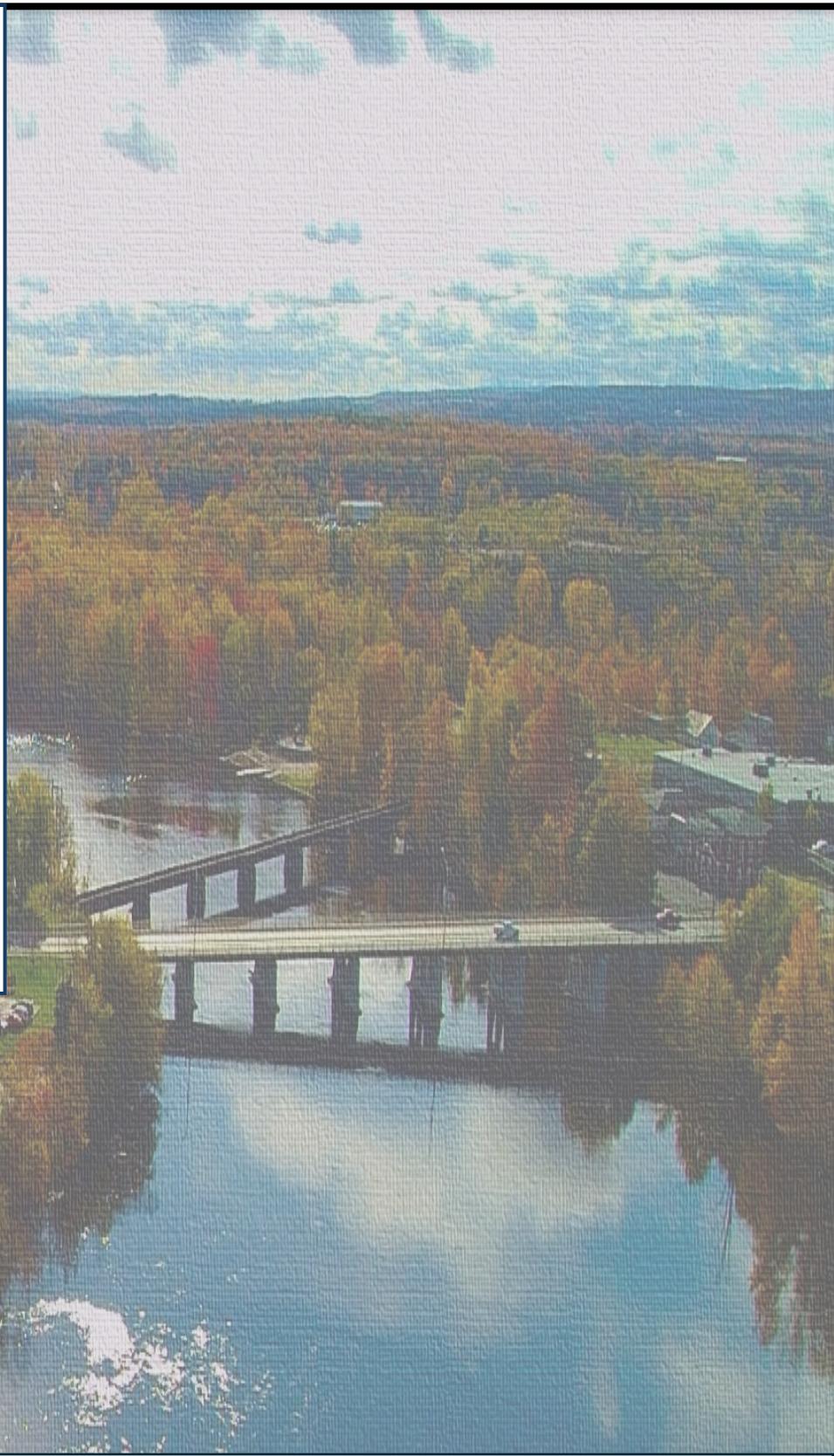


Town of Wilna Village of Carthage Village of Deferiet

*Helping communities guide growth,
development, and resources to
ensure future progress while meeting
the needs of the communities.*

October 15, 2025

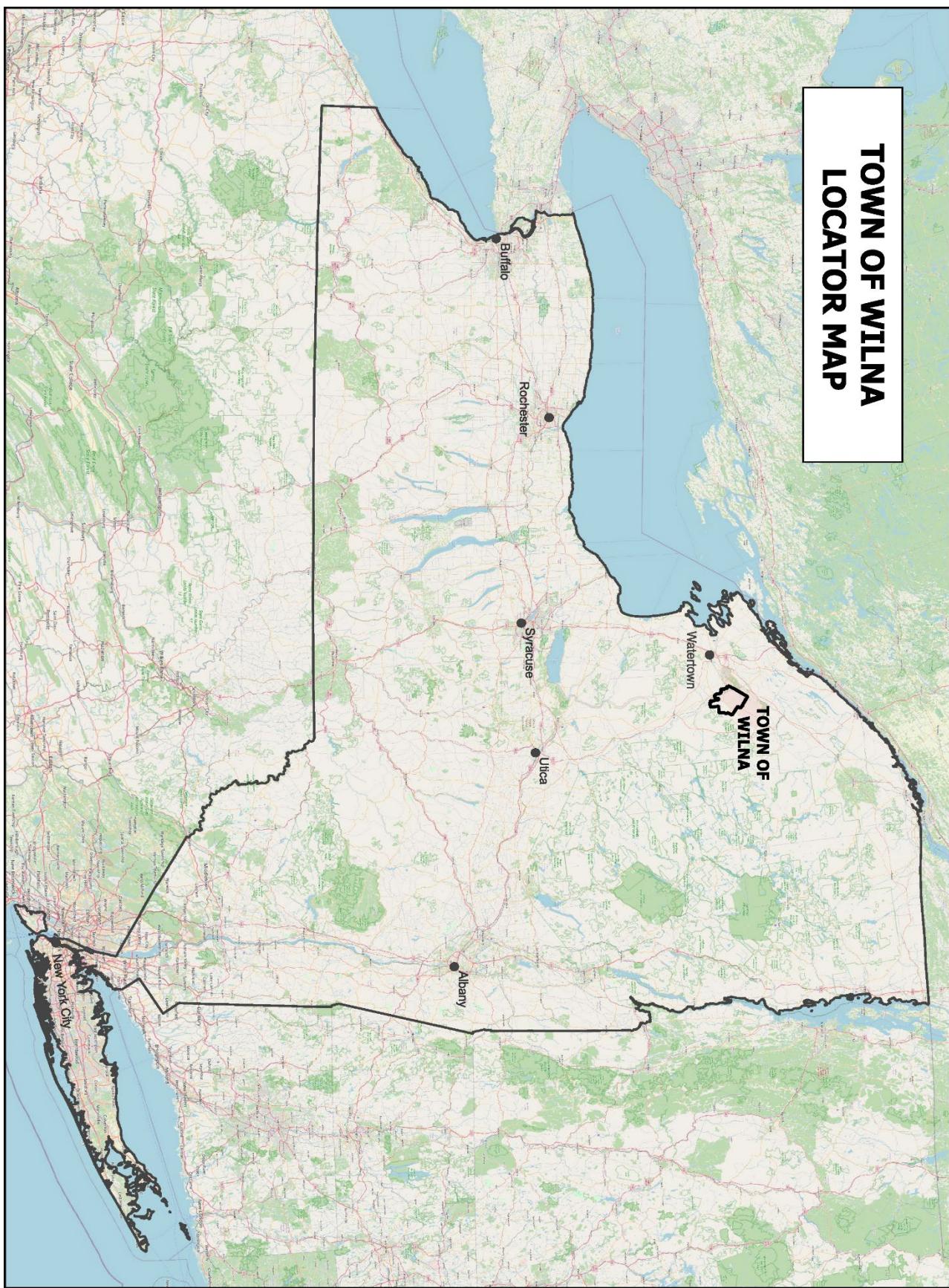


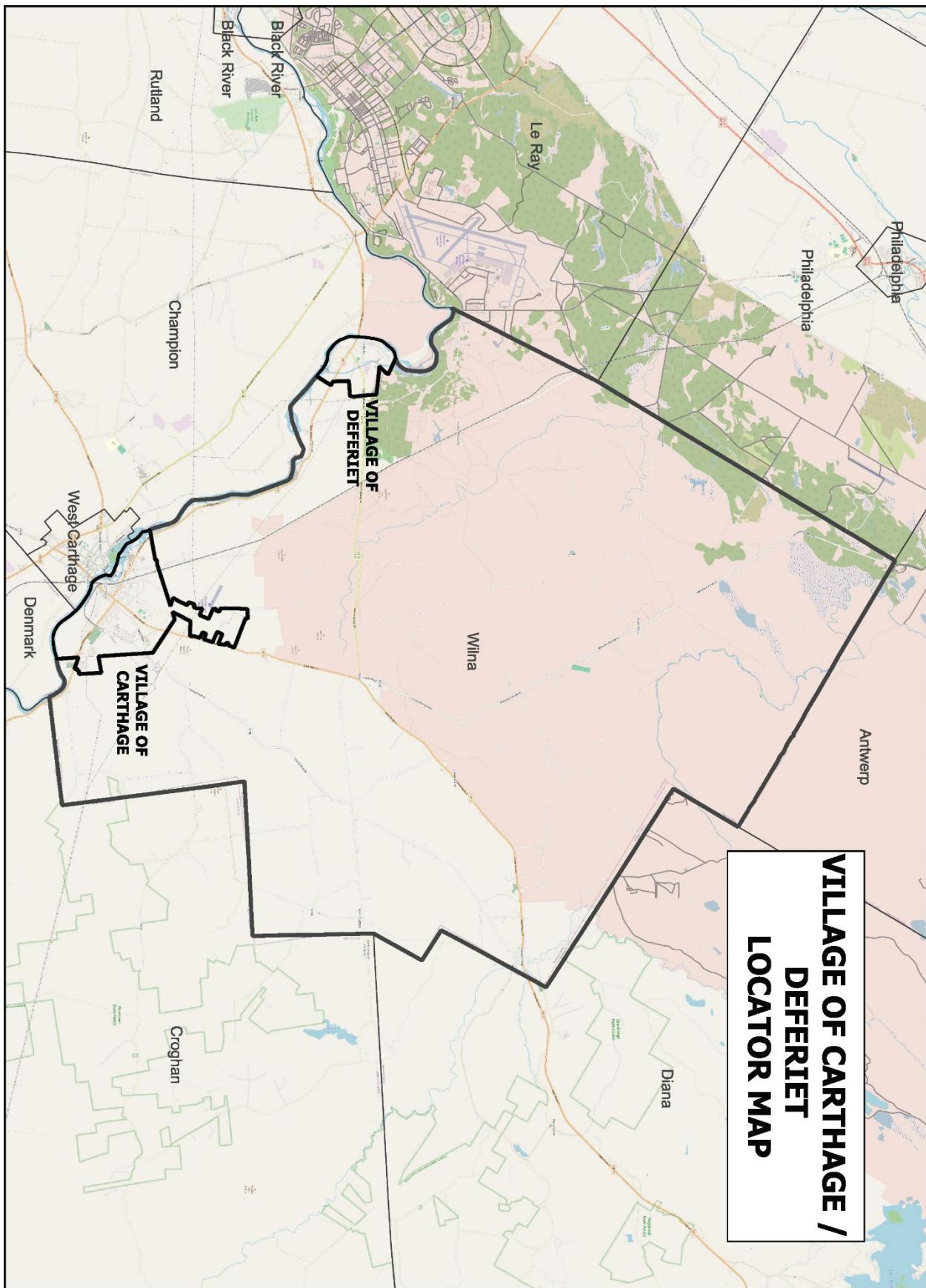
COMPREHENSIVE PLAN

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TOWN OF WILNA LOCATOR MAP





INTRODUCTION

Comprehensive Planning Committee

The Town of Wilna and Villages of Carthage and Deferiet Municipal Boards established a Committee in 2023 to help develop a new joint comprehensive plan for the town and villages. The Committee was composed of members of the municipal boards, planning boards, and other municipal officials, and was charged with studying the community and reporting to the town and village boards their recommendations on a joint comprehensive plan. The Committee enlisted the assistance of the New York State Tug Hill Commission in helping them with the technical aspects of preparing the plan.

Purpose of the Plan

The purpose of the comprehensive plan is to guide the future growth and development of the town and villages in a way that reflects the priorities and vision of the community. The plan establishes a strategic framework to support sound land use decisions, align with existing zoning regulations, and coordinate infrastructure planning including water, sewer, and transportation networks. It aims to inform capital investment decisions, promote sustainable and resilient development, and encourage collaboration among local, county, and state agencies. Above all, the plan is designed to reflect the vision of residents and ensure that future development enhances the quality of life for all who live, work, and visit the area.

Vision Statement

The town of Wilna and the villages of Carthage and Deferiet envision themselves as welcoming, resilient, and vibrant communities that honor their heritage and distinctive rural character. They are safe and family-friendly places where residents and businesses thrive, supported by modern infrastructure, quality housing, and diverse opportunities for all ages. Natural and historic resources are valued and protected, and a strong sense of community is fostered through collaboration and sustainability. Together, the town and villages are committed to guiding responsible growth that strengthens the local economy, enhances quality of life, and ensures a prosperous future for generations to come.

Periodic Review and Update of the Plan

It is the recommendation of the Committee that this plan be periodically reviewed and updated by the town and village boards and others, as designated by the town and village boards, every three years. A three-year review will refresh perspectives on the long-range issues affecting Wilna, Carthage, and Deferiet, and help to reinforce the link between day-to-day development decisions and long-range policies of the town and villages. In addition, a periodic update will keep the plan current with the ever-changing conditions of the Town and Villages without the need for large-scale planning efforts.

Organization of this Document

This document is organized into the following parts:

Part I. Community Profile

This section presents a compilation of relevant facts about the physical make-up of the three municipalities, along with other facts and trends that bear a direct relationship on their future physical development. This is the basic set of underlying facts by which the plan was prepared.

Part II. Plan Elements and Strategies

This section presents the community goals which reflect the general desires for the direction in which the local citizens wish to go, based upon public meetings and committee discussions.

Part III. Land Use Policies

This section includes policies which form the framework for the town and villages' land use regulations. All development projects should conform to these standards.

PART I – COMMUNITY PROFILE

HISTORY

The town of Wilna was established on April 2nd, 1813, from portions of the towns of LeRay and Leyden, with parts of Lewis County later annexed to Jefferson County¹. Its early settlements date back to 1798, when Henry Boutin acquired 1,000 acres in what is now the village of Carthage. Notable development occurred in the hamlet of Natural Bridge in 1818, when Joseph Bonaparte, the former King of Spain, purchased land and initiated improvements. The village of Herrings was originally settled as a result of the Herrings Paper Mill. Located along NYS Route 3, which followed a historic stagecoach route, the area served as a rest stop for travelers. The Herrings Inn provided meals and lodging, contributing to the village's growth. Herrings was incorporated as a village in 1921 and remained so until its dissolution on March 31, 2017.

Carthage, originally known as Long Falls, was settled in 1798 and incorporated on May 26, 1841². The village has a rich industrial history including grist mills, ironworks, and planing mills, with the Black River Canal serving as a key transportation and shipping hub. The village suffered a major catastrophe during the Great Fire of 1884, which devastated 70 acres, destroyed 157 structures, and caused financial losses between \$500,000 and \$750,000. In 2025, financial losses would have amounted to approximately \$16,401,000 and \$24,602,000 respectively, based on the average inflation rate from 1884 to 2025. Despite this, Carthage grew into a major village outside the town of Watertown and became a center for paper manufacturing in the 1890s, with the Carthage Sulphite Pulp and Paper Company established in 1911. The Black River's islands, reflected the village's industrial identity bearing names like Tannery Island and Furnace Island.

The village of Deferiet, founded in 1900, originated as a mill town, with the establishment of the St. Regis Paper Company in 1899. At its peak, the company employed approximately 900 people, the majority of whom resided in Deferiet. In the mid-20th century, the village population reached around 620 residents, through it had declined to 245 by 2020. The village was named after Madame la Baronne de Ferriet, who lived in nearby Great Bend and built a home called The Hermitage along the Black River³. Together, these communities showcase the dynamic history of settlement, industry, and resilience in the Black River area.

¹ Hough, F.B. (1854). *History of Jefferson County, N.Y.* Watertown: Sterling & Riddell

² Hough, F.B. (1854). *History of Jefferson County, N.Y.* Watertown: Sterling & Riddell

³ London, H.F. (1932). *The North Country: A History, Embracing Jefferson, St. Lawrence, Oswego, Lewis, and Franklin Counties, New York.* Indianapolis: Historical Publishing Company

DEMOGRAPHICS

Population

Table 1 shows population change in Wilna, Carthage, and Deferiet compared to Jefferson County and New York State from 2010 to 2020. The town as a whole, as well as the villages, all experienced a decrease in population with the village of Deferiet having the highest population decrease of 16.7%. During this period, Jefferson County and New York State showed growth at 0.4% and 4.2% respectively.

*Table 1
Population Change 2010-2020*

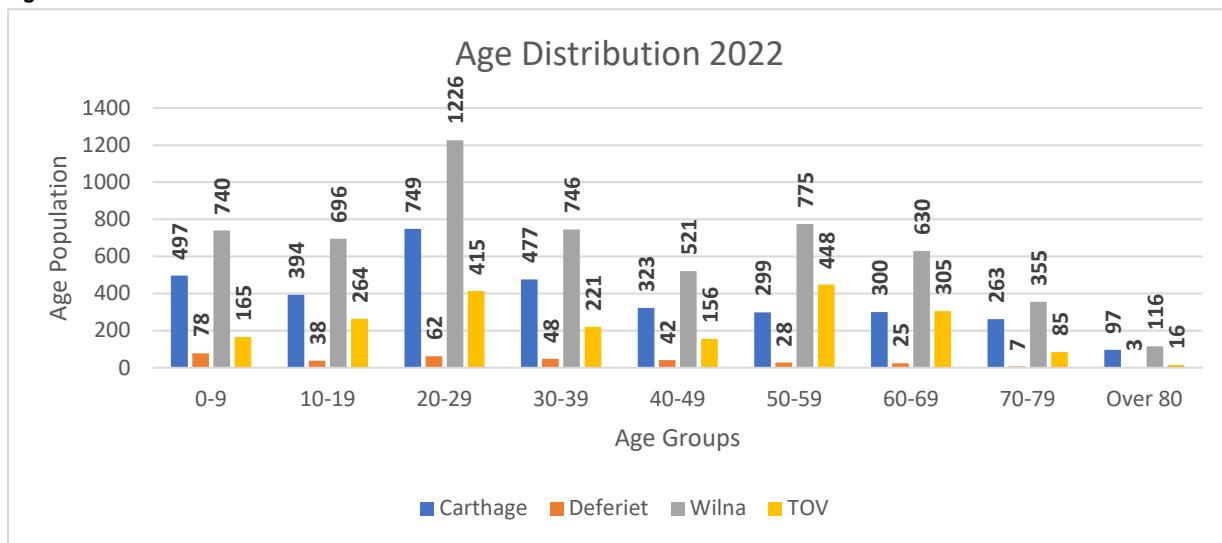
	2010	2020	Percent Change (2010-2020)
Village of Carthage	3,747	3,236	-13.6
Village of Deferiet	294	245	-16.7
Town of Wilna (Including Villages)	6,427	5,732	-10.8
Town Outside Village	2,386	2,251	-5.7
Jefferson County	116,229	116,721	+0.4
New York State	19,378,102	20,201,249	+4.2

Source: U.S. Census Bureau Decennial Census

Age Distribution

In the town of Wilna, the largest age group are people aged 20-29 years old with a total of 1,226 people, which is 21.1% of the town population. The smallest age group in the town is those in the over-80 age category which has 116 or 2.0% of the town's population. In the village of Carthage, the largest age group are people aged 20-29 years old with a total of 749 people, which is 22% of the village population. The smallest age group in the village is those in the over-80 age category which has 97 or 2.9% of the village's population. In Deferiet, the largest age group are people aged 0-9 years old with a total of 78 people, which is 23.6% of the village population. The smallest age group in the village is those in the over-80 category which has 16 or 4.8% of the village's population. Figure 1 shows the age distribution for the town (including the villages), the villages, and the town (outside of the villages).

Figure 1
Age Distribution 2022



Source: U.S. Census Bureau American Community Survey

Households

Table 2 shows changes in the number of households and in household sizes from 2010 to 2022. A household includes all the people who occupy a housing unit as their usual place of residence. The number of households decreased in the town and villages from 2010 to 2021. The village of Carthage experienced a slight increase in the number of households from 2021 to 2022 while the village of Deferiet had no change, and the town continued to decrease. Deferiet and the town showed a decrease in average household size from 2010 to 2021 and then experienced an increase in 2022. The average household size for Carthage decreased from 2010 through 2022. The number of households increased during this period for the county and the state and both experienced a decrease in the average household size.

Table 2
Household Population

	# of Households 2010	Average Household Size	# of Households 2021	Average Household Size	# of Households 2022	Average Household Size
Village of Carthage	1,468	2.43	1,355	2.41	1,365	2.39
Village of Deferiet	182	2.58	120	2.52	120	2.76
Town of Wilna (including villages)	2,470	2.51	2,284	2.40	2,240	2.45
Town Outside Village	820	2.65	809	2.71	755	2.75
Jefferson County	44,109	2.53	45,517	2.45	46,099	2.44
New York State	7,205,740	2.59	7,530,150	2.60	7,604,523	2.55

Source: U.S. Census Bureau American Community Survey

Income

Median household incomes in the town and villages have steadily increased from 2010 to 2022, as shown in table 3. However, the median household incomes in the town and villages are lower than both the county and state figures in 2022 with the village of Deferiet at the lowest with \$53,750.

*Table 3
Median Household Income*

	Dollars (\$) 2010	Dollars (\$) 2021	Dollars (\$) 2022
Village of Carthage	39,872	55,625	59,519
Village of Deferiet	49,375	54,167	53,750
Town of Wilna (including villages)	39,787	57,211	61,291
Jefferson County	43,410	58,271	62,782
New York State	55,603	75,157	81,386

Source: U.S. Census Bureau American Community Survey

Housing

Table 4, Total Housing Stock, examines growth in housing units in the town of Wilna and the villages of Carthage and Deferiet. While the town and the village of Deferiet saw a slight increase in the number of housing units, the village of Carthage saw a decrease in their housing stock. Jefferson County and New York State saw growth in housing stock between 2010 to 2020.

*Table 4
Total Housing Stock*

	2010	2020	Percent Change
Village of Carthage	1,616	1,583	-2.0
Village of Deferiet	132	133	+0.8
Town of Wilna (Including Villages)	2,620	2,705	+3.2
Town Outside Village	872	989	+13.4
Jefferson County	57,966	61,604	+6.3
New York State	8,108,103	8,488,066	+4.7

Source: U.S. Census Bureau Decennial Census

Table 5 details the occupancy and vacancy rates of housing between 2010 and 2020. The town and the villages experienced an increase in vacancies, as well as Jefferson County. New York State, as a whole, saw a decrease in vacant housing during this time period. The town and the village of Carthage experienced a decrease in occupied housing while the county and the state saw an increase in occupied housing. The village of Deferiet experienced no change in occupied housing.

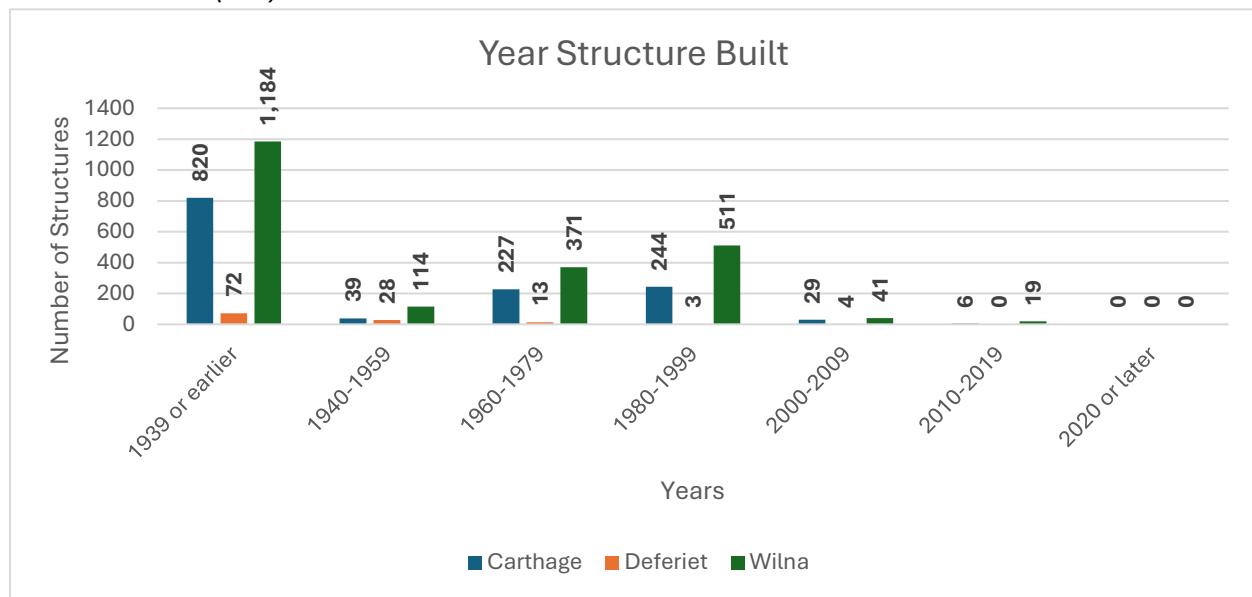
Table 5
Occupancy / Vacancy of Housing Stock

	Occupied 2010	Vacant 2010	Occupied 2020	Vacant 2020	Percent Change (Occupied)	Percent Change (Vacant)
Village of Carthage	1,474	142	1,359	224	-7.8	+57.7
Village of Deferiet	126	6	126	7	0	+16.7
Town of Wilna (Including Villages)	2,406	214	2,333	372	-3.0	+73.8
Town Outside Village	806	66	848	141	+5.2	+113.6
Jefferson County	43,451	14,515	45,480	16,124	+4.7	+11.1
New York State	7,317,755	790,348	7,715,172	772,894	+5.4	-2.2

Source: U.S. Census Bureau Decennial Census

Figure 2 examines the years when housing structures were built. The housing stock in the town and both villages were primarily built in 1939 or earlier. An aging housing stock may require rehabilitation/renovation to attract new residents and decrease housing vacancies. Figure 2 identifies that a small amount of housing structures were built in the year 2000 and later.

Figure 2
Year Structure Built (2022)



Source: U.S. Census Bureau American Community Survey

Housing affordability is measured by dividing median housing value by median household income in a given community. A score of 2 or lower is considered an indicator of affordability. The town of Wilna, and the villages of Carthage and Deferiet, range from 2.0 to 2.2, respectively. Jefferson County and New York State have increased scores of 2.7 and 4.7, respectively. These scores are indicative of affordability of housing in the town and villages.

Table 6
Housing Affordability (2022)

	Median Value for All Owner-Occupied Units (\$)	Median Household Income (\$)	Score
Village of Carthage	121,500	59,519	2.0
Village of Deferiet	119,400	53,750	2.2
Town of Wilna (Including Villages)	122,600	61,291	2.0
Jefferson County	169,600	62,782	2.7
New York State	384,100	81,386	4.7

Source: U.S. Census Bureau American Community Survey

Employment Characteristics

Table 7 assesses employment status in the town of Wilna and the villages, and compares them with that of Jefferson County and New York State. The civilian labor force includes the population 16 years of age and older not in the military. The unemployment rate in the town and villages is lower than that of the county and state as a whole. Due to the location of Fort Drum in the town, and proximity to the villages, the number of those employed in the armed forces were included in table 7.

