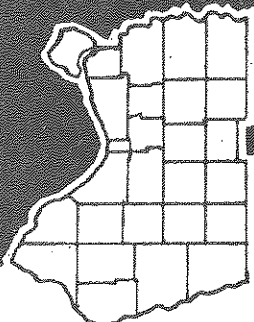


# **Town of Holland Master Plan Update**

## **Erie County Wellhead Demonstration Project**

**February 1994**



County of Erie  
DEPARTMENT OF  
ENVIRONMENT AND PLANNING



TOWN OF HOLLAND MASTER PLAN UPDATE

ERIE COUNTY WELLHEAD DEMONSTRATION PROJECT

PREPARED BY: Erie County Department of Environment and Planning  
Division of Planning

With Assistance from:

Town of Holland Planning Board  
Town of Holland Town Board

February, 1994

Although the information in this document has been funded wholly or in part by the United States Environmental Protection Agency under assistance agreement G002736-01-0 to Erie County, New York, it may not necessarily reflect the views of the Agency and no official endorsement should be inferred.

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## PREFACE

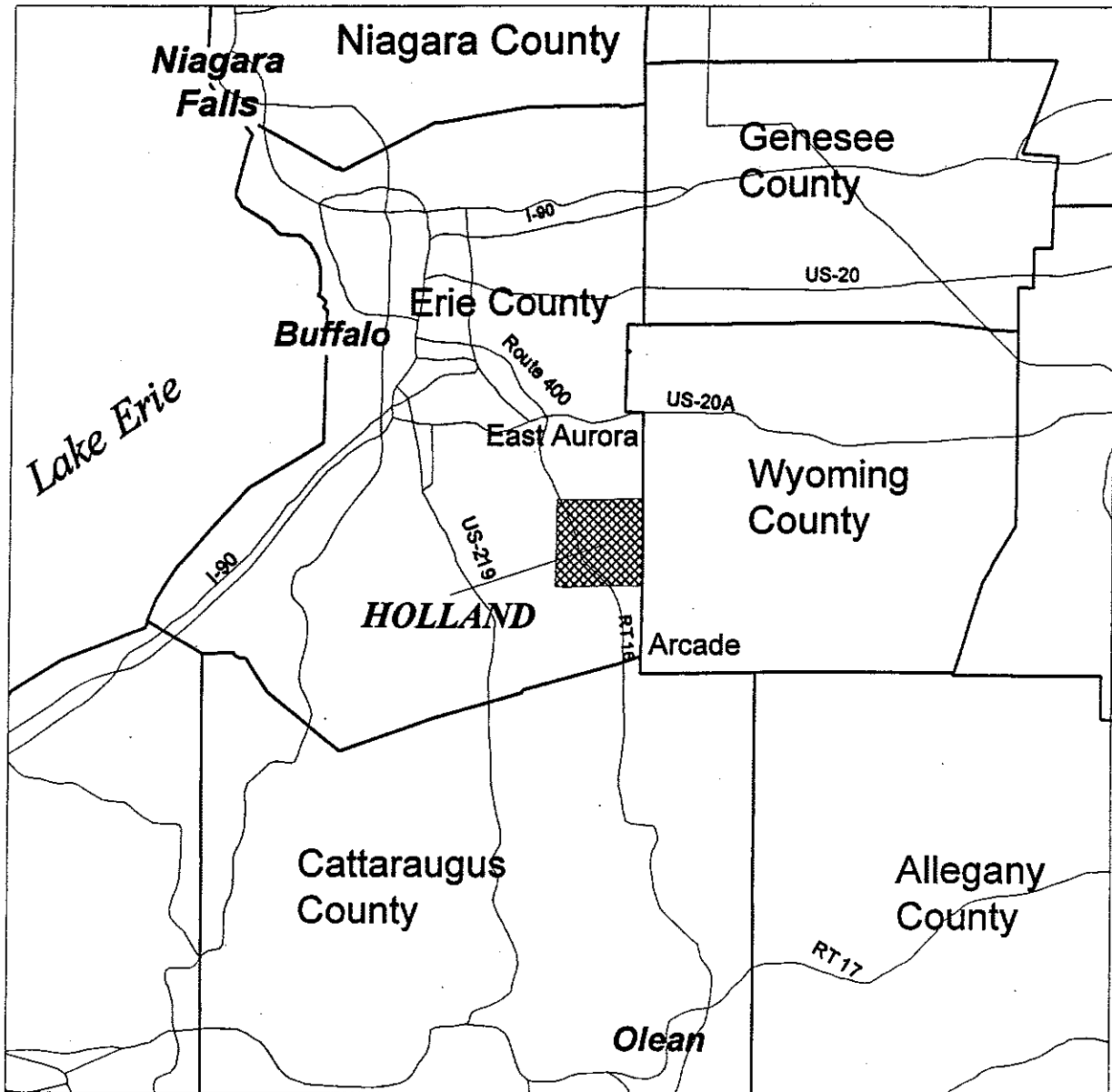
The 1994 Town of Holland Master Plan update illustrates how the Town can accommodate development while maintaining its rural character and strengthening its Hamlet core. The plan incorporates considerations for agricultural areas, environmental concerns, wellhead protection, and infrastructure availability to achieve a balance of residential, commercial, industrial, agricultural and open space land uses.

The Master Plan, used as a working document and integrated with local land use legislation such as zoning and site plan review, will be a useful resource for Town officials in guiding development through the year 2020.

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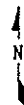
Map 1

# TOWN OF HOLLAND REGIONAL SETTING



Prepared by the  
Erie County Department of Environment and Planning  
Division of Planning  
February, 1994

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## CHAPTER I

### INTRODUCTION

A municipal master plan is intended to provide a community with a framework to assist in current and future public policy decisions. The plan's foundations consist of an evaluation of past and future trends, community attitudes and preferences, and an analysis of the community's physical characteristics.

The Town of Holland last prepared a master plan in 1972 (see Maps 2 and 2a). The plan envisioned a Holland of 1990, and formulated a number of recommendations and guidelines. Several of these recommendations were implemented, and others remain valid today. Nevertheless, during the 22 years since its preparation, a number of unanticipated events and trends have created the need to update and refine the 1972 plan.

At the time of the last plan's preparation in 1972, the Town of Holland had a population of 3140 (1970 U.S. Census) and a total of 918 housing units. During the decade of the 1960's, the Town's population had increased 36%, from 2304 to 3140. Population growth at that time was expected to increase slowly in New York State, Western New York and Erie County for the foreseeable future. Also, in 1972 plans existed for extending the Aurora Expressway (NY Route 400) south from East Aurora through Holland to the Southern Tier. The 1972 Master Plan envisioned a 1990 town population ranging from 4236 to 5825.

Among the findings and recommendations of the 1972 master plan were the following:

- o concentrate medium-density residential development (at 4 to 5 units per acre) in the Hamlet of Holland area, from Partridge Road to roughly one-half mile south of Vermont Street;

- o concentrate low-density residential development (at 2 units per acre) along Route 16 north and south of the Hamlet, as well as in the Burlingham Road area;
- o create a 340-acre industrial park along the east side of Route 16 north of Blanchard Road;
- o restrict strip commercial development (auto oriented uses) to areas along Route 16 north of the Hamlet to North Canada Street;
- o construct a grade-separated crossing of Vermont Street and the railroad;
- o reserve land on Route 16 at the north town line for an elementary school;
- o construct an auxiliary fire hall on Vermont Street at Vermont Hill Road;
- o create public parks along Cazenovia Creek south of Vermont Street, north of Partridge Road, and near the north town line;
- o establish floodplain protection measures along Cazenovia, Hunters and Buffalo Creeks;
- o provide off-street parking and aesthetic improvements in the Hamlet business district;
- o develop a pedestrian link between Holland Speedway and the Hamlet;
- o extend Partridge Road east across Route 16 to a new interchange at the proposed Route 400 Expressway; and
- o locate a sewage treatment plant at one of two sites on Cazenovia Creek (near the north town line, or near North Canada Street).



Since 1972, some of these recommendations have been implemented (floodplain protection, Hamlet parking, sewage treatment plant). Meanwhile the Town's population in 1990 was 3572, considerably less than anticipated in the 1972 plan. In addition, the southward extension of Route 400 is unlikely to occur in the foreseeable future.

Several developments have also occurred which were unanticipated in 1972. A new subdivision on Cherrywood Ridge and a summer residential community at Mountain Meadows have been established. A county sewer district has been created in the Hamlet. The Holland Agricultural District has been established. Most recently the local economy suffered a setback with the closure of the Fisher Price plant.

Given this background, an update of the Town's master plan is timely. Two other circumstances reinforce this timing. The first is the eight-year renewal of the Holland Agricultural District, scheduled to occur in 1994. Modifications to the Agricultural District boundaries are permitted at renewal. In the case of the Holland Agricultural District, such boundary changes can be incorporated into the overall town land use plan.

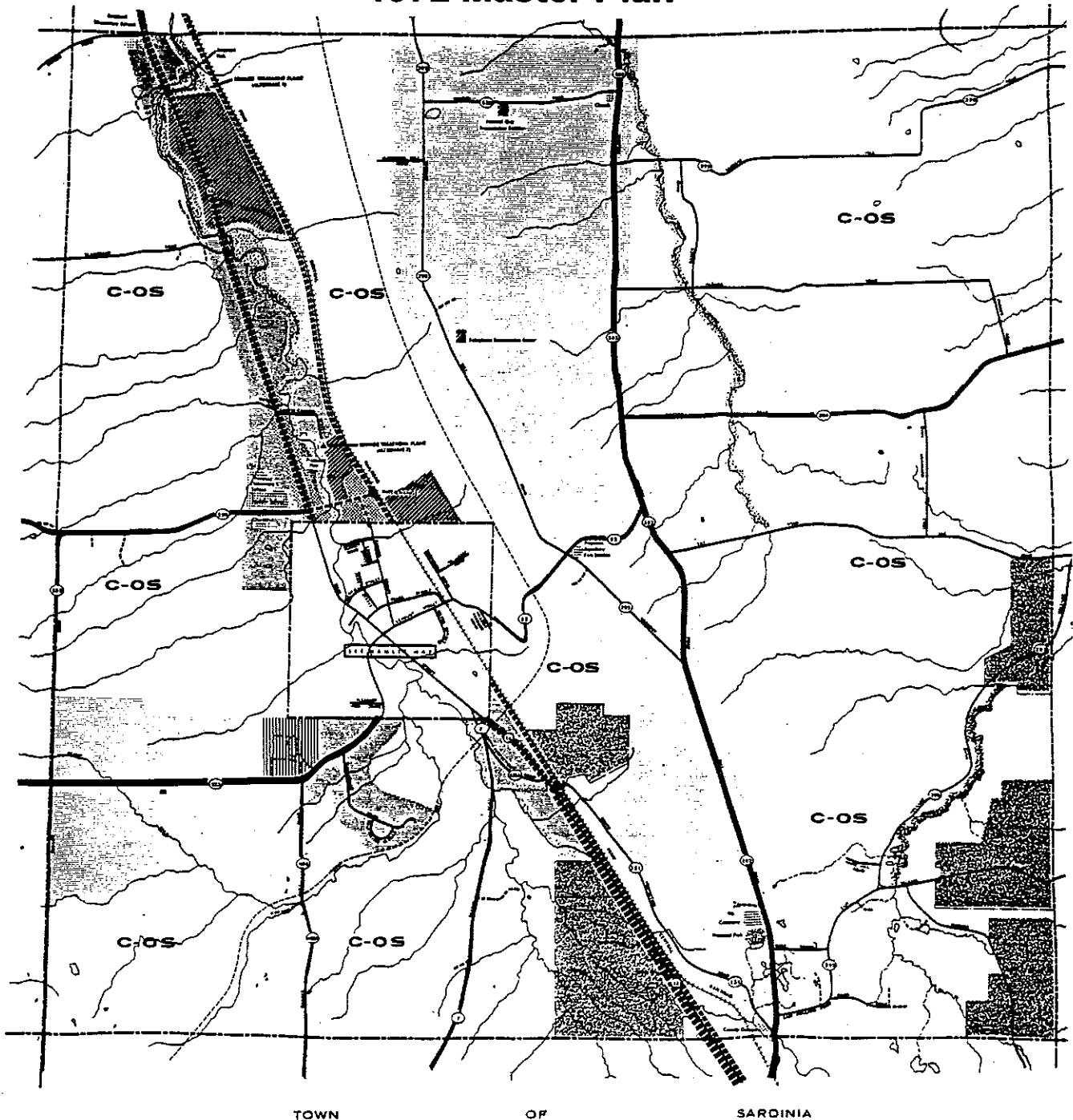
The second circumstance relates to the opportunity to capitalize upon an evaluation of the Town's public water wellhead protection area (WPA) and incorporate land use regulations to ensure the long-term integrity of the Town's public water supply. The Erie County Department of Environment and Planning has received funding from the United States Environmental Protection Agency to conduct this evaluation.

The following document represents a redefinition of community goals for the next quarter-century. It includes an analysis of the Town's physical and environmental features. It examines recent trends and offers projections based on expected future trends. A series of overall development goals and policies have been defined, and were used in preparing a series of land use recommendations for the Town of Holland through the year 2020.

