway Administration concurred with the Study, approving it on August 18, 2022. In review of the plan, they determined the proposed access location on MD Route 140 to be acceptable. The County does not yet find that the proposed mitigation adequately alleviates the development’s traffic impacts.

A concept site development plan – inclusive of site layout and traffic mitigation measures – shall be advanced through the technical review process and then reviewed by the Planning and Zoning Commission.

**Discussion:**

Laura Matyas presented the staff report.

John Maguire, Attorney, Gary Kilfeather, Sheetz Project Manager, Bruce D’Anthony, owner, Kyle Smith, Sheetz, and Mark Keeley and Kyle Schmid, traffic consultants.

Mr. Maguire stated Sheetz has engineered the best-case scenario for that parcel of land. Mr. Maguire stated the improvements to the site and the traffic mitigation plan outweigh the negative impact on the traffic and improve the existing scenario. Mr. Maguire stated Sheetz is looking for guidance from the Planning Commission to give them the confidence to go forward with the plan.

Mark Keely, Project Manager, Traffic Concepts, reviewed the traffic impact study with the Commission. Mr. Keely states the plan greatly mitigates the impact by improving the queuing and access points.

Kyle Schmid, Chief Design Engineer, Traffic Concepts, reviewed the road and site improvements that are proposed.

Ms. Matyas outlined the next steps and reminded the Commission there is no action required today.

Chair Wothers asked for clarification regarding the bypass lane on northbound Sullivan Rd. Mr. Schmid stated a bypass lane is better than a dedicated left turn lane with regards to safety and traffic flow.

Chair Wothers stated the property is currently not being used at its highest and best use. This project has the potential to improve this property to its highest and best use.

Mr. Kane asked if Hahn Road would need to be widened or improved. Mr. Schmid stated there would be no improvements to Hahn Road.

Mr. Kane asked for clarification regarding the access for the tanker trucks. Mr. Schmid pointed out where the trucks would access the site.

Mr. Lester also thinks this plan will improve certain aspects of the site.

Mr. Smith agrees that the plan will improve the site visually and with regard to traffic safety.

Mr. Dan Hoff, City of Westminster Common Council, stated the site has already had a convenience store and gas station with poor access points. Mr. Hoff supports the proposed project and stated this plan will make the site better.

Joel Dyer, citizen, is concerned about the traffic and how it will affect the quality of his life. Mr. Dyer said there are no shoulders on Sullivan Road and the plan shows an increase of the speed limit.

Cheryl Doogal, citizen, is concerned about the traffic, property values and safety in the area if this project is approved.

Sean Larkin, citizen, supports the improved site plan, stating the existing corner has been an eye sore.

Karen Dyer, citizen, is concerned about the safety of Hahn Road

Earl Bloomer, citizen, concerned about traffic safety

Commission member Hoff asked for clarification regarding the speed limit. Mr. Schmead stated the speed limit on Sullivan Road is not being changed.

Vice Chair Kirkner asked Mr. Maguire if any citizens are losing property.

Mr. Maguire stated only the owner's property is losing road frontage.

Patrick D'Anthony, citizen, stated this project would be beneficial for the area.

Michelle Smith, citizen, stated there are a lot of traffic concerns in that area regardless of the proposed plan. Ms. Smith would be concerned about potential light and screening issues during the site plan process.

Brian Cook, citizen, expressed concerns regarding vehicle speed in that area and the traffic flow into the proposed site. Mr. Cook also expressed safety concerns.

Benjamin Yingling, citizen, supports the project.

The Commission, on motion of Mr. Lester, seconded by Vice Chair Kirkner and carried, voted to close the meeting for legal advice at 11:46 am.

The Commission, on motion of Mr. Hoff, seconded by Vice Chair Kirkner and carried, voted to reopen the meeting at 11:58 am.

**Decision:**

Chair Wothers stated the Commission appreciates the special report and information provided today. The commission looks forward to seeing the concept plan in the future.

**GENERAL PUBLIC COMMENT**

There was no public comment.

