

JOHN A. OLSZEWSKI, JR. County Executive

MAUREEN E. MURPHY
Chief Administrative Law Judge
ANDREW M. BELT
Administrative Law Judge
DEREK J. BAUMGARDNER
Administrative Law Judge

November 15, 2023

Adam Rosenblatt, Esquire – <u>amrosenblatt@venable.com</u> Venable, LLP 210 W. Chesapeake Avenue, Suite 500 Towson, MD 21204

RE: Petition for Special Exception

Case No. 2023-0190-X

Property: 9911, 9915 and 9917 Reisterstown Road

Dear Mr. Rosenblatt:

Enclosed please find a copy of the decision rendered in the above-captioned matter.

Pursuant to Baltimore County Code § 32-3-401(a), "a person aggrieved or feeling aggrieved" by this Decision and Order may file an appeal to the County Board of Appeals within thirty (30) days of the date of this Order. For further information on filing an appeal, please contact the Office of Administrative Hearings at 410-887-3868.

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MAUREEN E. MURPHY

Chief Administrative Law Judge for Baltimore County

MEM:dlm Enclosure

c: Patrick Richardson – <u>rick@richardsonengineering.net</u>
Sean O'Brien – <u>sobrien@twocapitalpartners.com</u>
Chase Gibney – <u>chase@twocapitalpartners.com</u>
Ron Schaftel – <u>rschaftel@southernlandcompany.com</u>

IN RE: PETITION FOR SPECIAL

EXCEPTION

(9911, 9915 & 9917 Reisterstown Road)

3rd Election District

2nd Council District

4 ADMINISTRATIVE HEARINGS

Garrison Commercial Partners 2L

Legal Owner

Two Oil Owings Mills, LLC

Contract Purchaser/Lessee

* Case No: 2023-0190-X

Petitioners

OPINION AND ORDER

This matter comes before the Office of Administrative Hearings ("OAH") as a Petition for Special Exception filed for property located 9911, 9915 & 9917 Reisterstown Road, Garrison (the "Property") by Garrison Commercial Partners 2L, legal owner, and by Two Oil Owings Mills, LLC, lessee (collectively the "Petitioners"). The Petition for Special Exception seeks approval under from Baltimore County Zoning Regulations ("BCZR"), §230.3 for a service garage in the BL-AS and BL zone.

A public WebEx hearing was conducted virtually in lieu of an in-person hearing. The Petition was properly advertised and posted. Ronald Schaftel, authorized representative of the legal owner, and Sean O'Brien, authorized representative of the lessee, appeared in support of the Petition along with Patrick Richardson, PE of Richardson Engineering, the civil engineering firm who prepared and sealed a site plan (the "Site Plan") and a redlined site plan (the "Redlined Site Plan"). (Pet. Ex. 1, 1A). Adam M. Rosenblatt, Esquire of Venable, LLP represented the Petitioner. There were no Protestants or interested citizens who attended the hearing.

Zoning Advisory Committee ("ZAC") comments were received from the Department of Planning ("DOP") which agency opposed the proposed service garage use. Development Plans

Review ("DPR") and Department of Environmental Protection and Sustainability ("DEPS") also provided ZAC comments but did not oppose the requested relief.

The Property is comprised of 3 lots measuring a total of 6.53 acres +/- (284,558 sf) which has already obtained approval as a Planned Shopping Center with the following uses: Lot 1 – Wawa carry-out restaurant and convenience store with fuel service station; Lot 2 – retail/office use; and Lot 3 – 68 townhome units. The Second Refined Development Plan was provided showing the proposed uses. (Pet. Ex. 2). The Petitioner is incurring the cost of a new traffic signal and cross walk on Reisterstown Rd. as shown on the Development Plan. An aerial photograph from My Neighborhood shows the Property as fronting on Reisterstown Rd. (MD Rt. 140), and is surrounded by commercial uses, with the exception of the adjoining Garrison Forest School. (Pet. Ex. 4). The Property is split-zoned Business, Local (BL); Business, Local with an Automotive Services overlay district (BL-AS); and Residential-Office (RO).