# Map 2

## Town of Holland

### 1972 Master Plan



#### COMPREHENSIVE MASTER PLAN

##### LAND USE PLAN

- Medium Density Residential
- Low Density Residential
- Rural Residential - Agriculture
- C-05 Conservation - Open Space
- Highway Commercial
- Light Industrial & Utility
- Commercial Recreation

##### CIRCULATION PLAN

- |                            |          |
|----------------------------|----------|
| Existing                   | Proposed |
| Principal Arterial Freeway |          |
| Rural Arterial             |          |
| Rural Major Collector      |          |
| Rural Minor Collector      |          |
| Local Street               |          |
| Private Road               |          |

July, 1972

##### COMMUNITY FACILITIES PLAN

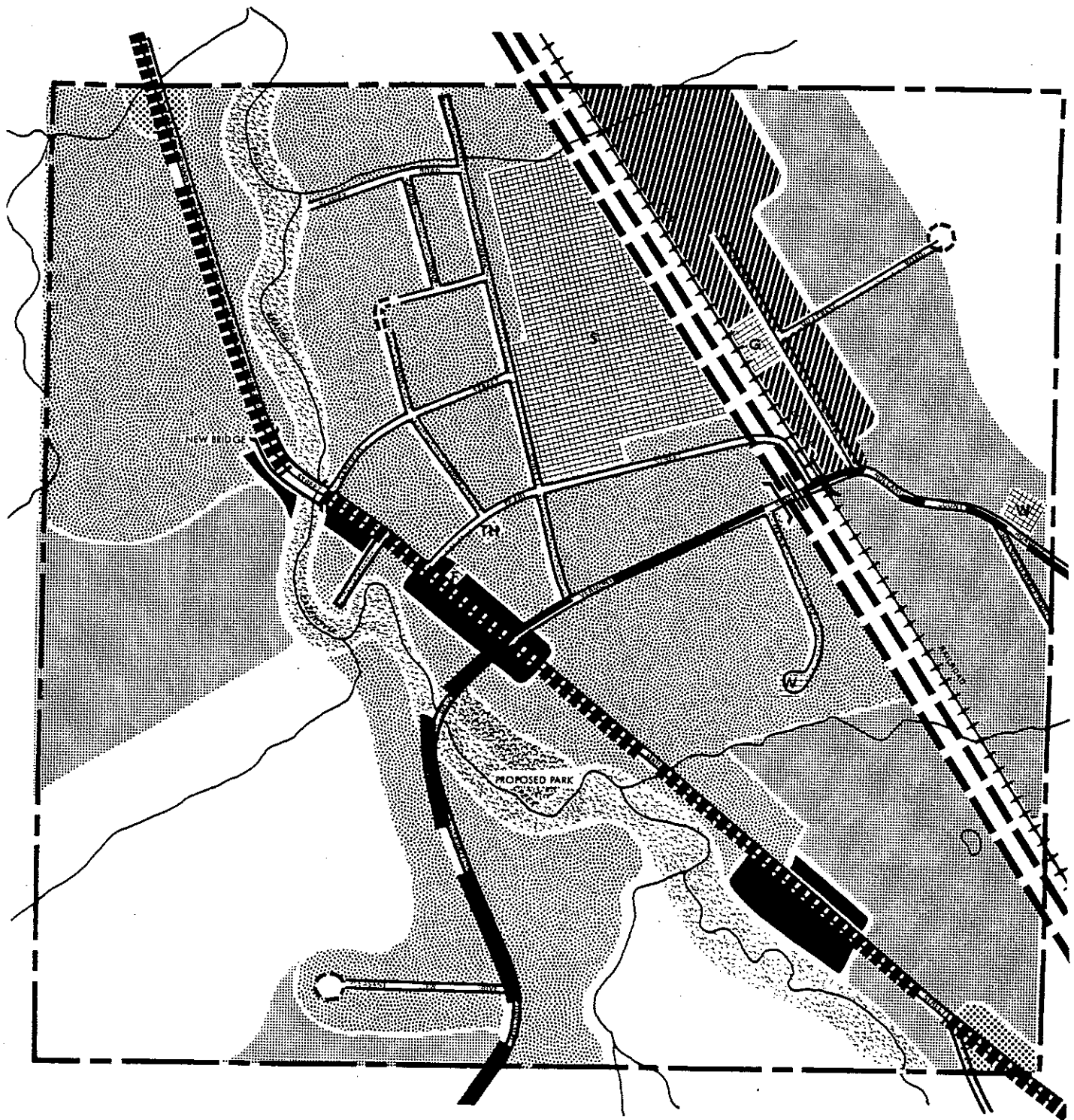
- Public or Private Recreation Area and Open Space
- Public or Quasi-Public Facilities
- Stream and Floodway Protection
- Hiking Trail



# Map 2a

## Town of Holland

### 1972 Hamlet Master Plan



#### COMPREHENSIVE MASTER PLAN

##### LAND USE PLAN

- Medium Density Residential (4 D.U./Acre)
- Low Density Residential (1 D.U./Acre)
- Conservation - Open Space (1 D.U./5 Acres)
- General Commercial
- Highway Commercial
- Light Industrial

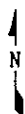
##### CIRCULATION PLAN

- | Existing                   | Proposed |  |
|----------------------------|----------|--|
| Principal Arterial Freeway |          |  |
| Rural Minor Arterial       |          |  |
| Rural Major Collector      |          |  |
| Rural Minor Collector      |          |  |
| Local Street               |          |  |

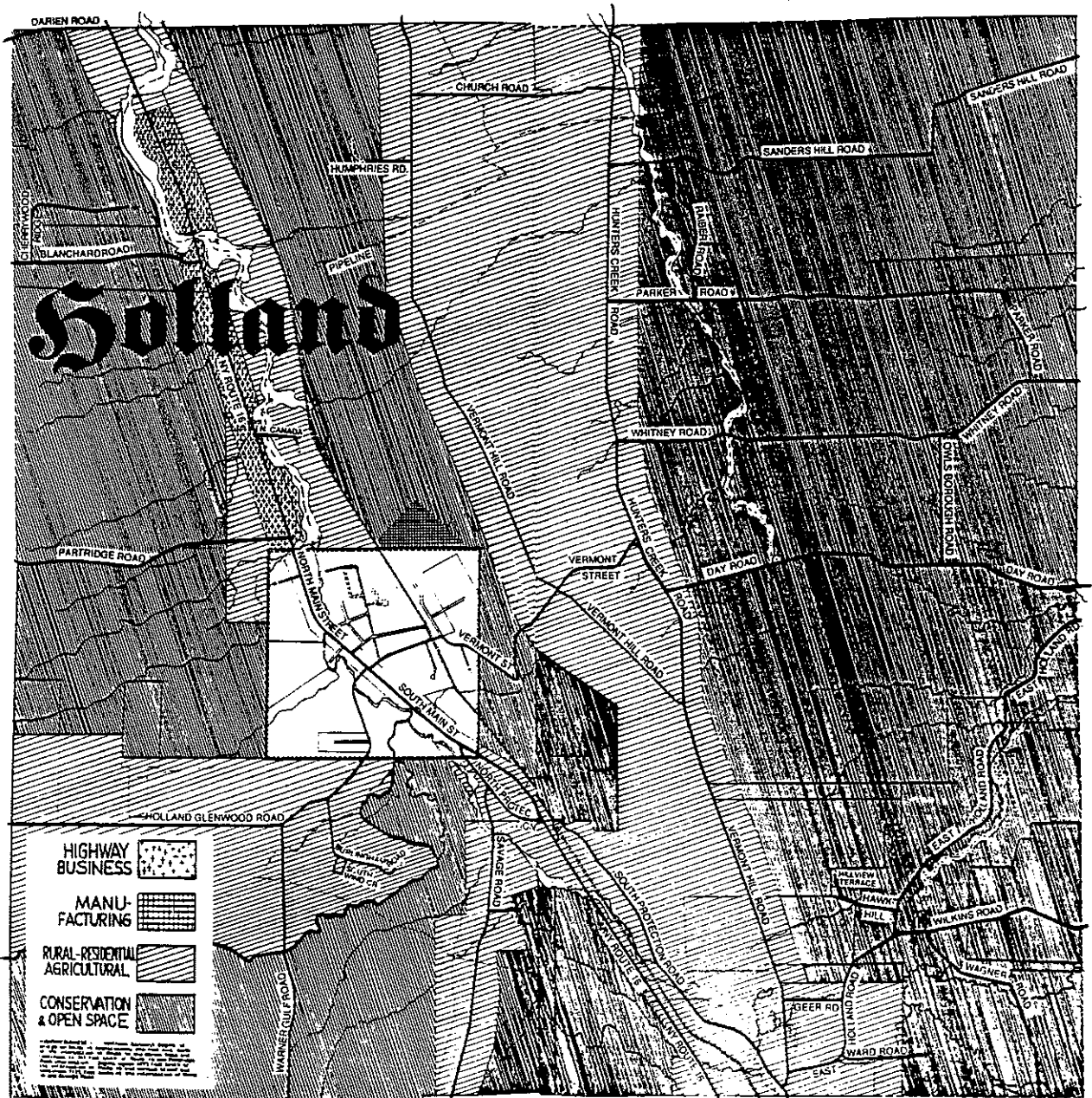
##### COMMUNITY FACILITIES PLAN

- Flood Plain Preservation
- Public Facilities
- TH Town Hall W Water Facility
- F Fire Station G Town Garage
- S School

SCALE 0 100 200 FEET



# Map 3 Town of Holland Existing Zoning



TOWN OF SARDINIA

## ZONING DISTRICTS

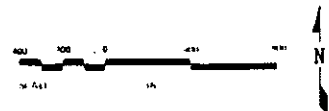
- C-05 CONSERVATION OPEN SPACE
- R-1 RURAL RESIDENTIAL - AGRICULTURE
- R-1 LOW DENSITY RESIDENTIAL
- R-2 MEDIUM DENSITY RESIDENTIAL
- H-2 HIGHWAY BUSINESS
- M MANUFACTURING - INDUSTRIAL

1000 0 1000 2000 3000  
FEET



[illegible]

C-05 -- CONSERVATION - OPEN SPACE  
R-1 -- LOW DENSITY RESIDENTIAL  
R-2 -- MEDIUM DENSITY RESIDENTIAL  
G-B -- GENERAL BUSINESS  
H-B -- HIGHWAY BUSINESS  
M -- MANUFACTURING - INDUSTRIAL



## CHAPTER II

### EXISTING CONDITIONS

#### A. General Description

The Town of Holland is located in southeastern Erie County, approximately 25 miles southeast of downtown Buffalo. The Town occupies 36.1 square miles of area (23,104 acres) in a rough 6-mile by 6-mile square. The Town's population as of the 1990 U.S. Census was 3,572.

Dominant physical characteristics of the Town are the valleys of Cazenovia and Hunters Creeks, both running north-south and flanked by substantial ridges and hills. A major state highway, NY Route 16, and a parallel rail line extend the entire length of the Cazenovia Creek Valley, which is the site of the most intensive development in the Town. Most of this development is concentrated in the Hamlet of Holland, which occupies roughly one square mile slightly west of the Town's geographic center.

The Town of Holland was incorporated in 1818. It was established as an agricultural community, and agriculture remains the most important land use to this day. Dairy farming predominates, although other livestock and cash crop enterprises exist. Nearly 7000 acres of land (nearly 30% of the Town's total area) are currently farmed.

#### B. Transportation

The single most important highway in the Town of Holland is New York State Route 16 (also known locally as Main Street in the Hamlet, and elsewhere as Olean Road), which extends seven miles northwest-to-southeast across the Town following Cazenovia Creek. To the north, this road connects Holland to metropolitan Buffalo and to the interstate highway system via the Aurora Expressway (NY 400), which presently terminates five miles north of the Hamlet of Holland. To the south, Route 16 extends to the Southern Tier

Expressway and Olean. Average daily traffic volumes on Route 16 within Holland range from roughly 7,000 vehicles south of the Hamlet to 10,000 vehicles within and north of the Hamlet.

Thirteen Erie County highways serve the Town of Holland, forming a 36-mile road network. The heaviest average daily traffic volumes on the county system occur on Vermont Street, a major street in the Hamlet and a key east-west road in the Town (1685 vehicles); Holland-Glenwood Road, another east-west road serving the Hamlet (1090 vehicles); Hunters Creek Road, a north-south road east of the Hamlet (930 vehicles), Vermont Hill Road, another north-south road east of the Hamlet (430 vehicles); and Savage Road, a north-south road serving points south of the Hamlet (520 vehicles). Other east-west county highways include Partridge, Church, Sanders Hill, and Whitney Roads. Other north-south county highways include East Holland, North Protection, South Protection, Warner Gulf and Phillips Road. A 15-mile Town highway system completes the local road network.

A major Conrail line linking Buffalo with points south passes through Holland. This single-track line lies parallel and up to one-half mile east of Route 16, and defines the eastern limit of the Hamlet of Holland. There is an at-grade crossing of the track in the Hamlet on Vermont Street, and a bridge over the track one mile south of the hamlet on South Protection Road.

Map 4 illustrates the transportation system.