Table 7
Labor Force 2010 - 2020

	Civilian Labor Force (2010)	Armed Forces (2010)	Percent Unemployed (2010)	Civilian Labor Force (2020)	Armed Forces (2020)	Percent Unemployed (2020)	Percent Change (Labor Force)
Village of Carthage	1,225	334	3.1%	1,134	347	1.8%	-7.4
Village of Deferiet	258	27	5.2%	144	18	0.9%	-44.2
Town of Wilna	2,416	482	2.7%	2,524	624	2.3%	+4.5
Jefferson County	50,639	7,472	9.0%	45,421	10,051	3.0%	-10.3
New York State	9,781,731	26,419	4.8%	10,009,209	23,512	3.6%	+2.3

Source: U.S. Census Bureau American Community Survey

Table 8 examines the poverty status of the population within the town and villages in 2021. The percentage of people in the village of Carthage living below the poverty line was estimated at 14.3%, which is higher than the county and state. The percentage of people in the village of Deferiet living below the poverty line was estimated at 17.5% which is significantly higher when compared to the county and state. The percentage of people in the town of Wilna living below the poverty line was estimated at 12.0% which is lower than Jefferson County and New York State as a whole.

Table 8
Poverty Status 2021

2021	Pop. for whom poverty status is determined	# of people below poverty line	% of people below poverty line
Village of Carthage	3,277	469	14.3%
Village of Deferiet	302	53	17.5%
Town of Wilna (including villages)	5,496	661	12.0%
Town Outside Village	1,917	139	7.2%
Jefferson County	110,671	14,531	13.1%
New York State	19,604,130	2,636,823	13.5%

Source: U.S. Census Bureau American Community Survey

Table 9 examines the poverty status of the population within the town and villages in 2022. The percentage of people in the village of Carthage living below the poverty line was estimated at 18.7%, increasing by 4.4% from 2021, and is significantly higher than the county and state. The percentage of people in the village of Deferiet living below the poverty line was estimated at 12.7%, which is a decrease of 4.8% from 2021, and is lower than the county and state. The percentage of people in the town of Wilna living below the poverty line was estimated at 14.3% which is an increase of 2.3% from 2021, and is slightly higher than Jefferson County and New York State as a whole.

Table 9
Poverty Status 2022

2022	Pop. for whom poverty status is determined	# of people below poverty line	% of people below poverty line
Village of Carthage	3,293	616	18.7%
Village of Deferiet	331	42	12.7%
Town of Wilna (including villages)	5,526	791	14.3%
Town Outside Village	1,902	133	6.9%
Jefferson County	111,843	14,310	12.8%
New York State	19,516,967	2,655,662	13.6%

Source: U.S. Census Bureau American Community Survey

Poverty status, as defined by the U.S. Census Bureau, is based on whether a household's total pre-tax income falls below a specific threshold, which is adjusted for the number and makeup of people in a family. These thresholds, updated annually for inflation, serve as a uniform standard across the United States and do not account for non-cash support like public housing or food assistance. If a household earns less than its assigned threshold, everyone in that household is classified as living in poverty. Table 10 shows the inflation adjusted poverty thresholds determined for 2022.

Table 10
Poverty Thresholds for 2022 by Size of Family and Number of Related Children Under 18 Years in (\$)

Size of family unit	Weighted average thresholds	Related children under 18 years								
		None	One	Two	Three	Four	Five	Six	Seven	Eight or more
One person (unrelated individual):	14,880									
Under 65 years	15,230	15,225								
65 years and over	14,040	14,036								
Two people:	18,900									
Householder under 65 years	19,690	19,597	20,172							
Householder 65 years and over	17,710	17,689	20,095							
Three people	23,280	22,892	23,556	23,578						
Four people	29,950	30,186	30,679	29,678	29,782					
Five people	35,510	36,402	36,932	35,801	34,926	34,391				
Six people	40,160	41,869	42,035	41,169	40,339	39,104	38,373			
Seven people	45,690	48,176	48,477	47,440	46,717	45,371	43,800	42,076		
Eight people	51,010	53,881	54,357	53,378	52,521	51,304	49,760	48,153	47,745	
Nine people or more	60,300	64,815	65,129	64,263	63,536	62,342	60,699	59,213	58,845	56,578

Source: U.S. Census Bureau 2022

Civilian residents in Carthage are employed in a variety of industries. The top category is professional, scientific, management, administration, and waste management (20.1%). This is followed by educational services, health care, and social assistance (18.8%), and manufacturing (17.3%). The estimated average travel time to work for village residents is approximately 26.8 minutes.

Table 11
Employment by Industry (Carthage) 2022

Industry 2022	#	%
Agriculture, forestry, fishing and hunting, and mining	0	0
Information	9	0.8
Other services, except public administration	11	1
Construction	16	1.4
Wholesale trade	34	3.1
Finance and insurance, and real estate and rental and leasing	40	3.6
Transportation and warehousing, and utilities	43	3.9
Public administration	88	7.9
Arts, entertainment, and recreation, and accommodation and food services	104	9.4
Retail trade	140	12.6
Manufacturing	192	17.3
Educational services, and health care and social assistance	208	18.8
Professional, scientific, and management, and admin., waste management	222	20.1
Total	1,107	100

Source: U.S. Census Bureau American Community Survey

Civilian residents in Deferiet are employed in a variety of industries. The top category is educational services, health care, and social assistance (29.2%). This is followed by retail trade (12.3%), and public administration (11.7%). The estimated average travel time to work for village residents is approximately 18.2 minutes.

Table 12
Employment by Industry (Deferiet) 2022

Industry 2022	#	%
Agriculture, forestry, fishing and hunting, and mining	0	0
Wholesale trade	4	2.6
Construction	5	3.2
Transportation and warehousing, and utilities	5	3.2
Finance and insurance, and real estate and rental and leasing	5	3.2
Information	6	3.9
Other services, except public administration	8	5.2
Professional, scientific, and management, and admin., waste management	10	6.5
Arts, entertainment, and recreation, and accommodation and food services	13	8.4
Manufacturing	16	10.4
Public administration	18	11.7
Retail trade	19	12.3
Educational services, and health care and social assistance	45	29.2
Total	154	100

Source: U.S. Census Bureau American Community Survey

Civilian residents in the town of Wilna, outside the villages, are employed in a variety of industries. The top category is educational services, health care, and social assistance (28.6%). This is followed by construction (11.8%), and other services except public administration (11.2%). The estimated average travel time to work for village residents is approximately 24.8 minutes.

Table 13
Employment by Industry (Town of Wilna TOV) 2022

Industry 2022	#	%
Agriculture, forestry, fishing and hunting, and mining	0	0
Information	0	0
Retail trade	17	1.9
Public administration	37	4.1
Professional, scientific, and management, and admin., and waste management	54	5.9
Transportation and warehousing, and utilities	56	6.1
Finance and insurance, and real estate and rental and leasing	59	6.5
Arts, entertainment, and recreation, and accommodation and food services	65	7.1

Industry (TOV) 2022	#	%
Manufacturing	69	7.6
Wholesale trade	84	9.2
Other services, except public administration	102	11.2
Construction	108	11.8
Educational services, and health care and social assistance	261	28.6
Total	912	100

Source: U.S. Census Bureau American Community Survey

Education

Table 13 examines the educational attainment of residents 25 years of age and older in the town of Wilna and the villages of Carthage and Deferiet. The town and the village of Carthage have a slightly lower proportion of high school graduates than Jefferson County and New York State. The village of Deferiet has the highest proportion of high school graduates when compared to the town, the village of Carthage, Jefferson County, and New York State. This number could be a misrepresentation due to the small population size and demographic in the village of Deferiet.

Table 14
Educational Attainment Population 25 Years Old and Over (2022)

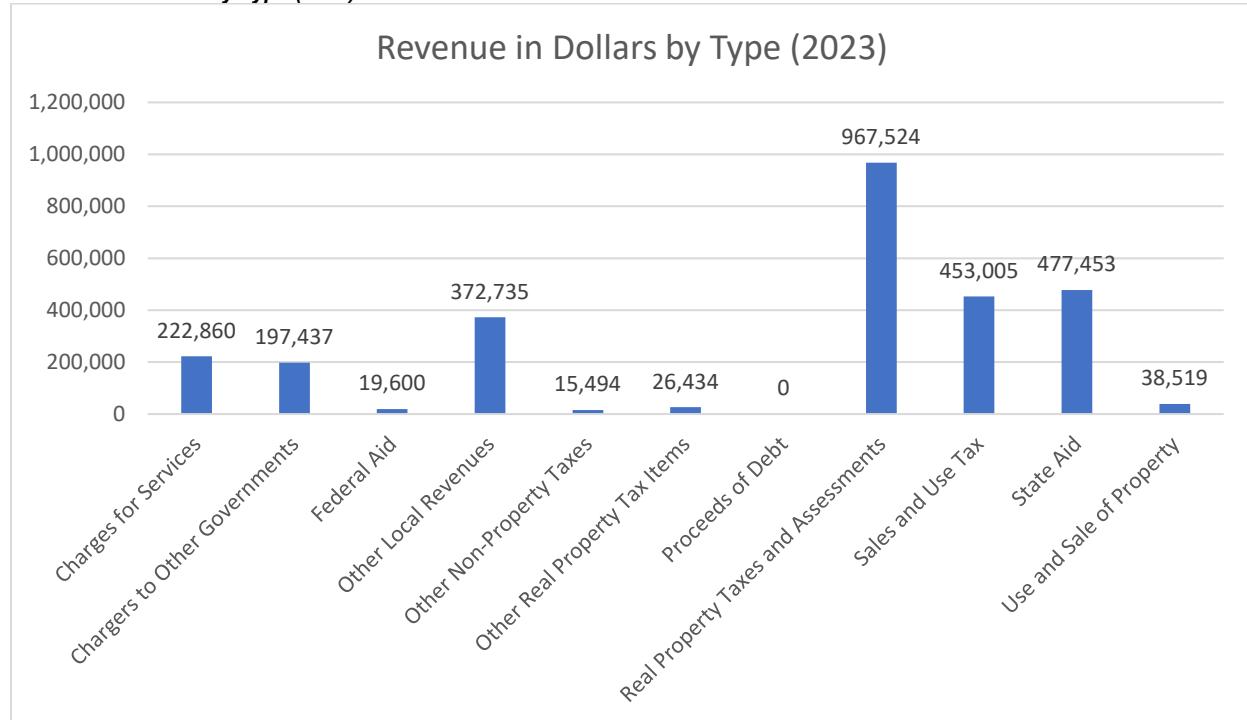
	% High School Diploma	% Bachelors Degree	% Masters Degree
Village of Carthage	85.8	25.2	4.6
Village of Deferiet	96.2	33.5	9.7
Town of Wilna (including villages)	87.4	22.7	5.7
Jefferson County	91.6	25.2	10.2
New York State	87.6	38.8	17.2

Finance

Town of Wilna

According to the NYS Comptroller, 2023 revenues for Wilna totaled \$2,763,224 and were raised mostly from real property taxes and assessments (35%) and state aid (17%). Next was sales and use tax (16%).

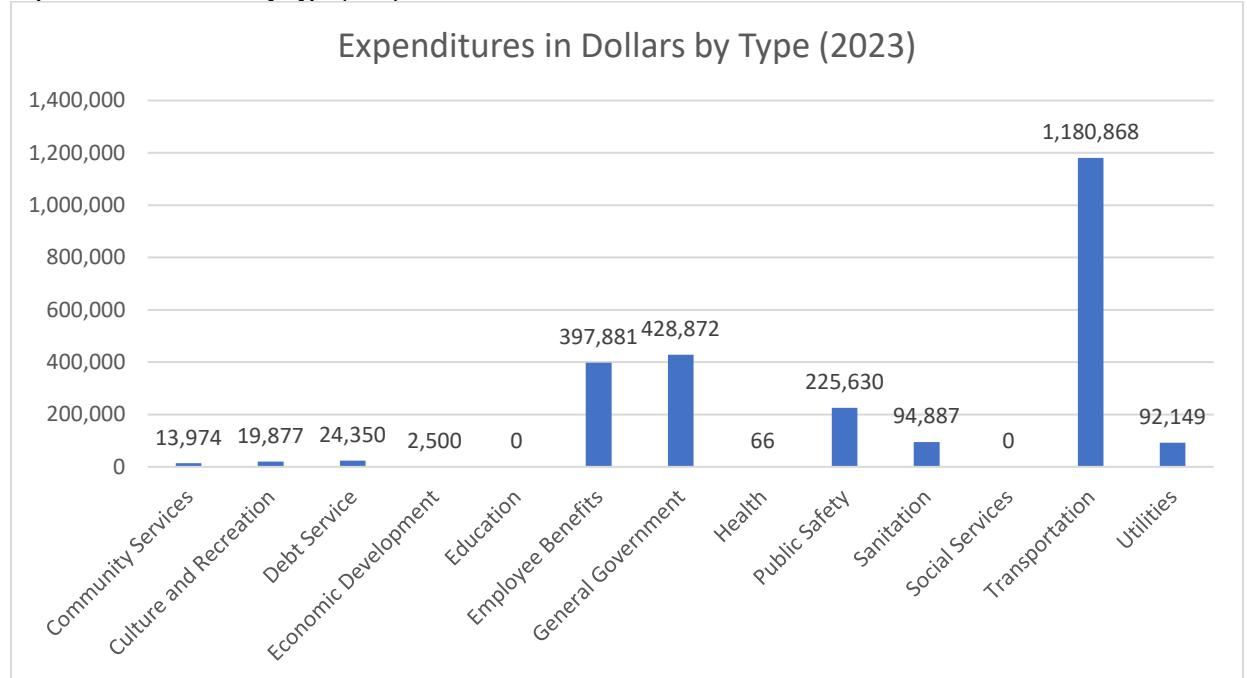
Revenue in Dollars by Type (2023)



Source: Office of the New York State Comptroller

According to the NYS Comptroller, 2023 expenditures for Wilna totaled \$2,453,215. Transportation made up the largest expenditure (48%) followed by general government (18%) and employee benefits (16%).

Expenditures in Dollars by Type (2023)

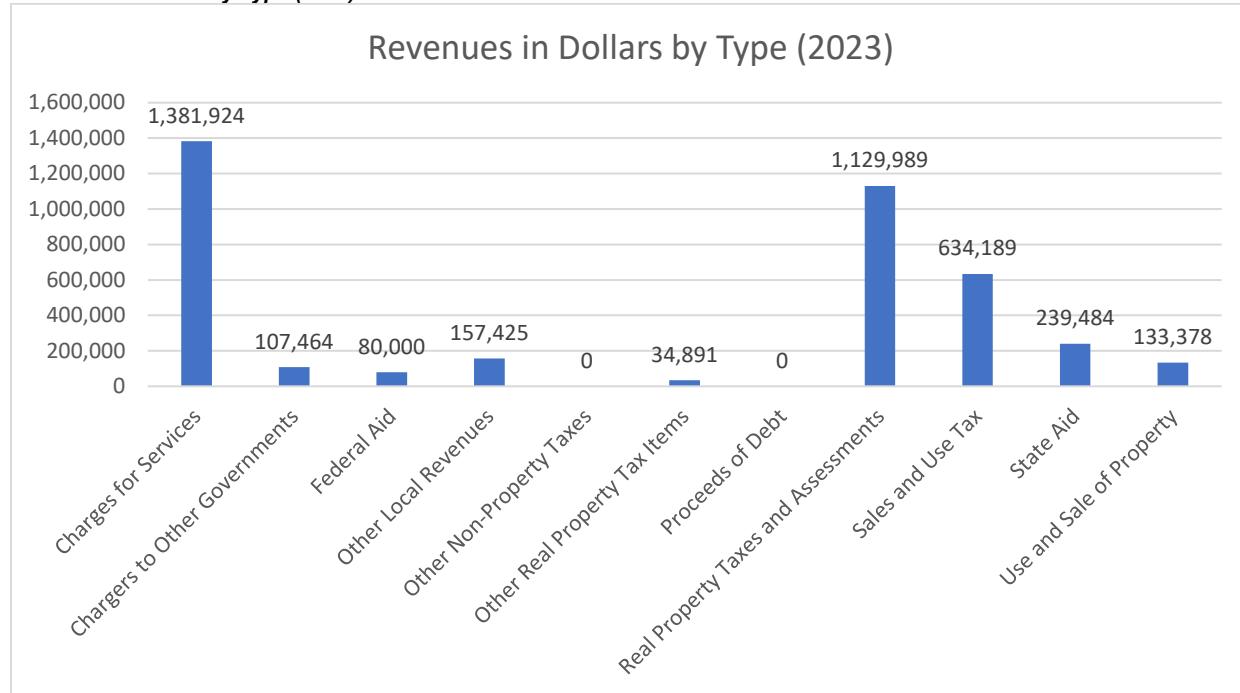


Source: Office of the New York State Comptroller

Village of Carthage

According to the NYS Comptroller, 2023 revenues for Carthage totaled \$3,898,745 and were raised mostly from charges for services (35%) and real property taxes and assessments (29%). Next was sales and use tax (16%).

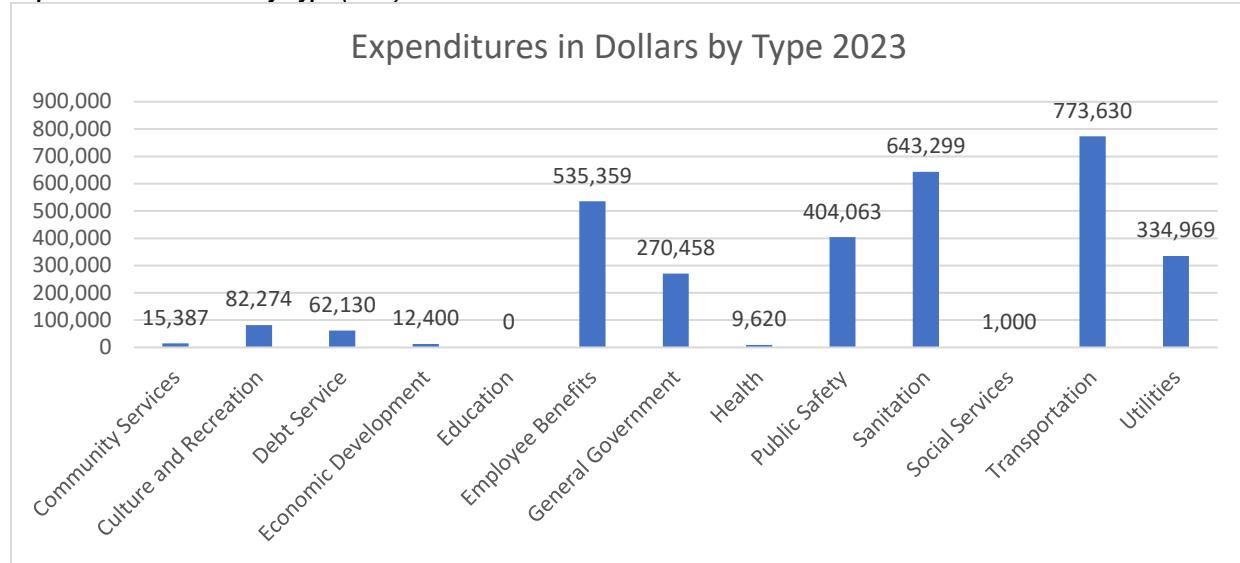
Revenue in Dollars by Type (2023)



Source: Office of the New York State Comptroller

According to the NYS Comptroller, 2023 expenditures for Carthage totaled \$3,144,590. Transportation made up the largest expenditure (25%) followed by sanitation (21%) and employee benefits (17%).

Expenditures in Dollars by Type (2023)

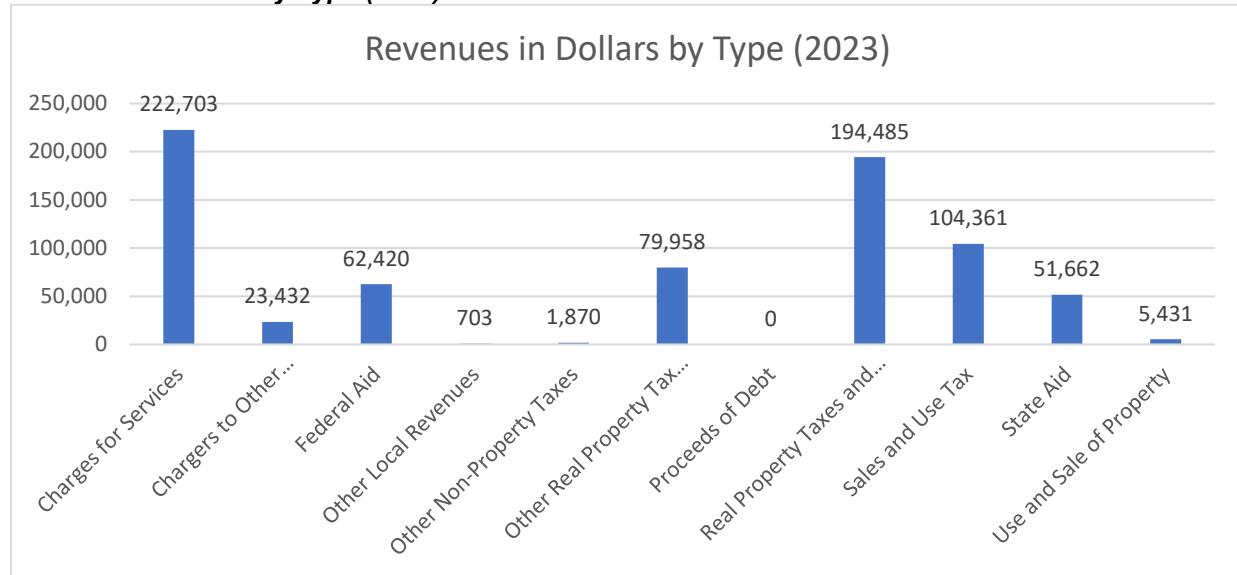


Source: Office of the New York State Comptroller

Village of Deferiet

According to the NYS Comptroller, 2023 revenues for Deferiet totaled \$747,025 and were raised mostly from charges for services (30%) and real property taxes and assessments (26%). Next was sales and use tax (14%).

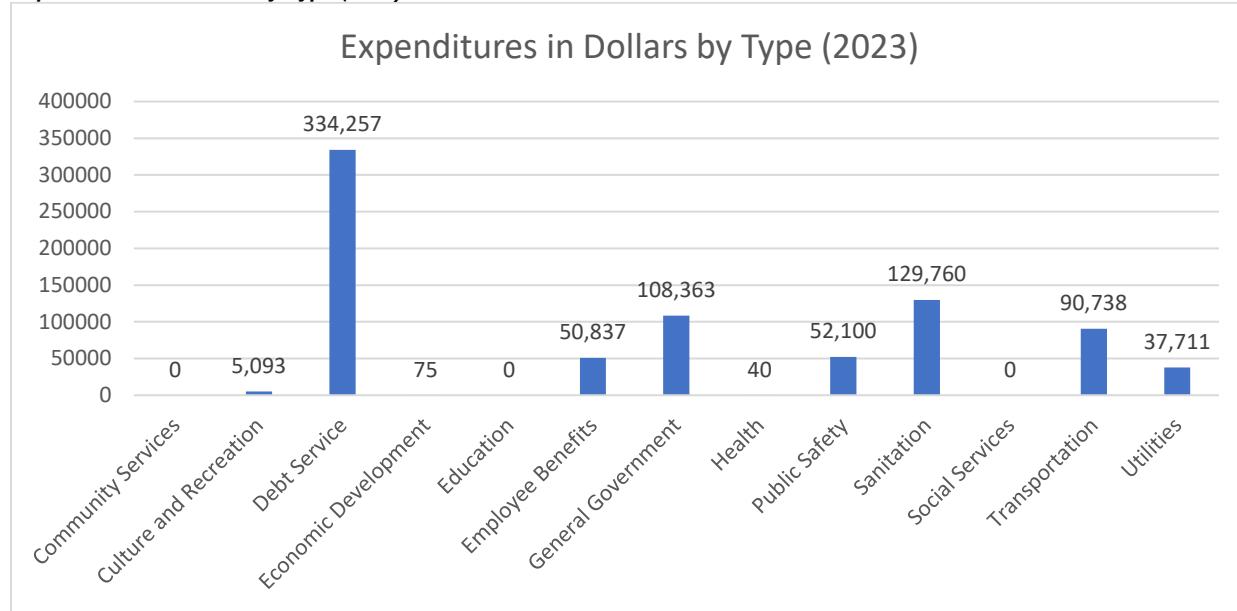
Revenue in Dollars by Type (2023)



Source: Office of the New York State Comptroller

According to the NYS Comptroller, 2023 expenditures for Deferiet totaled \$808,974. Debt service made up the largest expenditure (41%) followed by sanitation (16%) and general government (13%).

Expenditures in Dollars by Type (2023)

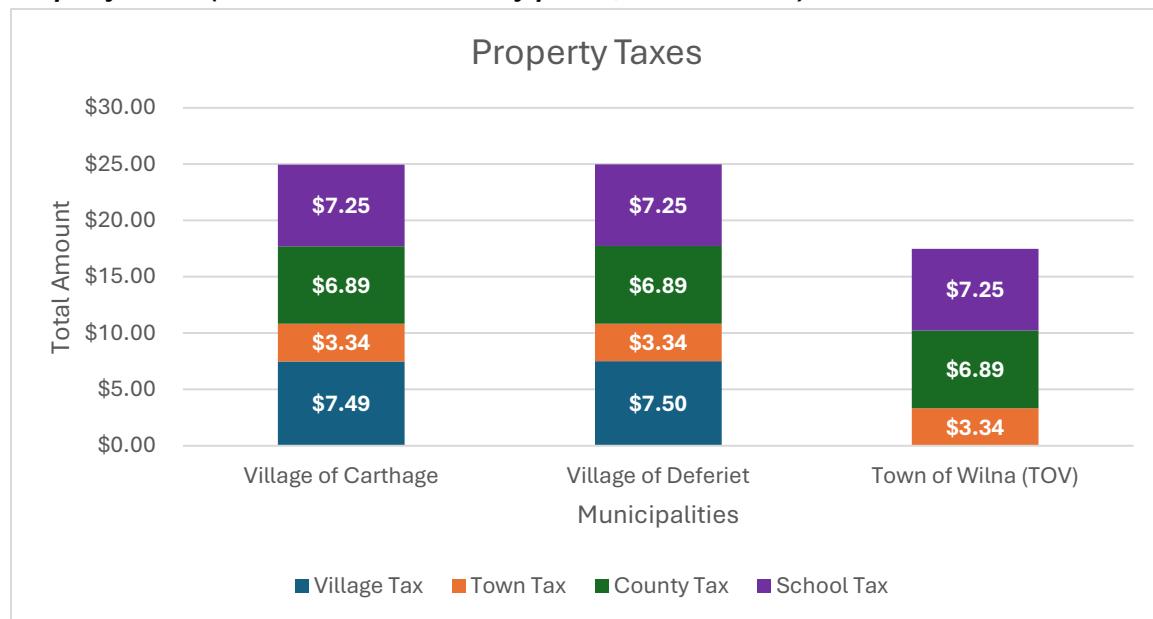


Source: Office of the New York State Comptroller

Property Taxes

In 2023, Carthage property owners paid \$24.97 per \$1,000 assessed value in property taxes (this includes village, town, county, and school taxes). In 2023, Deferiet property owners paid \$24.98 per \$1,000 assessed value in property taxes (this includes village, town, county, and school taxes.). In 2023, Wilna property owners paid \$17.23 per \$1,000 assessed value in property taxes (this includes town, county, and school taxes).