Petitioner here seeks approval to lease Lot 2 to a business franchise known as 'Take 5 Oil Change' ("Take 5"). Lot 2 is addressed as 9911 Reisterstown Rd. Sean O'Brien testified that Take 5 operates stores nationwide with 1 new store having been recently opened in Bel Air, MD. (Pet. Ex. 6). Take 5 provides a 9-minute, drive-thru oil change while the customer remains in their vehicle. There are no customer waiting rooms. The average number of customers trends at 40 per day, but can increase on weekends. Mr. O'Brien explained that Take 5 does not provide any other type of automotive services such as tire rotation, as the stores do not have automotive lifts. The extent of the noise generated by a Take 5 store stems from the use of small power tools used in changing the oil. He added that the used oil from the vehicles is collected and removed off-site 2-3 times per week. All oil is stored above-ground in order to prevent oil leaking into the ground if spilled. There are no underground storage tanks. The flooring in the work space is

coated with epoxy to make cleaning easier. The maximum number of employees on a weekend would be 5.

While the DOP is opposed to having 2 automotive uses (Wawa fuel service station and Take 5) next to each other at the entrance to the townhomes in the rear, Ronald Schaftel testified that due to the proximity of the Property across from St. Thomas Shopping Center, and its proximity to Wegman's Shopping Center where restaurant and/or coffee users already saturate the area. Additionally, new office building construction has not been a viable option since COVID. Accordingly, Take 5 is a viable tenant for Lot 2.

Rick Richardson, PE, who was accepted as an expert in civil engineering, described the Property through the use of street view photographs. (Pet. Ex. 5). Petitioner has already razed the buildings which previously existed. The drive-thru operation is one way with an entrance and exit off of Reisterstown Rd. There will also be a connection into the Wawa and to the townhomes. Mr. Richardson opined that the proposed service garage use will not have any adverse impacts in this location above and beyond those typically associated with such use. He testified that the proposed use meets each of the Special Exception factors in BCZR, §502.1 in that this use, while classified as a service garage, is not engaging in the repair of vehicles, and therefore has a lesser impact on the surrounding community. No Variance relief is being sought here; all setbacks will be met. The required number of parking spaces (6) will be exceeded by 3 more spaces.

Wes Guckert, who was admitted as a traffic expert, prepared a Traffic Impact Analysis ("TIA") and concluded that the proposed automotive service use will generate less trips during peak hours than a retail or office use, and less than proposed townhomes. (Pet. Ex. 7, 8). State Highway Administration ("SHA") approved the access permit. (Pet. Ex. 8). Mr. Guckert reiterated that the Property is not located within a failing or deficient traffic shed.

SPECIAL EXCEPTION

Under Maryland law, a special exception use enjoys a presumption that it is in the interest of the general welfare, and therefore, valid. *Schultz v. Pritts*, 291 Md. 1 (1981). The *Schultz* standard was revisited in *Attar v. DMS Tollgate*, *LLC*, 451 Md. 272 (2017), where the court of appeals discussed the nature of the evidentiary presumption in special exception cases. The court again emphasized a special exception is properly denied only when there are facts and circumstances showing that the adverse impacts of the use at the particular location in question would be above and beyond those inherently associated with the special exception use.

Based on the uncontroverted record evidence in this case, I find that the Petition for Special Exception relief to approve the use of Lot 2 as a service garage should be granted. I find that the service garage will not be detrimental to the health, safety or general welfare of the locale, particularly given the Petitioner's diligence in working with its neighbor, Garrison Forest School, on the installation of a new traffic signal and crosswalk in front of the Property which will be used by students of the school who need to safely cross Reisterstown Rd. Mr. Guckert confirmed that the proposed use will not create congestion in the roads or streets and, in fact, generates less trips per day than office, retail or residential uses. The evidence further supports the conclusion that the use will not create a hazard from fire, panic or other danger nor will it overcrowd the land or cause undue concentration of population. Indeed, the Take 5 operation shows a one-way, efficient flow of vehicles driving thru the facility for 9-minute oil change. Unlike used-car repair facilities, or sales of used vehicles, there is no storage or parking of damaged or disabled vehicles for this use. I further find that there is no interference with adequate provision for school, parks, water, sewer, transportation. The Property is already connected to public water and sewer and is not located in a deficient water or sewer shed. Because the facility is a 1-story building, there will not be any interference with light or air. The proposed service garage use is also consistent with the AS district overlay which is as an indication that the County Council considered it to be an appropriate use here. Regarding impermeable surface and vegetative retention provisions, the Property was previously developed and partially paved. Lastly, as shown by the absence of an adverse comment by DEPS, there are no environmental or natural resources which would be adversely affected.