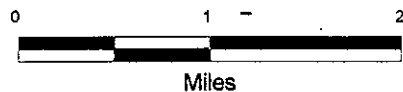
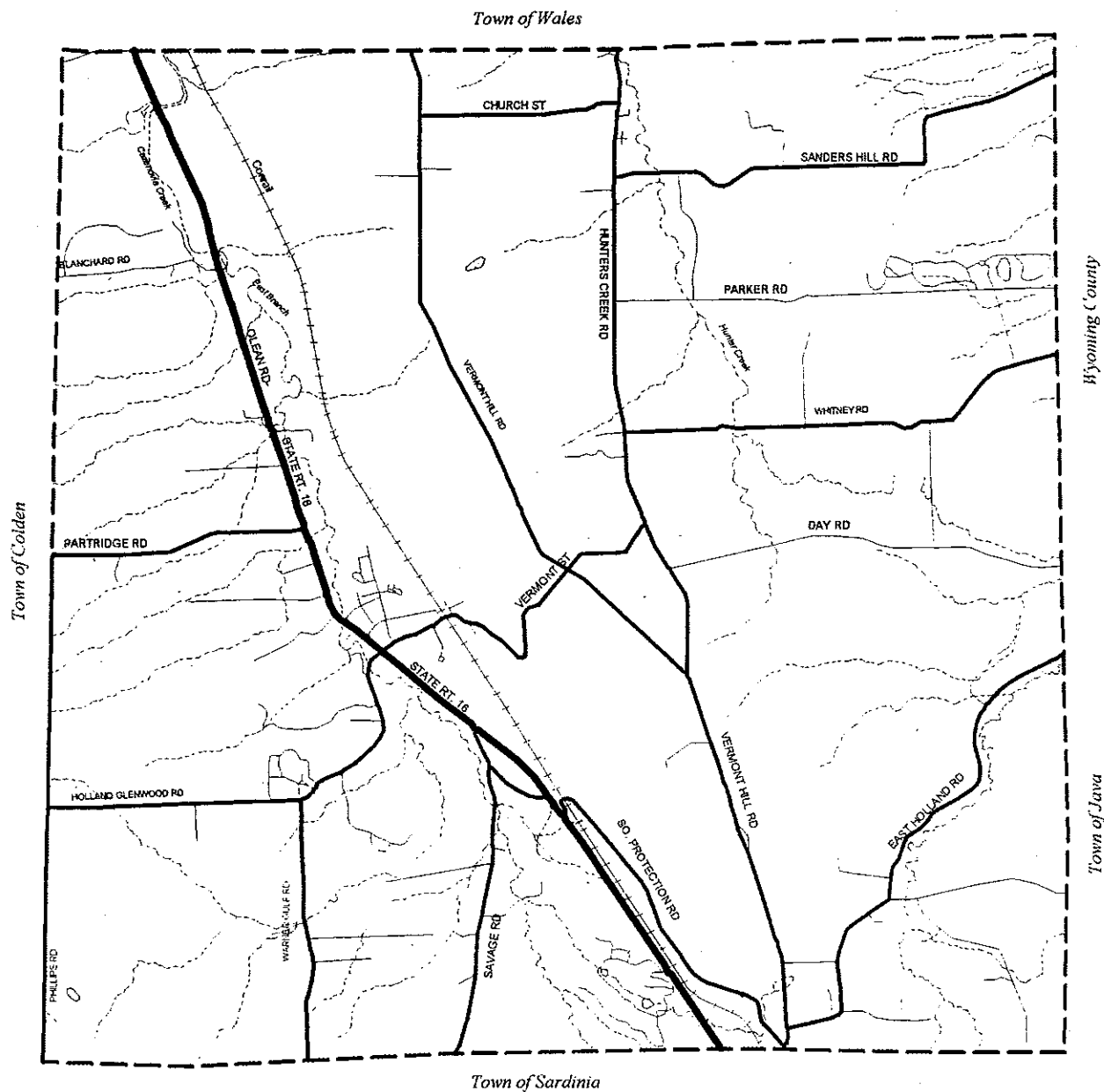
### C. Existing Land Uses

#### 1. Residential Uses

Residential development in the Town presently occupies approximately 800 acres of land (slightly more than three percent of the Town's total area). According to the 1990 U.S. Census, the Town contained 1,343 housing units; 508 of these units (38 percent of the Town's total) were located in the Hamlet. A total of 963 units (72 percent of all units) were owner-occupied.

# Map 4

## Town of Holland Transportation



Legend	
	State Roads
	County Roads
	Local Roads
	Railroads
	Water



Much of the Town's housing consists of single-family detached units on large free-standing lots. This type of housing is characteristic along Hunters Creek, Partridge, Capitol Heights, Savage, South Protection and East Holland Roads, although such units are found throughout the Town. Traditional subdivision type development has been rather limited to date; notable examples exist at Cherrywood Ridge, Taylor Heights, Burlingham Road, Pleasant View Drive, Hillcrest Road and Hillside Terrace, which combined account for less than five percent of the Town's total housing supply.

Higher-density housing in the Town is limited to the Hamlet area, where overall densities approach four units per acre. The Hamlet contains most of the Town's multiple unit structures, including a 24-unit senior citizens' apartment complex.

## 2. Commercial Uses

Commercial uses occupy roughly 40 acres of land within the Town. The vast majority of commercial uses are located along Route 16 from the north town line south through the Hamlet to Savage Road. Most commercial uses are locally-oriented convenience retail, service, and office. Larger establishments include an auto dealership and a trucking firm, both located in the Hamlet.

The Hamlet business district contains a diversity of small scale uses which include a bank, food store, restaurants, auto repair, car wash, pharmacy, antique dealers, professional offices, medical offices, and neighborhood convenience retailing, as well as a municipal parking lot. North of the Hamlet, commercial uses include service stations, food stores, restaurants, apparel stores, and medical offices.

### 3. Industrial Uses

Industrial land uses occupy approximately 60 acres of land within Holland. Industrial acreage is concentrated in the Hamlet, specifically on either side of Vermont Street at the Conrail crossing. Large industrial establishments in that vicinity include a lumber yard and an envelope manufacturers plant. A smaller industrial firm is located on Route 16 near Blanchard Road, north of the Hamlet. Three scrap yards are also located in the Town (on Vermont Hill, East Holland and South Protection Roads).

### 4. Institutional Uses and Public Facilities

Roughly 70 acres of land are occupied by institutional uses and public facilities. Principal among these are the Holland Central School complex in the Hamlet on Canada Street, and the Holland Middle School immediately north of the Hamlet on Route 16 at Partridge Road. Other public facilities include the Town Hall, Town Highway Garage, fire hall and post office in the Hamlet, as well as a County Highway Garage on South Protection Road at the south town line.

Other institutional uses include an American Legion Post, a boys and girls club, the Town Historical Society (all in the Hamlet) five churches (four in the Hamlet), and four cemeteries.

### 5. Recreation Uses

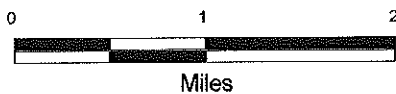
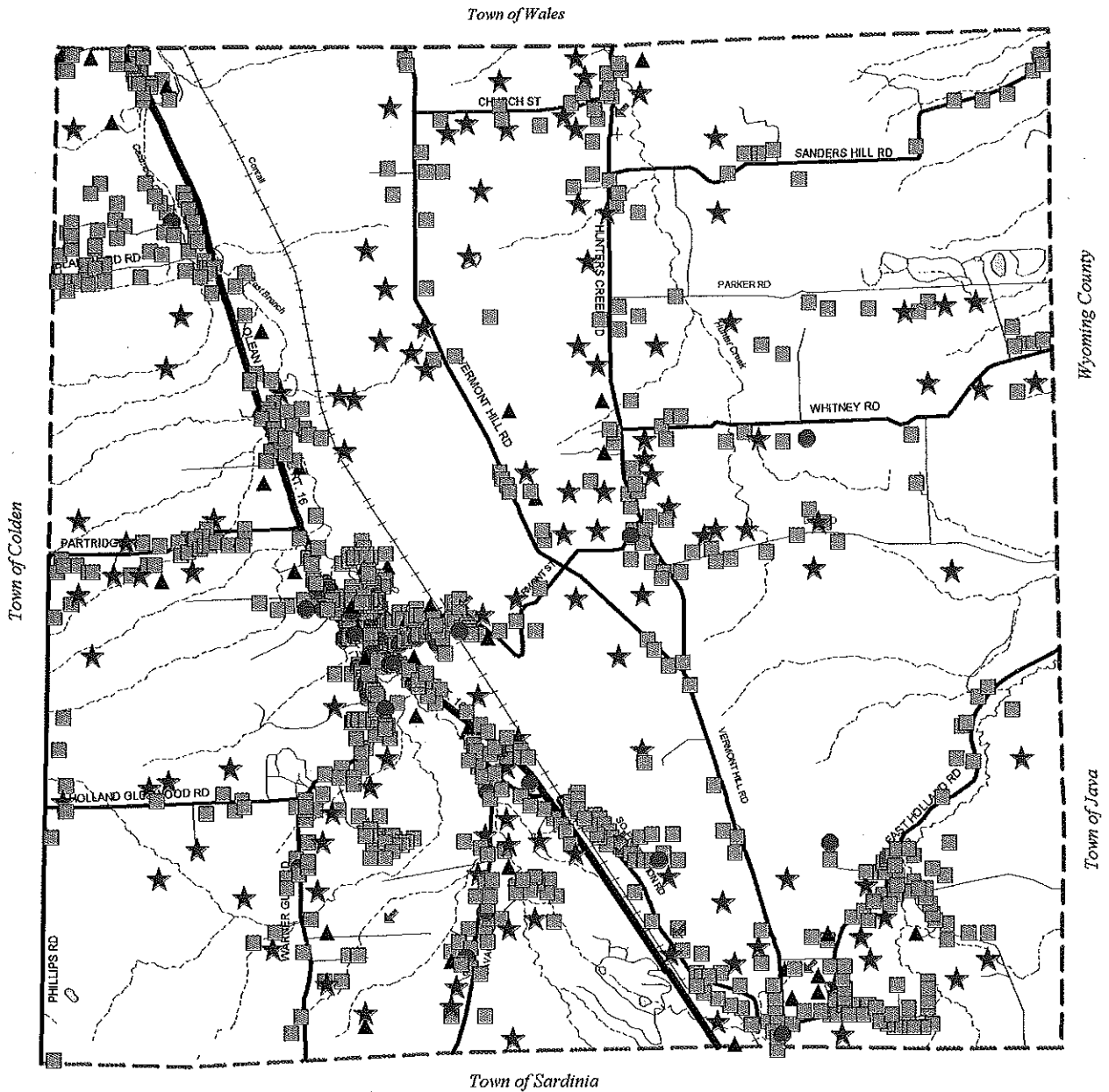
The Holland Town Park is located on Legion Drive in the Hamlet; roughly 6 acres has been developed for recreation use. Facilities include a shelter, picnic tables, and play equipment. Expansion of the park is under consideration, which would permit construction of athletic fields.

The Erie County Department of Parks, Recreation and Forestry maintains four forest plantations in the Town, which occupy a

# Map 5

## Town of Holland

### Residential Properties- by Type

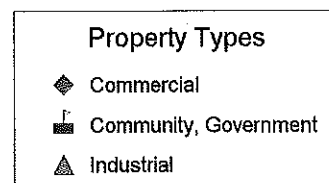
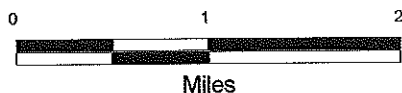
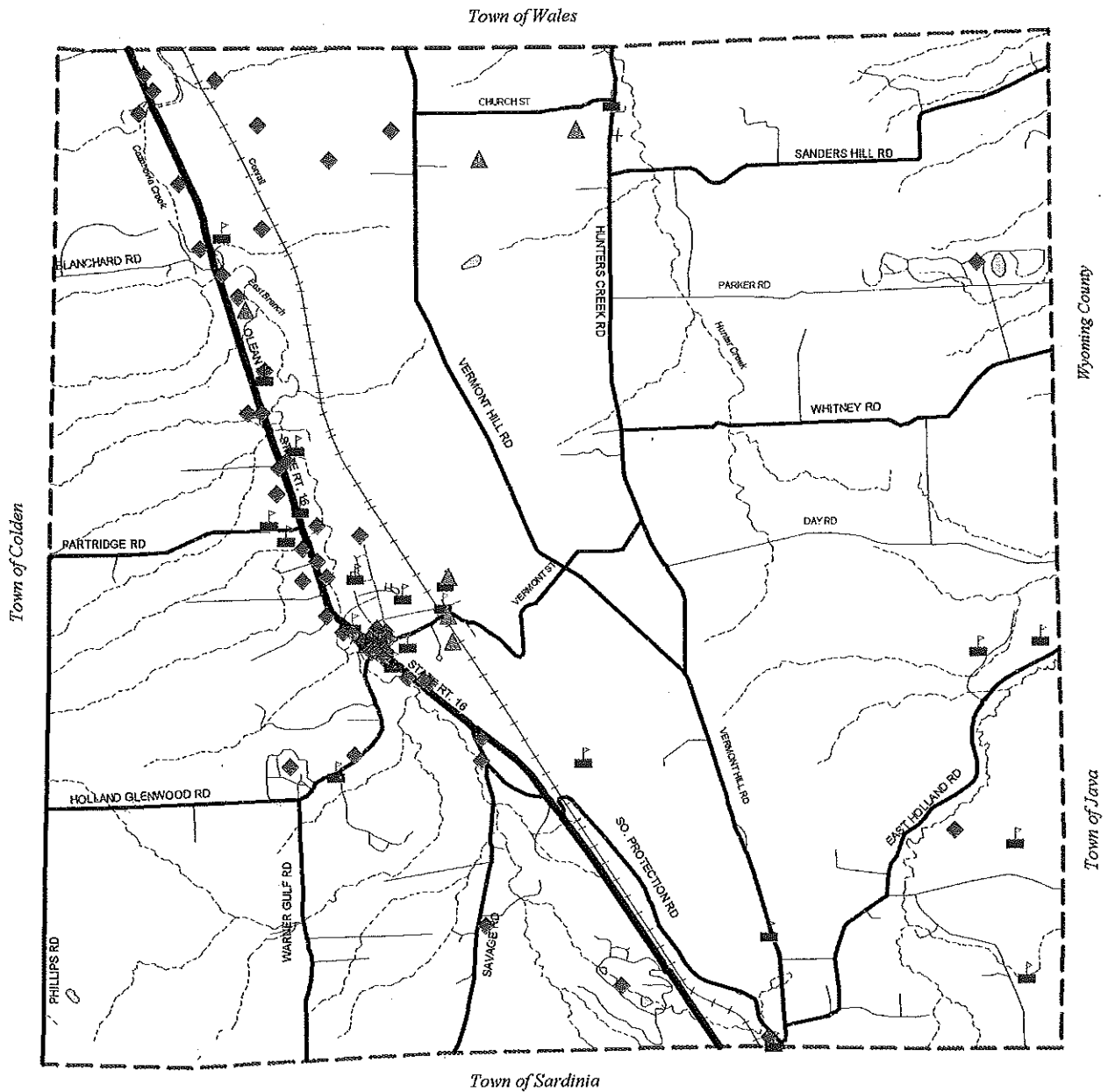


Property Class Codes	
	Residential- Single
	Residential- 2 & 3 Family
	Rural Residential
	Mobile Homes- Parks & Single
	Residential- Multiple

Erie County Department of Environment & Planning  
Division of Planning  
February, 1994

# Map 6

## Town of Holland Commercial, Community, Government, & Industrial Properties



total of 675 acres. All four sites are located in the southeastern quadrant of the Town.

