Little Creek
DELAWARE

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NOVEMBER
2026
Comprehensive Plan

Comprehensive Plan
Town of Little Creek, Delaware

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TOWN, COUNTY, AND STATE OFFICIALS

Town of Little Creek

Mayor and Council	Edward Strouse, Mayor Theresa May, Commissioner/Clerk Joseph McGonigal, Commissioner/Treasurer Dennis May, Commissioner Darla Courtney, Commissioner
Planning Commission	Carol Williams
Town Solicitor	D. Barrett Edwards IV, Esquire

Kent County

Levy Court Commissioners	Joanne Masten Robert J. Scott Terry Pepper Jeffrey W. Hall Allan F. Angel George “Jody” Sweeney Paul Hertz
County Administrator	Kevin Sipple

State of Delaware

Governor	Matt Meyer
Senate	Eric L. Buckson, Senator, 16th District
House of Representatives	William J. Carson, Representative, 28th District
Office of State Planning	David Edgell, AICP, Director

CHAPTER 1
BACKGROUND

Comprehensive Plan

Town of Little Creek, Delaware

November 2026

Introduction

A comprehensive plan is a municipality's blueprint for the future, encompassing the necessary framework for future growth for the town as well as addressing current needs of its residents. The town began the process of updating its comprehensive plan in March 2026.

This Comprehensive Plan serves as the official document for land use for the town, guiding the decisions of the Town Council and Planning commission for any future development for the town, including new development, redevelopment, rezonings, annexations and capital improvements. The Town will utilize this plan as a guide for continued evolution of its Land Development Ordinance, most recently amended in January 2022, creation of additional ordinances as necessary for protection of the community, and amendments to its current zoning map.

The plan also serves as an informational source for the general public as it contains data on demographics, economics, environmental resources and impacts and transportation. It also includes information regarding both the current policies of the Town as well as those governing future land use decisions.

Finally, per Title 22 Section 702, the plan is a legal document since "any incorporated municipality under this chapter shall prepare a comprehensive plan for the city or town or portions thereof as the commission deems appropriate" and a "after a comprehensive plan or portion thereof has been adopted by the municipality in accordance to this chapter, the comprehensive plan shall have the force of law and no development shall be permitted except as consistent with the plan."

Chapter 1 Background

Section 1.1 Location and History

The Town of Little Creek is a historic small town founded adjacent to the Little River in the early 1800's and originally known as Little Landing. It is located approximately 2 miles east of Dover and 2 miles west of the Delaware Bay. It originally formed as it provided boat access to the Delaware Bay via the Little River.

It continued to grow throughout the 1800's as a result of the fishing and oyster industries, with the shipping port of Port Mahon, designated as a primary shipping point on the Delaware Bay, located to the northeast of the Town. The town was incorporated by the Delaware State Legislature in 1899, with the official name as the Town of Little Creek.

Currently, the town is approximately 64.9 acres in size with 121 individual parcels and 195 residents. The land use within the town is primarily residential in nature, with significant agricultural uses as well institutional uses such as the Little Creek Volunteer Fire Company and Little Creek United Methodist Church, and a small number of commercial uses. The Town also includes several properties listed on the National Register of Historic Places, such as the Old Stone Tavern, Little Creek United Methodist Church, and the Elizabeth Stubbs House.

It is part of the Delaware Bayshore Scenic Byway, being the first town to join in 2013, which includes coastal communities along the Delaware Route 9 corridor from the City of New Castle in New Castle County to the Town of Milton in Sussex County. It is also directly adjacent to the Little Creek Wildlife Area, which contributes to its consideration as a destination stop along the Byway, with its use by locals and visitors alike for birdwatching, hunting and hiking.

Section 1.2 Authority to Plan

Delaware law, as detailed in Title 22 Section 702, requires that all municipalities use the comprehensive plan as a method "to encourage the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development and infrastructure investment actions with those of other municipalities, counties and the State through a process of municipal comprehensive planning."

A comprehensive plan, per Title Section 702(b), is "a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's

position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues. The comprehensive planning process shall demonstrate coordination with other municipalities, the county and the State during plan preparation."