Property Taxes (Full Value Tax Rate Levy per \$1,000 Full Value) 2023

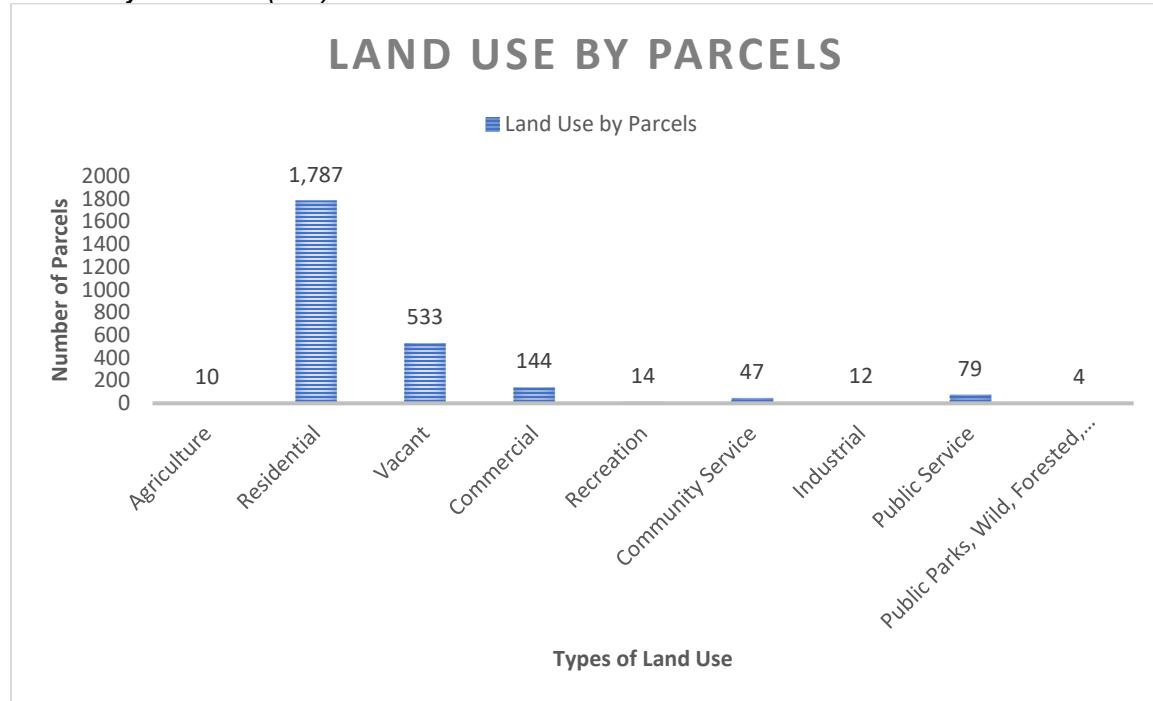


Source: New York State Office of Real Property Tax Services

Land Use

Town of Wilna

Land Use by Tax Parcels (2021)



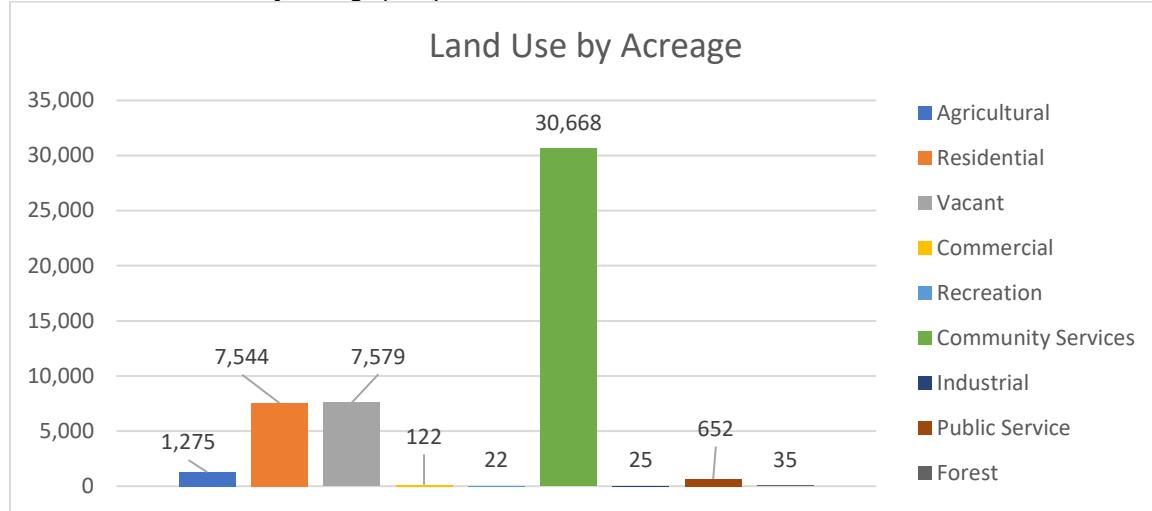
Source: New York State Office of Real Property Tax 2021

Land Use by Acreage

Town of Wilna – Total Acreage: 47,920

The largest land use within the town of Wilna is community services, which includes Fort Drum, and is made up of about 30,667 acres. The next largest land use by acreage is vacant land, accounting for about 7,578 acres, and the third highest being residential land use at about 7,543 acres. Agricultural parcels contain about 1,274 acres, and the fifth largest land use by acreage is public service with about 652 acres. Commercial parcels are made up of about 122 acres. Forest parcels tally up to about 34 acres. Industrial uses account for about 24 acres, and lastly, recreation parcels have about 21 acres.

Town of Wilna Land Use by Acreage (2022)

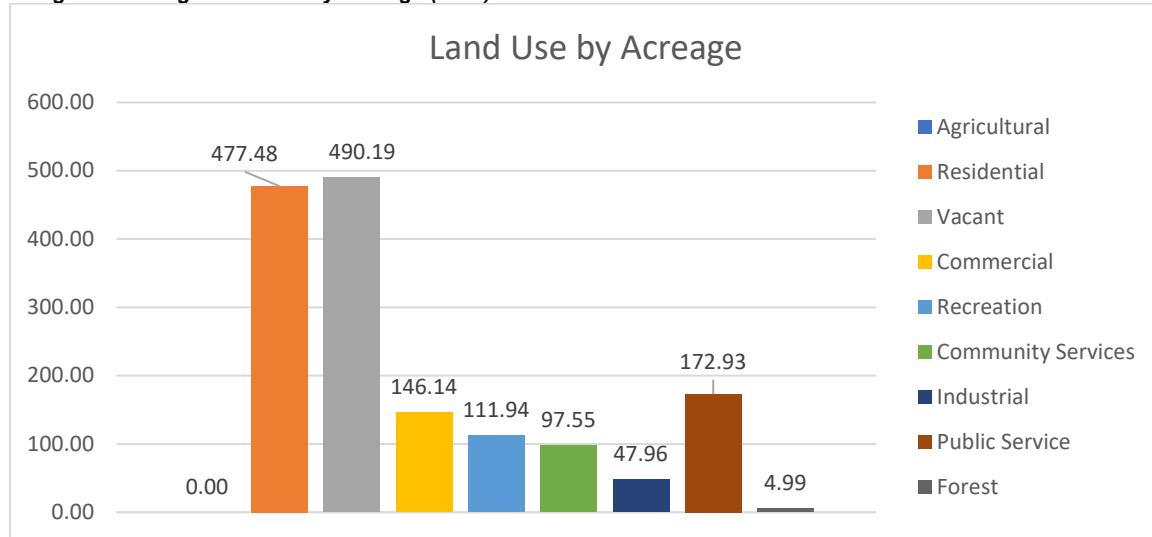


Source: New York State Office of Real Property Tax Services

Village of Carthage – Total Acreage: 1,567

The largest land use within the village of Carthage is vacant land which is about 490 acres, with residential at a close second containing about 477 acres. The next largest land use by acreage is public service which contains about 172 acres. Commercial uses account for about 146 acres, recreation with about 111 acres, community services with about 97 acres, and industrial with about 47 acres. Lastly, forest use came in at just under 5 acres. There were no agricultural use parcels.

Village of Carthage Land Use by Acreage (2022)

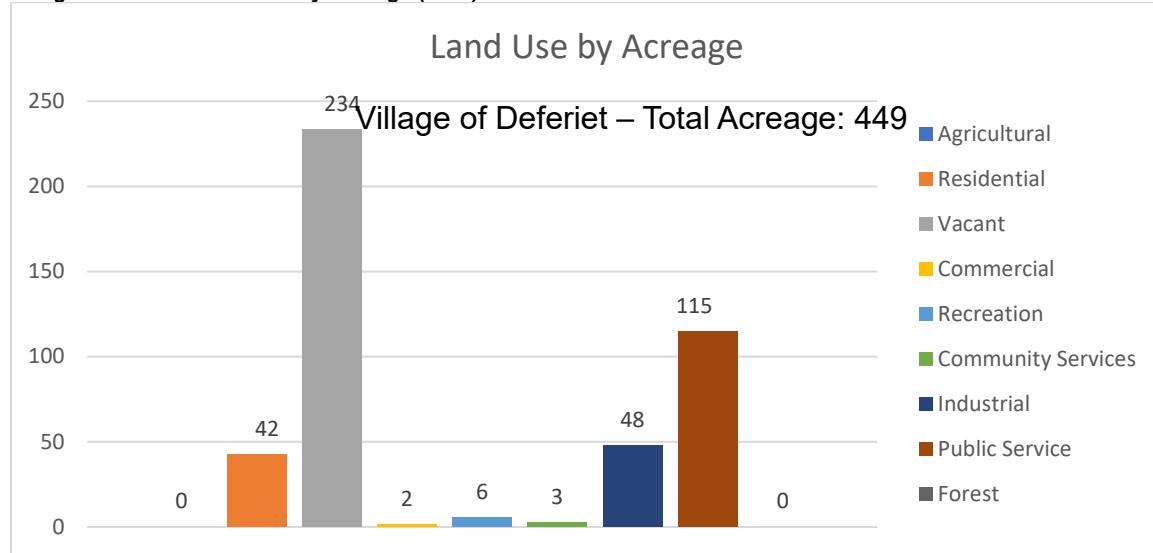


Source: New York State Office of Real Property Tax Services

Village of Deferiet – Total Acreage: 449

The largest land use by acreage in the village of Deferiet is vacant land which is about 233 acres. public service uses include about 114 acres. Next, industrial uses account for about 47 acres, and residential uses contain about 42 acres. Recreation parcels combine for about 5 acres, community services parcels have about 2 acres, and Commercial uses are about an acre. There were no forest or agricultural use parcels

Village of Deferiet Land Use by Acreage (2022)



Source: New York State Office of Real Property Tax Services

Definitions

Agricultural: property used for the production of crops or livestock.

Residential: property used for human habitation. Living accommodations such as hotels, motels, and apartments are in the Commercial category.

Vacant: property that is not in use, is in temporary use, or lacks permanent improvement.

Commercial: property used for the sale of goods and/or services.

Recreation: property used by groups for recreation, amusement, or entertainment.

Community Services: property used for the well-being of the community.

Industrial: property used for the production and fabrication of durable and nondurable man-made goods.

Public Services: property used to provide services to the general public.

Forest: reforested lands, preserves, and private hunting and fishing clubs.

PART II. PLAN ELEMENTS – GOALS, OBJECTIVES, AND STRATEGIES

This section of the comprehensive plan presents issues and strategies that address seven topical areas – open space and agriculture, historic resources, economic development, housing, transportation, community facilities, and recreation. These strategies are the result of the planning process and are based on a community survey, public visioning meetings, and meetings with experts in each topic. It is intended that responsibility for pursuing these strategies will be that of various town groups, including the town board, planning board, committees, and community volunteers.

OPEN SPACE, AGRICULTURE, AND RURAL CHARACTER

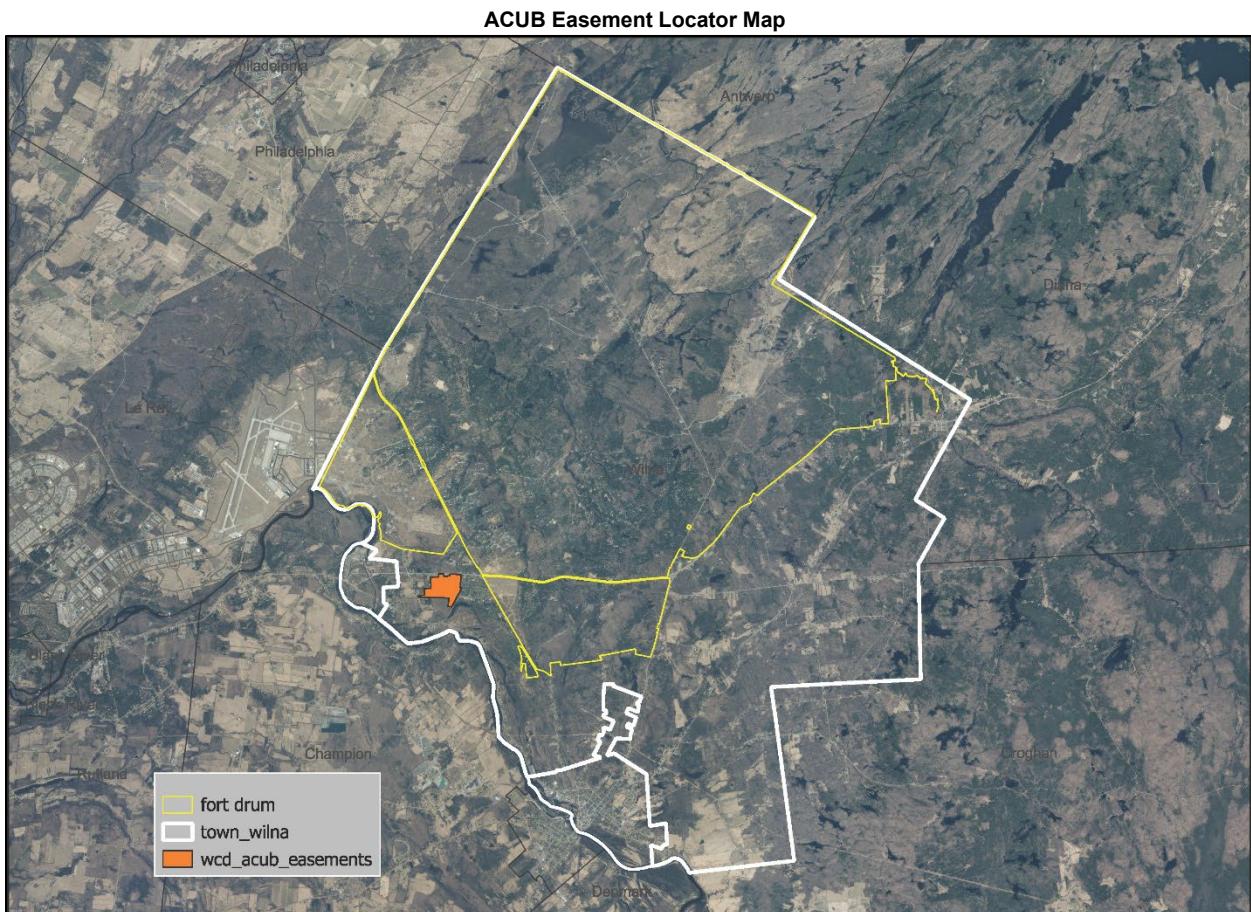
The preservation of rural and natural character and the protection of farmland is a priority for communities that value agriculture, open space, and their distinctive atmosphere. Community survey respondents identified that the town and villages should focus efforts on protecting environmentally sensitive areas, maintaining the rural character, and supporting agricultural-related businesses over the next five years. Jefferson County has numerous opportunities for the growth of both current and new farming operations, particularly in local food production. There is significant potential for the expansion of vegetable and fruit crops, as well as livestock farming, with an increase in mushroom cultivation, nut-tree production, and small livestock such as goats and sheep. Beef production is also on the rise, reflecting the county's strong agricultural foundation. Additionally, honey berries, which are well-suited to the climate of Northern New York, offer promising new avenues for farmers. The identification of prime soils within the town leads to the belief that there is potential for the existence of new farming operations. Forty-four percent of survey respondents felt that communities need to encourage the development of garden centers and agricultural development within communities. Conservation easements can assist with the protection of agricultural lands, forested areas, and wildlands. A conservation easement is a voluntary agreement between the landowner and a third party such as a land trust (Tug Hill Tomorrow Land Trust, locally), to protect land from development by permanently restricting the use and development of the property, thereby preserving its natural or manmade features.

The Agricultural Districts Program is a state initiative designed to protect and promote farmland. It allows landowners to form agricultural districts that offer benefits like property tax incentives, protections against overly restrictive local laws, and safeguards from nuisance laws (such as complaints about noise or odor from farm operations). The program aims to keep farmland in active agricultural use by reducing development pressure and supporting farmers' long-term viability.

The town has approximately 118 acres of agricultural lands that are part of the New York State Certified Agricultural District Program. This designation helps protect these lands from non-agricultural development, ensuring their continued use for productive farming. Additionally, the town benefits from conservation easements established in partnership with Ducks Unlimited, a part of the Wetlands America Trust. These

easements preserve wetland areas, support wildlife habitats, and maintain the ecological balance within the region.

Another potential source of funding to secure conservation easements is the Fort Drum Army Compatible Use Buffer Program (ACUB). The purpose of this program is to limit the use or development of property near Fort Drum to agricultural and forestry uses. This is intended to minimize encroachment (development which impacts the ability to train) while protecting open space.



The protection of farmland and natural resources within the town can promote environmental stewardship. Community survey respondents expressed concerns focused on the development of large-scale solar projects. The development of solar projects presents a unique opportunity to integrate agrivoltaics into farming operations. This approach supports the transition to renewable energy while maintaining active farm production by incorporating solar projects into agricultural landscapes.

GOAL: PROTECT NATURAL FEATURES, PROMOTE DIVERSE AGRICULTURE, AND MAINTAIN OPEN SPACE AND RURAL CHARACTER.

Objectives/Strategies

1. Encourage agricultural protection strategies through the New York State Certified Agricultural District Program and adequate land use controls.
2. Provide buffer areas from military activity on Fort Drum to protect the health, safety, and quiet atmosphere provided by the rural character of the town.
3. Protect the rural and natural landscape through conservation easements (with the Tug Hill Tomorrow Land Trust) to preserve the town's rural character and encourage the connectivity of residents to outdoor and nature activities.
4. Promote diverse agricultural production and provide information to new farmers on available agricultural land, prime soils, and potential niche crops.
5. Plan development in accordance with development constraints, natural resources, and environmental factors to ensure little disruption to the communities' natural features and rural landscape.

HISTORIC RESOURCES

Preserving and rehabilitating historic buildings is essential for rural communities, as these structures offer a tangible link to our shared past, often drawing tourists and contributing to local economies. Historic buildings, typically constructed with superior materials and craftsmanship, are not only durable but also foster job creation in rehabilitation projects, which can be more resource-efficient than new construction. Properties that meet criteria set by the National and State Registers of Historic Places may be eligible for listing, which can open access to various benefits, such as grants and tax incentives for preservation efforts. A list of these properties is found in Appendix B.

The village of Carthage is interested in installing historical signs at key locations that highlight significant places within the community. These signs would be placed in public areas with high pedestrian foot traffic such as Turning Point Park and Carthage Park, to increase public awareness of the village's rich history.

GOAL: PROTECT AND PROMOTE THE COMMUNITY'S HISTORIC RESOURCES PRESERVING THE HISTORICAL CHARACTER OF THE COMMUNITIES.

Objectives/Strategies

1. Preserve and rehabilitate historic buildings.

2. Enhance public awareness through historical signage.
3. Promote/facilitate economic incentives for historic property owners.
4. Develop a historical walking trail in the village of Carthage to preserve and promote the community's industrial background.

ECONOMIC DEVELOPMENT

Economic development is a critical driver for the vitality of a community, enhancing the quality of life for residents while fostering job creation, infrastructure improvement, and long-term sustainability. The town and villages play a primary role in promoting commercial development by leveraging grants, partnerships, and strategic planning to attract businesses, revitalizing underutilized or vacant properties, and supporting the expansion of needed infrastructure. Through targeted initiatives such as the redevelopment of former industrial sites, infrastructure improvements, and partnerships with organizations such as the Jefferson County Industrial Development Agency (JCIDA) and the Development Authority of the North Country (DANC), communities can improve economic opportunities. By aligning efforts with regional projects like Micron and investing in tourism, entrepreneurship, and light industry, the town and villages can serve as economic hubs for innovation and growth while addressing the unique needs of their residents.

Survey respondents identified that the “absence of industry,” “job availability,” and the presence of “vacant and abandoned buildings” are the biggest concerns facing the town and villages. Fifty-eight percent of survey respondents disliked the absence of industry in the communities while 19% liked the absence of industry. Forty-two percent of survey respondents identified job availability as an issue of concern. Respondents identified various kinds of commercial development that they would like to see within the communities such as restaurants (74%), retail (71%), grocery stores (60%), light industry (58%), and manufacturing (57%). Seventy-seven percent of survey respondents strongly agreed or agreed that the town and villages should attract new businesses and commercial development to the area. Finally, respondents felt that the town and village governments should be more aggressive in enforcing laws pertaining to abandoned and dilapidated buildings. These buildings may provide opportunities for remediation or adaptive reuse for potential commercial/business developers.

Village of Deferiet

The village of Deferiet is leveraging the Deferiet Local Development Corporation (LDC) to secure funding for critical redevelopment projects which include the remediation of the former mill site and the demolition of the post office building which has fallen into disrepair. The mill site was once the location of the St. Regis Paper Company paper which was established in 1889. The mill was later known as Deferiet Paper and was

closed in 2004. Since then, metal recovery operations have exposed asbestos, which poses health risks to residents. A group of local and state agencies, including NYSERDA, the Tug Hill Commission, and the JCIDA, supported a successful county grant application to Restore NY. This \$9 million grant will fund the restoration of the mill site, with work anticipated to begin in the second quarter of 2025 overseen by DANC. JCIDA, in partnership with the New York State Energy Research and Development Agency (NYSERDA) and the Brownfield Opportunity Area (BOA) Committee, is working to identify future uses for the remediated site. Community improvements from remediation include enhanced aesthetics, better infrastructure, and new and improved sidewalks. The site may also support light industrial development such as aquaculture and a community solar project.

Village of Carthage

The village of Carthage is exploring various redevelopment projects to stimulate economic growth. The PETAWATT building on West End Avenue, previously a paper mill and a site for mining operations, is the focus of Restore New York Grant application led by the town of Wilna. JCIDA has identified potential reuse opportunities for the site, with promising prospects for regional economic benefits. Similarly, the village is evaluating options for an old laundromat on North Mechanic Street, currently owned by Jefferson County, which may hold potential for business development under the BOA framework. Another key site, the former Ames department store building, has been identified as a potential space for recreation or business development. Additionally, the planned Carthage Area Hospital relocation offers an opportunity to repurpose the old hospital site for uses such as a business incubator or training facility.

Natural Bridge

In the hamlet of Natural Bridge, economic development efforts are focused on infrastructure improvements to support business expansion. A local gas station is working on connecting to the main waterline, which is essential for expanding its services and product offerings. This water connection would allow the gas station to serve various fountain drinks and other food items that require access to public water. This development could spur further economic activity in the area and enhance the community's access to goods and services.

Regional Projects and Vision

Although the Convolt Solar project near the Watertown Airport is no longer moving forward, the site still offers strong potential for industrial and commercial development. With existing infrastructure and foundational work already in place, it remains a prime location for future investment. In response, the JCIDA has pivoted toward a diversified business park model aimed at attracting a range of employers and industries to support regional economic growth.

The Micron project in the town of Clay presents a transformative opportunity for the region. Strategic Development Specialists (SDS), advocating for Jefferson County's involvement in supporting Micron due to its anticipated far-reaching impact. The project anticipates potential job development and growth which will impact residents, businesses, and other organizations across Jefferson County. JCIDA is actively working to attract businesses that will serve both Micron and Fort Drum, ensuring that Jefferson County serves as a hub for growth and innovation.

JCIDA is also focused on promoting tourism, entrepreneurship, and light industry. The town and villages should identify sites with utilities to include water, sewer, and electricity, on parcels of land at least five acres in size to support light industrial development. These initiatives align with the broader goals of economic development, ensuring that the region remains competitive and attractive to new businesses.

GOAL: REVITALIZE AND DIVERSIFY THE LOCAL ECONOMY BY TRANSFORMING UNDERUTILIZED SITES INTO COMMERCIAL, RECREATIONAL AND MIXED-USE SPACES, WHILE INVESTING IN INFRASTRUCTURE AND FOSTERING REGIONAL COLLABORATION TO SUPPORT SUSTAINABLE GROWTH ATTRACTING TOURISM AND LIGHT INDUSTRY.

Objectives/Strategies

1. Secure funding for redevelopment or remediation through opportunities such as the Restore New York Grant.
2. Prepare properties for redevelopment by addressing ownership issues, remediating contamination, and improving access to facilities.
3. Enhance marketing efforts and provide incentives such as tax breaks, Brownfield Opportunity Areas (BOA) designations, and grant support to draw businesses and entrepreneurs to the area.
4. Position the town and villages to attract businesses that align with regional developments, such as Micron and Fort Drum, while fostering local entrepreneurship and supporting existing businesses.
5. Streamline site preparation by ensuring access to utilities such as water, sewer, and electricity for identified development areas.
6. Explore development opportunity near Fargo Corners and along NYS Route 3.
7. Expand infrastructure to allow for further commercial development and the expansion of existing businesses such as the gas station in the hamlet of Natural Bridge.

8. Engage community stakeholders to align development projects with local needs and build support.
9. Address parking constraints as a key barrier to commercial expansion.
10. Work closely with regional organizations such as JCIDA, DANC, and NYSERDA to secure funding, identify opportunities, and plan for sustainable economic growth.
11. Explore the potential of utilizing the Carthage Area Hospital campus as a technology or business incubator when the hospital moves to new location.

HOUSING

Housing is an integral part of community stability and growth in the town of Wilna and the villages of Carthage and Deferiet. Access to quality, affordable housing directly impacts economic development, supports local businesses, and helps retain residents, which in turn sustains enrollments in local school districts and strengthens community services. For these communities, where land availability and rising housing costs present challenges, a well-planned approach to housing is necessary to identify and implement solutions. The communities face several challenges, such as outdated housing that drives away potential residents, a lack of adaptable housing for the aging population (such as ADA compliance and accessibility options), and vacant or blighted properties that detract from the area's aesthetic appeal. Over the next two to three years, the Wilna Housing Authority will renovate 10 to 15 units at Carthage Apartments LLC to make the bathrooms fully ADA compliant. The town of Wilna and the village of Carthage both have local laws regulating unsafe buildings and structures. The purpose of these laws is to ensure the health and safety of the population by regulating unsafe buildings and structures to decrease nuisance, squatters, and rodent infestation.

While there appears to be an increase in housing availability, Fort Drum personnel are not as drawn to the village of Carthage when compared to other areas such as Sackets Harbor. This trend is largely attributed to the age of housing stock, which does not align with the preferences of many Fort Drum personnel. Consequently, this has resulted in a lower number of young families residing in the village, contributing to an aging population. Strategies, such as modernizing and rehabilitating the housing stock, and enhancing the village's appeal to younger demographics, are essential for promoting growth and revitalization.

One such resource that can assist communities with housing rehabilitation and revitalization is the Community Development Block Grant (CDBG). CDBG is a valuable resource that can assist with community revitalization goals and attract potential residents. The grant program provides funding for projects such as housing rehabilitation, infrastructure improvements, and the creation of public spaces. Funds can assist with the modernization of aging homes, enhance the safety and aesthetics of

neighborhoods, and promote community engagement. Completing such projects can stimulate economic growth and make areas more appealing for residents. This could make the area, as well as the housing, more appealing to Fort Drum personnel and younger residents.

A strategy to provide additional housing options includes the development of accessory dwelling units (ADUs). ADUs provide several benefits to communities including increasing housing density in low-density areas and offering additional housing options, especially for low-income residents. They can also serve as affordable housing for family members, such as young adults or seniors needing care, and provide property owners with rental income. ADUs cannot be sold separately from the primary dwelling, ensuring long-term community integration. Additionally, these units can increase property value, making them a valuable investment for homeowners.

The town and villages offer various housing options that serve low-income residents, senior residents, and residents with disabilities. Income-based housing options include:

- **Washington Court Apartments:** 333 South Washington St., Carthage, NY, 13619.
- **Brady Acres Apartments:** 600 South Washington St., Carthage, NY, 13619.
- **Carthage Apartments LLC:** 910 Emjay Way, Carthage, NY, 13619.
- **Regis Court Apartments:** 44 Riverside Drive, Deferiet, NY, 13628.

Senior and disabled housing options include:

- **Long Falls Apartments:** 222 State Street, Carthage, NY, 13619.
- **Westside Terrace:** 63 Madison Street, West Carthage, NY, 13619.