Private recreation uses include the Holland Speedway on Holland-Glenwood Road one mile west of the Hamlet, the Mountain Meadows campground on Parker Road, a rod-and gun club on Route 16 south of the Hamlet, and an adjacent former scout camp being redeveloped for general camping.

Maps 5 and 6 illustrate existing land uses.

## 6. Utilities

Approximately 400 acres of land are occupied by highway rights-of-way, and an additional 45 acres by railroad right-of-way.

Erie County Sewer District No. 3 maintains a sewage treatment plant on Cazenovia Creek at the north end of the Hamlet on Route 16 near Partridge Road. The plant has an average daily processing capacity of 180,000 gallons; current daily flows average 140,000 gallons. The entire Hamlet lies within the boundaries of the sewer district (see Map 7).

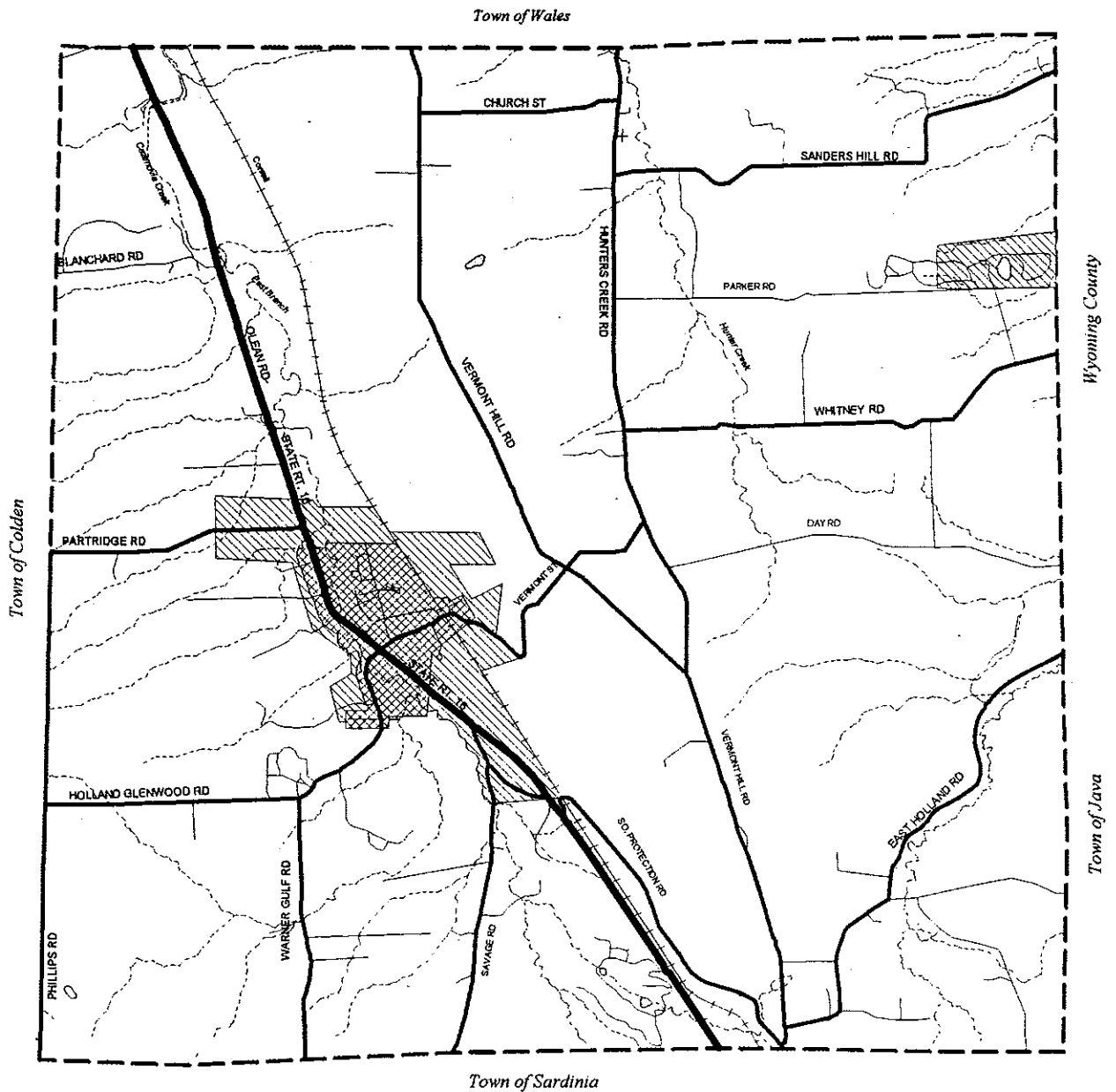
The Town of Holland operates a public water system within the Hamlet (see Map 7), with wells located on Water Street; two reservoir tanks are located on hills above the Hamlet, on Vermont Street and on Holland-Glenwood Road. The water system can safely supply up to 300,000 gallons per day; current daily utilization averages 110,000 gallons.

Other utilities include a natural gas transmission pipeline running north-south across the entire town in the Hunters Creek-Vermont Hill corridor, a telephone relay tower on Vermont Hill Road, and an electric substation on Route 16 immediately south of the Hamlet.

# Map 7

## Town of Holland

### Sewer and Water Districts



# Map 8

## Town of Holland

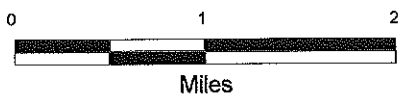
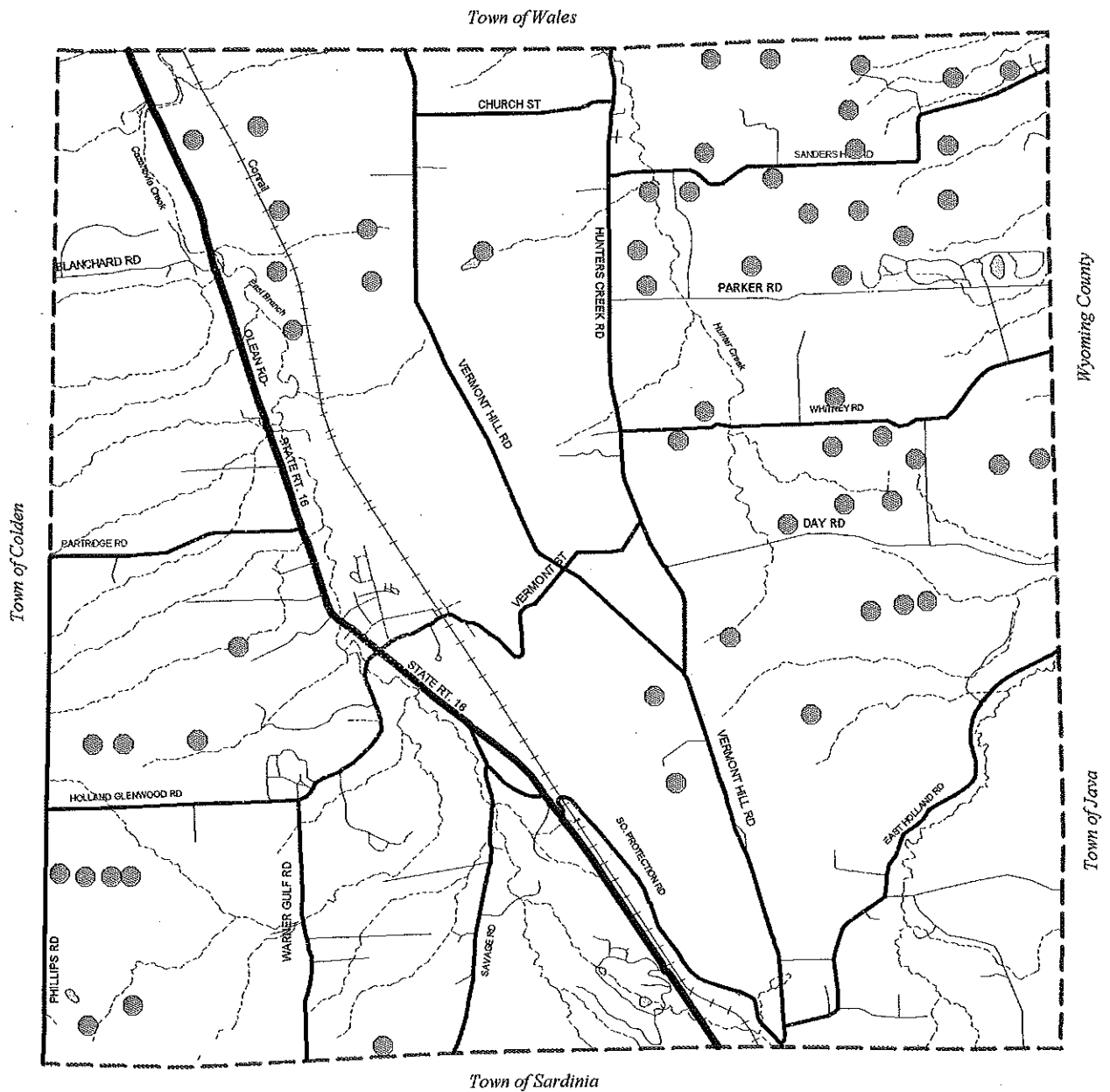
### Agricultural District



# Map 9

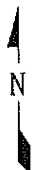
## Town of Holland

### Agricultural Properties



#### Property Types

● Agricultural





## 7. Agriculture and Other Uses

Slightly over 16,000 acres of land in Holland (over 68 percent of the Town's area) lie within the Holland Agricultural District as of the end of 1993 (see Map 8); this acreage is subject to change in 1994, as the district is undergoing its eight-year review. With the exceptions of the Hamlet and areas to its southwest along Warner Gulf Road, the Mountain Meadows area on Parker Road, and the extreme southeast portion of the Town virtually the entire remaining area of Holland is within the agricultural district.

Nearly 7,000 acres of Holland (30 percent of the Town's area) are reported as actively farmed (see Map 9). Dairy farming is the dominant activity.

Roughly 13,000 acres of land (56% of the Town's area) remain forested or vacant.

### D. ENVIRONMENTAL CONTEXT

#### 1. Topography

Much of the terrain in Holland is hilly, with some slopes exceeding 15 percent. The only extensive level area is in the Cazenovia Creek valley, a mile-wide feature extending from the Hamlet northwest five miles to the north town line. Elevations in this valley range from 1100' in the Hamlet to 940' at the town line (the lowest elevation in the town).

The Cazenovia Creek valley is flanked by two parallel ridges. To the west, the ridge reaches an altitude of 1840' (the highest elevation in the Town), at the point where the Town boundaries of Holland, Sardinia, and Colden intersect. To the east, the ridge (known locally as Vermont Hill) reaches an elevation of 1630'.

Less pronounced is the valley associated with Hunters Creek, two miles east of and parallel to Cazenovia Creek. This valley, whose lowest elevation in Holland is 1200', is flanked by Vermont Hill to the west and 1640' Crow Hill to the east.

Map 10 illustrates areas having steep slopes.

## 2. Soils

Generally, soil types in Holland fall into one of four broad associations:

- o Blasdell-Farnham-Alton - nearly level, moderately well-drained, deep, medium-textured soils found in the Cazenovia Creek valley north of the Hamlet;
- o Hudson-Varysburg-Valois - gently sloping to moderately steep, deep, well-drained soils found along Cazenovia Creek south of the Hamlet and along Buffalo Creek in southeast Holland;
- o Orpark-Manlius-Derb - varying slope, deep medium textured soils on uplands underlain by acid shale bedrock found in some areas in northwest Holland;
- o Volusia-Mardin-Erie - sloping, deep, somewhat poorly drained, medium-textured soils found on uplands in central, southwest and north Holland.

Most of the Cazenovia Creek valley is underlain by soils which the U.S. Department of Agriculture considers prime farmland soils. Other concentrations of prime farmland soils within Holland are found west of the Hamlet between Partridge and Holland-Glenwood Roads; south of the Hamlet between Warner-Gulf and Savage Roads; along Hunters Creek north of Day Road; and in areas of eastern Holland south of Whitney Road (see Map 11).

Detailed soils information for the Town of Holland is contained in the report entitled, Soils Survey of Erie County, New York, prepared by the Soil Conservation Service of the U.S. Department of Agriculture and issued in December, 1986.

### 3. Hydrology

The major surface water feature in Holland is Cazenovia Creek; the western half of the Town lies within this creek's watershed. The southeast quarter of the Town drains into Buffalo Creek. The northeast quarter of the Town drains into Hunters Creek, which is a tributary of Buffalo Creek.