Once the comprehensive plan is adopted, per Title 22 Section 702(e), it must be reviewed every five years: "At least every 5 years a municipality shall review its adopted comprehensive plan to determine if its provisions are still relevant given changing conditions in the municipality or in the surrounding areas. The adopted comprehensive plan shall be revised, updated and amended as necessary, and readopted at least every 10 years; provided, however, the municipality may request an extension of such date by forwarding an official request to the Cabinet Committee at least 90 days prior to the deadline. The basis for the request shall be clearly indicated. The decision whether to grant a request an extension, and the duration of such extension, shall be at the discretion of the Cabinet Committee."

This plan was prepared in compliance with the requirements as detailed in this section of Delaware Code as applicable for all municipalities with a population of 2,000 or fewer. As such, the plan is intended to provide Little Creek's municipal planning strategy for a 10-year period with the required review at least every five years.

Section 1.3 Planning Process

After its incorporation by the State Legislature in 1899, the Town of Little Creek has gone through several changes in governing bodies, with the current governing body being a 5-member Town Council led by a Mayor and including a Town clerk and treasurer. Council members are elected for 2-year terms, with elections held the first Saturday in March. All members shall be at least 21 years of age, own real estate within the Town, not be delinquent on taxes payable to the Town and have lived within the Town for a minimum of 2 years. Meetings of the Town Council are held on the first Monday of every month at the Little Creek Volunteer Fire Department. The Council is responsible for conducting all Town business, including oversight of all land development, code compliance, and fiscal matters.

The governance by the Town is set forth in the Town Charter, however the Charter has not been updated in many years. As such, while the Charter provides valuable information on the boundaries of the Town and policies and procedures for governance of the Town, it

would be beneficial to the Town to update the Charter to allow for better clarity for policies governing land use.

Additionally, the Town has a Planning Commission, however the current commission does not have the required 5 members needed, therefore the Comprehensive Plan update process is being guided by the Town Council.

As the Town has no dedicated personnel, they work closely with Kent County to ensure services are provided to its residents. Kent County provides sanitary sewer and electric service to Town as well as issuing building permits and providing required building inspections. The Town does issue building permits and code violations for properties within the Town but relies on Kent County for anything more than basic items.

Section 1.4 Additional Planning Documents and Policies

Delaware Strategies for State Policies and Spending

Delaware first developed the Strategies for State Policies and Spending in 1999 to better guide policy makers on policies affecting growth and spending through coordination with local land use. The most current State Strategies were developed in 2025 and adopted through Governor Meyer's Executive Order #16 on January 30, 2026.

The Town of Little Creek lies within the State's Level 4 area with portions of the town being designated as Out of Play. Level 4 areas are areas that are mostly rural lands dominated by natural and agricultural lands with limited access to infrastructure or utilities. Significant residential growth in these areas is discouraged with an emphasis on natural resource preservation. Out of Play areas are so designated as they are not available for development and generally consist of protected uses such as wildlife areas, wetlands, agricultural lands or other public open spaces. Any investment in Out of Play areas is focused on natural resource preservation or agricultural conservation.

Agricultural Preservation

The area surrounding the Town of Little Creek is rural in nature with a significant number of active farms in the vicinity. Agricultural in Delaware is a multi-billion-dollar industry, and agricultural preservation has been a focus of the State for the last 35 years. The Delaware Aglands Preservation Program is a voluntary program which allows farm properties to be either protected for 10-year periods from development or permanently protected. There are

lands either immediately adjacent to the Town or nearby on the southerly side of the Town currently enrolled in the program.

Kent County Comprehensive Plan

Little Creek is located in Kent County, the central county within the State, and views the County as a key partner in administering the area's zoning and land use. With its location to the east of Dover and along the marshes along the Delaware Bay, the Town lies outside of the County's Growth Overlay Zones, as defined in the County's most recent Comprehensive Plan, which was adopted in 2018. Based on the County's Comprehensive Plan, the areas outside the Growth Overlay Zones should be used to preserve agricultural uses and the rural nature of the area with protection of environmental resources. Low Density residential uses such as single-family dwellings are permitted within these areas.

The majority of the properties within the Town are zoned as residential, between R-1 (Single Family Residential) or AR-1 (Agricultural-Residential), which is in line with the County's vision for areas outside the Growth Overlay Zone. The small cluster of commercially zoned properties on the southern end of town would be comparable to a general business or neighborhood business area within the County.