Brady Acres Apartments, Long Falls Apartments, and Westside Terrace are owned and operated by the Wilna Housing Authority (WHA). These properties provide approximately 250 public housing units for low-income, senior, and disabled residents. However, there is a need for ADA compliant housing in the area. Brady Acres Apartments only has five apartments that are ADA compliant. The WHA strive to improve the quality of life for low-income residents, senior and disabled residents, and underserved communities.

The majority of the existing housing stock is single-family dwellings. According to the 2022 Jefferson County tax parcel list, 1,429 properties have a property class of 210 (one-family year-round residence) out of 1,779 tax parcels. According to the US Census Bureau's 2023 5-Year American Community Survey, the villages of Carthage and Deferiets' total number of housing units was 1,729, and 59% (1,013) were built in the

year 1939 or earlier. This could deter younger residents, including Fort Drum personnel, from renting or purchasing older housing units that require remodeling, maintenance, and other costs outside of their financial capacity.

GOAL: REHABILITATE AND MODERNIZE EXISTING HOUSING, PROMOTE ADA COMPLIANT HOUSING, AND ADDRESS VACANT/BLIGHTED PROPERTIES.

1. Rehabilitate older housing to meet modern standards, including energy efficiency, safety, and aesthetic upgrades to attract younger residents and Fort Drum personnel.
2. Utilize CDBG funds and collaborate with organizations such as Neighbors of Watertown to support housing rehabilitation, infrastructure improvements, and neighborhood revitalization efforts to enhance the area's appeal and economic potential.
3. Promote housing that meets the needs of the aging population and individuals with disabilities by incorporating ADA-compliant design standards and accessibility features.
4. Address vacant and blighted properties through targeted redevelopment efforts to enhance neighborhood appeal.
5. Promote single-family housing in limited areas to maintain the character of neighborhoods.
6. Preserve Victorian homes through single-family zoning and historic registration.

TRANSPORTATION

Road infrastructure is important for the municipalities as it supports economic development, public safety, and community well-being by providing the efficient transportation of goods, services, and residents to essential facilities.

The focus of transportation and mobility is primarily on the maintenance and preservation of existing infrastructure while fostering strong intergovernmental relationships and addressing community transportation needs. The NYSDOT is prioritizing bridge maintenance on Route 26 and the rehabilitation of the State Street railroad crossing. The county has invested eight million dollars over the past decade in road and bridge improvements and continues to maintain county roads while working closely with local town officials. Road work programs are determined by a combination of visual assessments, traffic counts, and material durability, with a focus on preventative maintenance. Public transit options are being evaluated for potential expansion, while speeding issues and traffic safety at intersections are being addressed through the proposed installation of stop signs and digital radar signs. Pedestrian and

bicycle safety, especially sidewalk conditions and ATV use, are key concerns. The Watertown Metropolitan Planning Organization is pursuing resiliency and road infrastructure studies which include electric vehicle infrastructure and safe routes to schools and shopping centers. These studies are aimed at identifying projects and securing funding for future improvements.

Survey results revealed that 46% of respondents are concerned about road maintenance in the town and villages. Eighty-three percent of respondents would like to see further improvements on the public transportation system.

Issues affecting roads in the village of Carthage are congestion caused by heavy vehicles while attempting to maneuver at the intersection of State Route 126 and 3, emergency vehicle access and maneuverability on a private road in Emjay Way due to poor road maintenance, and the need for additional stop signs at the three-way intersection of Thorpe Street and West Street.

State Roads

State Route 3 and State Route 126 are major routes through the town of Wilna and the village of Carthage. As of 2023, average daily traffic on Route 3 between the village of Deferiet (CR-36/3A) and the village of Carthage was 2,383 vehicles. On this same stretch of Route 3, annual average daily truck traffic was 172 trucks. As of 2023, average daily traffic on Route 3 between the hamlet of Great Bend and the village of Deferiet (CR-36/3A) was 5,397 vehicles. On this same stretch of Route 3, annual average daily truck traffic was 465 trucks.

State Route 3, from the hamlet of Natural Bridge to CR-36/3A, had an average daily traffic count of 3,109 vehicles in 2023. The average daily traffic count for trucks for this section of Route 3 was 293 trucks.

State Route 3 from South Washington Street to the northernmost line for the village of Carthage had an annual average daily traffic count of 2,472 vehicles and an average daily traffic count of 235 trucks in 2023.

As of 2023, average daily traffic on Route 126 from the village of Carthage line to the Jefferson /Lewis County line was 2,965 vehicles. On this same stretch of Route 126, annual average daily truck traffic was 146 trucks. Average daily traffic on Route 126 from the intersection of Route 3 and Route 126 to the village of Carthage line was 1,276. The annual average daily truck traffic was 215 for the same stretch of Route 126.

County Roads

Jefferson County highways in Wilna include County Routes 36/3A, 37, 40, 41, and 42.

CR-36/3A: Route 36/3A is the most traveled with an annual average daily traffic count of 2,174 in the town of Wilna, based on observations in 2023 between State Route 3 and County Route 37. The annual average daily traffic count on Route 36/3A, between County Route 37 and State Route 3, was 2,017 in 2023.

CR-37: annual average daily traffic was 1,840 between the Fort Drum Perimeter (Airport Road) to Route 36. The annual average daily traffic was 128 from Route 36 to State Route 3 (hamlet of Herrings).

CR-40: as of 2023, the greatest annual average daily traffic was 344 from Route 42 to State Route 3.

CR-41 as of 2023, the greatest annual average daily traffic was 208 from CR 40 to Strong Road.

On CR-42 as of 2023, the greatest annual average daily traffic was 1,344 from the village of Carthage line, northeasterly, to Rogers Crossing Road.

Town Roads

According to the 2022 NYS DOT local highway inventory, the town contains 53.38 miles of town-maintained roads, of which 52.35 are paved and 1.03 are unpaved. According to the NYS DOT 2023 annual average daily traffic estimates, Lime Street from State Route 3 to the Lewis County Line had the greatest amount of traffic at 280 vehicles. Note that not every town road has estimated annual average daily traffic data.

Functional Classification

A useful tool for analyzing public highways is to examine exactly how they are used. The functional classification system is an excellent means of accomplishing this task. This system identifies five categories of highways. These are principal arterials, minor arterials, major collectors, minor collectors, and local roads and streets.

Arterials link one end of a state or region with another. A major collector links local communities, while a minor collector provides connections within a community. NYS Route 3 is a major collector from Carthage to Deferiet, a minor arterial between Carthage and Fargo, and a principal arterial between Fargo and the hamlet of Natural Bridge. County Route 36 is a principal arterial, and NYS 126 is a major collector. Access is more important for collectors than it is for arterials. Finally, local roads serve adjacent land uses. County Routes 37, 40, 41, and 42 and all town and village roads are local. The total mileage in these categories is 7.01 miles in minor arterial, 4.44 miles in principal arterial, 7.61 miles in major collectors, and 79.86 miles in local roads. The New York State Traffic Data Viewer is a useful tool for visualizing estimated annual average daily traffic patterns. The Jefferson County Highway Department and the Wilna Highway Department are also useful local transportation resources.

Public Transportation

The Wilna-Champion Transportation Association is a nonprofit organization that provides transportation services to senior citizens and those with disabilities. The transportation association is funded by the towns of Champion and Wilna and the villages of Carthage and West Carthage.

Lewis County's fixed route public transportation operates two bus routes in the town which include the Jefferson Community College (JCC) Connector Route and the Fort Drum Circuit Route. The JCC route provides service twice a day to Carthage, and the Fort Drum route provides service three times a day from Carthage to Fort Drum. The Lewis County Public Transportation System provides flexibility for buses to deviate up to three quarters of a mile from the scheduled bus routes to pick up passengers with prior coordination.

GOAL: PRESERVE AND MAINTAIN ROADS THROUGH REGULAR MAINTENANCE AND REHABILITATION EFFORTS TO ENSURE THEIR LONGEVITY AND SAFETY

1. Develop a systematic approach to determine road maintenance scheduled based on visual assessments, traffic counts, and material durability.
2. Incorporate state and local rating programs to enhance decision-making for road maintenance priorities.
3. Prioritize preventative maintenance to avoid costly repairs and extend the lifespan of road infrastructure.

GOAL: ADDRESS SAFETY AND ENVIRONMENTAL CONCERNs

1. Develop a three-way stop at the intersection of Thorpe Street and West Street.
2. Acquire funding for the purchase of digital radar signs to enhance speed enforcement.
3. Work with the Town of Wilna Housing Authority to ensure adequate maintenance to private roads serving Brady Acres Apartments to allow for efficient emergency vehicle access.
4. Assess and work with county and state transportation organizations to address congestion caused by semi-trucks at the intersection of State Routes 126 and 3.
5. Address flooding and other environmental concerns, such as culvert maintenance, to ensure road infrastructure safety and functionality.

- Promote cooperation with the Watertown Jefferson County Transportation Council (WJCTC) and participate in studies to encourage further development and promote safety for multimodal transportation.

GOAL: IMPROVE TRANSPORTATION ACCESS FOR ALL RESIDENTS

- Explore partnership opportunities with Lewis County to expand public transit services based on community needs and available funding opportunities.
- Use the future land use plan to plan appropriately for additional roads.
- Coordinate with the MPO for information on road infrastructure resiliency, electric vehicles, and Safe Routes to School to guide future road infrastructure development.
- Evaluate traffic impacts for the villages of Carthage and Deferiet on NYS Route 3 if NYS 3A is closed.

COMMUNITY FACILITIES

The town of Wilna and the villages of Carthage and Deferiet collectively have a variety of community facilities that contribute to the quality of life for residents. These include the Carthage Free Library, YMCA, Carthage Hospital and Care Center, emergency services, parks, civic buildings, and multiple religious sites. Most of the facilities are well-maintained and well-utilized by residents. Some facilities, such as Carthage Park's athletic fields and the Farmer's Market pavilion, are underutilized and would benefit from addressing maintenance issues and marketing efforts. Addressing these concerns through planned upgrades/improvements, and better marketing, can increase accessibility and encourage the use of these areas.

Inventory of Community Facilities

Name	Location
American Legion	415 West St, Carthage, NY 13619
Augustinian Academy	317 West St, Carthage, NY 13619
Carthage Area Chamber of Commerce	120 S. Mechanic St, Carthage, NY 13619
Carthage Area Hospital	1001 West St, Carthage, NY 13619
Carthage Area Rescue Squad	200 Riverside Dr, Carthage, NY 13619
Carthage Center Homes for the Aged	1045 West St, Carthage, NY 13619
Carthage Elementary School	900 Beaver Ln, Carthage, NY 13619
Carthage Fire Department	685 S. James St, Carthage, NY 13619
Carthage Free Library	412 Budd St, Carthage, NY 13619
Carthage Police Department	120 S. Mechanic St, Carthage, NY 13619
Carthage United Methodist Church	608 State St, Carthage, NY 13619
Church of the Nazarene	960 State St #1408, Carthage, NY 13619
Community Action Planning	226 N. School St, Carthage, NY 13619

Name	Location
Deferiet Fire Department	101 Riverside Dr, Deferiet, NY 13628
Deferiet Union Church	45 Anderson Ave, Deferiet, NY 13628
Elks Lodge	511 Fulton St, Carthage, NY 13619
Fairview Cemetery Association	Carthage, NY 13619
Farmer's Market Pavilion	Riverside Dr, Carthage, NY 13619
First Baptist Church	511 State St, Carthage, NY 13619
Grace Episcopal Church	421 State St, Carthage, NY 13619
Long Falls Park	Riverside Dr, Carthage, NY 13619
Natural Bridge Community Center	27570 High St, Natural Bridge, NY 13665
Natural Bridge Hillside Cemetery Association	Natural Bridge, NY 13665
Natural Bridge Seventh Day Adventist Church	43735 State Rte 3, Natural Bridge, NY 13665
Natural Bridge Volunteer Fire Department	27570 High St, Natural Bridge, NY 13665
New York State Police	1 Park Dr, Carthage, NY 13619
St. James Catholic Church	327 West St, Carthage, NY 13619
St. James Cemetery Corporation	Carthage, NY 13619
Town of Wilna Highway Garage	39767 State Rte 3, Carthage, NY 13619
Town of Wilna Municipal Building	414 State St, Carthage, NY 13619
Turning Point Park	Carthage, NY 13619
United Community Church	112 N School St, Carthage, NY 13619
Veterans of Foreign Wars (VFW)	668 West End Ave, Carthage, NY 13619
Village of Carthage DPW	1000 State St, Carthage, NY 13619
Village of Carthage Municipal Building	120 S Mechanic St, Carthage, NY 13619
Village of Carthage Post Office (USPS)	521 State St, Carthage, NY 13619
Village of Deferiet DPW	68 Riverside Dr, Deferiet, NY 13628
Village of Deferiet Municipal Building	68 Riverside Dr, Deferiet, NY 13628
YMCA	250 State St, Carthage, NY 13619

Opportunities exist for repurposing vacant buildings, such as the old Ames building in Carthage, which could be developed into a small community center or recreational space (i.e. roller-skating rink). Community gardens can be created in Carthage and Deferiet developing a shared space for growing local produce while encouraging social interactions, fostering environmental benefits, and potentially contribute to local farmer's markets.

Options for senior care seem to be lacking, with limited high-quality options forcing families to travel long distances (Utica, Syracuse) for respite and palliative care. Expanding local assisted living options would ease the burden for families that may face difficulties with traveling long distances on a reoccurring basis. Residents have expressed concerns about lack of qualified medical personnel and specialty care clinics.

Municipal buildings are well maintained and continue to provide civic services to their communities. However, there has been a decrease in requests to utilize the municipal board room in the village of Carthage. The space is available to residents and organizations for meetings and events. The village of Deferiet municipal building has a small kitchen and provides a pay-to-use gym space for residents. Non-residents are also able to utilize the gym for a determined fee put forth by the village board. The hamlet of Natural Bridge has a community center located within the fire department. This space has recently been used to host a New Year's Eve party and there are plans

to host a community youth dance. The Brady Acres Housing Area has a recreation hall that can be used by tenants.

The communities host a variety of annual events such as the Memory Lane Cruise-In Car Show, Sounds of Summer Concert Series, Annual St. James Fair, Annual Music Fest at Long Falls Park, and Winterfest at Carthage Park. The municipalities also are interested in creating unique, season specific community events such as hayrides during the winter and mud rides in the spring. These community events play a vital role in bringing residents together and offering various activities for residents to enjoy. However, marketing efforts could benefit from improvement, as many residents in the village of Deferiet and the hamlet of Natural Bridge are often unaware of events occurring in the village of Carthage. The discontinuation of the Carthage Tribune Newspaper highlights the need for a centralized community calendar, managed by the Chamber of Commerce, to provide a collective source of community event information. Enhancing signage along major roads, including programmable digital signs, could improve event visibility and community engagement.

While some facilities require fees to maintain operations, others, such as parks and community centers, should remain open and free to encourage accessibility and inclusiveness. While some new developments, upgrades, or improvements may need fees to offset costs, fees should be kept low to ensure that low-income residents can access the facilities. One popular community facility is the Carthage Free Library. The library provides services to all income levels and is well-utilized by the public, particularly the Heritage Room. Although the library is experiencing a lack of volunteers it is functioning extremely well. The Pratt Northam Foundation assists with funding the summer reading program providing additional opportunities for public involvement.

With the potential development of the Fort Drum Missile Defense Site, the region must prepare for increased demand on infrastructure and community services. Road, sewer, water, and electricity upgrades will be necessary, and vacant commercial buildings present opportunities for reuse to meet future needs.

GOAL: MEET THE NEEDS OF THE RESIDENTS BY ENHANCING COMMUNITY ENGAGEMENT, ACCESSIBILITY, AND SERVICES THROUGH FACILITY AND INFRASTRUCTURE EXPANSION.

1. Create a centralized community calendar and improve promotion and marketing efforts to increase awareness and participation in community events.
2. Develop community gardens, seasonal events, and shared spaces for residents of all age groups and income levels.
3. Advocate for the development of local palliative and respite care facilities to reduce travel burdens and provide assisted living care for the senior population.

4. Repurpose vacant commercial buildings to meet growing community facility demands.
5. Identify infrastructure needs for long-term growth in anticipation for development that could greatly impact the communities.

RECREATION

Parks and recreational spaces are vital assets for the town of Wilna and the villages of Carthage and Deferiet, enhancing residents' quality of life by fostering active, healthy lifestyles while supporting environmental and economic vitality. Carthage Park and the village of Deferiet's public park provide space for outdoor gatherings, sports, and recreational activities. The Carthage Park's hiking trails and the Baker's Preserve in the hamlet of Natural Bridge allow residents and visitors to explore the region's natural beauty. However, the Carthage Park's athletic fields experience poor drainage which results in flooding and prolonged standing water, further hindering the use of the fields for athletic or community events. The Black River provides additional opportunities for outdoor activities, with boat launches and on-shore fishing access that appeal to families, anglers, and natural enthusiasts. Recreational access also extends to ATV/UTV users within Carthage, connecting them to Lewis County's extensive trail network. In winter, these same trail networks provide access to snowmobilers. Although somewhat controversial among residents within the communities, ATV/UTV and snowmobiling trail access draws in visitors to the area and supports local businesses.

Fifty-six percent of survey respondents said they were satisfied with recreational opportunities in their community, while 44% of respondents indicated that they were not satisfied. Reasonings for dissatisfaction with recreational opportunities include the lack of recreational trails, maintenance and improvement of parks, and lack of recreational facilities for the youth and elderly population. Seventy-six percent of respondents would like to see the development of recreational trails and 41% would like to see the further development of tourism within the town and villages. Fifty-seven percent of respondents feel that the Carthage Athletic Field is underutilized and would like to see improvements such as pickleball courts, a splash pad, relocating the Carthage Farmers' Market to the park, and allowing traveling campers to stay overnight. The development of a mini-golf course in the Carthage Park could provide a new recreational option for residents increasing the use of underutilized space.

When asked what could be done to enhance the utilization of the Black River, 81% of respondents identified the development of walking trails, 47% support improving the fish stocking program, 36% mentioned the installation of hazard identification buoys with assistance from the Department of Environmental Conservation, and 35% identified handicap accessibility.

The town of Wilna and the villages of Carthage and Deferiet are committed to enhancing the quality of life for residents by investing in recreational opportunities,

improving public spaces, and fostering community engagement. This plan aims to improve public access to recreational areas and promote greater use of underutilized spaces within the community by building partnerships with local organizations and leveraging grant funding, creating vibrant, accessible, and sustainable public spaces that meet the communities' diverse needs. Some upgrades include converting tennis courts to pickleball courts and establishing seasonal facilities, including splash pads and ice rinks. A recent grant award of \$248,000 will be used to develop a community park in the hamlet of Herrings providing a recreational area for residents. Expanding community resources, such as the development of an ice-skating rink, would provide additional recreational options that are available to all income levels. Additionally, the plan prioritizes the natural beauty of the Black River by advocating for the development of safer access points, improving signage, and encouraging tourism.

Another potential opportunity for the siting of a future project is at the former dry cleaner site (Crown Cleaners) located in the hamlet of Herrings. The site was designated as a Superfund site in 2002 due to soil and groundwater contamination. Cleanup efforts by the EPA and state agencies have included building demolition, soil excavation, and groundwater treatment. While current restrictions prohibit residential use, local public officials and residents are advocating for the site to be restored to recreational standards, with plans for a public park, boat launch, and river access to provide safe access to the Black River. A recent grant award of \$248,000 will be used towards the development of a recreational area on the former Crown Cleaners Superfund site.

Conservation easements can be used to establish public recreation areas along the Black River, further developing trails and connecting communities with outdoor and nature activities. These efforts would be aimed at boosting the river's recreational use and overall community engagement with natural resources. More information on conservation easements can be found on page 20.

The following is an inventory of identified recreational opportunities within the town and villages:

Name	Description	Location
Baker Woods Preserve	Home to the North Country's first sensory trail; various trails/lengths for hiking; cross-country skiing in the winter. Overlooks the Indian River. Limited gravel parking is available at entrance.	In the hamlet of Natural Bridge on Depot Street/Factory Street.
Black River Recreational Area: Herring's Site Boat Launch	Brookfield Power Herrings Cartop Launch. Small parking area for recreational fishing and cartop boat access.	NYS-3 next to the Herring's Hydro Power Plan in the hamlet of Herrings.
Carthage Park	Recreation building, skateboarding park, recreational trails, athletic fields, large playground, and summer recreation program.	Off of NYS-3 on Park Drive across from village DPW.
Deferiet Boat Launch	Cartop boat launch with limited accessibility.	At the end of Riverside Drive near the playground/fire department.

Name	Description	Location
Deferiet Park/Playground	Village playground with basketball/tennis courts, pavilion, large field space for recreational activities, and small paved parking.	At the end of Riverside Drive in the village of Deferiet, next to the Deferiet Fire Department.
Long Falls Park/Guyot's Island	Parking lot with paved/dirt trail, and pavilion. Open access to the public.	Riverside Drive in the village of Carthage at the end of the road near Carthage Farmer's Market.
Monument Park	A park with veterans' memorials of the American Civil War. Memorial and Veterans Days Ceremonies are held here.	At the corner of N. Clinton Street and State Street in the village of Carthage.
Natural Bridge/Watertown KOA	Tent camping, recreational camping vehicle sites; heated indoor pool. Close access to waterways and trails for recreational activities.	Outside the hamlet of Natural Bridge on NYS-3.
Turning Point Park and Boat Launch	River access; an area that overlooks the Black River; historical significance where boats turned around due to the downstream rapids. Home to various community events. Boat launch access with gravel parking space for boat trailers.	Off of State Street on Water Street next to Zero Dock Street Restaurant.

GOAL: ENHANCE COMMUNITY RECREATION SPACE AND ENGAGEMENT

1. Develop the community park in the hamlet of Herrings for recreational use utilizing grant funding.
2. Explore the feasibility of seasonal recreational offerings, such as a splash pad, an ice rink, or mini-golf course at Carthage Park.
3. Increase use of the Carthage Park athletic field by encouraging and facilitating sporting events or league play to reduce underutilization and justify maintenance costs.
4. Address maintenance issues at the Carthage Park athletic fields and repurpose underutilized spaces to increase community engagement.
5. Repurpose underused public or privately-owned spaces for community activities, such as developing a roller-skating facility at locations such as the former Ames building, farmer's market, former Rite-Aid building, or Walgreen's building.
6. Renovate the East Carthage boat launch to improve the safety and stability of the dock and ramp to increase public accessibility.
7. Publicize school walking/hiking trails for community use during non-school hours, providing maps and clear signage to encourage public engagement.

8. Leverage the natural assets of the Black River to attract outdoor enthusiasts and boost local tourism through targeted marketing initiatives and partnerships with local tourism boards.
9. Install signage, kiosks, and maps at river access points that provide information on river conditions, fishing access, and trail routes.
10. Explore opportunities to implement a warning system for boaters regarding dangerous currents or water conditions along the Black River and pursue water corridor cleaning efforts to increase boater safety.
11. Develop camping areas, scenic viewpoints, and enhanced signage along the Black River Scenic Byway to encourage tourism and recreational use.
12. Enhance and promote snowmobile, ATV, and UTV trails to increase seasonal tourism opportunities.

GOAL: FOSTER STRATEGIC PARTNERSHIPS FOR REVITALIZATION AND ENVIRONMENTAL STEWARDSHIP

1. Form partnerships with local organizations, including the Carthage School District, to engage students in recreational area improvements, such as park cleanups and facility upgrades, through volunteer programs tied to their curriculum.
2. Identify potential public-private partnerships to manage seasonal facilities like the ice rink and establish operating hours.
3. Pursue park and playground upgrades within the BOA, leveraging state and federal grants to address brownfield remediation and enhance public spaces.

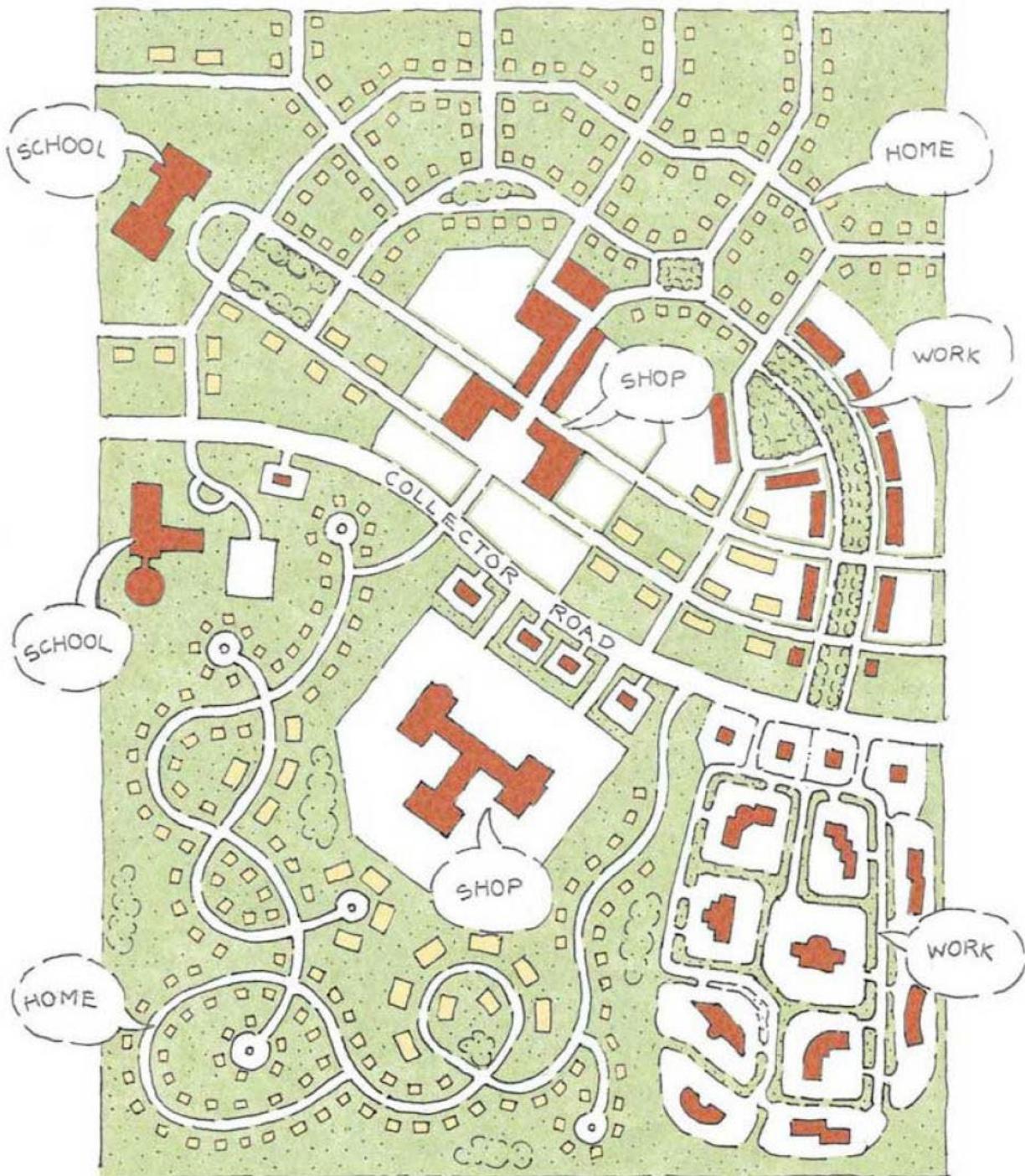
PART III. LAND USE AND DEVELOPMENT

This section of the comprehensive plan identifies the policies that, when implemented, will guide development in the town and villages over the next 20 years. The policies provided in this section may be implemented through existing or new growth management techniques such as zoning and subdivision regulations, use of incentive zoning, and transfer or purchase of development rights to name a few.

