

# TOWN OF GUILDERLAND

## Planning Department

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## MEMORANDUM

TO: Stephen J. Feeney, Chairman  
& Town Planning Board

FROM: Kenneth Kovalchik, AICP, Town Planner

Date: December 3, 2025

SUBJ: **Sketch Plan Review Dutch Mill Acres Planned Unit Development Application –  
3633 Carman Road**

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### **Town Board Acceptance**

At their November 18<sup>th</sup> meeting the Town Board accepted the application for a Change in Zone from the General Business (GB) District to a Planned Unit Development (PUD) by a 3-2 vote.

### **Dutch Mill Acres Planned Unit Development Summary**

The applicant is requesting a change of zone of a 16.2 +/- acre parcel located at 3633 Carman Road from a General Business (GB) District to Planned Unit Development (PUD). The current land use on the parcel includes a single-family residence and a number of accessory buildings. Surrounding zoning consists of property located in the R15 District to the east (Lone Pine Subdivision); parcels to the North, on the north side of Lone Pine Road, are located in the MR District and consist of single-family dwellings and the Mallards Pond Condominiums; parcels to the south, on the south side of Spawn Road, are located in the R15 District; Parcels to the West, on the west side of Carman Road, are located in the R40 District.

The project will consist of the following:

- 107 two-story residential units consisting of a mix of 4-unit and 8-unit buildings, along with two mixed-use buildings consisting of 16-units and 13-units.
- A percentage of the units will be workforce housing units offering reduced rents to tenants
- 6,000 square feet of commercial space located adjacent to Carman Road.
- On-site amenities will consist of a clubhouse, fitness center, outdoor patio, fire pit/grilling areas and pet friendly gathering spaces.
- New sidewalk on Lone Pine Road, from Carman Road to DiBella Drive, approximately 1,800 linear feet.

- New sidewalk on Carman Road along the subject parcel frontage approximately 525 linear feet.
- Sidewalks internal to the site.
- Over 50% of the site will be preserved as green space.
- A 100ft setback to existing residential properties with a 50' wide no cut area.
- All access to the site will be from Carman Road.

The density of the proposed PUD is approximately 7 units per acre. As comparison the Multiple Residence District permits 12 units per buildable acre and the Townhouse District permits 6 units per buildable acre.

### **Fort Hunter/Carman Road Neighborhood Transportation Plan**

The proposed Dutch Mill Acres PUD site is located on the east side of Carman Road, between Lone Pine Road and Spawn Road is currently zoned General Business (GB). Recommendations in the Plan stated:

“There are several vacant parcels of land in and around the corridor that could lend themselves suitable for commercial or more intense residential development. One such location is the 17-acre parcel located on the east side of Carman Road between Lone Pine Road and Spawn Road. Currently zoned General Business (GB), consideration should be given to changing the zoning of this large parcel to Local Business (LB) for the ***development of a small scale, pedestrian oriented, commercial/retail “village”***, or for the development of a senior apartment/townhouse village.”

“Given the existing zoning classifications, the LB district would be the preferred alternative due to the fact that limiting the amount of commercial activity outside of the commercial nodes along the corridor would lessen traffic impacts to the area. ***However, in an effort to further respond to regional market trends, consideration should also be given by the Town for the creation of a new, “Traditional Neighborhood Development District” (TNDD) for this and other transitional areas of the corridor. It is envisioned that a new TNDD would allow Fort Hunter/Carman Road Neighborhood Transportation Plan for more of a pedestrian friendly, neighborhood scale, mix of small-sized local commercial uses interspersed with and/or incorporating a secondary mix of onsite residential uses. This new district designation would in many ways mirror the more traditional Planned Unit Development Districts (PUD) found in larger parcel developments, but would provide for smaller-scaled, context sensitive, in-fill development in areas physically limited by existing/adjacent development.***”

### **Conclusions**

The Carman Road Study was supportive of a zone change on the parcel. The Study recommended uses such as a commercial/retail development; a mixed-use type of project, which would consist of commercial uses and a mix of residential uses or a senior apartment/townhouse project.