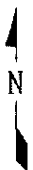
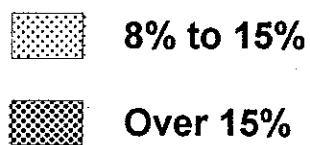
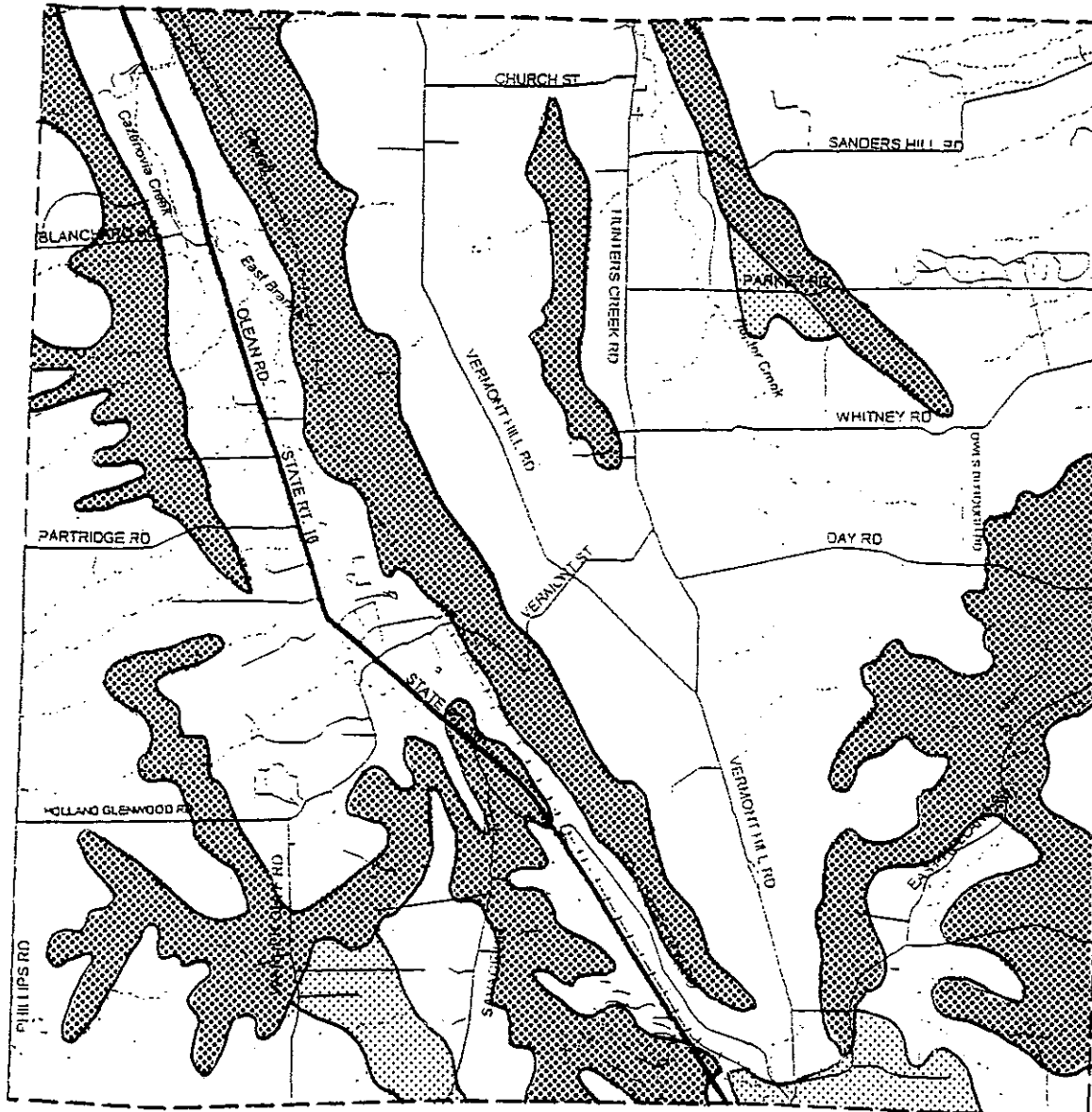
The channels of each of these three principal streams are flanked by narrow 100-year floodplains averaging 300' in width.

The New York State Department of Environmental Conservation has designated four wetlands in the Town. Three of these are in extreme southeast Holland, and two of these are located within Erie County Forestry lots. The fourth wetland lies east of Hunters Creek and north of Sanders Hill Road, extending into the Town of Wales.

The major groundwater feature in the town is located in a through valley paralleling Route 16. The Town of Holland pumps groundwater from these confined aquifers of sand and gravel which is overlain by 130 to 200 feet of lacustrine silt and clay. Unconfined aquifers consisting of sand and gravel deposited as alluvial fans by tributaries draining the uplands, overly these lacustrine deposits in some parts of this valley.

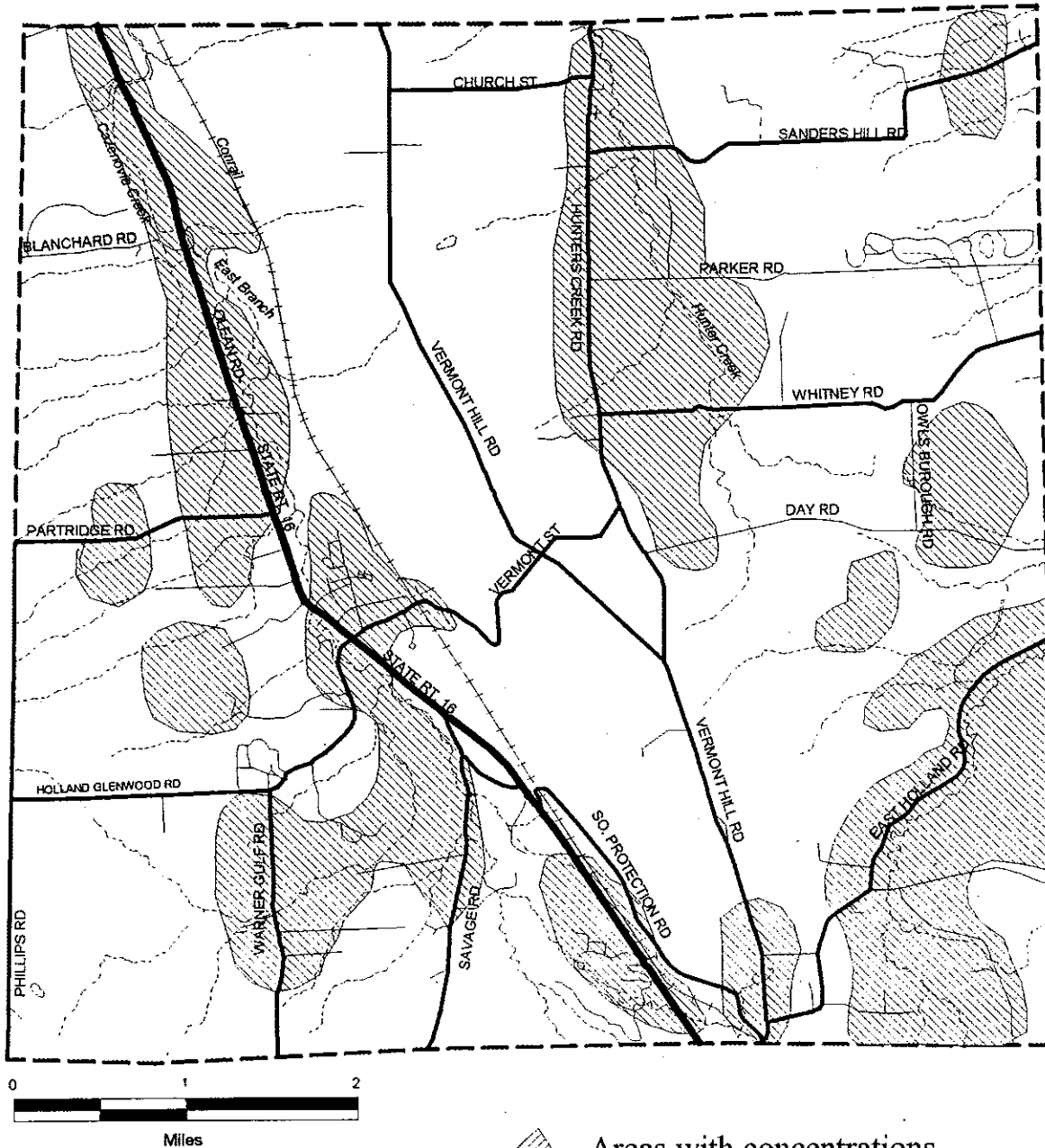
## Map 10

# Town of Holland Steep Slopes



## Map 11

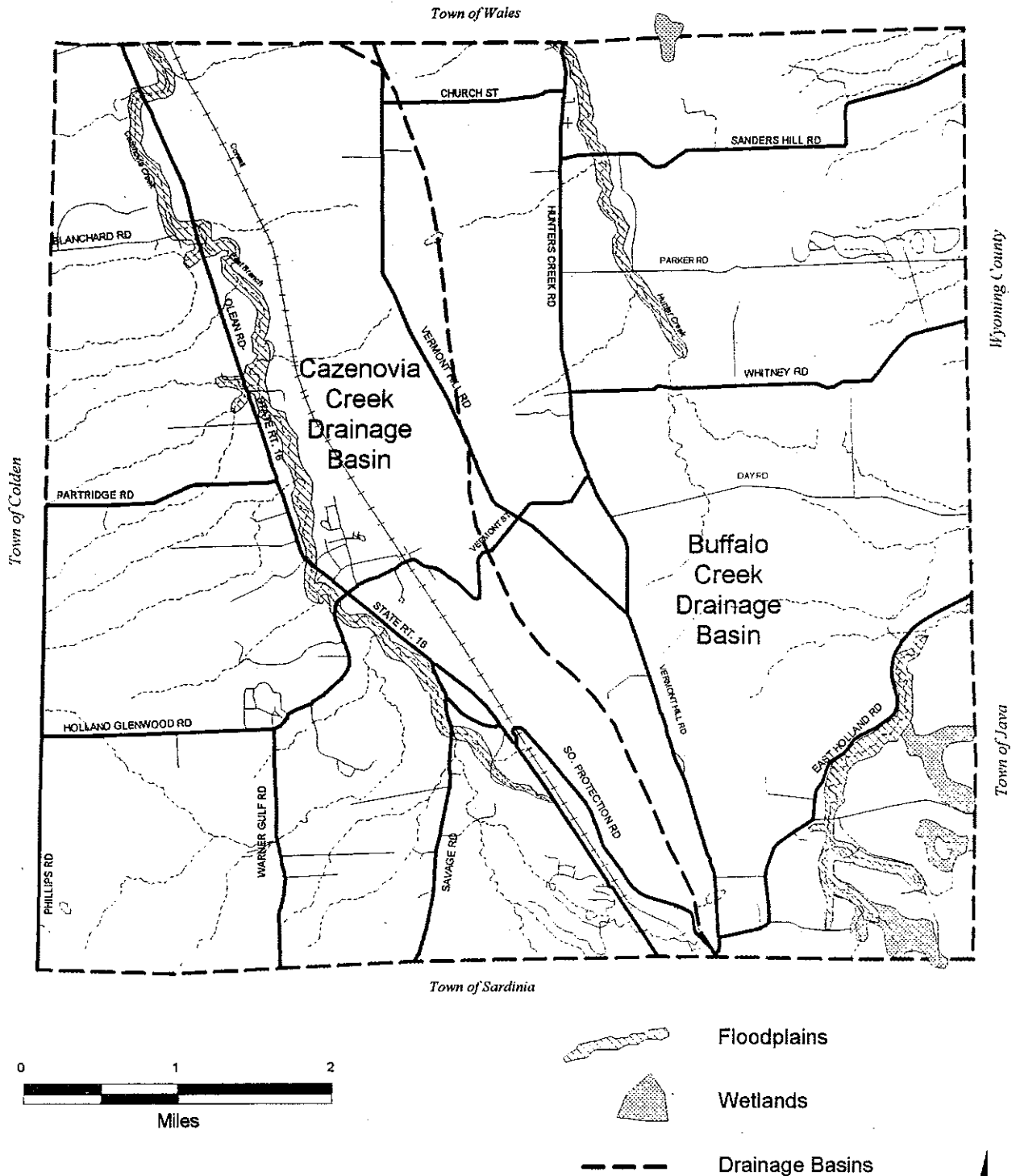
# Town of Holland Prime Farm Soils



Erie County Department of Environment & Planning  
Division of Planning  
February, 1994

## Map 12

# Town of Holland Floodplains and Wetlands



## E. PUBLIC FACILITIES

### 1. Town Government

Town of Holland offices are located on Pearl Street in the Hamlet, just east of Route 16. The two-floor building contains offices for Town officials and meeting rooms for municipal board and court functions. The Town Highway Garage is located on Edgewood Drive in the Hamlet just north of Vermont Street adjacent to the Conrail track.

### 2. Fire Protection

Fire protection for most of the Town is provided by volunteers of Holland Fire Protection District No. 1. The fire hall is located in the Hamlet on Route 16. The extreme northeast portion of the Town is served by the Strykersville Fire Protection District.

### 3. Schools

Virtually all of Holland lies within the Holland Central School District; a small area of northeast Holland adjacent to the Wyoming County line lies within the Pioneer Central School District.

The Holland Central Elementary and High Schools are located in a campus on Canada Street in the Hamlet. The Holland Central Middle School is located immediately north of the Hamlet on Route 16 at Partridge Road. Both sites include extensive athletic fields.

#### 4. Water Service

The Town of Holland public water supply is located at the end of Water Street in the Hamlet. In 1993, the system supplied water to 1685 persons through 400 connections. Daily consumption averages 110,000 gallons.

The water supply comes from two deep wells drilled in 1934. Well No. 1 is at a 200' depth, and well No. 2 is at 185'. These wells are 6' apart and are beneath blue and red clay in a sand-and-gravel layer. Water is fed through an aerator coke filter, chlorinated and pumped through the distribution network to two covered steel 200,000 gallon above-ground storage tanks (one on Vermont Street and one on Holland-Glenwood Road). The tanks are located to maintain 20 pounds per square inch pressure for distribution and fire safety.

The wells, water treatment and pump house are all housed in a secured small brick building. The wells are pumped alternately. The safe yields of wells 1 and 2 are 300,000 and 132,000 gallons per day respectively. The aerator coke filter is used to remove odor and to reduce manganese and iron content of the raw water.

The distribution lines are flushed four times per year and are adequately protected. The service area of the Town's water district is confined to the Hamlet; expansion of the system to include the Burlingham Road subdivision is planned.



Maps 13 and 13a illustrate the Holland Wellhead Protection Area.

Water service for the remainder of the Town is provided by private individual wells.

#### 5. Wastewater Disposal

Erie County Sewer District No. 3 serves the Hamlet area. The Holland service area encompasses roughly 1200 acres, extending from the Middle School on the north to South Protection Road on the south. In 1993 there were 489 customers connected to the system.

The Holland Sewage Treatment Plant is located east of Route 16 on Cazenovia Creek at the north end of the Hamlet near Partridge Road. The plant is a 180,000 gallon-per-day tertiary biological treatment plant discharging into the creek. The plant is designed for ammonia removal and post-aeration in addition to removal of conventional pollutants. Current (1993) daily flow averages 140,000 gallons. The plant opened in 1983.