BASIC DEVELOPMENT PRINCIPLES

- 1. Concentrate development near existing infrastructure and village centers.** Development should be prioritized in already developed areas where sewer and water systems, sidewalks, and streetlights exist and are easier to expand.
- 2. Plan housing growth in line with county initiatives and the comprehensive plan.** Housing growth should integrate local needs with a region-wide perspective and strategy.
- 3. The villages and hamlets should be compact and have well-defined edges.** Development should occur (to the extent possible) within ½ mile radius of the center. Infill development on empty lots is highly encouraged.
- 4. Lot sizes and frontages should generally increase, and land use diversity should decrease from the village and hamlet centers outward.** Smaller lots and a more diverse mix of uses should occur at the center.
- 5. Development patterns should take their cue from street layout, not from lot lines.** Development should not create stand-alone pods that are the result of carving the most lots out of a given parcel.
- 6. All streets should (to the extent possible) connect two other streets and form a block pattern.** Cul de sacs and loop streets should be allowed sparingly.
- 7. Development in villages and hamlets should form mixed-use neighborhoods.** Neighborhoods should be predominantly residential with occasional small commercial uses at corners and some nodes of purely commercial or industrial uses located at the edges.
- 8. Highway commercial development should be concentrated at major intersections to allow access from several directions.** Aside from the fact that these locations give businesses better access, these locations alleviate traffic because cars can disperse in three or more directions (as opposed to two if a business is located in the middle of a road segment).

TRADITIONAL NEIGHBORHOOD



SUBURBAN SPRAWL

Illustration by DPZ Architects

RURAL AREAS

Agriculture

Agriculture has a limited role in land use patterns in the town and villages. However, existing agricultural land contributes to the rural atmosphere that residents feel is important. Rural atmosphere is largely defined by landscapes composed of open space, farm fields and pastures, and farm buildings and outbuildings. Full-scale farming may not be a major economic driver in the town and villages, but there is still potential for small-scale or niche agricultural activity for various local crop production. An aggressive means of preserving farms is through agricultural zoning. By this method, farms are prevented from being subdivided into parcels below a size considered to be viable for agricultural operations. Such a size is believed to be approximately 100 acres. This acreage represents the “core” parcel of the farm, excluding the out-parcels, and thus is not in any way intended to represent the gross farm size believed to be viable. Other zoning approaches are cluster development and limiting subdivision of large lots by regulating the amount of their frontage that can be converted into new lots.

Commercial Uses in Rural Areas

The town of Wilna, outside the villages, has limited commercial activity. Much of this is spread along transportation routes or clustered near the hamlet of Natural Bridge where improvements in infrastructure can support the expansion of businesses. Community survey results indicate a strong local desire for more restaurants, retail, and grocery options, reflecting both unmet demand and an opportunity for commercial growth across the town.

Scattered site commercial development is appropriate in the town, but should be restricted to those types of development, which have an appropriate scale and character in relation to the existing surrounding area, and have a vital economic reason to locate this way. Scattered-site development should be only sparingly permitted, preferably in nodes or clusters around road intersections, and should be carefully regulated by performance criteria, which significantly reduce impacts on adjacent lands.

Residential Uses in Rural Areas

The housing pattern in the town of Wilna, outside the villages, is shaped by its rural landscape, limited water and sewer infrastructure, and proximity to the Fort Drum Military Installation. Most of the housing stock consists of single-family homes scattered across a large geographic area, with many built before 1939. The town has experienced modest housing growth, and its housing remains relatively affordable. The lack of public water and sewer infrastructure, except in certain areas, makes low-density development patterns reliant on private wells and septic systems the norm.

Variety in Residential Development Patterns

There are a number of forms that residential developments can take, depending on the economics of the development and the goals to be achieved. Larger scale single-family subdivision developments in rural areas are usually of three forms. They can be linear along existing highways, they can cover entire tracts of land, or they can be in a clustered configuration.

Linear roadside subdivisions have a negative effect on the function of major highways, by allowing an excessive number of entrances which endanger traffic flows. While the preservation of open space may be a desirable goal, a pattern of open space locked-up behind a row of houses along the road is often an undesirable pattern. The open space may be inaccessible to the public for recreation and enjoyment. It places new housing construction on display, not the unique landforms, vistas, vegetation, and agricultural activities which form the character of the town. The linear pattern may ultimately detract from the preservation of the rural character and quality of life which makes Wilna a unique place to live.

Conventional subdivisions, typically seen in suburban areas, completely consume all land in the subdivision area. Open space is dispersed in small pieces to individual homeowners. While giving each landowner a small piece of private property, conventional subdivision does not reserve enough open space to meet many important community objectives. The open space in a conventional subdivision, while constituting a major part of the subdivision, is configured in such a way that its visual impact is significantly diminished or negated. A conventional subdivision, even with massive amounts of open space, has no rural character. Conventional subdivisions can also cause traffic problems because they typically have only one or two points of access to the main road they lie along. These access points can become busy intersections. Finally, conventional subdivisions can impede a sense of community and walkability from one to another.

The cluster development pattern has the advantage of configuring open space in a manner where it more suitably meets community needs. It can be consolidated to protect large areas of sensitive lands or agricultural areas, or it can be used for parklands or recreation areas. More importantly, strategically placed open space can be used to help retain community character. Cluster subdivision also reduces the amount of public facilities needed, where they are necessary, as distances between dwelling units are reduced.

The disadvantages of cluster subdivisions are that the clustered units sometimes require public facilities, which would not be necessary in a more dispersed development configuration. Cluster developments are often required to feature community water and/or sewage disposal systems in order to comply with health code requirements. Thus, unit cost may be significantly increased in some cases. A second disadvantage is that the cluster open space must be managed. This means that the municipality, the developer, a homeowners' association, or some other party such as a land-trust, must be created or induced to accept responsibility for maintenance of, and liability for the open space.

Manufactured Homes

Manufactured homes are a popular north country housing choice. They can create problems, however, when a great number of them in an area begins to discourage other higher valued housing types from locating in the area. The experience of many communities is that large numbers of unregulated manufactured homes may have the effect of seriously eroding the local tax base due to rapid depreciation and aesthetic deterioration.

There are three things that can be done to lessen the impact of manufactured homes. These include 1) prohibiting manufactured homes in some areas of the town and villages, leaving land free and available for higher valued development, 2) setting a minimum width standard for manufactured homes, and 3) establishing manufactured home design standards.

Design standards can have a significant impact on the appearance of manufactured homes. Design standards of manufactured homes are discussed in detail in the town and villages zoning regulations. The zoning regulations, as it relates to manufactured homes, can help manufactured homes fit in better with neighborhoods where conventional housing exists and protect property values as well as the community tax base.

Rural areas are regulated by the following zoning districts:

AR – Agricultural and Rural Residential (town zoning law)

R1 – Residential (town zoning law)

R2 – Residential (town zoning law)

MHO – Manufactured Home Overlay (town zoning law)

Location and Character

These zones cover most of the town and consist of woodlands, farms (active and inactive), and low-density residential development made up of single-family dwellings and manufactured homes. Scattered commercial uses are also present. These areas include DEC regulated wetlands and forested areas. NYS Routes 3, 126, and 3A are interspersed amongst these areas.

Policies

- The density of development should be lower than that of the villages of Carthage and Deferiet and the hamlets of Herrings and Natural Bridge.
- Land subdivisions should preserve large lots of agricultural and wooded lands whenever possible.
- Cul de sacs should be avoided, except when they are necessary for the protection of environmental features.

- Trees, vegetation and other landscape features such as stone fences should be retained as much as possible on development sites. Uses should be appropriately landscaped so as to fit into the rural setting.
- Sites should be designed to protect important animal and plant habitats.
- Signs should be limited and placed so as to minimize impacts on naturally aesthetic views.
- Nonfarm intrusions into agricultural areas should be minimized, thus minimizing conflicts with existing agricultural operations.
- Infrastructure, such as cell towers, solar, and wind facilities should be sited so as not to detract from the rural character.
- Residential lots should be large enough to ensure that sewage which is disposed of on-site can safely percolate, and that wells will not overdraw groundwater supplies.
- Lot frontages should be wide enough for adequate spacing of driveways.
- Nonresidential development can be allowed. Standards for minimum frontage, screening, building size and bulk, impervious surfaces, lighting, noise, odor, signs, on-site circulation, parking and loading, access, drainage and erosion control should be used to ensure that the impacts of development are controlled.
- Fort Drum activities should be buffered from residents while allowing for commercial enterprises related to base personnel, activities and opportunities.
- Development should be prioritized in areas with existing or easily extendable infrastructure.

VILLAGE NEIGHBORHOODS

The residential areas of Carthage and Deferiet consist of a mix of older, walkable neighborhoods with traditional homes, newer suburban-style developments, and some multi-family housing. These areas are generally serviced by public water and sewer and are appropriate for moderate- and high-density infill development and accessory dwelling units (ADUs).

Historical and Existing Patterns for Residential Development

The village of Carthage's housing pattern is rooted in its history as a dense, industrial village developed around mills and the Black River. Much of its housing stock is compact and dates to the early 20th century or earlier. Lots are typically small, ranging from around 9,000 square feet to 20,000 square feet with frontages ranging from approximately 40 ft. to 160 ft. Buildings are typically two to three stories and are located relatively close to the street. These areas are served by public sewer and water and most feature sidewalks, curbs and street trees. Infill development should be encouraged here as well as new development (where soil and other environmental conditions permit).

The residential zones in the village of Carthage are divided into three categories, R-1, R-2, and R-3. Each zone reflects different housing densities and are located in distinct areas of the village. The R-1 zone is located in the northern and southeastern areas of the village. This zone typically features low-density residential development such as single-family homes. The R-2 zone is found between NYS Route 3 and Alexandria Street (east-west) and North Clinton and North Washington Street (north-south).

Another part of the zone is located east of West Street between South Washington St and South Mechanic Street (north-south). The R-2 zone supports moderate-density housing which includes two-family homes. The R-3 zone includes the majority of neighborhoods around the village center as well as neighborhoods in the western and eastern part of the village. The R-3 zone supports higher-density residential development including multi-family housing.

The housing pattern in the village of Deferiet reflects its origins as a mill village for the St. Regis Paper Company. With limited land area adjacent to the mill, the pattern is compact and largely oriented around the former industrial site. The housing stock is small with most of the housing being built before 1939. The village offers affordable homes, but the lack of new construction and amenities has limited the village's appeal. The current number of occupied housing units suggests that the village has reached a state of stagnation rather than growth. The village is undergoing remediation of the old mill site and focusing efforts on the development of recreational and residential amenities to increase the village's appeal to younger families and military personnel.

The residential zones in the village of Deferiet are divided into three categories, R-1, R-2, and R-3. Each zone reflects different housing densities and are located in distinct areas of the village. The R-1 zone is located south of Wilna Avenue and extends to the Black River. This area is characterized by low-density housing consisting of single-family homes. The R-2 zone is located in the central area of the village along Wilna Avenue, Anderson Avenue, and Riverside Drive. This district supports moderate-density housing including two-family homes or similar structures. The R-3 zone is located primarily to the west of Riverside Drive and extends to the Black River next to the R-2 zone. This zone supports some higher-density residential uses which include multi-family housing.

Village neighborhood areas are regulated by the following zoning districts:

Village of Carthage

- R-1 – Residential** (zoning law)
- R-2 – Residential** (zoning law)
- R-3 – Residential** (zoning law)

Village of Deferiet

- R-1 – Residential** (zoning law)
- R-2 – Residential** (zoning law)
- R-3 – Residential** (zoning law)

Location and Character

In the village of Carthage, these zones consist of a mix of traditional neighborhoods with single-family homes, duplexes, and small apartment buildings. The neighborhoods near the village center are walkable, well-connected, with sidewalks, mature street trees, and grid-pattern streets. Roads are typically narrow to moderate in width, supporting a pedestrian-friendly environment. Further from the village center there are some newer subdivisions with wider roads and cul-de-sacs. Public water and sewer are available throughout the village, which makes infill development and housing rehabilitation more feasible.

- R-1 requires a 15,000 square feet minimum lot size and a minimum of 100 feet of frontage.
- R-2 requires a 12,000 square feet minimum lot size and a minimum of 100 feet of frontage.
- R-3 requires a 10,000 square feet minimum lot size and a minimum of 80 feet of frontage.

The village of Deferiet has small-lot, single-family homes arranged in a traditional neighborhood layout. The housing units are modest in size and design which creates a cohesive residential character. Streets are narrow and walkable, with sidewalks and a simple grid layout that promotes connectivity. There are few multi-family units, and most housing is owner-occupied. The availability of public water and sewer supports the potential for infill development or small-scale housing upgrades.

- R-1 requires a 20,000 square feet minimum lot size and a minimum of 100 feet of frontage.
- R-2 requires a 5,000 square feet minimum lot size and a minimum of 50 feet of frontage.
- R-3 requires a 15,000 square feet minimum lot size and a minimum of 75 feet of frontage.

Policies

- Development should be concentrated in areas that have already developed.
- Infill housing development should be prioritized due to limited vacant land.
- Reuse and rehabilitation of properties for further development should be pursued.
- Lots should be kept in the 7,500 to 24,000 square feet range so that efficient use of existing infrastructure (sewer system, sidewalks, etc.) is made.
- Future streets should be laid out in a block pattern that respects the current one.
- Cul-de-sacs should be discouraged unless absolutely necessary to preserve environmental features.

- Building should respect a maximum setback or “build-to” line.
- Parking should be to the rear of buildings.
- Sidewalks and street trees shall be required.
- Building should range from two to three stories in height.
- Maintenance easements should be required for lot line development.
- Multi-family dwellings require parking to rear, adequate space, screening, bulk control, sidewalks and street orientation.
- Accessory apartments and multi-family dwellings should be encouraged and in character with single-family dwellings.

VILLAGE CENTERS

Downtown Carthage functions as the center of the Carthage community. Deferiet's downtown, while very small, could potentially serve a similar purpose in the village. Several factors are necessary for a village downtown to function as a vital pedestrian-oriented social center. First, there must be pedestrian origins and pedestrian destinations. Second, there must be proper site planning, building design, and pedestrian infrastructure to allow the movement of people comfortably and conveniently between uses.

Pedestrian origins refer to houses, apartments, and convenient parking areas. Housing within walking distances of downtown uses is considered important to a central business district's success. Apartments over commercial buildings, housing close to the core, senior citizen or special needs housing in and around the village center are all useful to retaining a commercial base. For people accessing the center from outside a normal five-minute walking distance, convenient parking is necessary to create a suitable walking origin. Parking areas should be shared by property owners, or municipally owned. On-site parking for individual uses should be discouraged so as to maximize developable land, and keep central village building densities high enough to make walking between uses convenient and practical.

Likewise, pedestrian destinations are important to the vibrancy of the downtown area. Public institutions such as churches, meeting halls, libraries, public safety buildings, and government buildings (including post offices) are important assets to downtown areas, bringing spin-off pedestrian traffic to businesses. Retail sales and services are often a primary pedestrian destination of village centers, and provide an important part of the commercial economic base that the villages need to sustain themselves. New infill development of these uses should be sought. The Carthage village center has historic integrity. This is an asset in its own right, providing a quality of life that is increasingly unobtainable in other areas. It is also an asset in attracting tourist dollars. New development and building improvements should complement this integrity.

Village Centers are regulated by the following zoning districts:

Village of Carthage

B/HDBD – Business/Historic Downtown District (zoning law)

HDBD – Carthage Historic Downtown Business District (zoning law)

Village of Deferiet

B-1 – Business (zoning law)

Location and Character

The village of Carthage's primary business district is its historic downtown area, along State Street, which includes a mix of commercial, civic, and service-oriented uses within a walkable setting. Strengthening downtown vibrancy and improving building conditions, through revitalization and adaptive reuse, should be sought after for business growth. While the village contains a traditional downtown with storefronts and service providers, a growing concern exists focusing on increased vacant and underutilized commercial properties. These properties could benefit from revitalization and adaptive reuse.

The village of Deferiet's small size and residential setting support opportunities for small-scale or niche businesses, especially those tied to community needs or recreational amenities. The redevelopment of the former mill site provides opportunities for commercial development. Any future development should be pedestrian-friendly and integrated with the character of the village.

Policies

- Mixed-use development in the downtown area should be encouraged (Carthage).
- Buildings should respect a maximum setback or “build-to” line.
- Parking should be to the rear or side of buildings.
- Parking in side yards shall be fenced/screened to maintain the front building line.
- Where parking lots abut residential land uses, buffering/screening should be provided.
- New curb-cuts should be limited and shared access should be encouraged or required.
- Uses that are high traffic generators, i.e. drive-through banking, convenience stores, etc. should be prohibited.
- High-density retail sales and services and office uses should be encouraged with retail located on ground floors and office uses above.

- The pedestrian friendliness of the village center should be enhanced through proper, human scale building setbacks, street trees, sidewalks, and street furniture.
- New construction should respect the architectural character of neighboring buildings.

INDUSTRIAL AREAS

Industrial uses should have access to state highways or county roads for transportation access. Hamlets and villages provide this access and are ideal for industrial uses. These areas provide employment opportunities and can be accessed using active transportation such as walking or cycling. However, industrial uses should be separated from village centers and residential neighborhoods. Better locations are at the edge of village or hamlet limits.

Industrial areas are regulated by the following zoning districts:

Town of Wilna

I - Industrial (zoning law)

Village of Carthage

I - Industrial (zoning law)

Village of Deferiet

I - Industrial (zoning law)

Location and Character

Industrial uses in the town of Wilna, outside the villages, are minimal and scattered, not concentrated in any defined industrial zone. Proximity to Fort Drum offers the potential for compatible, light-industrial uses if proper infrastructure and buffers are established. The industrial one is located along NYS Route 3 just west of the village of Carthage and along County Route 37, northeast of the village of Deferiet and adjacent to the Fort Drum Military Installation.

The village of Carthage has an industrial district located along NYS Route 3. This is home to CEM Machine Inc and is situated between the Black River and NYS Route 3. Another industrial district is in the eastern part of the village along Clinton Street and South Washington Street. Slack Chemicals Inc. is situated between the two roads along the railroad corridor.

The village of Deferiet's primary industrial site is the former St. Regis Paper Mill. The site is vacant and provides opportunities for mixed-use reuse after environmental remediation. The 48-acre site can be used to redevelop the village into a destination location further developing its residential character.

Policies

- Uses should be buffered and screened from residential zones.
- Uses should comply with drainage controls.
- Lighting controls needed to protect nearby residences.
- Front yards should be minimized to prevent waste of valuable land.

HIGHWAY COMMERCIAL AREAS

Some areas along major highways should be designated for automobile-oriented uses which are inappropriate in the village center area. These areas should be limited in size and within walking distance of most residential areas. These uses might include large product retail facilities for boats, mobile homes, cars, etc.; car washes; fast-food establishments; drive-through businesses; service stations; motels; and other like businesses. These types of businesses require a commercial strip location. Some of the negative images of these strips, and their highway-function destroying nature, can be managed through proper sign controls, access management techniques, pedestrian friendly design, and the appropriate screening of unattractive features.

Highway commercial areas are regulated by the following zoning districts:

Town of Wilna

B1 – Business (zoning law)

B2 – Business (zoning law)

Village of Carthage

B – Business (zoning law)

Village of Deferiet

B2 – Business (zoning law)

Location and Character

The B-1 zone in the town outside of the villages is located within the hamlets of Natural Bridge and Herrings centered along NYS Route 3. These areas are intended for local, small-scale commercial activity such as retail stores, offices, and services for immediate residential communities. The B-2 zone is located near the intersection of NYS Route 3 and 3A, also known as Fargo, and south of the hamlet of Herrings located on a piece of land in the Black River. This zone is intended for more intrusive uses that may not be suitable for denser village centers.

The B zone in the village of Carthage is located along the railroad corridor and NYS Route 3 along the Black River. These areas are designed to accommodate commercial uses such as retail, restaurants, offices, and service-oriented businesses adjacent to

residential neighborhoods. This increases accessibility by various demographic and socio-economic groups of the population.

The B-2 zone in the village of Deferiet is located along NYS-Route 3 situated within R-1 zone bordering R-2 zone. This zone is intended for commercial uses that require larger lot sizes or more direct access to transportation routes.

Policies

- Parking areas should mostly be to the rear or side of buildings.
- Front yard parking (when necessary) should have a vegetative buffer.
- Uses shall comply with drainage controls.
- Access controls should be maintained, including shared access where possible.
- Buffering and screening of side and rear yards shall be provided adjacent to residences and residential zones.
- Free standing signs should have height and size limitations.
- Land and buildings should be developed in an aesthetically pleasing way as these areas are located at the entrances to the village.

FORT DRUM MILITARY INSTALLATION

The town of Wilna and the villages of Carthage and Deferiet recognize Fort Drum as a critical partner in the region's economy and identify. To ensure both community prosperity and the continued mission readiness of Fort Drum, future development will be guided by the recommendations of the Fort Drum Joint Land Use Study. This includes directing new growth toward areas with existing infrastructure and away from airspace and training-related constraints, preserving open space and agricultural uses near the installation, and promoting compatible development that supports both civilian and military communities.

Policies

- Reference the Fort Drum Joint Land Use Study when reviewing zoning, subdivision, and site plans.
- Discourage new intensive residential development near Fort Drum training areas, noise zones, and flight paths.
- Preserve agriculture, forestry, conservation lands, and recreation as compatible uses near the installation.
- Coordinate with Fort Drum and the FAA to apply height and siting restrictions when reviewing proposals for tall or visually impactful structures that may affect safety zones, flight paths, or radar coverage of Wheeler-Sack Army Airfield (WSAAF).

APPENDIX A

**2023 Town of Wilna, Villages of Carthage and
Deferiet Community Survey**

Final Results: May 31, 2023

The town of Wilna and villages of Carthage and Deferiet mailed out 1,818 postcards with a URL and QR code for online access to the survey in May. One hundred (100) surveys were completed online. This is a 5.5% response rate which is not a good representation of the majority of the population.

1. What is your residency status?

39 (39%) Village of Carthage Resident	32 (32%) Town Resident (outside of villages)
18 (18%) Hamlet of Natural Bridge Resident	10 (10%) Village of Deferiet Resident
1 (1%) Non-Resident/Landowner	

2. What are your reasons for choosing to live/work at your current residence? What aspects would DISCOURAGE you from staying in the community? (Choose all that apply).

	Reasons for Live/Work	Discourage
Distance to work	39 (39%)	11 (11%)
Distance to friends and relatives	37 (37%)	10 (10%)
Affordable housing	23 (23%)	13 (13%)
Tax Rates	8 (8%)	64 (64%)
Quality of life	33 (33%)	28 (28%)
Quality of schools	23 (23%)	28 (28%)
Historic buildings	5 (5%)	9 (28%)
Crime rate	22 (22%)	3 (3%)
Sense of community and community pride	22 (22%)	38 (38%)
Rural atmosphere	52 (52%)	6 (6%)
Proximity to nature and outdoor recreational opportunities	33 (33%)	6 (6%)
Own a business	8 (8%)	3 (3%)
Grew up in town	29 (29%)	0 (0%)
Childcare/daycare	0 (0%)	2 (2%)
Rate of pay/salary	1 (1%)	0 (0%)

3. How satisfied are you with the quality of life in the community? (Please mark only one circle).

Very Satisfied	Satisfied	Neither Satisfied nor Dissatisfied	Dissatisfied	Very Dissatisfied
19 (19%)	38 (38%)	27 (27%)	13 (13%)	3 (3%)

4. How important is it to preserve the character of the community? (Please choose one answer).

Very Important	Important	Somewhat Important	Not Important
47 (47.5%)	36 (36.4%)	14 (14.1%)	2 (2%)

5. From the following list, what characteristics of the area do you like or dislike? (Please mark one choice per row).

	Like	Dislike	No Opinion
Rural atmosphere	91	4	5
Small population	87	3	10
Farmland	69	2	29
Small town government	54	15	31
Absence of public water/sewer	17	18	63
Access of public water/sewer	47	9	42
Absence of industry	19	58	22

6. How do you feel the community has changed over the last two years? (Please check each one that applies).

22 (22.2%) No change	32 (32.3%) More/Less people	7 (7.1%) Improved roads
5 (5.1%) Recreational development	11 (11.1%) More/Less farmland	2 (2%) New camps
12 (12.1%) More/Less people on weekends	48 (48.5%) More/Less Junk	50 (50.5%) Abandoned structures
32 (32.3%) More/Less crime		

7. Which of the following issues are you concerned about?

77 (77%) Property taxes	46 (46%) Road maintenance
31 (31%) Uncontrolled dogs	14 (14%) Stream quality
42 (42%) Job availability	26 (26%) Fire & police services
10 (10%) Hunting & fishing	26 (26%) ATV's
25 (25%) River quality	6 (6%) Snowmobiles
4 (4%) Tourists	34 (34%) Solar development
19 (19%) Pollution problems	

8. What kinds of development would you like to see in the town and the villages? (Choose all that apply).

	Yes	No Opinion	No
Manufacturing	57	21	21
Retail	71	15	14
Restaurants	74	15	11
Grocery store	60	23	16
Agriculture	42	43	13
Forestry	31	49	18
Light industry	58	25	16
Tourism	41	37	19
Wind turbine	12	28	58
Solar facilities	16	22	59
Recreational trails	76	17	6
Public transportation	46	37	16

9. What type of housing development should be ENCOURAGED/DISCOURAGED in the town and the villages? (Choose all that apply).

	Encouraged	Discouraged
Single-family housing	75 (75%)	0 (0%)
Multi-family housing	12 (12%)	28 (28.3%)
Condominiums/town houses	14 (14%)	34 (34.3%)
Senior housing	48 (48%)	5 (5.1%)
Apartments	23 (23%)	27 (27.3%)
Single-family dwelling converted to apartments	7 (7%)	35 (35.4%)
Tract or development housing	1 (1%)	35 (35.4%)
Mobile homes	6 (6%)	56 (56.6%)
Seasonal residences	9 (9%)	20 (20.2%)
Short-term rentals (ex. Airbnb)	12 (12%)	33 (33.3%)
Tiny homes	14 (14%)	23 (23.2%)
None	12 (12%)	6 (6.1%)

10. Where should new HOUSING DEVELOPMENT be concentrated within the town of Wilna?

NYS-Route 3	22 (22.2%)
NYS-Route 3A	12 (12.1%)
Village of Carthage	28 (28.3%)
Village of Deferiet	11 (11.1%)
Hamlet of Herrings	18 (18.2%)
Hamlet of Natural Bridge	13 (13.1%)

11. What type of commercial developments should be ENCOURAGED/DISCOURAGED in the town and villages? (Choose all that apply).

	Encouraged	Discouraged
Bar	12 (12%)	44 (44%)
Family style restaurants	82 (82%)	3 (3%)
Large business	38 (38%)	28 (28%)
Home-based business	40 (40%)	4 (4%)
Offices	22 (22%)	17 (17%)
Garden center	44 (44%)	6 (6%)
Gas station/garage	24 (24%)	24 (24%)
Light manufacturing	55 (55%)	11 (11%)
Forestry	34 (34%)	11 (11%)
Agriculture	44 (44%)	3 (3%)
Cannabis cultivation/sales	17 (17%)	57 (57%)
Solar facilities	17 (17%)	62 (62%)
Wind towers	13 (13%)	66 (66%)

12. Where should new COMMERCIAL DEVELOPMENT be concentrated within the town of Wilna?

NYS-Route 3	19 (19.2%)
NYS-Route 3A	14 (14.1%)
Village of Carthage	48 (48.5%)
Village of Deferiet	12 (12.1%)
Hamlet of Herrings	7 (7.1%)
Hamlet of Natural Bridge	12 (12.1%)

APPENDIX B

Town of Wilna, and Villages of Carthage and Deferiet SWOT Exercise – Notes
Session Facilitated by: Christopher Barboza, Mickey Dietrich, and Amber Swan from NYS Tug Hill Commission

Tuesday, January 23, 2024 –Carthage Elks Lodge – General Public – 6:30 p.m.

