# **Community Draft Plan**

Littleton, NC | May 2022



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# EXECUTIVE SUMMARY

The purpose of the Littleton Comprehensive plan is to help chart a new course for the community over the next 20 years. This plan seeks to identify Littleton's assets, opportunities, and weaknesses, to create inclusive growth that will serve the needs of desires of those who live and work nearby.

The comprehensive planning process is required by the North Carolina General Assembly. Chapter 160D of the NC General Statutes requires all communities to create a comprehensive plan to exercise zoning authority. This plan was created in response to that requirement.

Based on community feedback and engagement, the plan contains five key sections. These sections contain an analysis of trends, community feedback, goals, future land use, and implementation strategies. Together these sections aim to help determine how the community seeks to grow and change in the future.

Except where otherwise noted, data were collected from three primary sources:

- 1. Personal correspondence with four town staff and six to eight residents,
- 2. Official local government documents and data sources at the municipal and county level, including plans, ordinances, and GIS data, and
- 3. Census Bureau quantitative data, primarily from the American Community Survey 2020 5-year estimates, 2020 Census data, or otherwise from the 2010 Census data where needed.



Graphic 1: The Comprehensive Planning Process

# **EXISTING CONDITIONS**

Littleton, North Carolina is fondly known by residents as the "little community with a big heart." Situated in Halifax County, the 600 resident town is home to a community of residents committed to seeing revitalization efforts through. While the town's is primarily rural and only 608 acres in area, it serves as key commercial hub for locals and tourists visiting Lake Gaston to the north.

#### FIGURE 1: LITTLETON IS LOCATED IN HALIFAX COUNTY, IN THE NORTHEAST PORTION OF NORTH CAROLINA.



#### SOURCE: NC One Map, 2022.

Within its relatively small boundary, the town contains key services, entertainment opportunities, and restaurants. The towns importance as a commercial corridor is only increasing. While categorized as economically distressed, recently the town has seen an influx of private investment.<sup>1</sup> This has helped create new opportunities, build new housing, and revitalize the historic downtown core. This section provides an overview of the community's demographic trends. Some key findings are as follows:

- Littleton's population is significantly older and has been decreasing over time.
- Living in Littleton is significantly more affordable than in other portions of North Carolina.
- Recently, Littleton has been seeing a wave of private investment which has helped revitalize the downtown strip.

These findings and the information contained in this section help to paint a picture of where Littleton has been and where it's predicted to go in the future. Chapter 160D of the NC General Statutes requires comprehensive plans

<sup>&</sup>lt;sup>1</sup> The North Carolina Department of Commerce has designated Littleton as a "Tier 1" community. This means that the community is severely economically distressed. This designation allows Littleton to take advantage of unique grant opportunities from the state.

review past, present, and projected trends in the planning process. These trends directly inform the goals and policies future in this report.

## DEMOGRAPHICS

This section details characteristics of the Littleton's population. It contains trends about population growth, age, sex, and education. Demographic trends help shows who lives and works in the community to create goals that serve Littleton's population.

#### POPULATION GROWTH

The town is relatively small, with just around 530 residents. It accounts for a very small percentage of Halifax County, which has a population of around 50,000 residents. Since 2015, both Littleton and Halifax have seen a decline in population. However, Littleton's decline is relatively smaller at around 2%, which is smaller than the county's decline of around 5%. Like many rural communities in North Carolina, the population has declined while the state itself has grown. Much of this growth has occurred in more urbanized parts of the state. The State Office of the Budget and Management has projected that Halifax County will continue to decline in population. In 2030, it's projected that the total county population will be a round 43,000.<sup>2</sup> The decline will be a result of a decrease in the birth rate and from residents moving elsewhere.

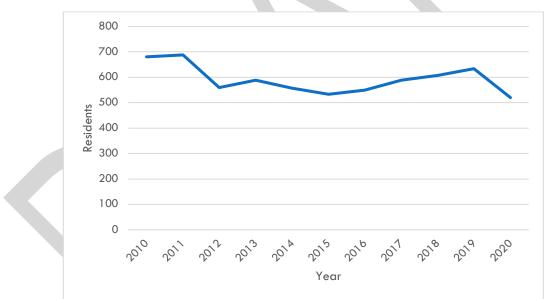


FIGURE 2: SINCE 2010, LITTLETON'S POPULATION HAS BEEN DECREASING.