The sewage collection system is a combination of gravity and low pressure sewers. It consists of approximately 8870' of gravity sewer; 25,750' of low pressure sewer; 250 grinder pump units; one pump station; and 1660' of force main downstream of the pump station. The main trunk line is an 8" gravity line originating at the Niagara Envelope Company plant, then following Pearl, Canada and Garfield Streets to the pump station on Route 16; a 10" force main flows north along Route 16 to a 10" gravity line which terminates at the treatment plant.

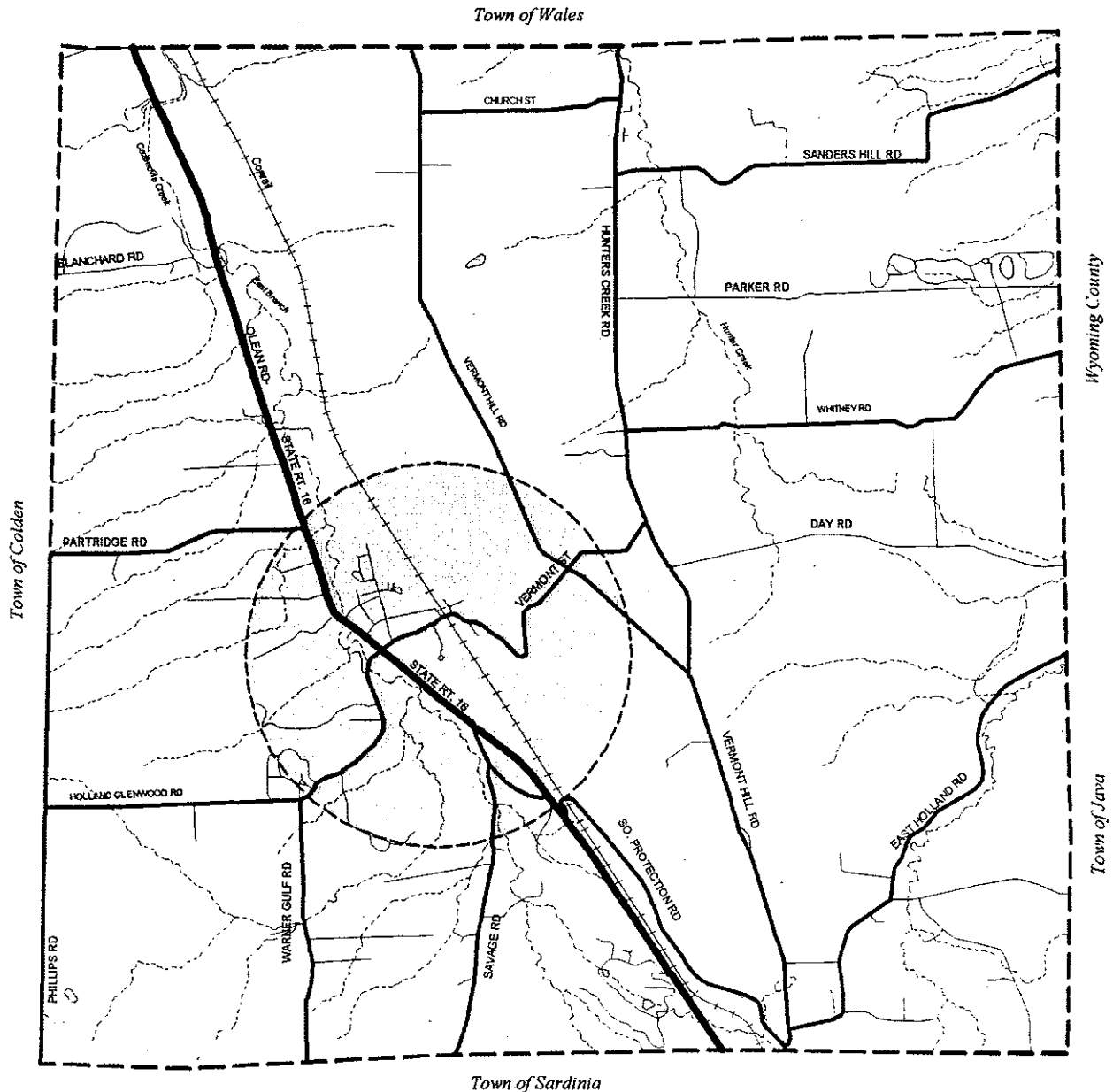
Map 14 illustrates the sewer system.

With the exception of the Mountain Meadows resort development on Parker Road, which is served by a small package treatment plant, sewage disposal in the remainder of the Town is through private individual septic systems.

# Map 13

## Town of Holland

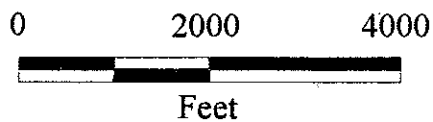
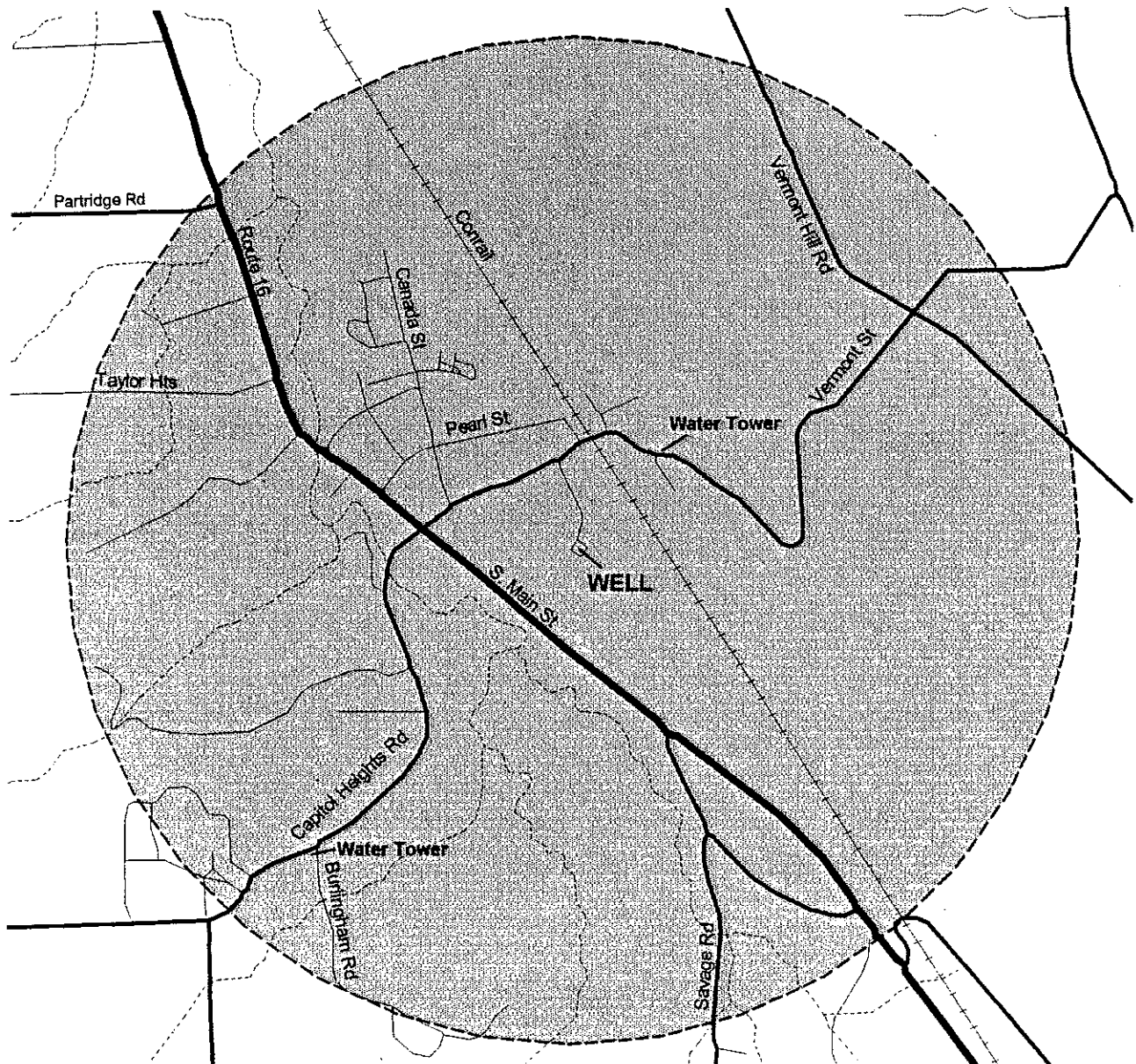
### Wellhead Protection Area



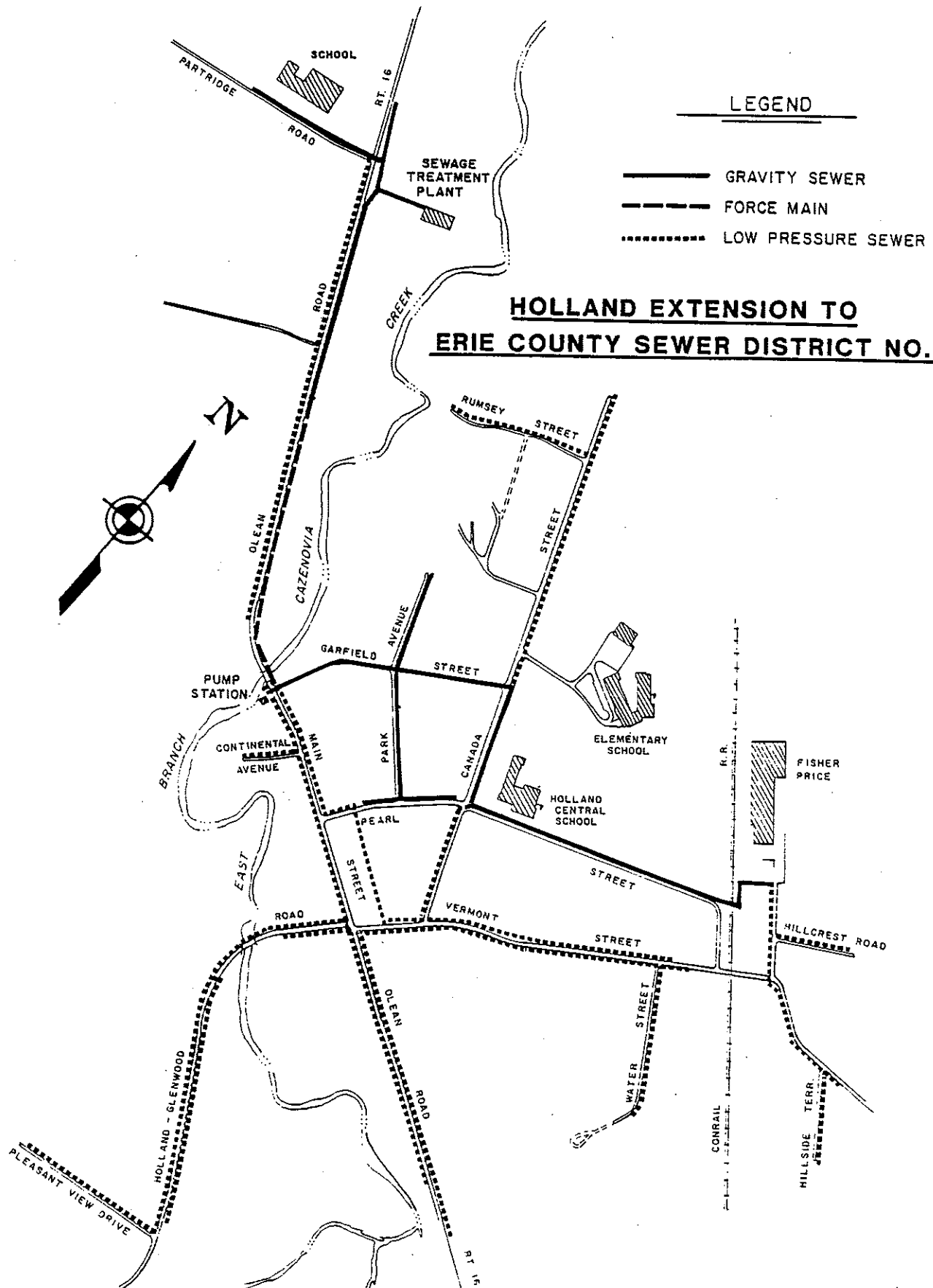
Map 13a

Town of Holland

Wellhead Protection Area: Hamlet



Map 14  
Town of Holland  
Sewer System



## CHAPTER III

### TRENDS

#### A. INTRODUCTION

Since the preparation of its last master plan in 1972, the Town of Holland has experienced slow but steady growth. Its population has increased 14%, from 3140 in 1970 to 3572 in 1990. Its housing supply has increased 46%, from 918 units in 1970 to 1343 units in 1990. Its number of households has increased 44%, from 878 to 1267. Its average household size has decreased 21%, from 3.56 persons to 2.82 persons. Its median individual resident age has increased 13%, from 25.3 years to 28.7 years. Its number of school-aged children has declined 16%, from 1014 to 855. As a percentage of total town population, the school-age population has declined from 32% in 1970 to 24% in 1990.

The remainder of this chapter analyzes recent demographic and housing trends, and offers projections for future years to 2020.

#### B. POPULATION FORECAST

Detailed census information for the Town of Holland is available for the years 1970, 1980, 1990. Table 3-1 provides the Town's demographic composition for those years.