In attendance:

Lori Borland	Ernie Prievo	Angela Banks
Francis M. Skvorak	Jon W. Storms	Richard Mushtare
Sarah Bullock	Diane Peebles	Debbie Atkins
Shari Gerber	Sara Freda	Sam Wilson
Elaine Avallone		

STRENGTHS (Current)

- Small town atmosphere (people are there for others in time of need)
- Sound and reliable water supply
- Good snow removal (highway crew)
- Shared services
- Good summer road/brush maintenance
- Access to Fort Drum (close-by)
- Community spirit and events
- Fire services
- Active Chamber of Commerce in Carthage
- Local small businesses
- School district
- Hospital
- Snowmobile trails and recreation
- Railroad bed
- Black River (history)
- Historical tours
- Hydro plant

WEAKNESSES (Current)

- Lack of entrepreneurship/communication to community members
- Planning department capacity
- Coverage for sustainable services (i.e., water supply)
- Lost youth activities
- Poor code enforcement (blight enforcement/absentee landlords)
- Public transportation
- Uber app doesn't work in some areas (Natural Bridge)
- Proximity to Fort Drum
- Job opportunities and growth
- State regulations
- Lack of youths staying (youth retention)

- Limited broadband (NYS Route 3 near Sahara Restaurant)
- Railroad bed restrictions
- Promoting trails (recreation opportunities)
- Cat problem (Ag & Markets: no regulations)
- Promoting public participation

OPPORTUNITIES (Future)

- Water supply: promoting future growth
- Vacant Ames building: roller rink
- Watery supply capacity expansion
- More Soldiers coming into communities
- MICRON
- Taking care of blighted houses to make areas more attractive
- Grants for those with limited income/fixed income
- Youth recreation
- Existing building opportunities
- Technology incubator
- Historical tours
- Railroad bed
- Carthage Park: 40 acres for campground
- Send traffic from NYS Route 3A to Route 3 Carthage
- Cooperation efforts between municipalities (West Carthage, Carthage, Wilna, etc.)
- Deferiet Paper Mill
- Hydro plant
- Create a destination (draw people in)
- Arts and crafts show downtown village green (Carthage)
- Light dam up like Niagara Falls

THREATS (Future)

- Fort Drum, New York (threats/terrorism)
- Hospital closes (vacant buildings / use for buildings)
- Vacant buildings
- Transportation for patients (appointments): when new hospital opens
- Solar

Newspaper headlines in five years read:

- “New Hospital Built”
- “Roller Skating Rink Opens in Carthage”
- “New Ice Rink Opens”
- “Playground Opens in Natural Bridge”
- “Carthage Opens a Veteran Home”
- “Carthage Opens Cat Shelter”

Town of Wilna, and Villages of Carthage and Deferiet SWOT Exercise – Notes
Session Facilitated by: Christopher Barboza, Mickey Dietrich, and Gabriel Yerdon from NYS Tug Hill Commission
Tuesday, January 30, 2024 –Carthage Elks Lodge – Business Owners – 6:30 p.m.

In attendance:

Lori Borland	Ernie Prievo
Shari Gerber	Carol Kessler
Amy McEathron (IMEC President)	Steven Gamble (Gambles)
AJ Fuller (Fuller Insurance)	Matt Young (ML&B Assets)
Lydia Young (ML&B Assets)	

STRENGTHS (Current)

- Great community in the village & greater community: strong growth
- Great school district
- The Carthage Hospital
- Water and Wastewater infrastructure
- Strong fire services
- Snowmobile trails
- Nice Airbnbs in Carthage

WEAKNESSES (Current)

- Lack of communication between villages and towns about planning and comprehensive plans
- Slow progress building shared services (Carthage and West Carthage)
- Spread out justice services
- Lack of marketing of assets that the towns/villages currently have
- Lack of navigation in the upper section of the Black River (could increase recreation and property values)
- Different laws on each side of the river (Carthage and West Carthage) for ATVs
- Less growth in tax base compared to Lewis County
- Blight and vacant buildings (commercial buildings)
- Lack of childcare
- Fear of change
- NYS Route 3A diverts a lot of traffic away from Carthage
- Empty paper mill
- Condition of the hotel in West Carthage
- High property/rental asking prices
- Nursing home in Carthage
- Less developable land (Carthage) than West Carthage
- Poor cell and internet service in some areas
- No water and sewer in outlying areas
- Loss of the Carthage Tribune Newspaper

OPPORTUNITIES (Future)

- Local news outlet/newsletter (tracking action items)
- County wide fire services
- Tourism from the eclipse
- Capitalize on Black River recreation (assistance from DEC)
- Plethora of outdoor activities during the four seasons
- Paper mill offers many opportunities for redevelopment
- Black River Trail connection
- Boardwalk along the river
- The Black River
- Redevelopment opportunities in the hospital buildings when it moves
- Growing the tax base
- Schooling, nursing, trade school, incubators
- Developable land in Wilna
- Better marketing of the area
- Better marketing of Airbnbs
- Traffic flow count for development purposes

THREATS (Future)

- Possible prison closures and loss of local jobs
- Lack of momentum for potential development
- Community needs to be more supportive of local endeavors

Newspaper headlines in five years read:

“Carthage and West Carthage Unite!”
“Carthage vs West Carthage Community Cup!”
“Sahara Restaurant Reopens!”

APPENDIX C
ELIGIBLE HISTORIC STRUCTURES/SITES

Eligible Sites

USN	Type	Name	Photo
04541.000002	Building	Residence: 907 State Street, Carthage, NY 13619	
04541.000003	Building	923 State Street, Carthage, NY 13619	
04541.000004	Building	935 State Street, Carthage, NY 13619	
04541.000005	Building	943 State Street, Carthage, NY 13619	
04541.000029	Building	United Methodist Church: 510 State Street, Carthage, NY 13619	No Image Available
04541.000033	Building	Residence: 614 State Street, Carthage, NY 13619	
04541.000034	Building	George Sweet Residence: 702 State Street, Carthage, NY 13619	

04541.000035	Building	Fred Hall House: 708 State Street, Carthage, NY 13619	
04541.000036	Building	John Strickland House: 812 State Street, Carthage, NY 13619	
04541.000037	Building	Peter Yousey House: 820 State Street, Carthage, NY 13619	
04541.000038	Building	Hirshey Residence: 830 State Street, Carthage, NY 13619	
04541.000039	Building	Residence: 870 State Street, Carthage, NY 13619	
04541.000040	Building	Lawler Residence: 882 State Street, Carthage, NY 13619	
04541.000050	Building	Residence: 609 State Street, Carthage, NY 13619	

04541.000052	Building	Gurnett Residence: 837 State Street, Carthage, NY 13619	
04541.000054	Building	883 State Street, Carthage, NY 13619	
04541.000055	Building	St. James Church & Rectory: 327 West Street, Carthage, NY 13619	
04541.000068	Building	Carthage Railroad Depot: 215 South Mechanic Street, Carthage, NY 13619	
04541.000088	Building	Carthage Free Library: 412 Budd Street, Carthage, NY 13619	
04541.000106	Building	Residence: 607 State Street, Carthage, NY 13619	

04541.000120	Building	Residence: State Street, Carthage, NY 13619 (East Side, 5 th Bldg. North of Washington Street).	No Image Available
04541.000241	Building	Bossuot-Lundy Funeral Home: 500 State Street, Carthage, NY 13619	
04541.000277	Archaeology	Carthage Water Pump House and Headrace (CWPH) Historic Site	No Image Available
04541.000278	Archaeology	Carthage Electric and Light Plant and Spill Dam (CELP) Historic Site	No Image Available
04541.000279	Archaeology	Carthage Iron Works and National Paper Tissue Plant-Mechanic Street (CIW) Historic Site	No Image Available
04541.000280	Archaeology	Guyot's Island Bridge	No Image Available
04541.000281	Archaeology	Guyot's Island Store House (GISH) Historic Site	No Image Available
04541.000282	Archaeology	Guyot's Planning Mill and Headrace (GPM) Historic Site	No Image Available
04541.000283	Archaeology	National Tissue Paper Plant Sulphite Mill, Headrace etc. Historic Site	No Image Available
04541.000284	Archaeology	State Dam, Bridge and Abutment (SDB) Historic Site	No Image Available
04541.000305	Building District	State Street Residential Historic District	No Image Available
04541.000328	Building	722 State Street, Carthage, NY 13619	

04541.000329	Building	462 South Mechanic Street, Carthage, NY 13619	
04541.000330	Building	330 St. James Street, Carthage, NY 13619	
04541.000331	Building	615 Budd Street, Carthage, NY 13619	
04541.000332	Building	Fairview Cemetery: Cemetery Street, Carthage, NY 13619	
04541.000333	Building	940 West Road, NY	
04541.000334	Building	409 West Street, Carthage, NY 13619	
04541.000335	Building	Long Falls Apartments: 222 State Street, Carthage, NY 13619	

04541.000336	Building	Grace Episcopal Church: 421 State Street, Carthage, NY 13619	
04541.000337	Building	128 North School Street, Carthage, NY 13619	
04541.000338	Building	122 North School Street, Carthage, NY 13619	
04541.000339	Building	113 North School Street, Carthage, NY 13619	
04541.000340	Building	United Community Church: 112 North School Street, Carthage, NY 13619	
04541.000341	Building	United Methodist Church: 608 State Street, Carthage, NY 13619	
04541.000342	Building	Monument Park: State Street, Carthage, NY 13619	

04541.000343	Building	840 State Street, Carthage, NY 13619	
04541.000344	Building	857 State Street, Carthage, NY 13619	
04541.000345	Building	109 Thorpe Street, Carthage, NY 13619	
04541.000346	Building	Park Residence: 886 State Street, Carthage, NY 13619	
04550.000001	Building	Deferiet School: Anderson Street, Deferiet, NY	Image Not Available
04550.000015	Building	Bridge NBI 1000590: State Route 3, Carthage, NY 13619	
04521.000114	Archaeology	FDP1015	No Image Available
04521.000204	Building	43141 County Route 41, Wilna, NY 13665	

04521.000205	Building	Sand Hill / Natural Bridge Cemetery, Natural Bridge, NY 13665	
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National Register

Project #	Date Listed	Name	Photo
90PR02868	11/17/1988	United States Post Office-Carthage	
90PR02915	09/22/1983	State Street Historic District (Carthage)	
04PR06753	02/09/2005	First Baptist Church and Cook Memorial Building	

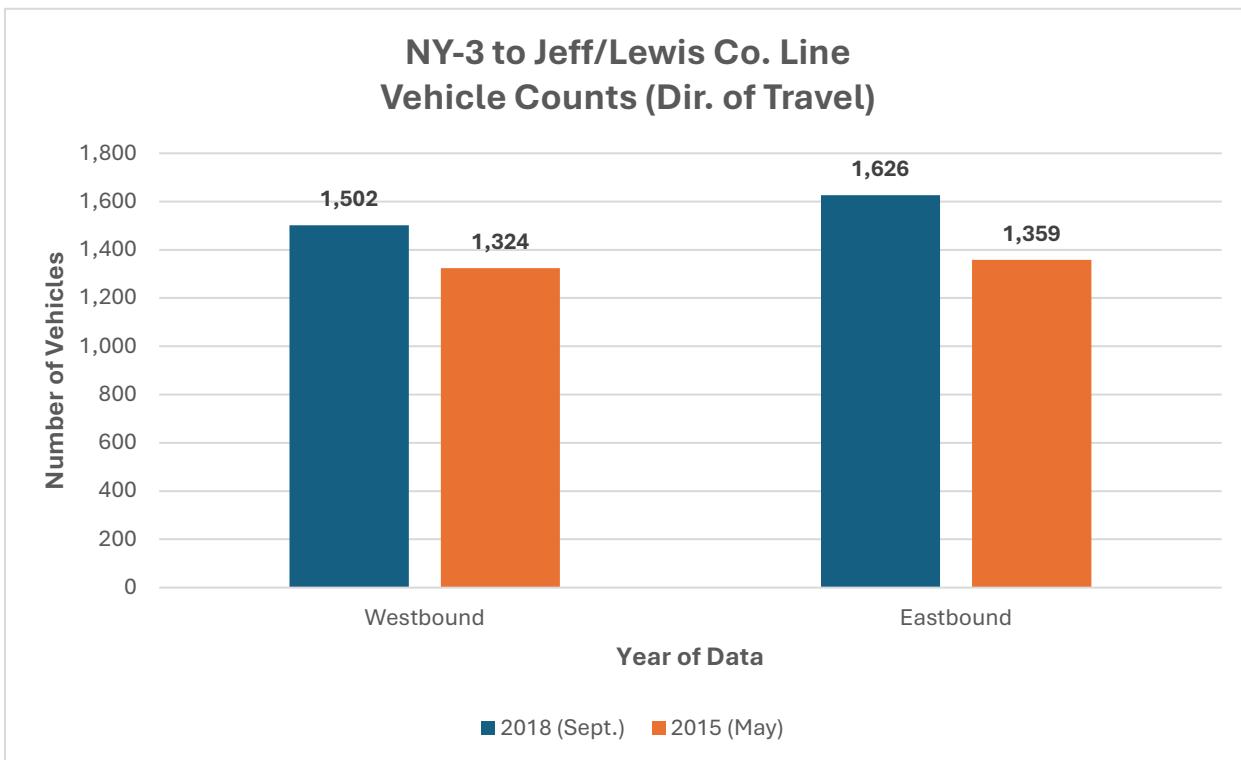
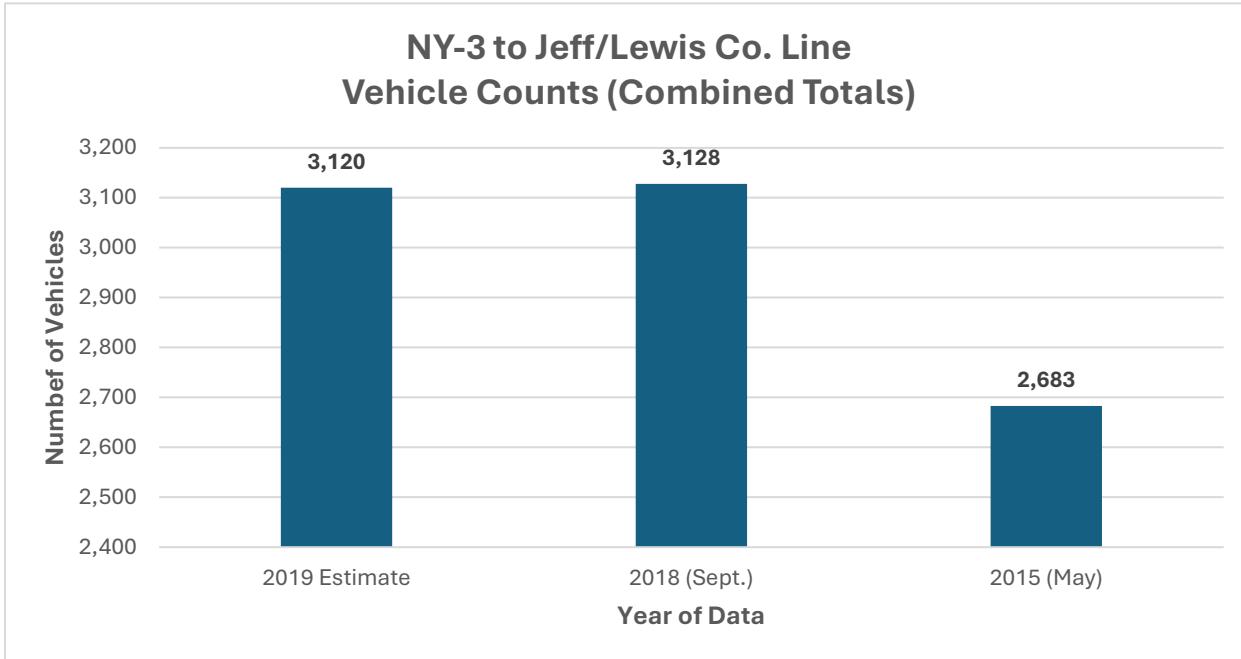
Historical Markers

Name	Marker #	Address	Photo
Paper Mill Canal Marker	827	State Route 3 near village of Deferiet	
World War II Marker	232	State Route 3, Deferiet, NY 13628	

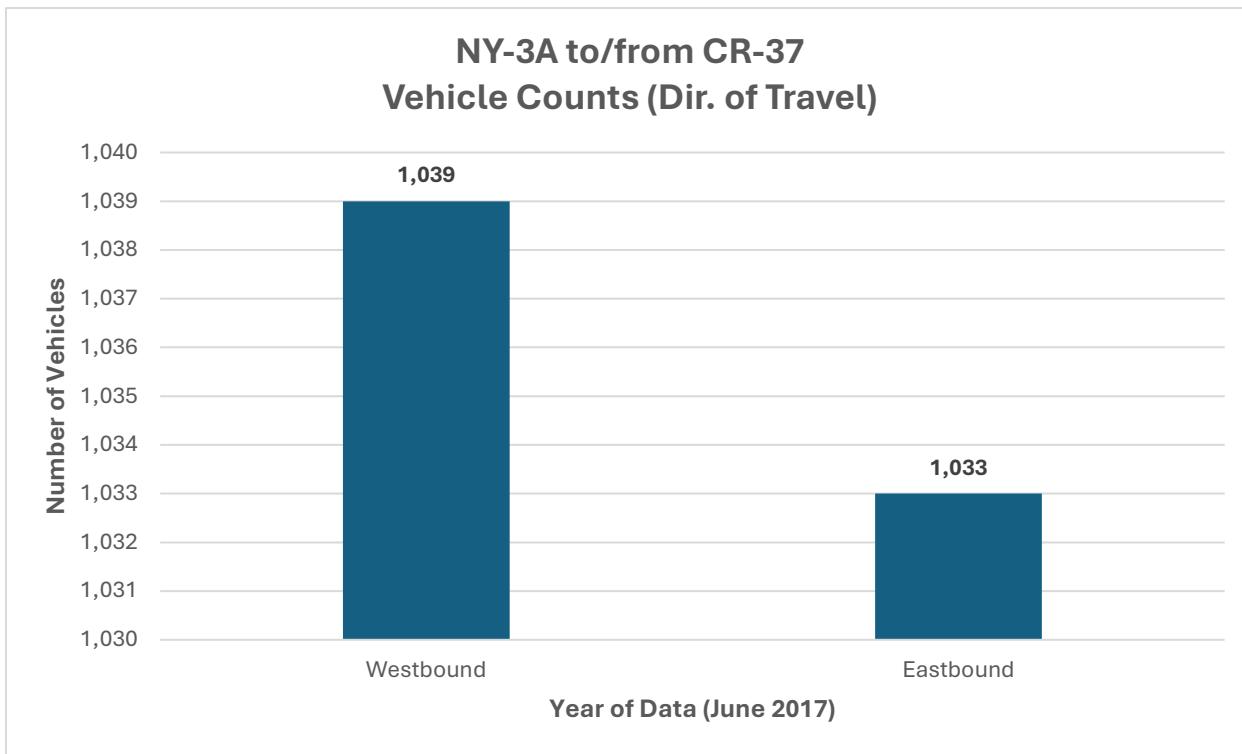
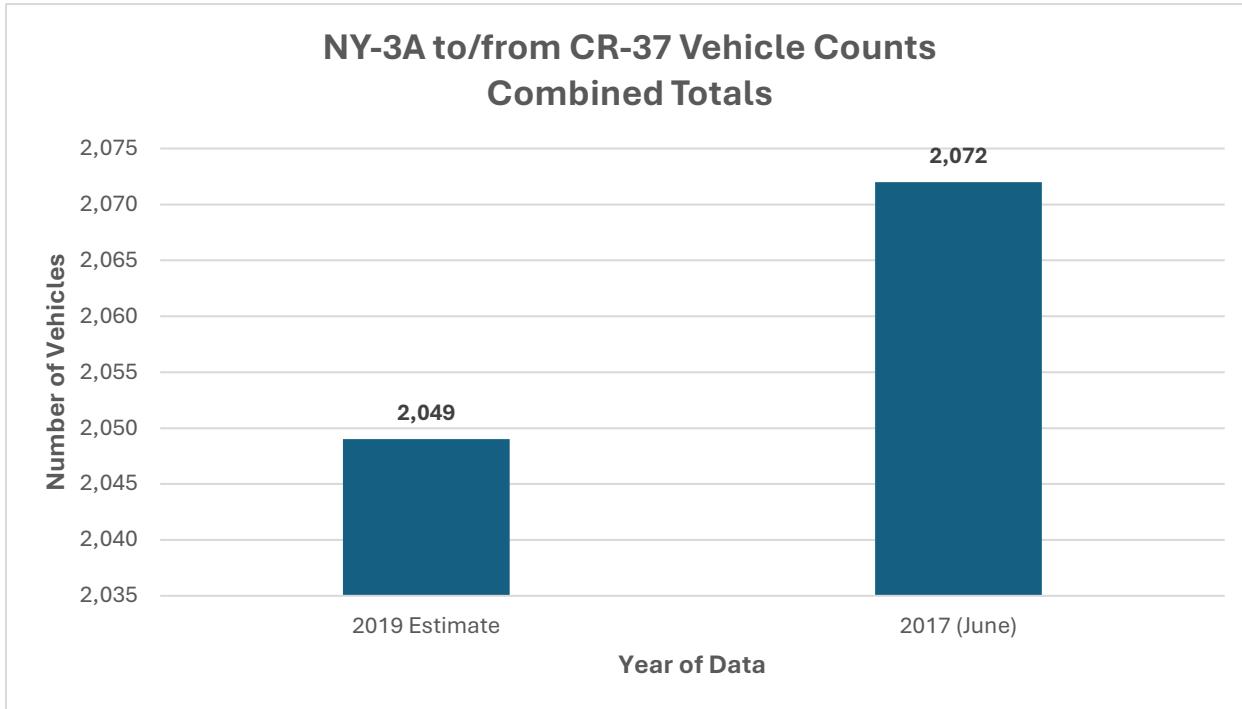
Appendix D.

Vehicle Counts

NY-3 to Jefferson/Lewis County Line

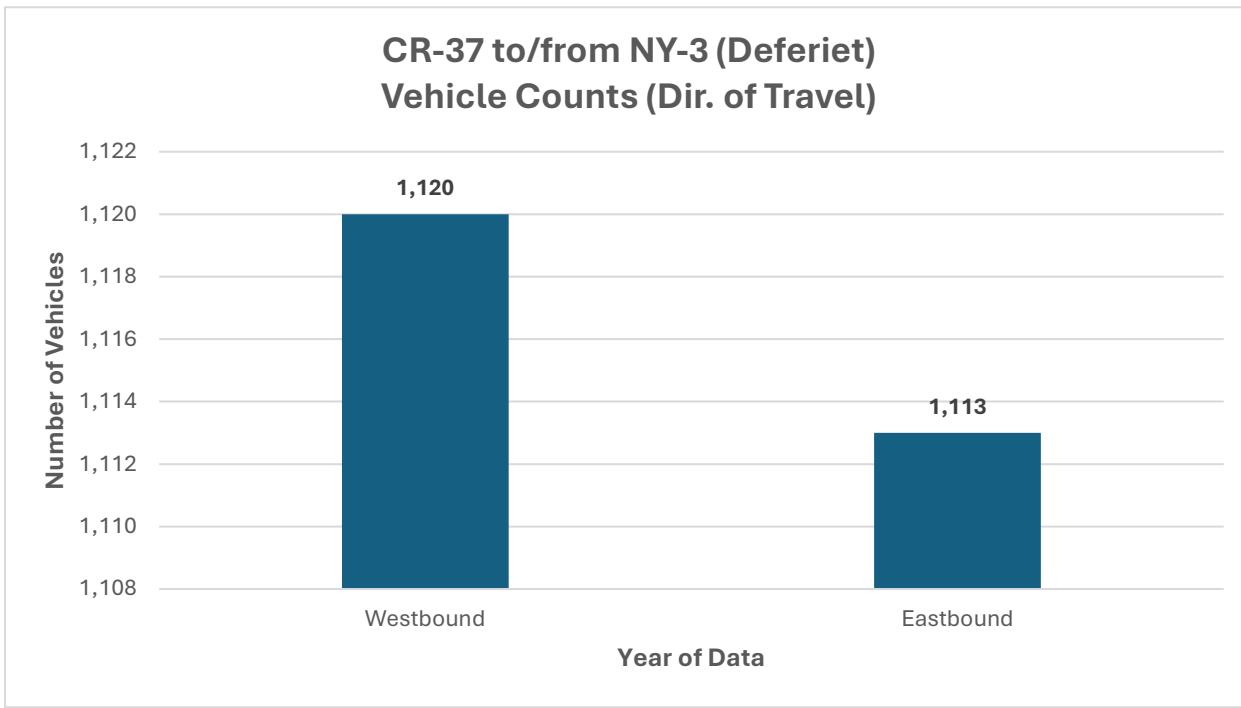
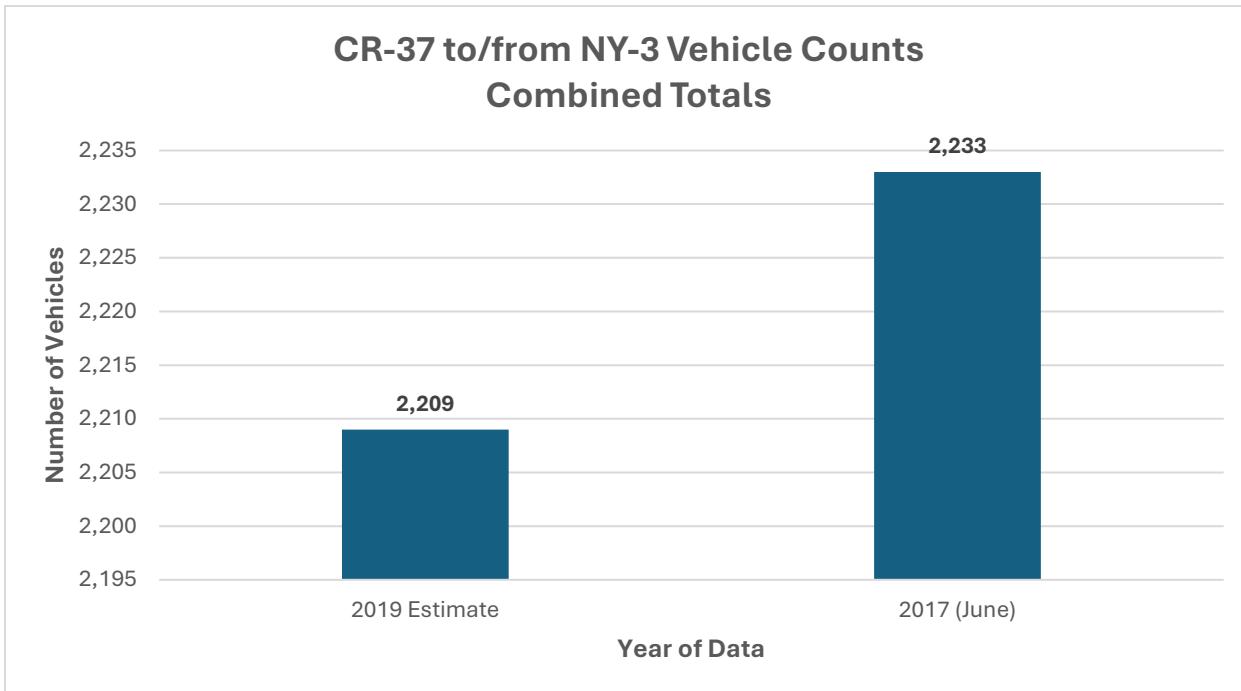