### **Comprehensive Plan Update 2025**

At the November 18<sup>th</sup> Town Board meeting the Board adopted the Comprehensive Plan Update. The recommendations in the Comprehensive Plan Update reflect the vision residents have for the Town. There are a number of Housing recommendations and Transportation recommendations in

the Comprehensive Plan Update that are supportive of the proposed Dutch Mill Acres PUD, as follows:

**Recommendation D-1 – Explore tools and approaches to support the Town’s Pro-Housing Designation.**

The Town of Guilderland has been designated a Pro-Housing Community by the NYS Office of Homes and Community Renewal and strategies should be investigated to support the steps of the program. When considering potential streamlining of approvals and land use permitting the focus should be affordable housing, accessible housing, accessory dwelling units, and supportive housing. To shepherd the program, the Town should act as a resource for developers to understand and access applicable public funding sources.

The Town should be proactive in seeking affordable housing opportunities as this approach can increase neighborhood diversity while meeting the housing needs of low- and moderate-income citizens. Pursuing such projects can assist in alleviating housing shortages and attract a wide range of residents. Furthermore, this may lead to increased collaboration with developers, allowing the Town to secure funding and incentives for inclusive development.

**Recommendation D-3 - To maximize the Town’s investments in public water and sewer, transportation, and pedestrian connections, expand opportunities for housing types other than single-family in appropriate districts, provided there are design standards to ensure new housing is compatible with existing neighborhoods.**

Multi-family housing types can allow for efficient use of water, electrical utility, and transportation infrastructure, since a greater number of people are connected by fewer miles of pipe, cable, and road. Multi-family housing can also support the maintenance or expansion of public transportation service in a given area by providing sufficient population densities to satisfy transportation system demand models. Like other types of development, multi-family residential development should be situated appropriately, where infrastructure investments can support such construction, and should conform to design guidelines that are in accord with the envisioned neighborhood character.

**Recommendation F-1 - Enhance pedestrian mobility safety and connections by working to link Town community centers, recreation facilities, neighborhoods, shopping, schools, public parks and employment areas with sidewalk networks and multi-use trails. Explore opportunities to connect Guilderland bike/pedestrian infrastructure to the Albany County Rail Trail and other regional trail networks.**

Public desire for greater walkability in Guilderland was a consistent and prevalent theme in input received throughout the Comprehensive Plan Update process. Although materials costs have risen substantially in recent years, the Town has successfully installed sidewalks along portions of Western Avenue, Carman Road, and Old State Road, leveraging Town resources to unlock opportunities for grant funds.

## **Pro-Housing Community Designation**

In June 2024 the Town of Guilderland became a designated Pro-Housing Community by NYS Homes and Community Renewal. In 2023, Governor Hochul signed Executive Order No. 30 to establish the Pro-Housing Community Program in order to recognize and reward municipalities actively working to unlock their housing potential and encourage others to follow suit. Localities that have successfully unlocked housing growth or committed to taking important steps to support housing, such as by streamlining permitting and adopting pro-housing policies, and that have applied and submitted critical housing and zoning data to the state, will receive a certification from New York State Homes and Community Renewal.

As part of the certification process the Town submitted documentation showing that our housing stock had increased by 0.33 percent in the previous year or 1 percent over the previous three years to qualify for the certification. Additionally, the Town Board had to pass a resolution (Resolution No. 1 of 2024) stating the Town's commitment to Pro-Housing principles along with submitting the required housing and zoning data. The resolution included a number of steps the town would take to assist in alleviating the housing crisis, including:

1. Streamlining permitting for multi-family housing, affordable housing, accessible housing, accessory dwelling units, and supportive housing.
2. Adopting policies that affirmatively further fair housing.
3. Incorporating regional housing needs into planning decisions.
4. Increasing development capacity for residential uses.
5. Enacting policies that encourage a broad range of housing development, including multi-family housing, affordable housing, accessible housing, accessory dwelling units, and supportive housing.

As highlighted above, Recommendation D-1 in the Comprehensive Plan Update recommends the Town explore tools and approaches to support the Town's Pro-Housing Designation. A number of the Pro-Housing policies listed above are supportive of the proposed PUD.

## **Workforce Housing**

The applicant is proposing a percentage of the units to be workforce housing units. The Town Board, as lead agency, will determine the percentage of units that will be workforce housing units when making a density determination after the Planning Board sketch plan review is completed.