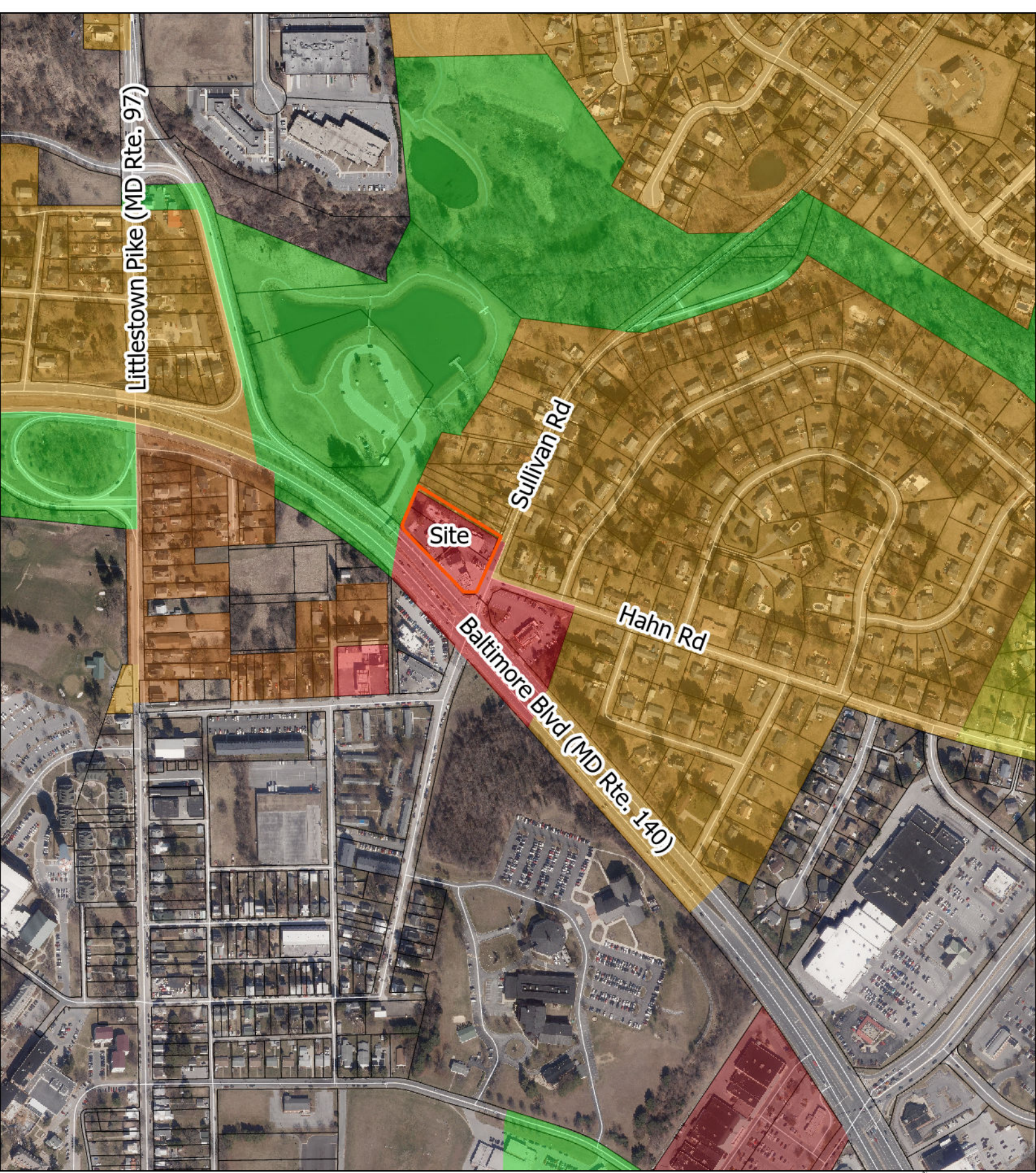
**ADJOURNMENT**

On motion of Mr. Lester, seconded by Mr. Hoff and carried, the Commission adjourned at 12:03 pm.

\_\_\_\_\_  
Secretary

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Approved





Littlestown Pike (MD Rte. 97)

Sullivan Rd

Hahn Rd

Site

Baltimore Blvd (MD Rte. 140)

Zoning_County	<span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> R-20,000	<span style="background-color: lightcoral; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> C-2
Zoning	<span style="background-color: orange; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> R-10,000	<span style="background-color: red; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> C-3
	<span style="background-color: brown; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> R-7,500	
	<span style="background-color: green; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> 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



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Photograph date: Spring 2020