While I am cognizant of the DOP ZAC comment in opposition, I find that this particular business, which only changes oil, and although classified as a service garage under the BCZR, is conducting the quietest of service garage activities. There will likely be more noise and traffic generated by both the Wawa and the townhomes than by Take 5. I find that any adverse impacts associated with the Take 5 business are inherent in the nature of the business, which has already been determined by the County Council to be appropriate on this Property.

THEREFORE, IT IS ORDERED by the Administrative Law Judge for Baltimore County, this <u>15th</u> day of **November 2023** that the Petition for Special Exception per the BCZR, §230.3 for a service garage in the BL, AS, BL and RO zone, be, and it is hereby **GRANTED.**

The relief granted herein shall be subject to the following:

- 1. Petitioners may apply for necessary permits and/or licenses upon receipt of this Order. However, Petitioners are hereby made aware that proceeding at this time is at his own risk until 30 days from the date hereof, during which time an appeal can be filed by any party. If for whatever reason this Order is reversed, Petitioners would be required to return the subject property to its original condition.
- 2. The Redlined Site Plan (Pet. Ex. 1A) is attached hereto and incorporated herein in its entirety.
- 3. Petitioner and all subsequent owners shall comply with the DPR ZAC comment which is attached hereto and made a part hereof.

Any appeal of this decision must be made within thirty (30) days of the date of this Order.

MAUREEN E. MURPHY

Chief Administrative Law Judge

for Baltimore County

MEM/dlm

PETITION FOR ZONING HEARING(S)

To be filed with the Department of Permits, Approvals and Inspections

To the Office of Administrative Law	-	-
Address 9911, 9915, 9917 Reisterstown Road	which is presently zone	ed BL AS
Deed References: 7492/259 Property Owner(s) Printed Name(s) Garrison Co	10 Digit Tax Account # 2 5 0 0	
Property Owner(s) Printed Name(s) <u>Gamson Co</u>	ommercial Properties 2 L 250001553	1_
(SELECT THE HEARING(S) BY MARKING $\overline{\mathbf{X}}$ AT THE APPROP	RIATE SELECTION AND PRINT OR TYPE THE PET	ITION REQUEST)
The undersigned legal owner(s) of the property situate in and plan attached hereto and made	Baltimore County and which is described in le a part hereof, hereby petition for:	the description
1a Special Hearing under Section 500.7 of the Zonin	ng Regulations of Baltimore County, to dete	rmine whether
2. X a Special Exception under the Zoning Regulations For a service garage in the BL AS and BL zone p	•	ribed property for
3 a Variance from Section(s)		
(Indicate below your hardship or practical difficulty of you need additional space, you may add an attachment attachment of the posted and advertised as prescribed by the zoning regular I, or we, agree to pay expenses of above petition(s), advertising, posting, eand restrictions of Baltimore County adopted pursuant to the zoning law for Legal Owner(s) Affirmation: I / we do so solemnly declare and affirm, under the property of	nt to this petition) tions. tc. and further agree to and are to be bounded by the Baltimore County.	zoning regulations
which is the subject of this / these Petition(s). Contract Purchaser/Lessee:		mor(c) or the property
	Legal Owners (Petitioners):	
See Attached	See Attached /	
Name- Type or Print	Name #1 – Type or Print Name #2 –	- Type or Print
Signature	Signature #1 Signature :	# 2
Mailing Address City State	Mailing Address City	State
1		
Zip Code Telephone # Email Address	Zip Code Telephone # Er	mail Address
Attorney for Petitioner:	Representative to be contacted:	
Adam M. Rosenblatt	Adam M. Rosenblatt	
Name Type or Print	Name - Type or Print	
Holm Legy	low Line	
Signature	Signature	
210 W. Penn. Ave, Suite 500 Towson MD	210 W. Penn. Ave, Suite 500 Towson	MD
Mailing Address City State	Mailing Address City	State
21204 / 410-494-6271 / amrosenblatt@venable.com	21204 / 410-494-6271 / amro	osenblatt@venable
Zip Code Telephone # Email Address		mail Address
CASE NUMBER 2023 - 0/90 - X Filling Date 9 1/8/70	Do Not Schedule Dates:	201
CASE NUMBER V /V - THING Date / // 1 / 4	<u></u> DO NOT Schedule Dates:	Reviewer