Workforce housing is a general term for housing that is affordable to middle-income workers who earn too much to qualify for traditional low-income housing subsidies but cannot afford market-rate housing in their communities. It is primarily intended for essential workers such as teachers, police officers, firefighters, healthcare workers, and retail clerks who provide vital services to the community. The general guideline for workforce housing eligibility is for households earning between 60% and 120% of the Area Median Income (AMI), though the specific range can vary by location and local programs.

Workforce housing is crucial for creating and maintaining a diverse and stable community. It helps local businesses attract and retain employees, strengthens the local economy, and ensures that

essential service providers can live within the communities they serve. Without it, these workers may be forced to live far away, leading to long commutes and less community engagement.

Understanding the importance that this type of housing is in the Town, the Guilderland Industrial Development Agency (IDA) adopted a formal workforce housing policy at their October 28, 2025 meeting.<sup>1</sup> The IDA adopted a 25/80 rule. Which says if a housing developer requests assistance from the IDA then at least 25% of the units are to be set aside for individuals who earn 80% of the Albany County area median income, which is \$92,880.

## **Traffic**

### Existing Conditions

The applicant provided a Traffic Impact Evaluation Report dated October 16, 2025 prepared by Lansing Engineering. Traffic volume data was collected on Carman Road from Monday, September 22, 2025 through Friday, September 26, 2025 via automatic traffic recorder (ATR). The data shows that near the project site there is approximately 795-854 vehicles per hour (vph) between 7:00AM and 9:00AM and approximately 1,054 to 1,088 vph between 4:00PM and 6:00PM. The average daily traffic (ADT) volumes are approximately 12,050 vehicles per day (vpd). The traffic volume data is included in Attachment B.

### Project Site Generated Traffic Volumes

Lansing Engineering utilized the Institute of Transportation Engineers (ITE) Trip Generation Manual 12<sup>th</sup> Edition, which is the industry standard for estimating trips for different land uses. The trips for the proposed PUD were estimated using land use code (LUC) 220 for multi-family housing (Low Rise) and LUC 822 for Strip Retail Plaza (<40k square feet).

The total new trips generated by the site during the AM Peak Hour is 66 trips (21 entering and 45 exiting) and 75 trips during the PM Peak Hour (42 entering and 33 exiting). The magnitude of site generated trips results in less than the NYSDOT and ITE trip thresholds of the generation of 100 vehicle trips on a single intersection approach for determining the need for detailed off-site intersection analysis. It is anticipated that 45% of the new site generated traffic will travel to and from the north on Carman Road and 55% will travel to and from the south.

### Level of Service Analysis

Level of Service (LOS) is a qualitative measure used by transportation engineers and planners to describe the operational conditions within a traffic stream. It assesses the quality of traffic flow from a traveler's perspective, using metrics such as speed, travel time, freedom to maneuver, and comfort. LOS is assigned a letter grade from A (best operating conditions, free flow) to F (worst operating conditions, forced or breakdown flow/congestion).

During the AM Peak Hour the Carman Road north and south driveways will operate at an LOS A, B or C depending on the turning movement. During the PM Peak Hour the north and south driveways will operate an LOS A, B or C depending on turning movement.

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<sup>1</sup> <https://altamontenterprise.com/11062025/guilderland-ida-adopts-housing-policy>

### **Review Process for Planned Unit Development Applications**

The PUD review process is outlined in §280-17.E of Town Zoning Law. The Town Board is the lead agency with the Planning Board providing sketch plan and site plan reviews and recommendations to the Town Board.

Pursuant to §280-17.E.3 of Town Zoning Law the Planning Board will conduct a sketch plan review of the PUD. The sketch plan shall provide information necessary for the Planning Board to make a recommendation on the property rezone and for the Town Board to make a determination of significance under the SEQRA. The sketch plan application shall include, but not be limited to, information on the types and intensity of uses proposed; projected traffic and noise levels; demands on municipal services; on-site natural, historic or archeological resources; drainage patterns; and surrounding community character.

### **Next Steps**

Once the Planning Board has completed the sketch plan review the Board shall issue a sketch plan report to the Town Board pursuant to §280-17.E.3.