SOURCE: 2019 AMERICAN COMMUNITY SURVEY 5 YEAR POPULATION ESTIMATES, ACCESSED THROUGH SOCIALEXPLORER.COM

#### TABLE 1: COMPARED TO HALIFAX COUNTY, LITTLETON'S POPUALTION IS DECLINING AT A SLOWER RATE.

	2015	2020	% Change
Littleton, NC	533	520	-2%

<sup>&</sup>lt;sup>2</sup>County Population Projections, NC State Office Budget and Management, 2021.

Halifax County, NC	53,407	50,678	-5%
North Carolina	9,845,333	10,386,227	5%

SOURCE: 2019 AMERICAN COMMUNITY SURVEY 5 YEAR POPULATION ESTIMATES, ACCESSED THROUGH SOCIALEXPLORER.COM

Residents and officials have noted that the COVID-19 pandemic has caused an uptick in residents moving to Littleton. This is primarily due to remote work and the community's proximity to Lake Gaston.

#### Age

The age of residents in Littleton tend to trend older. The median age in Littleton is around 54. This is significantly older than that of the county and state, which are at 43 and 39 respectively. The age may signal that the population is at risk of declining.

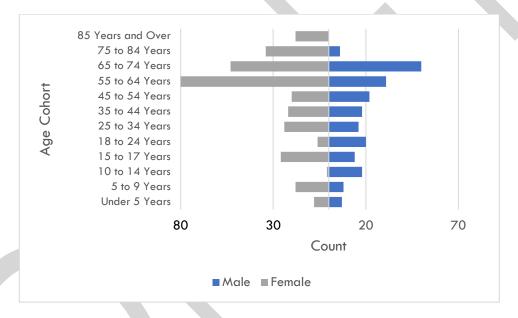


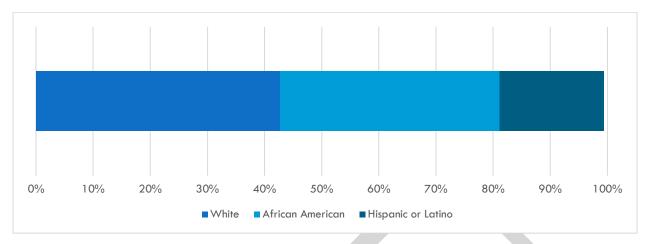
FIGURE 3: THE MAJORITY OF RESIDENTS IN LITTLETON SKEW OLDER.

SOURCE: 2019 AMERICAN COMMUNITY SURVEY 5 YEAR POPULATION ESTIMATES, ACCESSED THROUGH SOCIALEXPLORER.COM

# RACE AND ETHNICITY

The largest racial and ethnic group in Littleton is non-Hispanic white at around 47 percent. Following this segment is non-Hispanic Black at around 38 percent. About 18 percent of residents in Littleton identify as Hispanic. This is slightly different than the rates of Halifax County. Which has higher concentrations of non-Hispanic Black residents and lower concentrations of those identifying as Hispanic.

#### FIGURE 4: LITTLETON IS SPLIT RELATIVELY EVENLY BETWEEN WHITE AND BLACK RESIDENTS.



SOURCE: 2019 AMERICAN COMMUNITY SURVEY 5 YEAR POPULATION ESTIMATES, ACCESSED THROUGH SOCIALEXPLORER.COM

#### EDUCATION

Residents in Littleton are less formally educated than those at the state level. In Littleton, 20% of residents have a bachelor's degree or higher, while the state rate hovers around 31 percent. However, Littleton has higher levels of formal education than Halifax County, where only 14 percent of county residents have a bachelor's degree or higher.