Delaware Bayshore Byway Corridor Management Plan

The Town of Little Creek is part of the Delaware Bayshore Byway, a unique program which connects the coastal towns from New Castle County all the way to Sussex County through shared goals for Delaware's coast. The Bayshore Byway was designated as such in March 2007 through the State Scenic and Historic Highways Program. The most current Byway Management Plan was adopted in 2020 and included the continuation of the byway through southern Kent and Sussex Counties. The overarching premise of the program is to preserve and enhance Delaware's coastal areas for current and future generations through a collaborative partnership of stakeholder. The Byway is split into different Discovery Zones, with Little Creek lying in Discovery Zone 9, which runs between Leipsic and St. Jones Reserve. A link to the 2020 Delaware Bayshore Byway Management Plan is located on the Town's website and provides continued guidance to the Town for management of its coastal area.

Section 1.5 Community Outreach

Public participation in the Comprehensive Plan Update process is crucial to ensuring the community has a voice in the future of the Town and the surrounding area. It also gives the governing body of the Town the opportunity to hear the vision, goals and concerns of its residents and businesses through direct interaction. As part of the Comprehensive Plan Update, the Town utilized multiple methods to include the public in the planning process.

The Town mailed a community survey in March 2026 to all property owners within the Town with the survey also posted on the Town's website and social media pages. The survey included a diverse list of topics which had previously been of concern to the community as well as the opportunity to broach new areas of concern. Additionally, the Town hosted a community workshop in May 2026 to give the community the opportunity to understand the Comprehensive Plan process and the value of their input into the process.

Section 1.5.a Community Planning Questionnaire

The 2026 community planning questionnaire continued to build upon the questionnaires from 2006 and 2016, refining the focus on key issues for the community. A total of 20 responses were received for a response rate of 22%. The purpose of the survey was to determine if key issues had changed since the last survey and clearly identify the scope of those changes. Below is a summary of the survey results.

All of the respondents to the survey live within the Town with the majority owning their own home. The age range of the respondents was predominantly older, the majority of the respondents indicating they were retired. The respondents felt that the small-town atmosphere was a benefit that should be preserved by balancing development with preservation of the agricultural nature of the area. Additionally, the use of the area for environmentally friendly recreational activities such as fishing, kayaking and biking was acceptable to most of the respondents. Small scale commercial use such as community stores were also deemed acceptable by a significant number of the respondents.

The key issues of concern remained largely unchanged from the previous survey. The respondents are concerned over the amount and speed of vehicular traffic on Main Street, which has increased as more people utilize it to avoid the traffic and tolls through the state on the way to the recreational beaches in Sussex County. As part of this, they feel that there is a lack of adequate sidewalks and connections to the larger towns and cities within the State. They also remained concerned over the frequent drainage concerns throughout the Town, specifically on Main Street, which is subject to tidally influenced groundwater levels as well as the typical runoff from storm events. The newest issue of concern is drinking

water, many of the wells within the Town have been impacted by PFAS with others still being tested currently for contamination.

The comprehensive results of the Community Planning Questionnaire are located in Appendix B. Based on those results, the overarching issues and priorities of the respondents are as follows:

- Residents do not desire annexation of the existing agricultural lands adjacent to the Town for development. The preservation of the small-town atmosphere through continued use of the area for agricultural and environmental and recreational uses is a priority.
- Residents recognize the increased vehicular traffic along Main Street is creating safety concerns when combined with lack of adequate sidewalks within the Town. Methods to address the increased number and speed of the vehicular traffic is paramount to safety of the Town's residents and visitors.
- Residents demonstrate understanding of the drainage issues facing the Town from existing and future conditions but feel any significant improvements should be balanced with documentable financial benefits.
- Residents recognize the impacts of prior outside impacts to the current water supply within the Town but are not in agreement on the best way to address it long term.

Section 1.5.b Community Meetings

A Public Workshop was held on June 1, 2026, before the scheduled Town Council meeting to provide information to the community on the planning process for the Comprehensive Plan update. The workshop was led by the Town's planning consultant with presentation of the results of the community planning questionnaire. The discussion that followed involved the goals and vision of the Town for the future with input from the attendees on key issues facing the Town and needs to be addressed.