9911-9917 REISTERSTOWN ROAD ATTACHMENT TO PETITION FOR SPECIAL EXCEPTION

PROPERTY OWNER

GARRISON COMMERCIAL PROPERTIES 2 L

BY: RONALD SCHAFTEL

AUTHORIZED REPRESENTATIVE

9911-9917 REISTERSTOWN ROAD ATTACHMENT TO PETITION FOR SPECIAL EXCEPTION

LESSEE

TWO OIL OWINGS MILLS, LLC

BY: SEAN O'BRIEN

AUTHORIZED REPRESENTATIVE



ZONING PROPERTY DESCRIPTION FOR 9911 REISTERSTOWN ROAD 3rd ELECTION DISTRICT 2nd COUNCILMANIC DISTRICT BALTIMORE COUNTY, MARYLAND

Beginning for the same at a point on the Northeast side of Reisterstown Road approximately 942 feet southeast of the intersection of Reisterstown Road and Garrison View Road, said point being shown as point # 15 on the Plat of "Garrison Properties", which plat was recorded in the Land Records of Baltimore County in Liber 79 Folio 816, thence running along Reisterstown Road S 48 degrees 35 minutes 33 seconds E 104.19 feet, thence leaving Reisterstown Road and running N 41 degrees 24 minutes 27 seconds E 6.00 feet, S 48 degrees 35 minutes 33 seconds E 55.00 feet, S 48 degrees 24 minutes 27 seconds E 5.00 feet, S 48 degrees 35 minutes 33 seconds E 38.00 feet, S 41 degrees 24 minutes 27 seconds W 65.84 feet, S 58 degrees 15 minutes 59 seconds W 138.20 feet, S 41 degrees 24 minutes 27 seconds W 95.08 feet, S 48 degrees 38 minutes 44 seconds E 116.19 feet, S 58 degrees 31 minutes 49 seconds W 107.65, S 23 degrees 29 minutes 35 seconds W 211.67' to the place of beginning. Also being known as Lot 2 on the Plat of Garrison Properties, which plat was recorded in the Land Records of Baltimore County in Liber 79 Folio 816.

Containing a net area of 38,957 square feet or 0,89 Ac.+/-.



PROFESSIONAL CERTIFICATION:
I HEREBY CERTIFY THAT THESE DOCUMENTS WERE
PREPARED OR APPROVED BY ME, AND THAT I AM A DULY
LICENSED PROFESSIONAL ENGINEER UNDER THE LAWS OF
THE STATE OF MARYLAND, LICENSE NUMBER 16597,
EXPIRATION DATE: 08-15-2025

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DEPARTMENT OF PERMITS, APPROVALS AND INSPECTIONS ZONING REVIEW OFFICE

ADVERTISING REQUIREMENTS AND PROCEDURES FOR ZONING HEARINGS

The Baltimore County Zoning Regulations (BCZR) require that notice be given to the general public/ neighboring property owners relative to property which is the subject of an upcoming zoning hearing. For those petitions which require a public hearing, this notice is accomplished by posting a sign on the property (responsibility of the legal owner/petitioner) and placement of a notice in a newspaper of general circulation in the County, both at least twenty (20) days before the hearing.*

Zoning Review will ensure that the legal requirements for advertising are satisfied. However, the legal owner/petitioner is responsible for the costs associated with these requirements. The newspaper will bill the person listed below for the advertising. This advertising is due upon receipt and should be remitted directly to the newspaper.

OPINIONS MAY NOT BE ISSUED UNTIL ALL ADVERTISING COSTS ARE PAID.

orl
of Properties 2L
mills, LLC
Rosenblutt
unin Ave, Ste. 500
71204
/

^{*}Failure to advertise and/or post a sign on the property within the designated time will result in the Hearing request being delayed. The delayed Hearing Case will be cycled to the end of pending case files and rescheduled in the order that it is received. Also, a \$250.00 rescheduling fee may be required after two failed advertisings and/or postings.