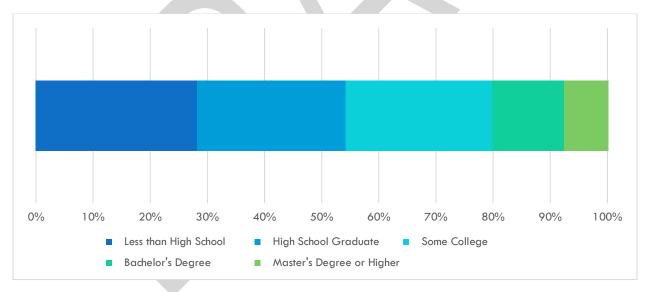


FIGURE 5: A SIGNIFICANT PORTION OF THE POPULATION HAS LESS THAN A HIGH SCHOOL EDUCATION.

SOURCE: 2019 AMERICAN COMMUNITY SURVEY 5 YEAR POPULATION ESTIMATES, ACCESSED THROUGH SOCIALEXPLORER.COM

#### INCOME

Income in Littleton is lower than in the county and the state. In 2019 inflation adjusted dollars, the median household income in Littleton is around \$27,000. This is significantly lower than county and state levels, which are around \$36,000 and \$55,000 respectively. Additionally, median household income differs based on race and home ownership. White

householders, on average have higher incomes than Black householders. Similarly, homeowners have higher household incomes than renters.

	Town of Littleton	Halifax County	North Carolina
Median Household Income	\$27,019	\$35,502	\$54,602
White Householder	\$40,474	\$48,083	\$60,845
Black Householder	\$11,765	\$28,396	\$39,108
Owners	\$40,870	\$47,700	\$68,842
Renters	\$11,402	\$21,948	\$35,826

#### FIGURE 6: HOUSEHOLDERS IN LITTLETON TEND TO HAVE LOWER INCOMES THAN THOSE IN THE COUNTY AND STATE.

SOURCE: 2019 AMERICAN COMMUNITY SURVEY 5 YEAR POPULATION ESTIMATES, ACCESSED THROUGH SOCIALEXPLORER.COM

## LAND USE AND ENVIRONMENT

Littleton is a small town of less than 0.95 square miles located at the northwestern edge of Halifax County. It shares extraterritorial jurisdiction (ETJ) with Warren County. ETJ is area immediately outside of town limits where the town can exercise zoning authority. The ETJ is about six times the size of the town itself, as it extends roughly a mile in radius from the border of Littleton. The ETJ is zoned mostly as agricultural-residential, but town staff note that many variances, for both land use and form have been issued. Roughly half of the ETJ is outside of Littleton's control, because it falls in Warren County line and communication between the two jurisdictions is sparse. This creates issues in code enforcement and service provision. As for the town itself, it is almost entirely single-family light residential uses, with some commercial development along Main Street.

No environmental issues were identified in research, and town staff confirm they have no history of serious issues with natural hazards or public health. Only one building within the town is listed on the National Register of Historic Places. The town has a detailed zoning ordinance, but it has not been updated since 1985. Variances have been issued since. 1985, which has led to discrepancies between existing conditions and the zoning map.

Issues of housing stock age rose to the fore as a major concern, but fewer tools exist to address this, as Low-Income Housing Tax Credit (LIHTC) projects would likely be unviable in a community this size. The tourism orientation to the economy opens the possibility for an increase in rental properties, but it is questionable whether this serves residents' interests. Town officials have also noticed a slight uptick in residences being used as Airbnb's.

Town staff note local resistance to annexation of surrounding areas. It was expressed that those outside town limits are reluctant to pay the higher tax rates associated with inclusion in the town given that they already have access to municipal water and sewer. Though ETJ and county residents pay a higher minimum flat fee, total cost for typical household usage is identical for those within and outside municipal boundaries). As a result, there are few incentives for residents outside the town to consider town annexation given that taxes in Littleton are higher than in Halifax County.

# ECONOMIC DEVELOPMENT

The major employers in Halifax County are Vidant North Hospital, Reser's Fine Foods, New Dixie Oil Corporation, County of Halifax, Halifax County Schools, and Westrock Services. The major industries in Littleton include education, wholesale trade, and health care. As a result, the major occupations include education instruction, library sciences, transportation, health diagnostics and others.