A Public Hearing will be held in September 2026 to review the draft plan and solicit comments from the community. Notice of the public hearing will be posted to the Town's website and social media as well as advertisement in the newspaper.

Section 1.6 Intergovernmental Coordination

As part of the public review process, the plan was sent to the State of Delaware Office of State Planning Coordination for review through the Preliminary Land Use Service (PLUS). Meetings were held with Kent County Department of Planning, Dover/Kent MPO and DelDOT to discuss the update during the process. Additionally, copies of the plan were also sent to the Kent County Department of Planning Services, Kent/Dover Metropolitan Planning Organization (MPO) and the Delaware Department of Transportation (DelDOT) as part of the process for additional review and comment. Comments were received from the Kent County Department of Planning and Dover/Kent MPO, copies of which are located in Appendix C.

Section 1.7 Community Vision and Goals

Section 1.7a Little Creek's Vision

Little Creek is a historic small town whose nature was heavily influenced by its coastal nature and lends to its desire to maintain its small-town atmosphere while still providing for the needs of its community through a balance of limited development and preservation of natural resources.

Section 1.7b Position on Housing and Population Growth

Little Creek is amenable to small increases in growth for population and housing consistent with development of vacant properties and redevelopment of underutilized properties within current Town limits. Small scale commercial development such as markets to serve the community are also desired.

The Town's location between active agricultural lands and environmentally sensitive lands such as tidal wetlands associated with the Little River does not lend itself to large scale developments. While it does have public sanitary sewer provided by Kent County, the lack of a public water supply also limits the amount and character of potential development in and adjacent to the town.

Section 1.7c Little Creek's Planning Goals

- Preserve small town atmosphere through use of zoning and land use ordinances to guide appropriate development.

- Preserve agricultural and environmental/recreational uses of land in and near the Town.
- Improve the safety of residents and visitors alike within the community by coordinating with governmental agencies to address both vehicular traffic and pedestrian mobility on Main Street.
- Mitigate drainage issues affecting the Town through targeted, financially sound practices for both existing and future conditions, thereby encouraging resiliency of the Town.
- Protecting the health of the community by preparing a plan to ensure safe drinking water.

CHAPTER 2
COMMUNITY PROFILE

Chapter 2 Community Profile

Information on population, demographics, housing and economic conditions were obtained through the U. S. Census. Population projections were obtained from available information provided by the Delaware Population Consortium with the date of the last projects being October 2024.

Section 2.1 Population Trends

The population in Little Creek has seen fluctuations in recent decades, with the population peaking at 306 during the 1960 census and declining to 195 in the 2020 census. Little Creek's population per the 2010 census 224, demonstrating the current population has decreased by 13%. This is in contrast to population of Delaware and Kent County, which grew by 10.2% and 11.87% respectively during the same period. This is a reflection of the primarily residential nature of the Town with limited commercial enterprises in the vicinity.

Table 1 Population and Housing Units, 2000 to 2020

Year	Population			Housing Units		
	Little Creek	Kent County	Delaware	Little Creek	Kent County	Delaware
1970	215	81,892	548,104	61	25,242	180,233
1980	230	92,219	594,338	64	35,534	238,611
1990	167	110,993	666,168	87	42,106	289,919
2000	195	126,697	783,600	74	50,481	343,072
2010	224	162,310	897,934	97	65,338	405,885
2020	195	181,851	989,948	94	72,708	448,735

Section 2.2 Population Projections

Population projections were obtained from available information provided by the Delaware Population Consortium.

Small Towns like Little Creek are difficult to project future populations as their small size inherently means that small changes can show large impacts.

Based on the available data, a 20-year projection for population of the Town shows little to no change. The change between the population numbers in the 2000 to the 2010 census were eliminated by the 2020 census, demonstrating no overall growth in the last 20 years.