NY-3A to/from CR-37



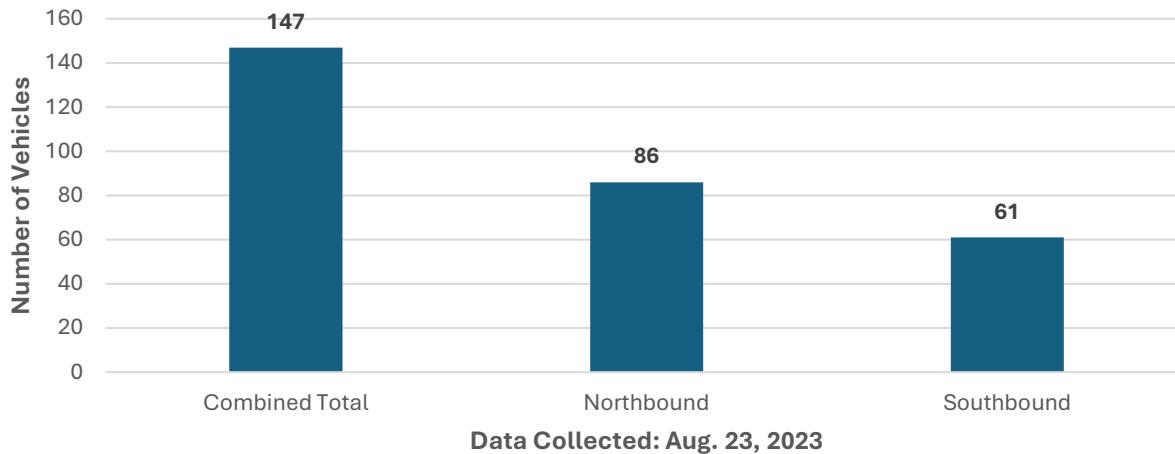
Source: New York State Traffic Data Viewer

CR-37 to/from NY-3 (Deferiet Side)



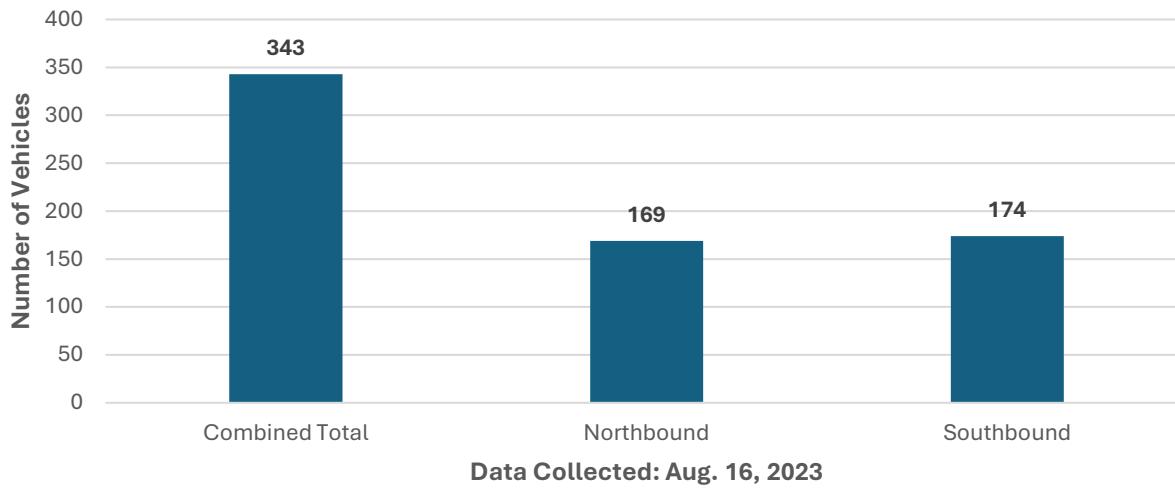
Village of Deferiet, Anderson Avenue

**V. Deferiet Anderson Ave
Vehicle Counts**



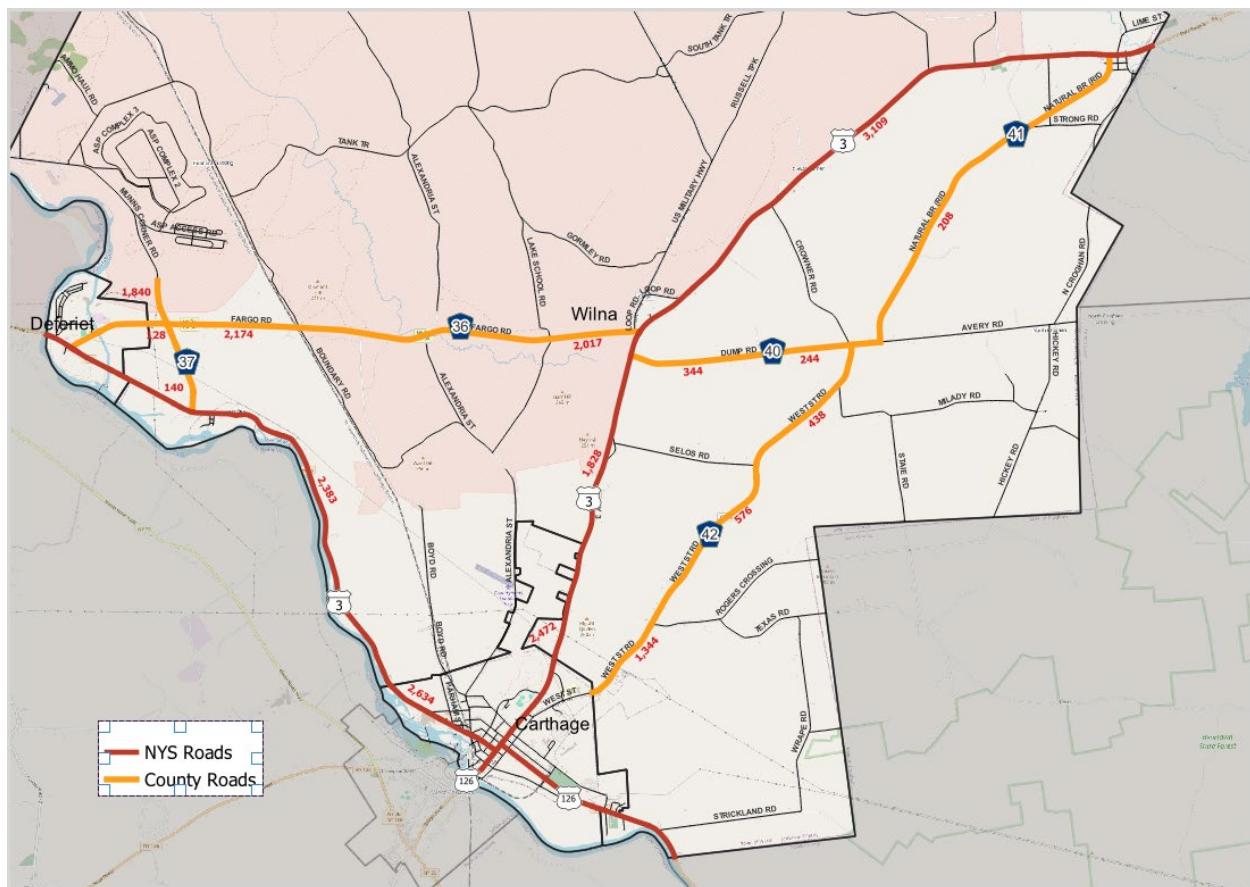
Village of Deferiet, Riverside Drive

**V. Deferiet Riverside Dr
Vehicle Counts**



Appendix E. Annual Average Daily Traffic Map

Annual Average Daily Traffic



Source: NYSDOT Traffic Data Viewer

APPENDIX F

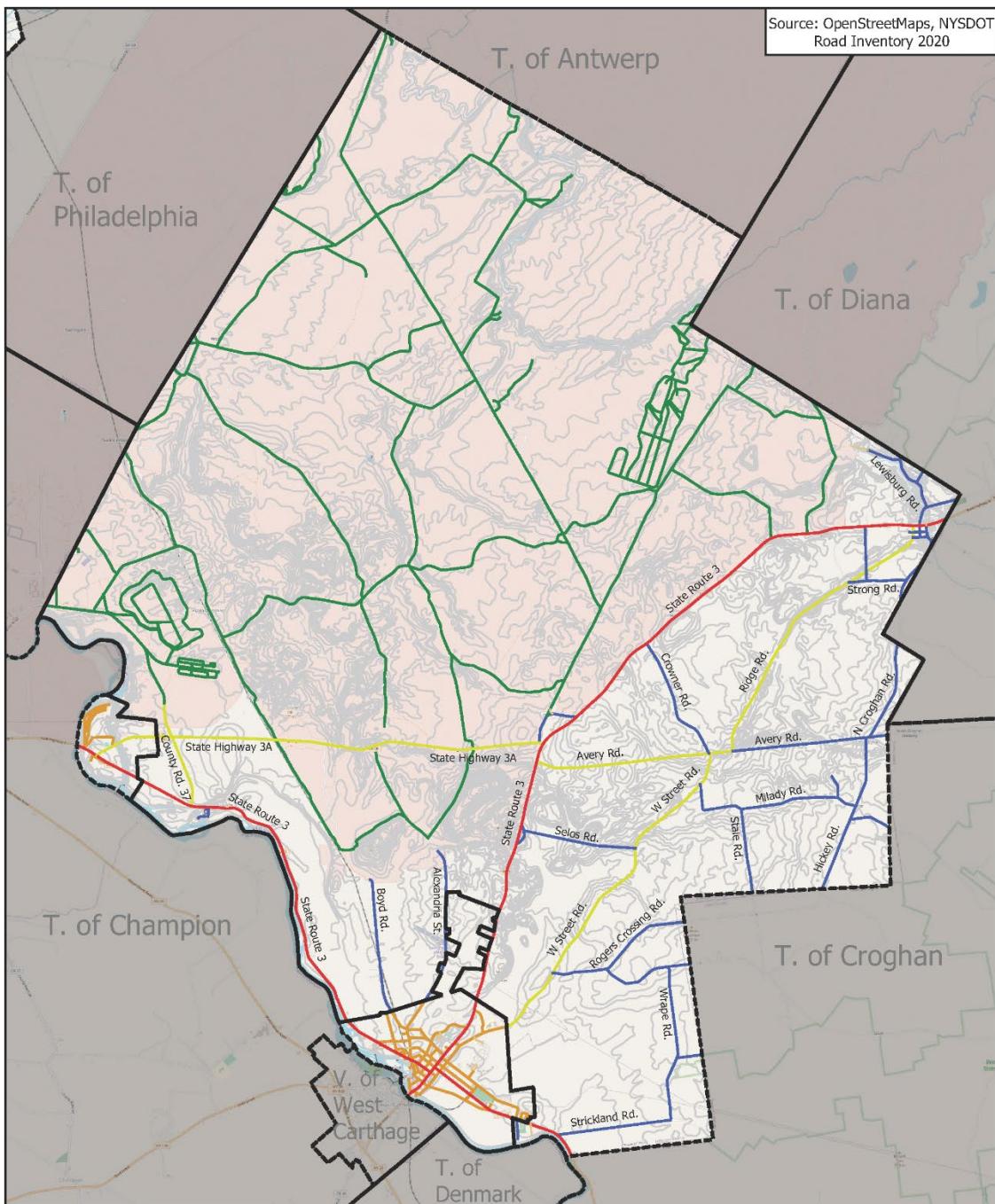
Base Map

Assessed Land Use Map

Public Lands Map

Development Constraints Map

Zoning Map



Municipal Boundaries

— State Roads

— County Roads

— Town Roads

— Village Roads

— Army Roads

— Contour Lines



0 1 2 mi

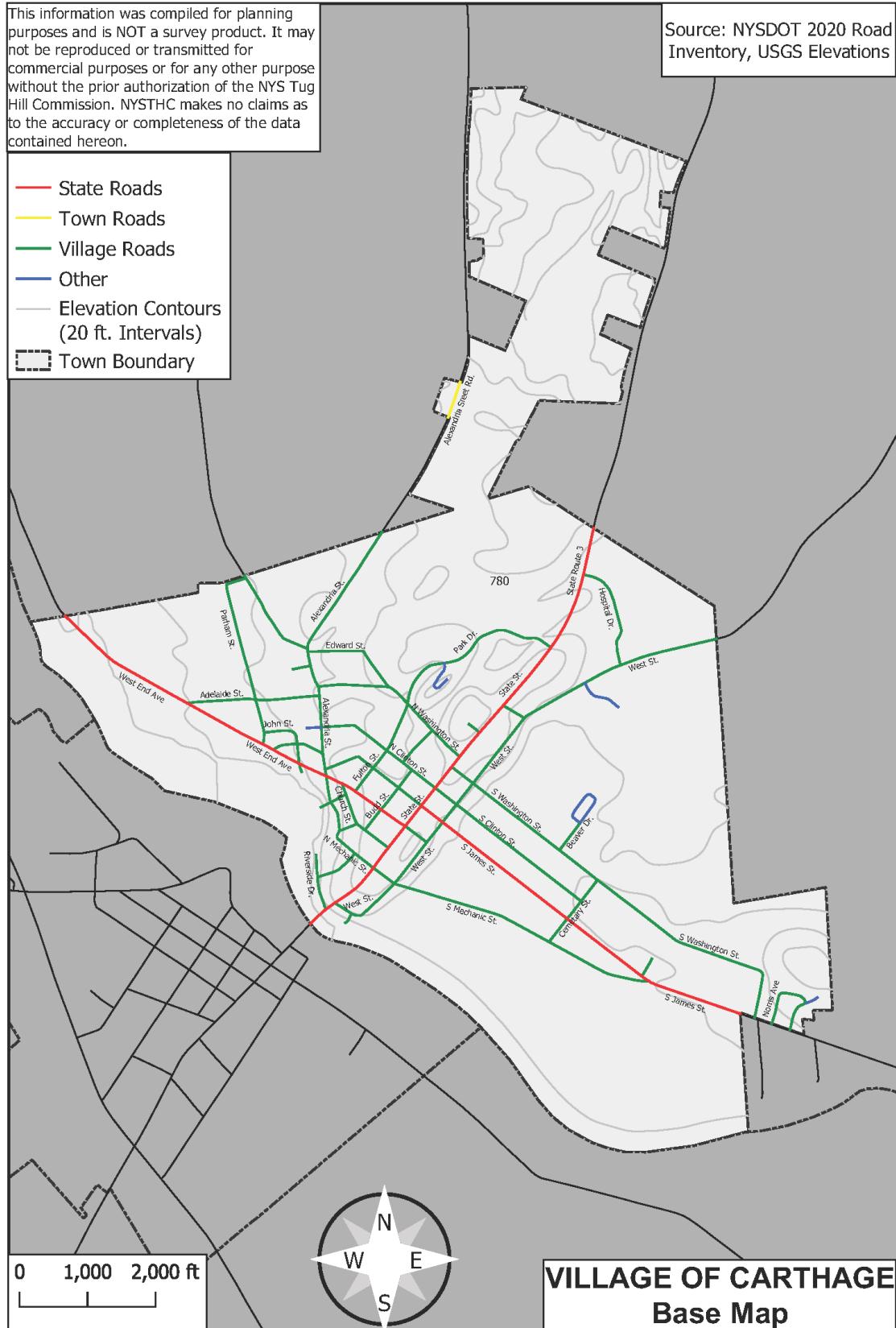
TOWN OF WILNA Base Map

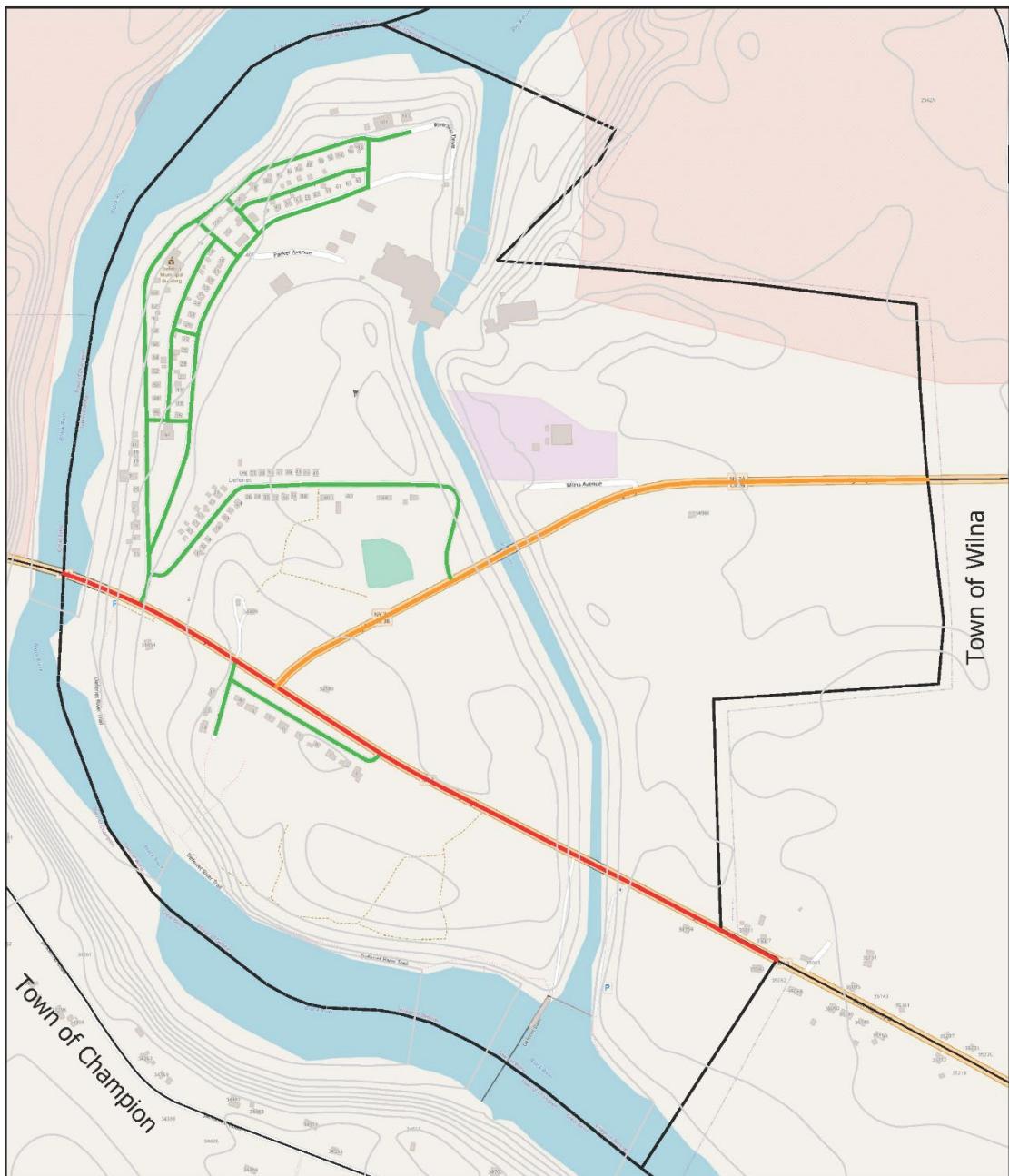
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Source: NYSDOT 2020 Road Inventory, USGS Elevations

- State Roads
- Town Roads
- Village Roads
- Other
- Elevation Contours
(20 ft. Intervals)
-  Town Boundary





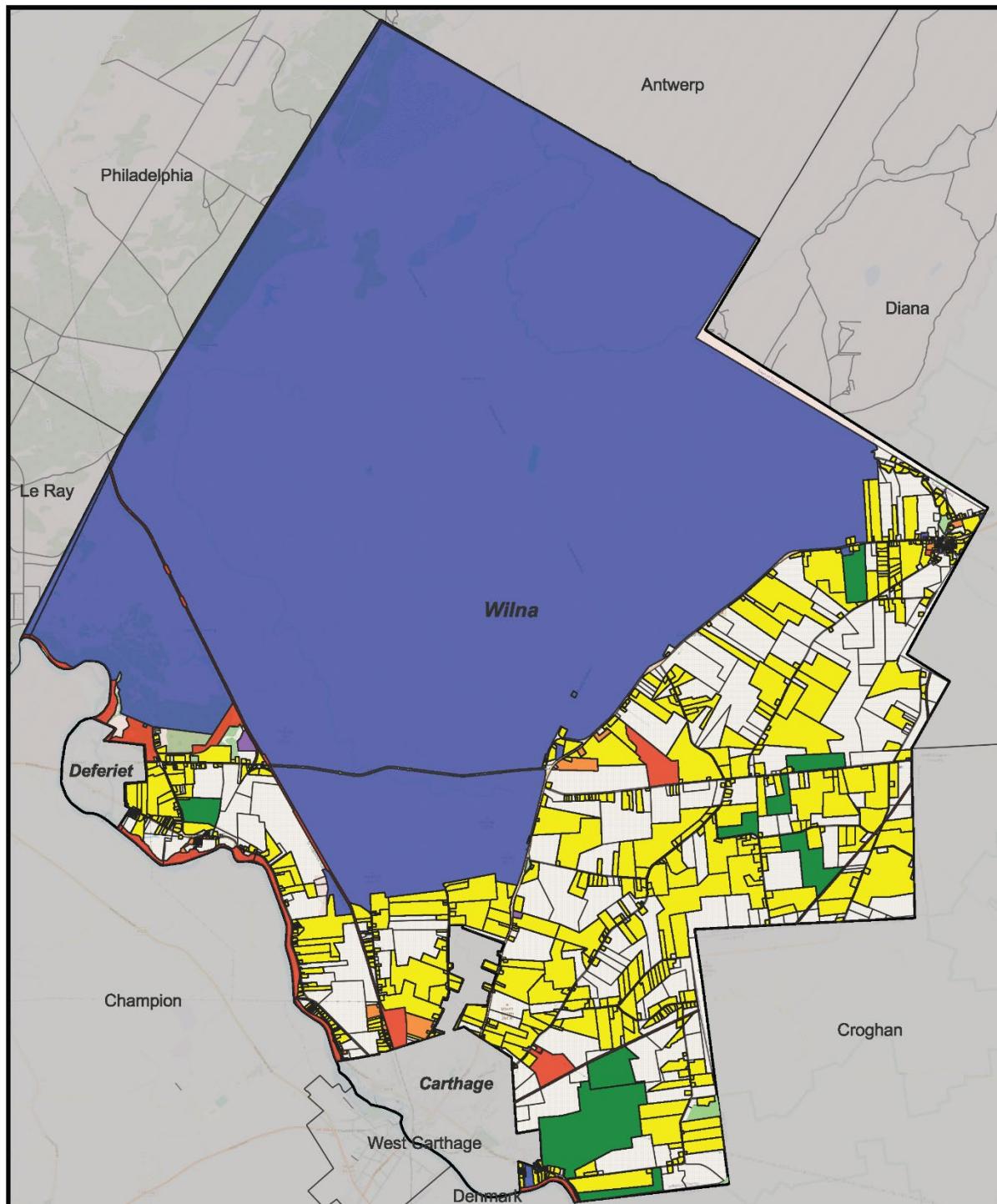
VILLAGE OF DEFERIET Base Map

- State road
- County road
- Village road
- Elevation contours
- Municipal boundary

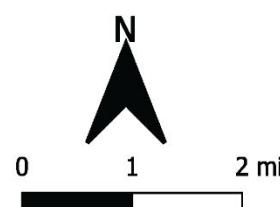


0 500 1,000 ft

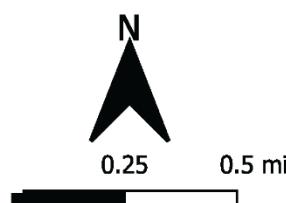
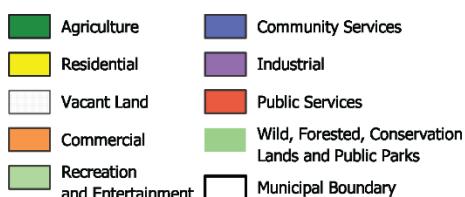
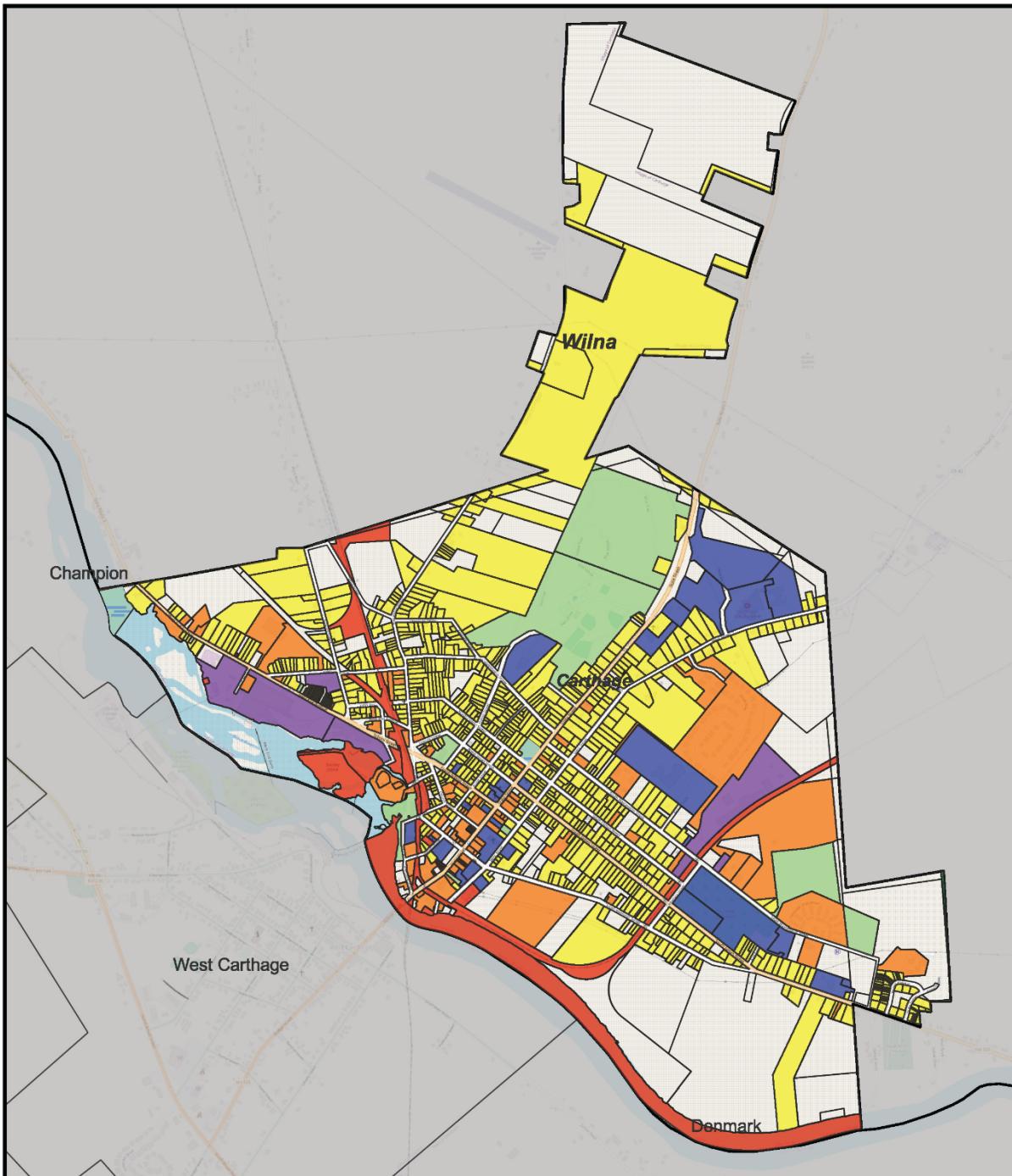
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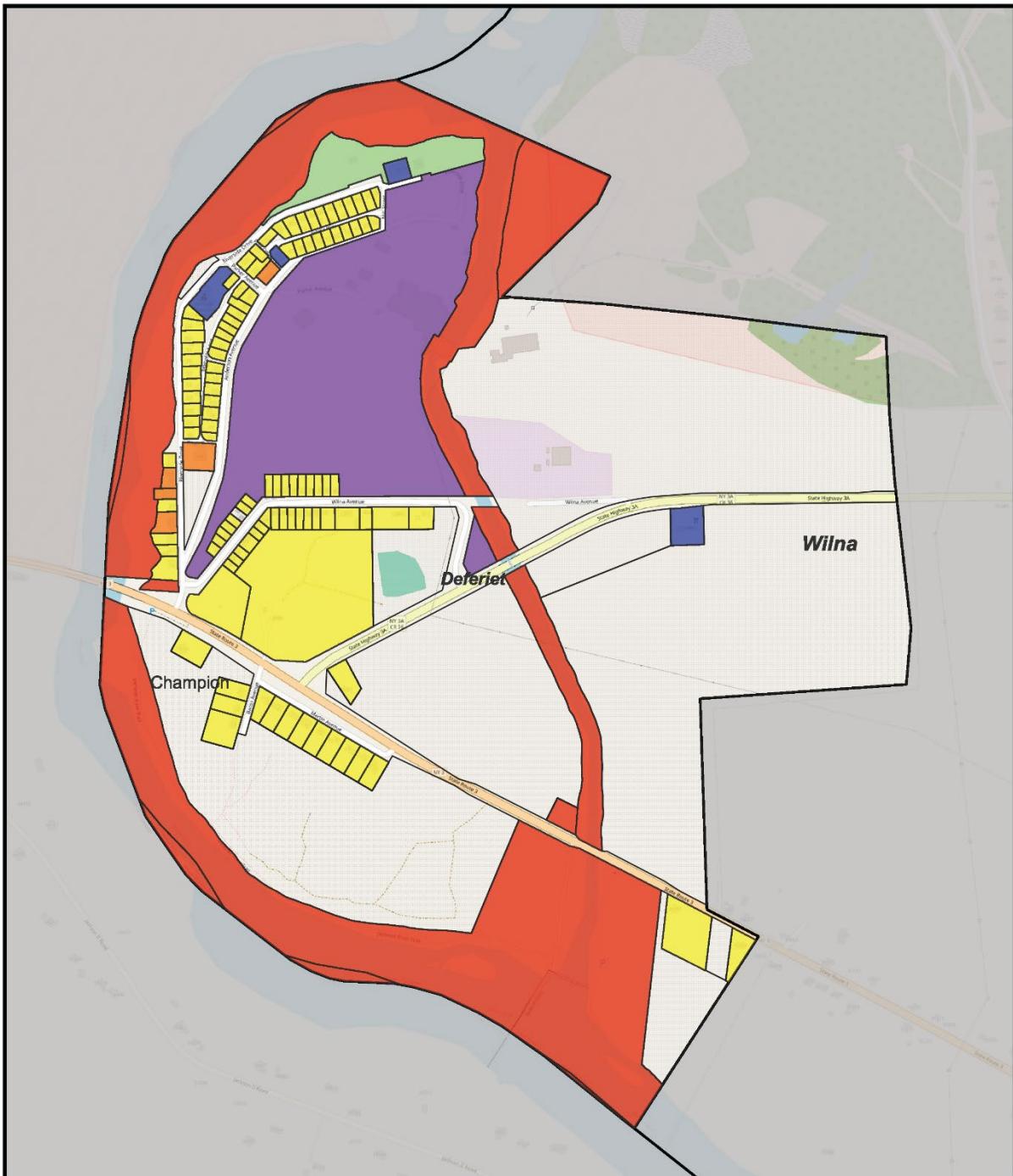
Agriculture	Community Services
Residential	Industrial
Vacant Land	Public Services
Commercial	Wild, Forested, Conservation Lands and Public Parks
Recreation and Entertainment	Municipal Boundary