Littleton's stated economic development goals and objectives include:

• Maintain a community-oriented small-town atmosphere,

• Increase the numbers of participation in local government,

• Support the ongoing prosperity and appearance of Main Street,

• Increase number of Downtown customers, tourists, traffic, and investment.

Tourism is a key opportunity to expand economic development in the Town. Littleton is known as the "Gateway to Beautiful Lake Gaston," which is located approximately two north of the town. It attracts numerous visitors to the area that help support local retail. There are many second homes located on Lake Gaston and owners often visit the town searching for activities and recreation. The Town hosts the Littleton Lake Gaston Festival every year, put on by the Lions Club. Additionally, the Town hosts the First Friday events in the summer, featuring food and live music. Littleton also has the Roanoke Valley Veterans Museum and the Cryptozoology and Paranormal Museum to draw in visitors. There are several Airbnb's in the town and nearby on Lake Gaston that provide accommodation for the tourist population.

Lastly, Littleton residents Ed and Deb Fitts of The Ed Fitts Charitable Foundation are working to create economic development opportunities for Littleton. They've renovated many local buildings in the past few years, worked to open new businesses and office spaces in the town, and are currently renovating the Old Littleton High School to create the Littleton Academy. Their long-term goal is to bring people to Littleton and grow the community by providing education and employment opportunities in the town.

## Housing

The median house value in Littleton is around \$78,000. It lags significantly behind the county and state, where values are \$86,000 and \$173,000 respectively. Homeownership rates differ by race. Of householders in Littleton, only 31 percent are people of color. This rate is significantly higher at the county level, where 53 percent of homes are owned by non-white people. Littleton has a relatively low vacancy rate, and no new rental housing has been built after 2009. About 30% of residents who have mortgages spend over 30% of their incomes on housing costs, which indicates high housing cost burden. Moreover, there is also significant cost burden for renting households with lower incomes. The average household size is around 2 people.

TABLE 2: LITTLETON HAS VARIOUS AFFORDABLE HOUSING DEVELOPMENTS.
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Development	Units	
Rolling Hills	<ul> <li>12 one-bedroom units</li> <li>18 two-bedroom units</li> <li>10 three-bedroom units</li> </ul>	
Habitat Way	<ul> <li>Subdivision (how many units)</li> </ul>	
The Landing	• 60 bed assisted living facility	

# COMMUNITY ENGAGEMENT

A comprehensive community engagement strategy was undertaken to inform the goals and recommendations in this plan. Community engagement was necessary to this plan to take inventory of town needs, identify various opportunities and assets, and to ensure community needs are met. The methods used include site visits, surveys, and town meetings. These methods sought to engage key stakeholders including residents, business owners, and town officials and others.

Two site visits were conducted in Fall of 2021 and Spring of 2022. These visits allowed the team to engage with community members and town officials. This visit helped the team to understand town conditions and community needs. Community members were also engaged through survey's sent by mail along with their water bills. This survey asked residents about community needs and future. The results helped inform the goals in the next section. Forty-six responses were collected. Lastly the team solicited community feedback during monthly planning board meetings.

Engagement revealed some common trends about Littleton:

Strengths	Weaknesses
Small town atmosphere	Lack of services for youths
Wide variety of services	Sidewalk and sewer improvements needed
Walkability	Lack of recreation opportunities
Opportunities	Threats
Lake Gaston nearby	
Influx of visitors because of remote work	Few jobs in industries other service
Storied past	Lack of affordable housing
Recent investment by Fitz Foundation and La Brea Shores	Growth in municipalities other than Littleton

# GOALS AND POLICIES

Proposed goals and draft policies were synthesized from prior town plans, background research, interviews, community meetings, surveys, and personal observations. Of primary concern based on the data and interviews with Littleton stakeholders are the town's decreasing population, high levels of housing cost burden, and increasing levels of private investment. Policymakers and stakeholders expressed concerns about jurisdictional boundaries, municipal bounds, and services, falling traffic to downtown, and low public funds.