TABLE 3-1  
TOWN OF HOLLAND AGE AND SEX COHORTS  
U.S. CENSUS

Age Group	1970 Male/Female	1980 Male/Female	1990 Male/Female
0-4	183/153	143/118	137/155
5-9	186/179	170/155	150/143
10-14	198/153	178/148	145/141
15-19	157/141	181/157	150/126
20-24	74/134	130/129	114/117
25-34	215/197	287/308	323/280
35-44	157/182	245/226	285/299
45-54	150/161	142/164	218/196
55-64	124/122	137/150	127/150
65-74	85/84	87/91	84/102
75+	44/61	45/55	59/71
TOTALS	1573/1567 3140	1745/1701 3446	1792/1780 3572

One method used to forecast population is known as the "Age Cohort Survival Method". This method involves tracking a specific age group over time and noting changes to that group's size and composition; this is known as a given group's survival ratio. For example, the 25-34 age group in 1970 becomes the 35-44 group in 1980, and the 45-54 group in 1990. In the case of this group in Holland, this group grew from 412 people in 1970 to 471 people in 1980, reflecting an in-migration to the Town of at least 59 people in that age group during the decade of the 1970's and a survival ratio of 1.14.; net in-migration was likely slightly higher than 59, but any such gains would have been offset by deaths in that age group and out-migration during that decade.

Continuing to 1990, this group had aged to the 45-54 age cohort, and its size had decreased to 414. This decrease of 57 and survival ratio of 0.88 can be attributed to a combination of deaths and net out-migration; such out-migration would likely have been related to the local economic downturn in the early 1980's.

In the age cohort survival method of forecasting, it is also necessary to identify birth rates. The method employed is to identify the total number of children aged 0-9 at a given year, and establish this as a percentage of the total number of females in the 15-44 age group in the preceding census year. For example, in 1980 there were 586 children aged 0-9; in 1970 there were 654 females aged 15-44, resulting in a fertility ratio of .9 during the 1970's. During the 1980's, this fertility ratio had declined to .71 (comparable to the Erie County figure of .73).

In preparing population forecasts for the Town of Holland, survival rates of the age cohorts from 1970 to 1990 were averaged; the mean survival rates were then specifically applied to each age/sex cohort for the years 2000, 2010 and 2020. Fertility ratios were assumed to be constant at .7 over those same years, reflecting current conditions of typically smaller-sized families nationwide, and consistent with the local ratio during the 1980's.

The results of this methodology follow in Table 3-2.

TABLE 3-2  
TOWN OF HOLLAND POPULATION FORECAST  
2000-2020

AGE COHORT SURVIVAL METHOD			
Age Group	2000 Male/Female	2010 Male/Female	2020 Male/Female
0-4	132/122	136/125	137/126
5-9	145/135	147/135	148/136
10-14	140/158	145/134	150/138
15-19	128/122	123/115	125/115
20-24	102/101	98/111	102/94
25-34	285/262	308/283	239/244
35-44	336/291	296/272	320/294
45-54	288/302	291/305	299/275
55-64	196/176	259/272	262/275
65-74	89/105	176/158	233/245
75+	59/71	63/74	123/110
TOTALS	1900/1845 3745	2042/1984 4026	2138/2052 4190



As a basis for determining the accuracy of the age cohort survival forecast, two simple trend analyses were done reflecting population growth in the Town from 1970 to 1990.

In Trend Analysis A, it was noted that the Town's growth rate from 1970 to 1980 was 9.7%, while from 1980 to 1990 it fell to 3.6%; a 4% growth rate was then projected from 1990 to the years 2000, 2010, and 2020.

In Trend Analysis B, the 1970-1990 twenty-year growth rate of 13.75% was used as a basis. A 14% growth rate from 1990-2010 was projected, as was a 7% rate from 2010 to 2020. The results follow in Table 3-3.

TABLE 3-3  
TOWN OF HOLLAND POPULATION FORECASTS  
TREND ANALYSIS

	1970	1980	1990	2000	2010	2020
Trend Population	3140	3446	3572	3715	3864	4018
A (Growth Rate)	9.7%	3.6%	4%	4%	4%	
Trend Population	3140	3446	3572	3822	4072	4357
B (Growth Rate)	<— 13.75%	—>	<— 14%	—>	<— 7%	—>

Table 3-4 compares the three methods used and averages the results.

TABLE 3-4  
TOWN OF HOLLAND POPULATION FORECAST METHODS:  
COMPARATIVE RESULTS

	2000	2010	2020
Age Cohort Survival Method	3745	4026	4190
Trend Analysis A	3715	3864	4018
Trend Analysis B	3822	4072	4357
Average Results	3760	3987	4188

As can be seen from the results in Table 3-4, the age cohort survival method agrees with the three-method average to a remarkable degree. Its use as the selected methodology is appropriate, and the following rounded totals are later used in land use and housing forecasts:

	1990	2000	2010	2020
Projected Population	3572	3750	4000	4200
Net Increase		+178	+250	+200
Total Projected Increase, 1990-2020				+628

#### C. DEMOGRAPHIC ANALYSIS

Analysis of specific age cohorts derived in the forecast reveals several demographic changes which will directly affect housing, land use, public facilities and community services.

The most notable change concerns the projected increase in the number of elderly residents within the Town. The median age in Holland has increased from 25.3 in 1970 to 28.7 in 1990; by 2020 the median age is projected to be 39.5. Between 1990 and 2020, the population aged 55 and over will more than double, from 593 to 1248; the population aged 65 and over will also more than double, from 316 to 711. The percentage of Town residents aged 55 and over will increase from 16.6% in 1990 to 29.8% by 2020; the percentage of Town residents aged 65 and over will increase from 8.8% in 1990 to 17.0% by 2020.

Meanwhile, the number of school-aged children (ages 5-19) will decline from 855 in 1990 to 812 in 2020, a decrease of 5%. While school-aged children represented 24% of the Town's population in 1990, they will account for 19.4% of its population by 2020.

The primary labor-force age group (aged 20-54) is projected to remain remarkably stable in absolute terms, expanding from 1837 in 1990, to a plateau of 1967 in 2000 and 1964 in 2010, before declining to 1867 in 2020. As a percentage of the Town's population, this age group will decline from 51.4% in 1990 to 44.5% in 2020.

As these demographic trends become evident over time, they will be reflected somewhat in the physical nature of the Town. A doubling of the elderly population will likely increase demand for smaller housing units and apartments catering to this age group. A stable labor force, combined with a slightly declining school-age population, may lessen demand for large housing units on large lots; the demand for smaller housing units and townhouses catering to singles and childless couples may also increase.

#### D. HOUSING PROJECTIONS

To project future housing requirements, information on population growth, demographics, housing types, household size and vacancy rates must be assembled and analyzed.

As revealed in the preceding population forecast, the Town of Holland is projected to have a population of 4200 by the year 2020, an increase of 628 (17.6%) in thirty years from 1990. The elderly population is expected to double, the number of school-age children is expected to decrease slightly, and the 20-54 age group is expected to remain at roughly the same size through 2020.

The average household size in Holland, paralleling national trends, has been declining in recent years. In the Town, household size has decreased from 3.56 in 1970 to 3.02 in 1980, and to 2.82 in 1990. Nationally, this trend is expected to continue, although at a lesser rate. For purposes of the Town Master Plan Update, an average household size of 2.65 is assumed for the years 2000, 2010, and 2020.

As of 1990, there were 1343 housing units in the Town of Holland. Using the population forecast of 4200 residents by the year 2020 and factoring in a household size of 2.65 results in a total number of occupied housing units in the Town of 1585 by 2020.

Vacancy rates of housing units have fluctuated slightly in the Town since 1970; 4.4% in 1970, 7.3% in 1980, and 5.7% in 1990. For the Master Plan Update, a 5% constant vacancy rate is assumed through 2020. By that year, 1585 occupied housing units will be supplemented by 80 additional vacant units, resulting in a total housing supply of 1665 units in the Town by 2020, an increase of 322 in the thirty years after 1990. Table 3-5 depicts the growth in housing at ten-year intervals to 2020.

TABLE 3-5  
TOWN OF HOLLAND HOUSING FORECAST  
1990-2020

	1990	2000	2010	2020
Population	3572	3750	4000	4200
Household Size	2.82	2.65	2.65	2.65
Occupied Housing Units	1267	1415	1510	1585
Vacancy Rate	5.7%	5%	5%	5%
Vacant Units	76	70	75	80
Total Units	1343	1485	1585	1665

mjk477

CHAPTER IV  
GOALS AND POLICIES

A. INTRODUCTION

An effective community master plan requires the existence of an accepted and established set of goals which describe community needs and desires. The following goals and policies broadly reflect the concerns, desires and objectives of the Town of Holland based on public meetings, discussions with Town officials, and the results of a Town officials' survey. These goal statements and policies provide a framework for specific master plan recommendations. Additional factors to be considered include the Town's physical and environmental characteristics, likely demographic and socio-economic trends, and the likely future availability of infrastructure.

B. GOALS

Based on extensive discussions with Town officials, the following general goals for overall development patterns have been identified.

Of paramount importance is the continued maintenance of a rural character in the Town, including the preservation of prime farmland and preservation of open space. Allowing moderate levels of future development to occur town-wide, while limiting development in the Wellhead Protection Area, is also favored. Also important is an expansion of the local economic base through the provision of increased employment opportunities and the development of industrial parks. Such development should not, however, substantially increase traffic volumes on Route 16, where existing levels of traffic are considered to be heavy locally.

The concepts of preserving open space and prime farmland while simultaneously permitting moderate development town-wide can be successfully coupled, provided that land uses and densities are carefully located and controlled.

Expressed support for preserving a rural character, while limiting development in the wellhead protection area (much of which underlies the Hamlet), and still allowing for future industrial development seem to be mutually exclusive goals. For example, industrial uses would typically locate near available utilities - i.e. the Hamlet. Locating such uses in the Hamlet could conflict with the desire to limit development in the wellhead protection area. However, locating industrial uses outside the Hamlet would likely require extensions of water and sewer services to areas suitable for farming as well, thereby jeopardizing some of the Town's valued rural character. Also of concern is the fact that prime farmland is frequently prime developable land as well.

Nevertheless, it is possible, through careful analysis of the physical environment, to reconcile these conflicting desires and produce a workable master plan which incorporates industrial expansion, wellhead protection, and agricultural preservation.

Demographic analysis suggests that some level of apartment or townhouse-type development would be warranted by the year 2010. It would therefore be in the Town's interests to identify appropriate areas to accommodate this type of development, while simultaneously striving to maintain the Town's overall rural character. Location of such development could also support additional retailing, further enhancing the local economy.

#### C. POLICIES

The following goals and policies attempt to address local desires and preferences in a manner consistent with likely trends and with the Town's physical environment.

## 1. Community Character

### a. Goals

- o Maintain the essentially rural character of the Town of Holland.
- o Provide for moderate development within the Town over the next 20 to 25 years.
- o Provide opportunities for an adequate economic base within the Town to provide employment for residents.

### b. Policies

- o Discourage rezoning and subdivision development in established agricultural districts.
- o Identify adequate amounts of land to accommodate an annual average of 10 to 15 new housing units for each of the next 20 to 25 years.
- o Identify appropriate land to accommodate additional commercial and industrial development while avoiding agricultural areas.

## 2. Residential

### a. Goals

- o Encourage the provision of a diversity of housing types for a variety of age groups, family sizes and income levels.
- o Provide a diversity in residential densities in an environmentally-sensitive manner to efficiently utilize land, infrastructure, transportation and community facilities.

### b. Policies

- o Direct higher-density residential development, including apartments and townhouses, to areas within and in close proximity to the Hamlet of Holland.

- o Restrict residential development in agricultural districts.
- o Encourage "clustering" where appropriate to preserve woodlands, floodplains, open space and environmentally-sensitive areas.
- o Preserve the quality and character of existing housing through code enforcement.
- o Design new residential areas to discourage vehicular through-traffic within neighborhoods.

### 3. Commercial

#### a. Goals

- o Encourage future commercial development in areas readily accessible to residents of the Town and beyond.
- o Promote the vitality of the Hamlet business district.
- o Maintain the existing pedestrian-oriented scale of the Hamlet business district.
- o Promote a high quality of design in commercial areas.

#### b. Policies

- o Require site plans and building elevation drawings for all proposed commercial development.
- o Establish facade guidelines, signage guidelines, landscaping requirements and lighting standards in Town codes.
- o Establish standards to ensure that nearby residential areas are adequately buffered from commercial support elements (parking, deliveries, storage, disposal, etc.)
- o In agricultural districts, restrict commercial uses to those directly related to agriculture.
- o Continue to concentrate future commercial uses in the Route 16 corridor.



## 6. Environmental

### a. Goals

- o Encourage preservation of open space.
- o Protect groundwater quality, particularly the municipal wells aquifer.
- o Protect significant woodlands, vistas, water courses, and habitats.

### b. Policies

- o Encourage "cluster" developments to preserve open space.
- o Encourage the use of conservation easements to protect sensitive environmental areas.
- o Adopt density standards which reflect the land's capability to support development.
- o Allow septic system installation only where test results indicate that soil qualities are adequate to protect surface and groundwater resources.
- o Develop and enforce performance standards for land uses within the wellhead protection area.
- o Minimize the impacts of stormwater runoff on erosion and water quality by following proper erosion-mitigation measures.
- o Identify important vistas and restrict development in "viewsheds".

## 7. Transportation and Utilities

### a. Goals

- o Encourage efficient use of existing utility system capacity.
- o Relieve traffic congestion on Route 16.
- o Promote the construction of safe, durable roads.

b. Policies

- o Promote higher-density development in areas already serviced by utilities and in areas in which service can be readily extended.
- o Encourage all highway jurisdictions (state, county, and town) to identify appropriate congestion-relief measures (improved signalization, additional capacity, bypass routes).
- o Identify and correct hazardous highway conditions.
- o Develop and enforce design standards and permitting procedures for private roads serving multiple year-round residential properties.
- o Require the burial of all utility lines in new developments.

CHAPTER V  
LAND USE FRAMEWORK

A. LAND USE PROJECTIONS

In order to formulate reasonable land use plans and implementation strategies for a municipality such as the Town of Holland, an assessment of the future demand for land by various types of uses is necessary. By incorporating factors such as projected population, apparent and expected economic development trends, probable household characteristics and local preferences, such an assessment can be prepared.