BALTIMORE COUNTY, MARYLAND

INTEROFFICE CORRESPONDENCE

TO:

Peter Gutwald, Director

DATE: October 10, 2023

Department of Permits, Approvals

FROM:

Vishnu Desai, Supervisor

Bureau of Development Plans Review

SUBJECT:

Zoning Advisory Committee Meeting

For October 10, 2023 Item No. 2023-0190-X

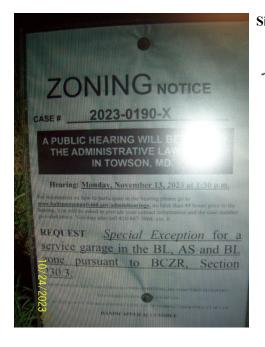
The Bureau of Development Plans Review has reviewed the subject zoning items and we have the following comments.

Landscape: If Special Exception is granted a Landscape Plan is required per the requirements of the Landscape Manual. A Lighting Plan is also required.

CERTIFICATE OF POSTING

2023-0190-X

	RE: Case No.:
	Petitioner/Developer:
	Garrison Commercial Partners 2
	Two Oil Owings Mills, LLC
	November 13, 202
	Date of Hearing/Closing:
Baltimore County Department of	
Permits, Approvals and Inspections	
County Office Building, Room 111	
111 West Chesapeake Avenue	
Towson, Maryland 21204	
Attn: Kristen Lewis:	
Ladies and Gentlemen:	
This letter is to certify under the penalties of poposted conspicuously on the property located a	erjury that the necessary sign(s) required by law were
9911, 9915 & 9917 Reister	stown Road SIGN 2
	October 24, 2023
The sign(s) were posted on	M (I D N)
	Month, Day, Year)



Sincerely,
October 24, 2023

(Signature of Sign Poster) (Date)

SSG Robert Black

(Print Name)

1508 Leslie Road

(Address)

Dundalk, Maryland 21222

(City, State, Zip Code)

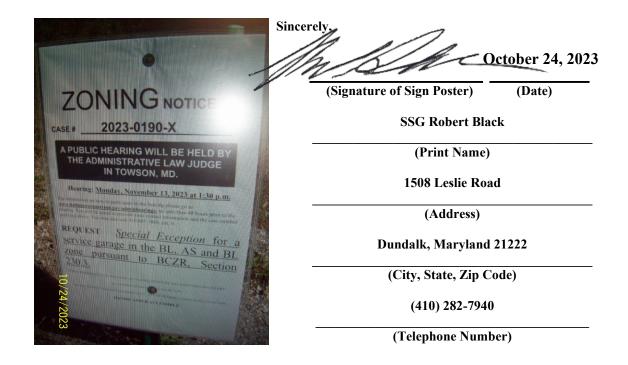
(410) 282-7940

(Telephone Number)

CERTIFICATE OF POSTING

2023-0190-X

	RE: Case No.:	
	Petitioner/Develo	per:
		Commercial Partners 2 I to Oil Owings Mills, LLC
		o on owings wins, LLC
	Date of Hearing/	November 13, 202. Closing:
Baltimore County Department of		
Permits, Approvals and Inspections		
County Office Building, Room 111		
111 West Chesapeake Avenue		
Towson, Maryland 21204		
Attn: Kristen Lewis:		
Ladies and Gentlemen:		
This letter is to certify under the penalti posted conspicuously on the property lo		y sign(s) required by law were
9911, 9915 & 9917 Rei	isterstown Road	SIGN 1
	October 24, 2023	·
The sign(s) were posted on	(Mandle Dan Varia)	
	(Month, Day, Year)	



BALTIMORE COUNTY, MARYLAND INTER-OFFICE MEMORANDUM

TO: C. Pete Gutwald **DATE:** 10/12/2023

Director, Department of Permits, Approvals and Inspections

FROM: Steve Lafferty

Director, Department of Planning

SUBJECT: ZONING ADVISORY COMMITTEE COMMENTS

Case Number: 2023-0190-X

INFORMATION:

Property Address: 9911, 9915, 9917 Reisterstown Road

Petitioner: Garrison Commercial Properties 2L, Ronald Schaftel

Zoning: BL-AS

Requested Action: Special Exception

The Department of Planning has reviewed the petition for the following:

Special Exception -

1. To approve a Service Garage in the BL-AS and BL zone pursuant to Baltimore County Zoning Regulations Section 230.3

The proposed site is a 0.894-acre property located on the Reisterstown Road corridor in close proximity to commercial and restaurant uses. The proposed site has multiple previous zoning case history and is not in any historic district.