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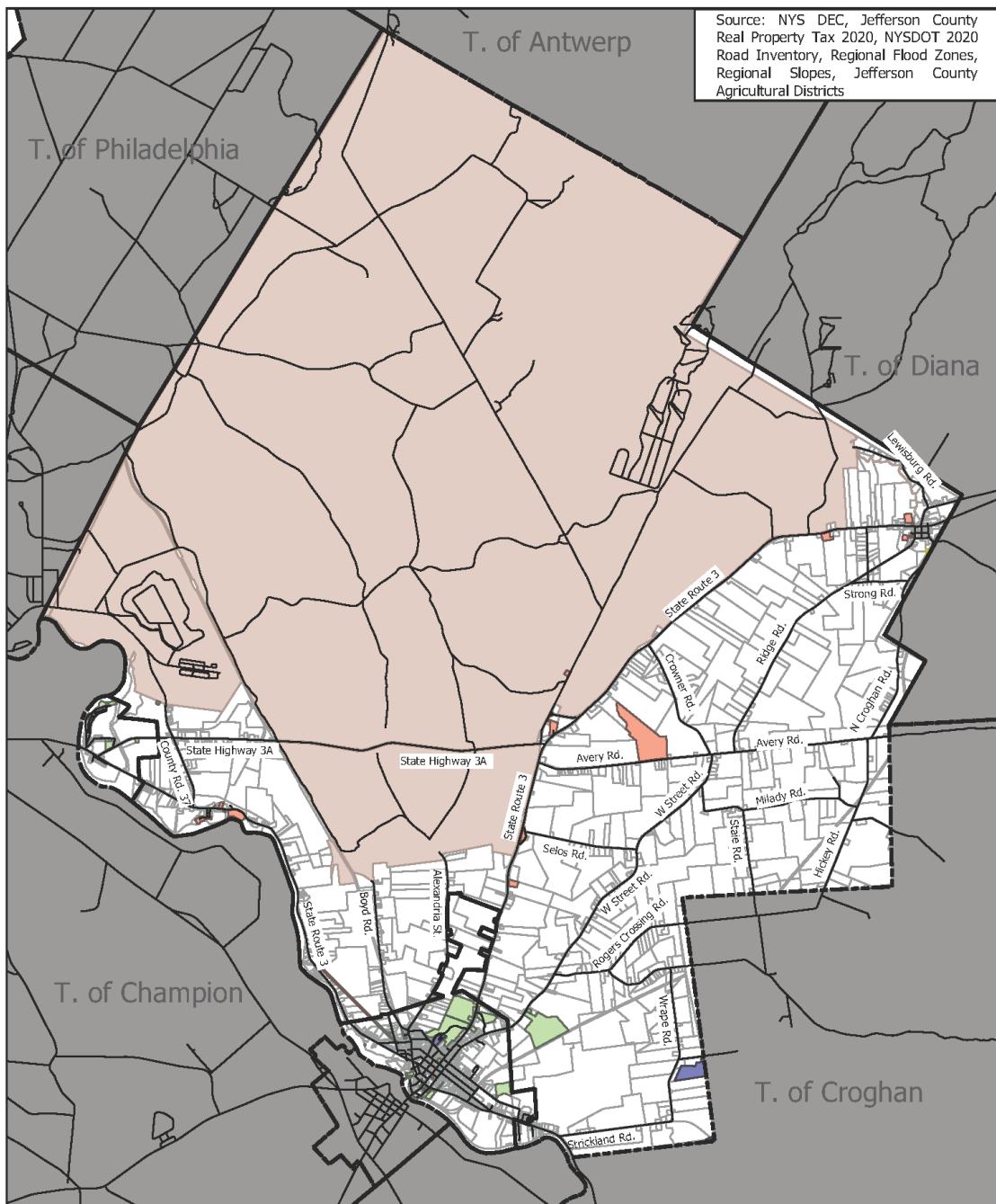


0.1 0.2 mi

The legend is organized into two columns. The left column contains six categories with corresponding colored squares: Agriculture (dark green), Residential (yellow), Vacant Land (light gray), Commercial (orange), Recreation (light green), and a combined category for Wild, Forested, Conservation Lands and Public Parks (medium green). The right column contains three categories with corresponding colored squares: Community Services (blue), Industrial (purple), Public Services (red-orange), and Municipal Boundary (black outline).

Land Use Category	Boundary Type
Agriculture	Community Services
Residential	Industrial
Vacant Land	Public Services
Commercial	Wild, Forested, Conservation Lands and Public Parks
Recreation	Municipal Boundary
and Entertainment	

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TOWN OF WILNA Public Lands

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Village

Town

County

State

Federal

Municipal Boundary

Tax Parcels

Roads

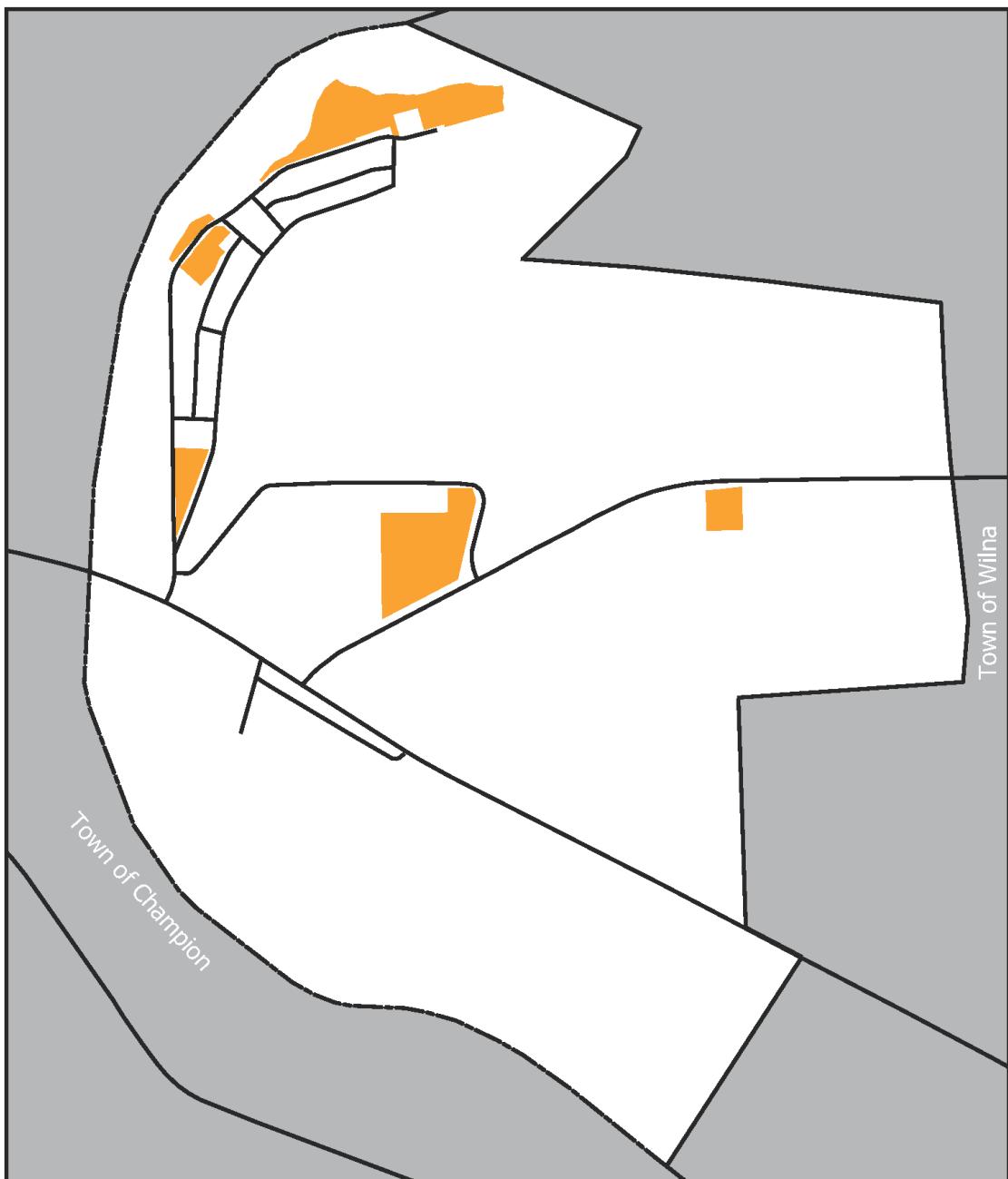


0 1 2 mi

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Source: Jefferson County
Office of Real Property Tax
2022





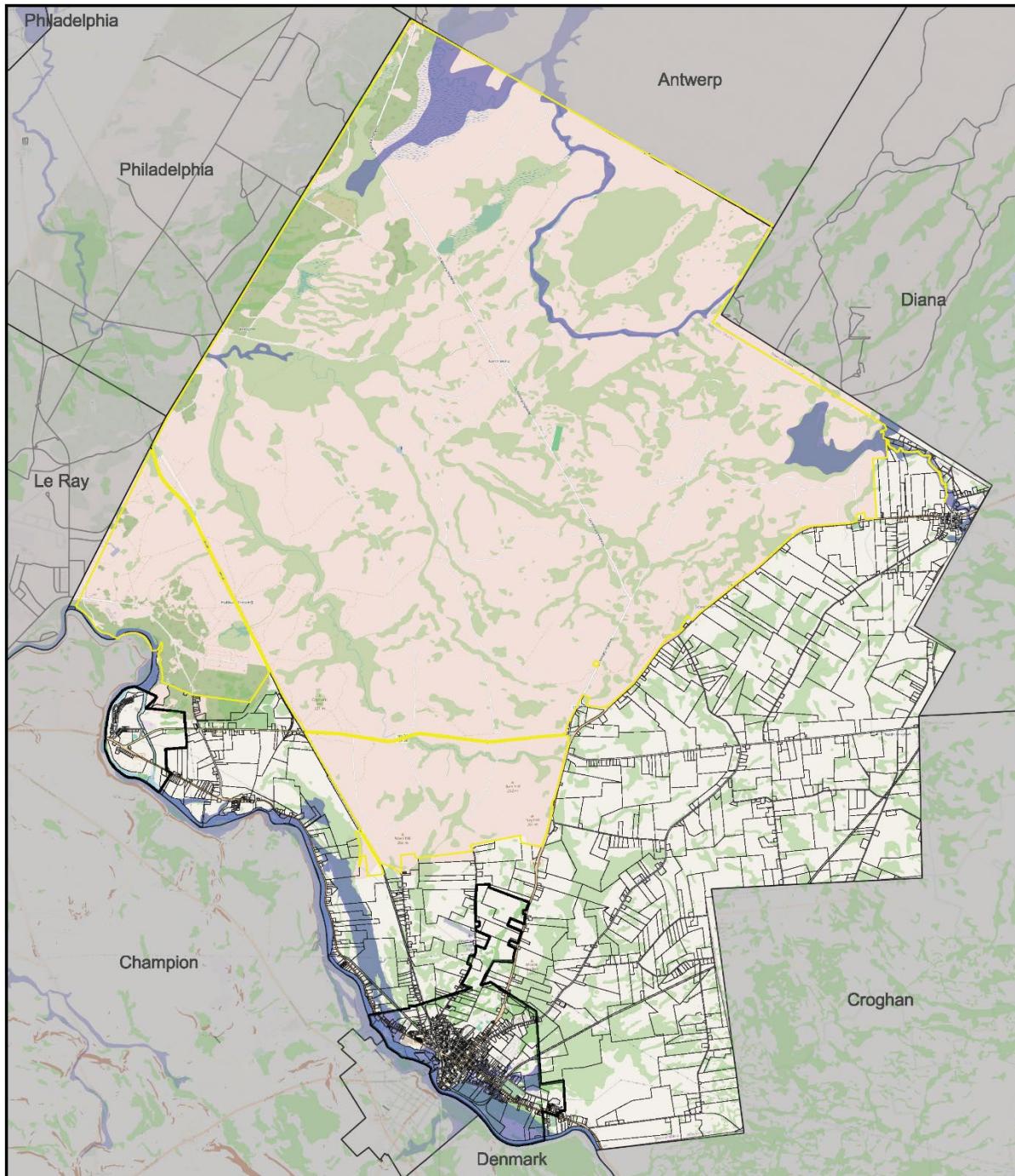
- Village
- Roads
- Municipal boundary



0 500 1,000 ft

VILLAGE OF DEFERIET Public Lands

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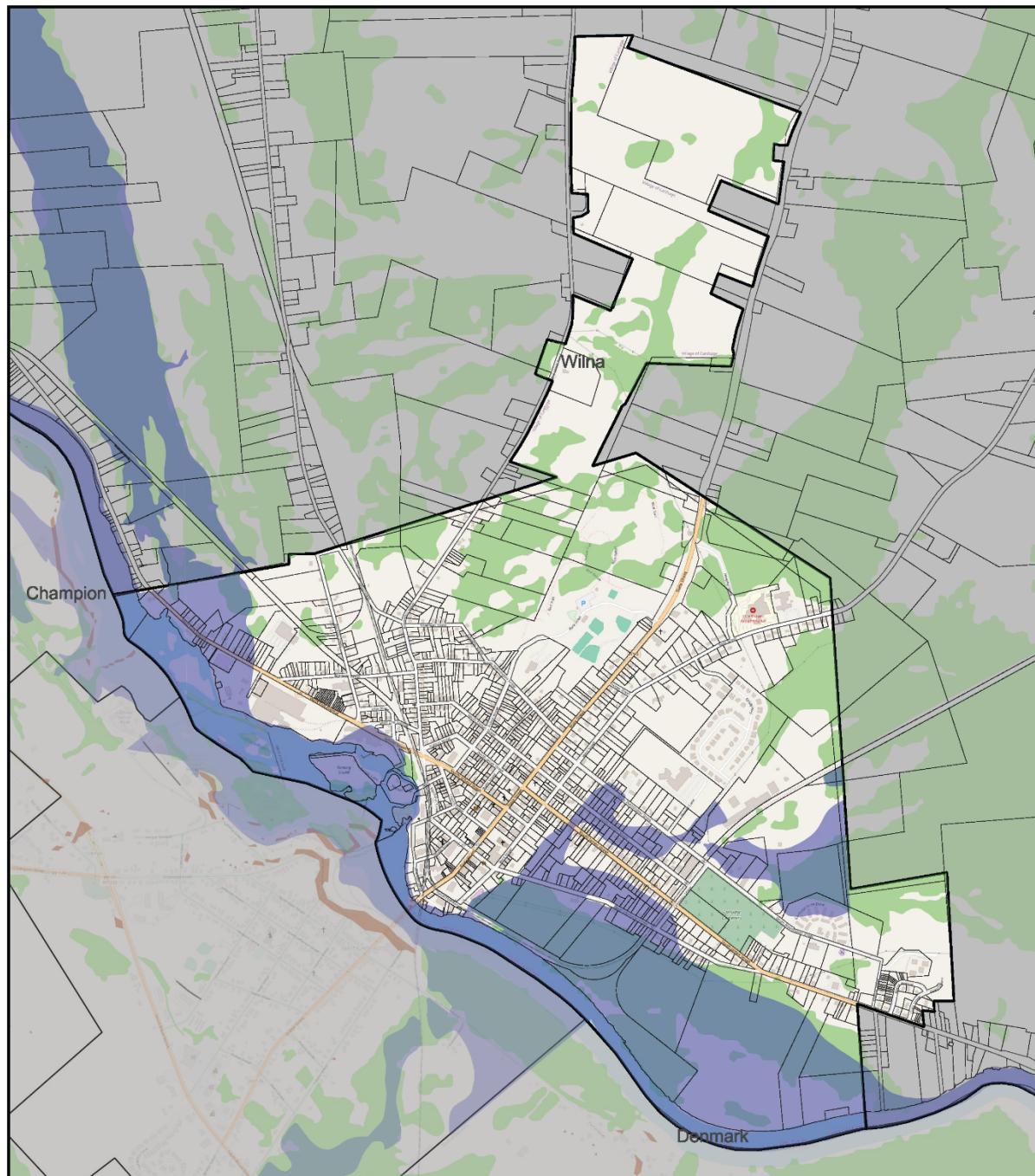
- Tax Parcels
- Flood Zone
- Steep Slopes
- Roads
- Wetlands
- Municipal Boundary



0 1 2 3 mi

TOWN OF WILNA Development Constraints

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VILLAGE OF CARTHAGE Development Constraints

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- Tax Parcels
- Flood Zone
- Steep Slopes
- Roads
- Wetlands
- Municipal Boundary



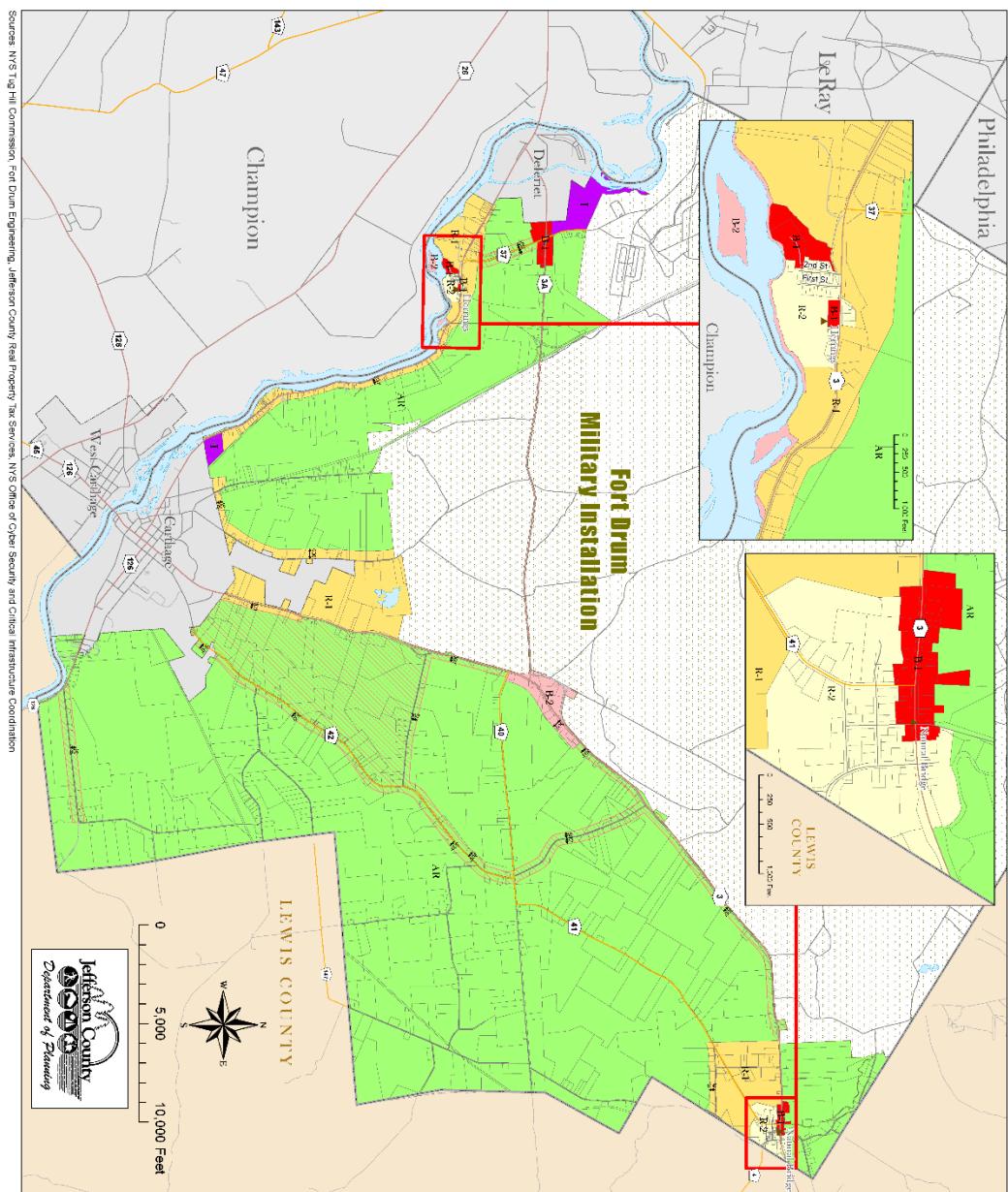
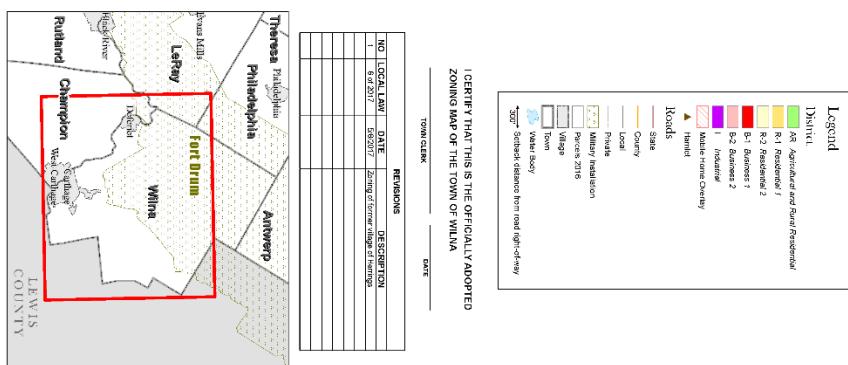
0 1 2 mi

VILLAGE OF DEFERIET Development Constraints

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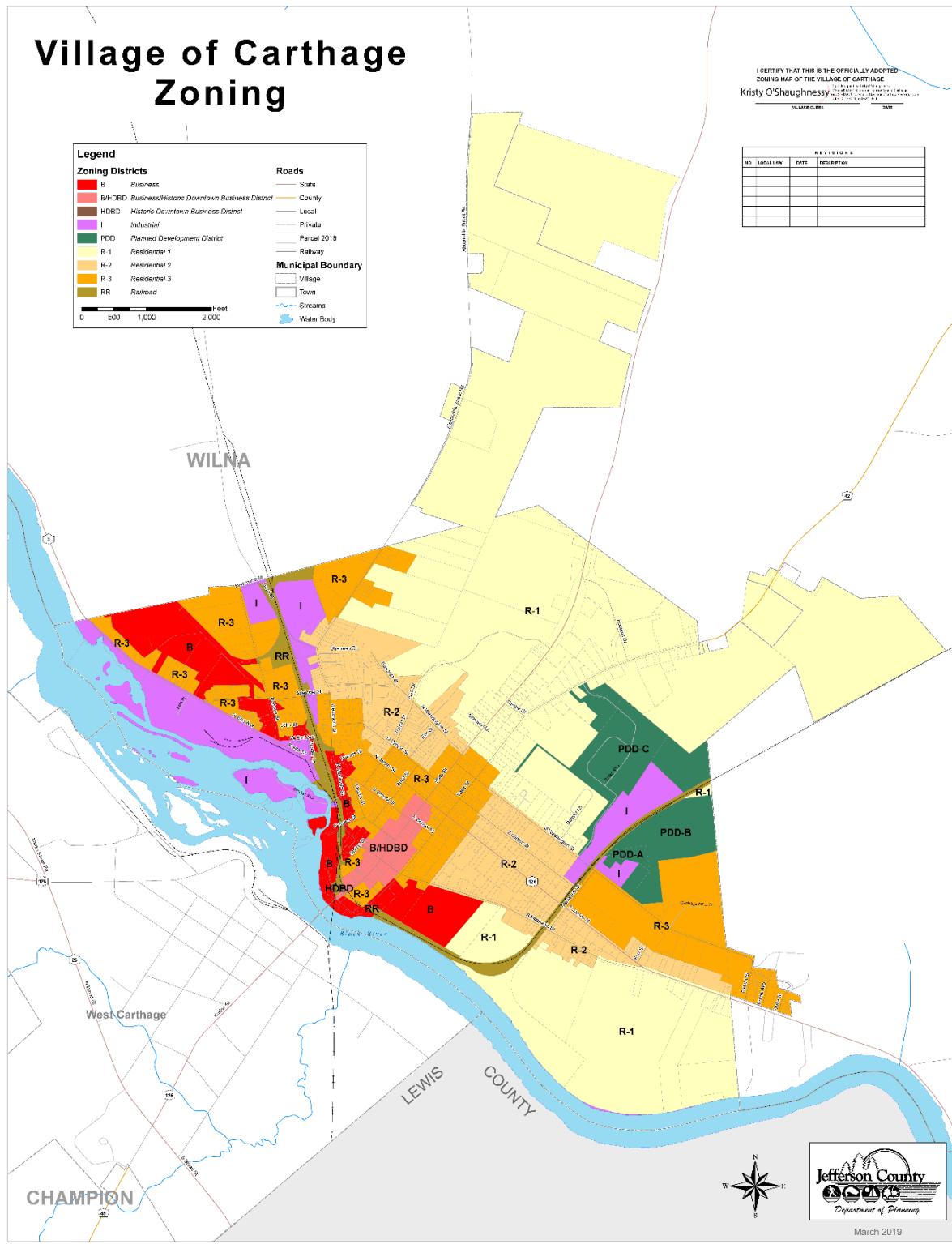
Zoning Town of Wilna

May 2017



Sources: NYS Topo Hill Commission, Fort Drum Engineering, Jefferson County Real Property Tax Services, NY's Office of Cyber Security and Critical Infrastructure Coordination

Village of Carthage Zoning



Village of Deferiet

Zoning Map