# Goal 1: Improve appearance of and traffic to downtown

**Policy 1.1:** Encourage private investment.

**Policy 1.2:** Provide services and attractions that will increase and capture revenues from tourism.

**Policy 1.3:** Assess downtown for inclusion in the Main Street program and/or historic designation.

**Policy 1.4:** Encourage consistent signage, specifically at the town entrances.

**Policy 1.5:** Ensure adequate amenities for visitors and tourists.

# Goal 2: Achieve unified jurisdiction & service provision of the area

**Policy 2.1:** Assess municipal boundaries for potential underbounding issues.

**Policy 2.2:** Review and address jurisdictional questions with Halifax and Warren counties.

**Policy 2.3:** Seek opportunities to engage with stakeholders in the extraterritorial jurisdiction (ETJ).

### Goal 3: Increase affordable housing opportunities

**Policy 3.1:** Address issues with housing cost burden and other issues for lower-income renters and homeowners.

**Policy 3.2:** Seek grant and tax credit opportunities for development activities.

# Goal 4: Promote economic growth and development

**Policy 4.1:** Consider partnerships with community colleges to hold targeted training programs in Littleton, similar to past efforts.

### Goal 5: Create and improve recreation opportunities

Policy 5.1: Seek funding to upgrade existing sidewalks

**Policy 5.2:** Assess opportunities for new trails

**Policy 5.3:** Investigate possible opportunities for athletic facilities

# Future Land Use

The following section documents change analysis for Littleton. It describes how the community wants to grow, change, or remain the same. This section contains potential place types and a future land use map. The place type table shows the four main categories of places that residents in Littleton desire. Following the table is the future land use map. This shows where the community views future growth, preservation, and locates where potential place types could be located.

# PLACE TYPES

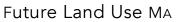
Place Type	Description	Example
Town Center	This will include historic Downtown Littleton. Some mixed use will be allowed. The primary focus should be on commercial revitalization and enhancing historic assets.	
Town Mixed-Use	This can include low and medium density commercial activity, light industrial, institutional, and medium residential. These areas are focused along the 903 corridor to the lake and the east side of town near the Piggly Wiggly.	
Medium Density Residential	Can include both single family and multi-family units. Should encourage diverse housing styles and types to remain affordable to different groups.	
Conservation	This area, while not already owned by the town, should try to remain focused on natural resources. Permitted activities can be preservation, athletic activities, recreation, and green space.	

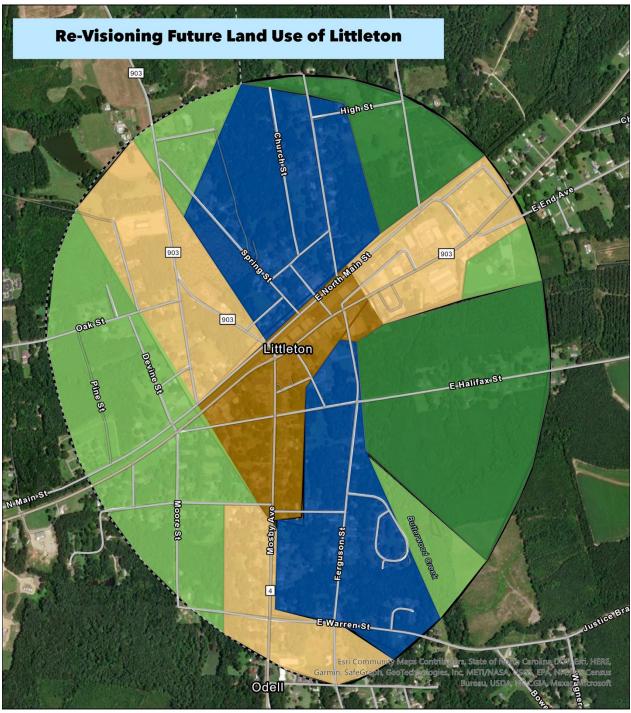
#### **Rural Residential**

Rural residential land can contain conservation and low-density housing.



Community Draft Plan





**Future Land Use Designations** 



\*This map represents potential future land use, not current land use or zoning.