There is an approved development and Planned Shopping Center (PSC) plan for this site and development will not occur until the final tenant space is filled. The development proposes mixed use consisting of residential townhomes, a WAWA gas station (permitted through the PSC status), and a now proposed automotive quick oil change (reason for the special exception). The Department of Planning would prefer a use that is beneficial and complimentary of the potential residential use but the Department also acknowledges the hardship of obtaining a tenant to fill the space. The petitioners indicated the difficulty of finding office use tenants since the start of the pandemic and food service tenants with the fast food and restaurant restrictions set forth by the WAWA tenant.

The Department of Planning does not support the granting of the special exception of an additional auto service use along the Reisterstown Road corridor in addition to having two auto related uses at the entry to the proposed residential development at the rear of the site.

For further information concerning the matters stated herein, please contact Brett M. Williams at 410-887-3482.

Prepared by:

- men

Krystle Patchak

SL/JGN/KP

Adam M. Rosenblatt
Alexandra Laham, Community Planner
Jeff Perlow, Zoning Review
Kristen Lewis, Zoning Review
Office of Administrative Hearings
People's Counsel for Baltimore County

Division Chief:

enifer G. Nugent

BALTIMORE COUNTY, MARYLAND

Inter-Office Correspondence



TO: Hon. Paul M. Mayhew; Managing Administrative Law Judge

Office of Administrative Hearings

FROM: Jeff Livingston, Department of Environmental Protection and

Sustainability (EPS) - Development Coordination

DATE: October 10, 2023

SUBJECT: DEPS Comment for Zoning Item # 2023-0190-X

Address: 9911-9915-9917 REISTERSTOWN RD Legal Owner: Two Oil Owings Mills, LLC

Zoning Advisory Committee Meeting of October 10, 2023.

X The Department of Environmental Protection and Sustainability has no comment on the above-referenced zoning item.

Additional Comments:

Reviewer: Earl D. Wrenn

Real Property Data Search () Search Result for BALTIMORE COUNTY

View GroundRent Registration View Map View GroundRent Redemption Special Tax Recapture: None Account Identifier: District - 03 Account Number - 2500015530 **Owner Information** Owner Name: GARRISON COMMERCIAL PROPERTIES 2 LLCUse: COMMERCIAL Principal Residence:NO 1258 HENRY ST Deed Reference: /46447/ 00348 Mailing Address: BALTIMORE MD 21230-**Location & Structure Information** 9911 REISTERSTOWN RD Legal Description: 0.894 AC Premises Address: OWINGS MILLS 21117-9911 REISTERSTOWN RD NES GARRISON PROPERTIES Map: Grid: Parcel: Nelghborhood: Subdivision: Section: Block: Lot: Assessment Year: Plat No: 2022 Plat Ref: 0080/0040 0067 0004 0004 10000.04 8040 2 Town: None **Property Land Area** County Use **Primary Structure Built** Above Grade Living Area Finished Basement Area 0.8940 AC Type Exterior Quality Full/Half Bath Last Notice of Major Improvements Garage Stories Basement Value Information Base Value Value Phase-in Assessments As of As of 01/01/2022 07/01/2023 07/01/2024 Land: 301,700 301,700 ٥ 0 Improvements 301,700 301,700 301,700 Total: 301,700 Preferential Land: 0 Transfer Information Seller: GARRISON PROPERTIES LLC Date: 02/22/2022 Price: \$0 Type: NON-ARMS LENGTH OTHER Deed1: /46447/ 00348 Deed2: Price: Date: Seller: Deed1: Deed2: Type: Date: Price: Seller: Deed1: Deed2: Type: **Exemption Information** 07/01/2023 07/01/2024 Partial Exempt Assessments:Class 000 0.00 County: 0.00 State: 000 0.00|0.00 0.00|0.00 Municipal: 000 Special Tax Recapture: None

Homestead Application Information

Homestead Application Status: No Application

Homeowners' Tax Credit Application Information

Homeowners' Tax Credit Application Status: No Application

Date:

Z023-0190-X