Having prepared population and housing unit projections through the year 2020 (see Chapter III), land use requirements to accommodate additional residential, commercial, industrial and recreational developments can also be projected.

1. Residential Land Use

In order to prepare residential land use requirements for the year 2020, an estimate of the likely mix of housing unit types (i.e. single-family, apartment, townhouse, senior citizen, etc.) must be made.

A review of recent residential building permits issued in the Town from 1987 through 1992 reveals that 24 senior citizen apartment units were constructed during this period to service 316 town residents aged 65 and older; this results in a ratio of one such housing unit for every 13 elderly town residents. By the year 2020, the elderly population of the Town is projected to total 711; assuming that the current ratio of one unit per thirteen elderly residents remains constant, 55 senior-citizen apartment units will be required by the year 2020 resulting in a need to construct at least 31 such units by 2020. Under the

Floodplain protection corridors were proposed along Cazenovia, Hunters, and Buffalo Creeks. Three public parks along Cazenovia Creek were also proposed: near the north town line; north of Partridge Road; and south of Vermont Street.

Most of the remainder of the Town was designated for "conservation/open space" uses, including agriculture and very low density residential (two-acre minimum lot size).

Given the assumptions under which the 1972 plan was prepared (i.e. an assumed maximum population of 5825 and a southern extension of Route 400), the plan was well prepared and appropriate. Several of its recommendations have been implemented (the sewage treatment plant on Route 16 at Partridge Road; improved aesthetics and parking in the Hamlet business district; floodplain protection regulations). Also, although not at one of the precise locations as identified in the plan, a Town park has been established in the Hamlet.

Since 1972, several unanticipated events have occurred. A new subdivision at Cherrywood Ridge (off Blanchard Road) and a summer residential community at Mountain Meadows (on Parker Road) have been developed. A county sewer district has been created in the Hamlet, and the Holland Agricultural District has been established. Meanwhile, the anticipated southward extension of Route 400 seems unlikely to occur in the foreseeable future.

The 1972 Plan did not include groundwater protection and wellhead management measures as a key community goal. This reflected the lack of data and heightened awareness of how land use interrelated with water quality at that time.

#### B. 1972/1994 - CONFLICTS

During the course of updating the 1972 plan, several goals and policies have been formulated by the Town and County which conflict with some of the 1972 recommendations. These policies are as follow:

- a) Discourage rezoning and subdivision development in established agricultural districts;
- b) Identify appropriate land to accommodate additional commercial and industrial development while avoiding agricultural areas;
- c) Locate industrial developments where water, sewer and transportation services are readily available;
- d) Restrict non-farm development on prime agricultural soils;
- e) Protect the public and private water supply systems of town residents.

Adherence to these policies results in conflicts with several of the 1972 recommendations concerning developments in the Route 16 corridor north of the Hamlet.

The greatest conflict concerns the 1972 proposed 340-acre industrial district along both sides of Route 16 north of Blanchard Road; this area is currently farmed, lies within the Holland Agricultural District, is underlain by prime agricultural soils, and lies well beyond the nearest utility services.

Similar conflicts occur with several of the proposed 1972 residential areas. A proposed low-density residential area west of Route 16 and south of Taylor Drive is located within the agricultural district on currently-farmed land, and partially underlain by prime agricultural soils. Another proposed residential area along Route 16 between Partridge and Blanchard Roads is underlain by prime agricultural soils and is partially within the agricultural district, with a portion currently being farmed.

Lastly, the proposed highway-commercial and industrial areas along Route 16 north of Partridge Road are underlain by prime agricultural soils and the confined valley aquifer.

### C. CONSTRAINTS

Population and land use projections for the Town of Holland indicate the need to identify up to 400 acres of land which could be developed by the year 2020. The pattern, form and location of such development will be dictated by a combination of physical, environmental, legal, economic and philosophical factors. Master Plan goals and policies emphasize maintaining the Town's rural character, while striving for a balanced approach to permit additional development in an environmentally-sensitive manner.

At the present time, nearly 70 percent of the Town currently lies within the Holland Agricultural District. This district is undergoing its eight-year review and recertification in 1994, and its current boundaries may be adjusted. Within this district the construction of public sanitary sewers is hindered by federal, state and county policies which discourage such actions. Master plan policies also encourage protection of valuable agricultural areas as much as possible.

Master plan policies also recognize the need to protect prime farmland. Much of this prime farmland lies within the Cazenovia Creek valley north of the Hamlet; other concentrations of prime farm soils are found south of the Hamlet along Warner Gulf Road, Savage Road and Route 16, as well as along Hunters Creek and in the southeast quarter of the Town. Consistent with local policies, development should be discouraged from occurring in these areas.

Two other important environmental constraints to development in the Town are steep slopes and the wellhead protection area. Steep slopes flank the Cazenovia Creek valley. They also occur south of the Hamlet and in the southeast quarter of the Town. Construction activities on these slopes can be difficult and expensive. Slopes exceeding 8 percent (i.e. an 8' change in

elevation over a 100' distance) become problematic for vehicular circulation. Also, disturbance of steep slopes can result in loss of forest and vegetative cover, erosion and increased stream sedimentation.

Maintaining the integrity of the Town's public water supply is of critical importance. Within the Wellhead Protection Area (defined by a 6000' radius circle centered on the Town well), the sand and gravel deposits at or near the wellhead have a high permeability and high infiltration capacities. These characteristics would allow for pollutants to move quickly. Fortunately, soils 500' to 2000' from the wellhead have a high clay content and slow permeability which would act to slow any penetration of the immediate wellhead area by a pollutant. As distance downgradient (i.e. northerly) of the wellhead site increases, the chances of pollutants infiltrating the wellhead area generally diminish. Such pollutant threats could emanate from a variety of sources including industrial spills, failed fuel or chemical tanks, automotive spills, and agricultural pesticides.

#### D. OPPORTUNITIES AND RECOMMENDATIONS

Despite these conflicts and constraints, many of the land use recommendations of the 1972 plan remain valid in 1994. It must be remembered that the 1972 plan anticipated a much larger 1990 town population than has actually occurred, and consequently, assumed that much more developable land had to be identified. Whereas the 1972 plan envisioned an influx of 2685 new residents between 1970 and 1990, the current master plan update envisions only 1060 new residents between 1970 and 2020. Consequently, significant tracts of land recommended as developable in the 1972 plan can be deleted without compromising the Town's capability to sustain likely levels of development. At the same time, these deletions can help to reinforce Town desires and policies intended to preserve open space, protect farming, and maintain its rural character.

Finally, the 1972 Plan's proposed 340-acre industrial park along Route 16 near the Wales town line is recommended for deletion. This area is within the agricultural district; it is actively farmed and underlain by prime agricultural soils and the confined valley aquifer; and it lies well beyond any existing or envisioned utility service. This area's preservation for agriculture is warranted. Another more suitable site for the Town's future industrial expansion exists within the Hamlet.

Map 16 illustrates the updated Town of Holland Land Use Plan.

#### E. THE HAMLET - A SPECIAL STUDY

As in 1972, it is strongly recommended that the Hamlet of Holland continue to serve as the commercial, employment, social and recreational center of the Town. As of the 1990 U.S. Census, the Hamlet had a population of 1290 (down slightly from 1316 in 1980). Within its 800 acres, the Hamlet contains industries, a bank, a post office, restaurants, neighborhood retail and services, specialty retail, churches, a fire hall, the Town Hall, the Town highway department, the Town groundwater well, the County sewage treatment plant, the Town park, the Holland Central School complex and 508 housing units. The Hamlet area, which encompasses 3.5 percent of the Town's land area, contains 36 percent of the Town's population, 38 percent of the Town's housing units, two-thirds of the Town's commercial establishments, and most of the Town's industrial base.

The Hamlet is also well-served by water and sewer systems. The Town's public water supply currently operates at an average daily flow of 110,000 gallons, and is capable of supplying up to 300,000 gallons safely per day. The sewage treatment plant can process 180,000 gallons per day, and is currently averaging a flow of 140,000 gallons per day. In both systems, excess capacity is available to accept additional development. However, the 40,000 gallons per day current excess in the sewage treatment plant represents an upper limit for new development within the Hamlet. The Erie County Division of Sewerage Management (ECDSM)



site is known as the Becker parcel. The site is an inactive farm with gently sloping topography and good soil conditions. It is roughly one-half mile from the core of the Hamlet business district, and is in proximity to the Town Park and to the athletic facilities on the school grounds. The principal negative impact associated with a duplex development on this site would be the addition of 400 to 450 added vehicular trips per day on Canada Street.

### 3. Apartments and Townhouses

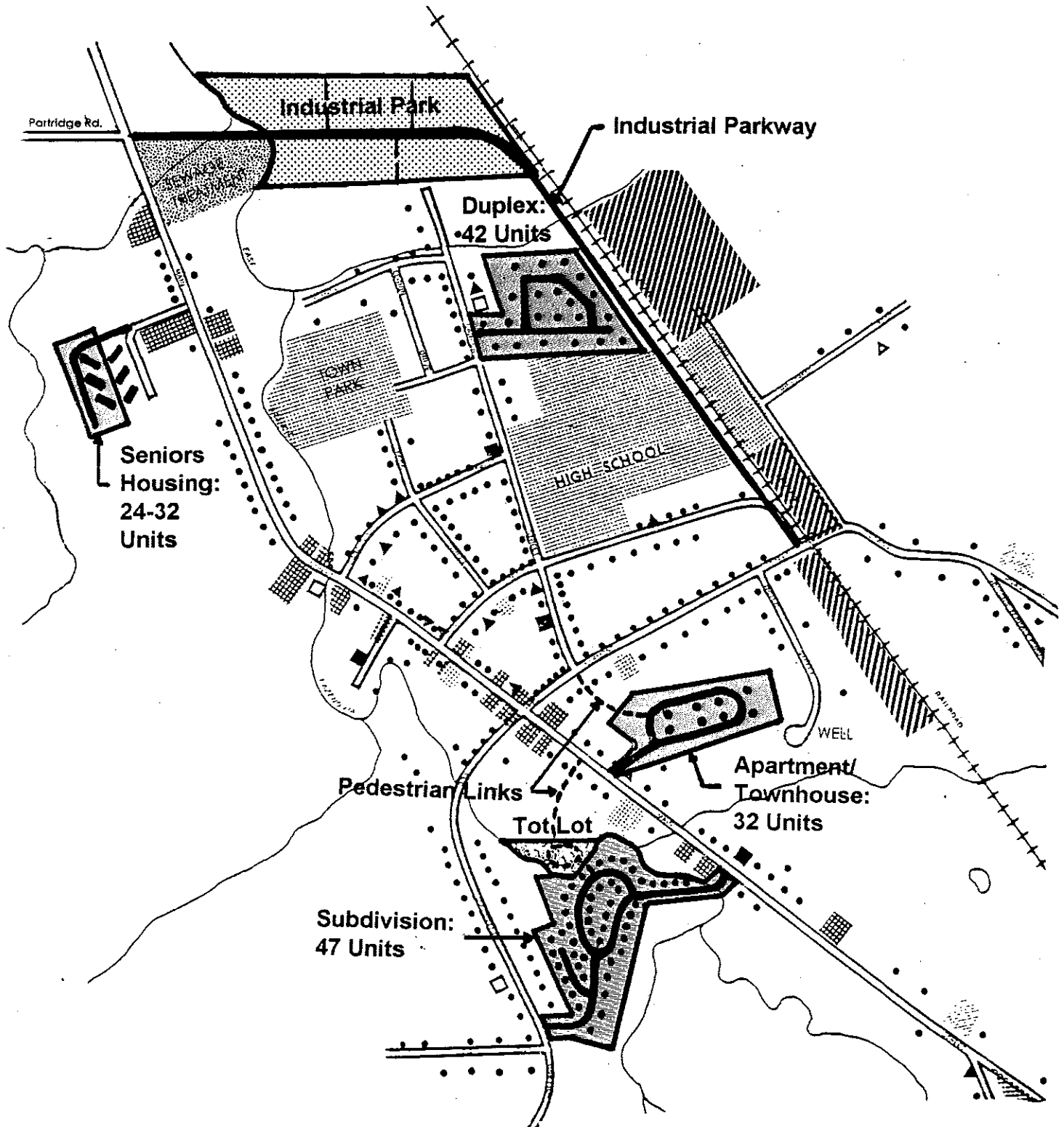
There is a projected demand for 27 new apartment/townhouse type units in the Hamlet by 2020. An opportunity for an 8-building, 32-unit development exists on a 9 acre site known as the Hazlett parcel, on the east side of Route 16 just south of Vermont Street. Potential access to the site exists from both Route 16 and from Vermont Street (roughly opposite Canada Street). The site is conveniently located to the Hamlet business district. Provision of access directly from Route 16 would minimize traffic impacts on other residential streets in the Hamlet.

### 4. Seniors' Housing

There is a projected demand of 31 new senior citizen housing units in the Hamlet by 2020. Expansion of the existing senior citizen housing site on Meadow Lane is recommended to address this need.

It is estimated that full build-out of the four sites as described above will result in \$10 million (1993 dollars) of new housing investment in the Hamlet by 2020 (not including site improvements, road construction, or utility installation).

Map 17  
Town of Holland  
Hamlet Area Opportunities



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Feet

## ACKNOWLEDGEMENTS

### COUNTY OF ERIE

Dennis T. Gorski, County Executive  
Department of Environment and Planning  
Richard M. Tobe, Commissioner  
Sharon M. West, Deputy Commissioner

### Project Staff

Thomas J. Dearing - Community Planning Coordinator  
\*Michael J. Krasner, AICP - Senior Planner  
Spencer P. Schofield - Senior Planner  
Dale J. Morris - Capital Facilities Planner  
Sharon T. Smolen - Principal Clerk

\*Project Manager

### TOWN OF HOLLAND

#### TOWN BOARD

Gordon B. Hessel, Jr. - Supervisor  
Geoffrey Hack  
James Joyce  
Karen Kline  
Robert Roth

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