Town of Littleton, NC

# IMPLEMENTATION STRATEGIES

Implementation includes specific strategies that town leaders in Littleton can implement to accomplish the broader goals listed in the previous sections. These strategies are not just the sole responsibility of the town, effective strategies engage multiple partners and stakeholders to leverage community strengths. These strategies are grouped by goal but are listed in no order. Depending on the environment, funding, and partnerships at specific times, some strategies may be appropriate. The main purpose of this section is help Littleton realize its desired future goals listed in the goals and future land use map sections.

Implementation Strategy	Policy Addressed	Potential Outcomes	Potential Partners		
	Goal 1: Improve appearance of and traffic to downtown				
Develop a public and private investment plan which aligns with residents' needs	Encourage private investment	<ul> <li>Streamlined development process</li> <li>Increase coordination between public and private sector</li> </ul>	Local developers, and others		
Investigate opportunities for placemaking, including special festivals, first Friday events, and historic designations	Provide services and attractions that will increase and capture revenues from tourism	<ul> <li>Increased traffic to downtown</li> <li>Increased levels of community engagement</li> <li>Increased quality of life</li> </ul>	Community based organizations, town officials, neighboring communities, business owners, and others		
Revisit previous efforts to include the community on the NC Historic Register	Assess downtown for inclusion in the Main Street program and/or historic designation.	<ul> <li>Creation of a historic district in Littleton</li> <li>Increased tourism opportunities</li> <li>Historic preservation</li> </ul>	NC Department of Natural and Cultural Resources, Mainstreet Program, NC Rural Center, community- based officials, and others		
Reevaluate sign ordinance	Encourage consistent signage, specifically at the town entrances.	<ul> <li>Change sign ordinance to create cohesive messaging and signage throughout Littleton</li> <li>Increased sense of place</li> </ul>	Business community, development community, elected officials, and others		

Implementation Strategy	Policy Addressed	Potential Outcomes	Potential Partners
Develop marketing materials for tourism	Provide services and attractions that will increase and capture revenues from tourism	<ul> <li>Increased tourism</li> <li>Increased revenue to local businesses</li> <li>Consistent material and messaging promoting Littleton</li> </ul>	Halifax County Convention and Visitor's Bureau, Warrenton County, local businesses, Lake Gaston Chamber of Commerce, town officials, community organizations, and others
Create a tourism taskforce or unified strategy	Provide services and attractions that will increase and capture revenues from tourism	<ul> <li>Increased tourism</li> <li>Increased revenue to local businesses</li> <li>Consistent material and messaging promoting Littleton</li> </ul>	Halifax County Convention and Visitor's Bureau, Warrenton County, local businesses, Lake Gaston Chamber of Commerce, town officials, community organizations, and others
Clarify ordinance around murals	Encourage consistent signage, specifically at the town entrances and buildings in commercial district.	<ul> <li>Increased sense of place</li> <li>Increased placemaking opportunities</li> <li>Consistency around design regulations</li> </ul>	Community based organizations, elected officials, and others
Evaluate parking requirements in the zoning ordinance	Ensure adequate amenities for visitors and tourists.	<ul> <li>Increased or decreased levels of parking in town</li> </ul>	Development community, businesses owners, and others
Goal 2: Achieve unified jurisdiction & service provision of the area			
Review municipal service provision and boundaries	Assess municipal boundaries for potential underbounding issues	• Determine whether communities in Littleton's ETJ should be engaged on annexation	Community members in ETJ, town officials, and others

Implementation Strategy	Policy Addressed		Potential Outcomes	Potential Partners
Solicit feedback from residents about potential annexation opportunities	Assess municipal boundaries for potential underbounding issues	•	Determine residents' attitudes and opinions about level of service and potential annexation	Community members in ETJ, town officials, and others
Schedule recurring meetings between officials in Halifax and Warren Counties	Review and address jurisdictional questions with Halifax and Warren counties.	·	Finalize jurisdictional authority between Littleton's ETJ, Warren County and Halifax County	Community members in ETJ, Halifax County, Warren County, town officials, and others
Survey and meet with residents living in the Littleton's ETJ	Seek opportunities to engage with stakeholders in the extraterritorial jurisdiction (ETJ).	•	Ensure community needs and desires of those living in the ETJ are represented in the zoning ordinance	Community members in ETJ, town officials, and others
Educate residents residing outside of the town boundaries about their jurisdictional status	Seek opportunities to engage with stakeholders in the extraterritorial jurisdiction (ETJ).		Increased lines of communication between ETJ residents and Littleton town officials.	Community members in ETJ, town officials, and others
Create a report evaluating the benefits and potential drawbacks of the ETJ size	Seek opportunities to engage with stakeholders in the extraterritorial jurisdiction (ETJ).	•	Determine a course of action for either reducing or preserving ETJ size.	Community members in ETJ, town officials, and others
Goal 3: Increase affordable housing opportunities				
Create a report evaluating housing cost burden for residents in Littleton	Address issues with housing cost burden and other issues for lower- income renters and homeowners.	•	Increased understanding of the barriers to developing and renting affordable housing in Littleton.	Developers, town officials, community-based organizations, and others
Divert town funding toward lower-income and affordable housing assistance.	Address issues with housing cost burden and other issues for lower- income renters and homeowners.	•	Creation of a fund to help housing affordability. This fund could provide loans, funds to improve housing, and others.	Developers, town officials, community-based organizations, and others

Implementation Strategy	Policy Addressed	Potential Outcomes	Potential Partners	
Investigate American Rescue Plan Act (ARPA) funding to help achieve community housing goals	Seek grant and tax credit opportunities for development activities.	Allocate some ARPA funding to housing related community needs.	Developers, town officials, community-based organizations, and others	
Appoint a staff person to seek grant opportunities for affordable housing	Seek grant and tax credit opportunities for development activities.	<ul> <li>Increased funding to Littleton through grants and other sources that require an application.</li> </ul>	Town officials and the Upper Coastal Plain Council of Governments	
Create partnerships with local housing organizations, including developers	Seek grant and tax credit opportunities for development activities.	• Leverage multiple funding streams and staff to increase affordable housing in Littleton.	Town officials, community- based organizations, and others	
Goal 4: Promote economic growth and development				
Investigate American Rescue Plan Act (ARPA) funding to help achieve community economic development goals	Consider partnerships with community colleges to hold targeted training programs in Littleton, like past efforts.	Allocate some ARPA funding to     economic development community     needs.	Town officials, community- based organizations, and others	
Create an economic development taskforce	Consider partnerships with community colleges to hold targeted training programs in Littleton.	• Taskforce could create new partnerships that help improve economic development outcomes in the town.	Town officials, community- based organizations, local community colleges, and others	
Goal 5: Create and improve recreation opportunities				
Investigate American Rescue Plan Act (ARPA) funding to help achieve community recreation and open space goals	Seek funding to upgrade existing sidewalks	• Allocate some ARPA funding to community recreation needs.	Town officials, community- based organizations, and others	

Implementation Strategy	Policy Addressed	Potential Outcomes	Potential Partners
Identify areas for open space in Littleton	Assess opportunities for new trails	<ul> <li>Preservation of open space</li> <li>Increased sense of place</li> <li>Increased community engagement</li> <li>Youth engagement</li> </ul>	Town officials, community- based organizations, and others
Develop a Littleton Recreation Plan	Investigate possible opportunities for athletic and wellness opportunities	<ul> <li>Creation of recreation facilities (potential facilities include basketball, softball, baseball, etc.)</li> <li>Creation of exercise facilities (potential facilities include walking trails, stretching stations, etc.)</li> </ul>	Town officials, community- based organizations, and others

# PLAN ADOPTION AND TRACKING

The Littleton Town Council are responsible for approving, implementing, and tracking plan progress. Once this plan is recommended by the Littleton Planning Board, it will be considered by the Littleton Town Council. After the public has had the opportunity to comment on the plan, it can be voted on by the council. Comprehensive plan adoption is necessary under the North Carolina General Statutes 160D.

After the plan is implemented, progress should be tracked. Tracking is important because it helps determine whether the goals outlined in this plan have been achieved, or if further policy interventions are needed. Tracking should be conducted on a. yearly basis. If the plan is not serving Littleton, it should be amended to reflect current needs and desires.

Town of Littleton, NC

3/30/22