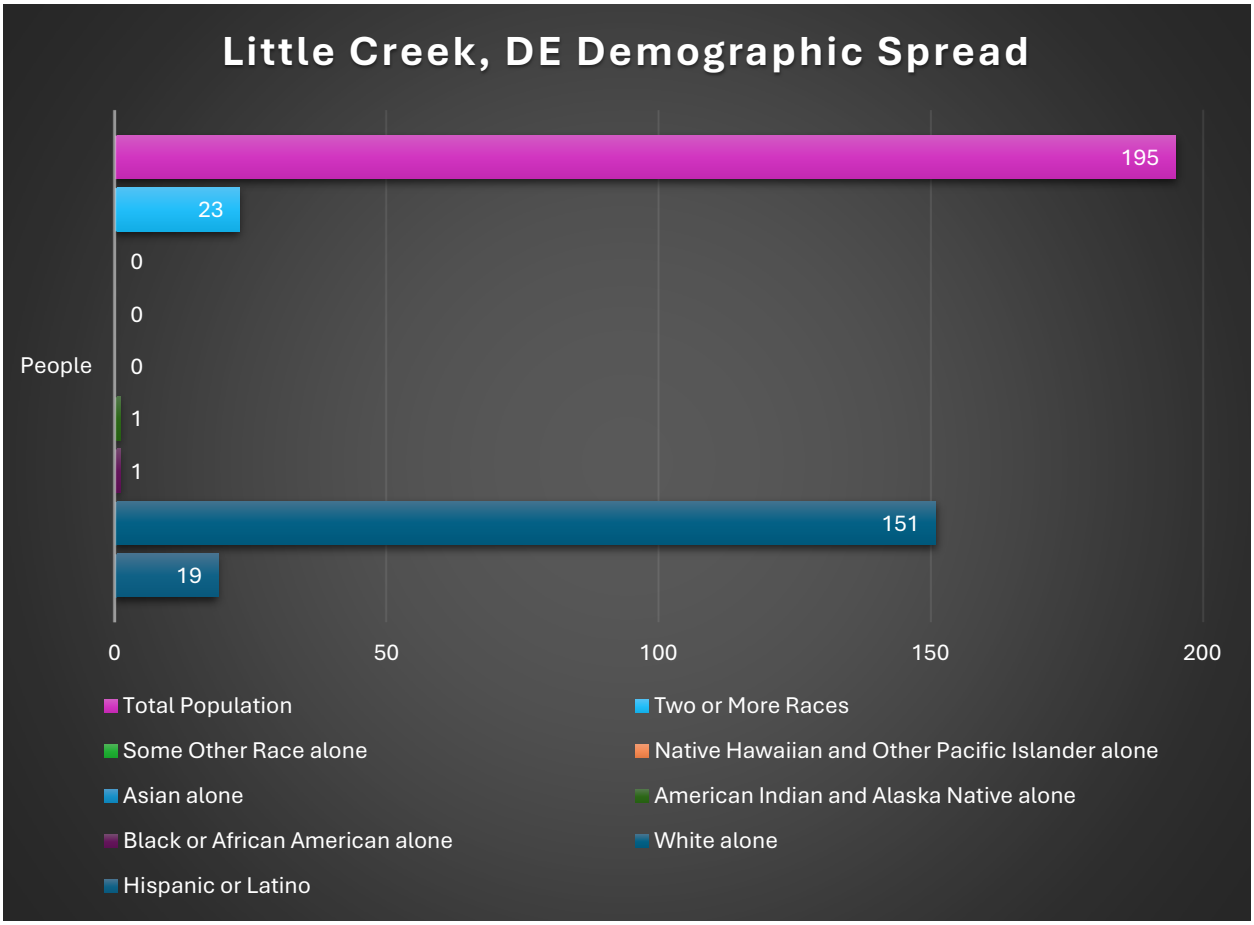
While the trends for both the state and county are for continued growth, Little Creek's limited resources offer minimal incentives for future population growth. A minimal growth percentage of 1.05% based on the population projection from the Delaware Population Consortium gives a projected population of 205 in the year 2050.

Section 2.3 Demographic Characteristics

Section 2.3a Racial Composition

The Town's racial composition according to the 2020 census shows a homogenous population with 77% identifying as White, 19% as Hispanic or Latino, and 23% as 2 or more races (see Figure 1). This is an increase in diversity over the 2010 census, which had 93% identifying as White. However, Little Creek is still less diverse than Kent County and the State of Delaware, which were 60% and 59% White respectively with 8% and 11% Latino or Hispanic.

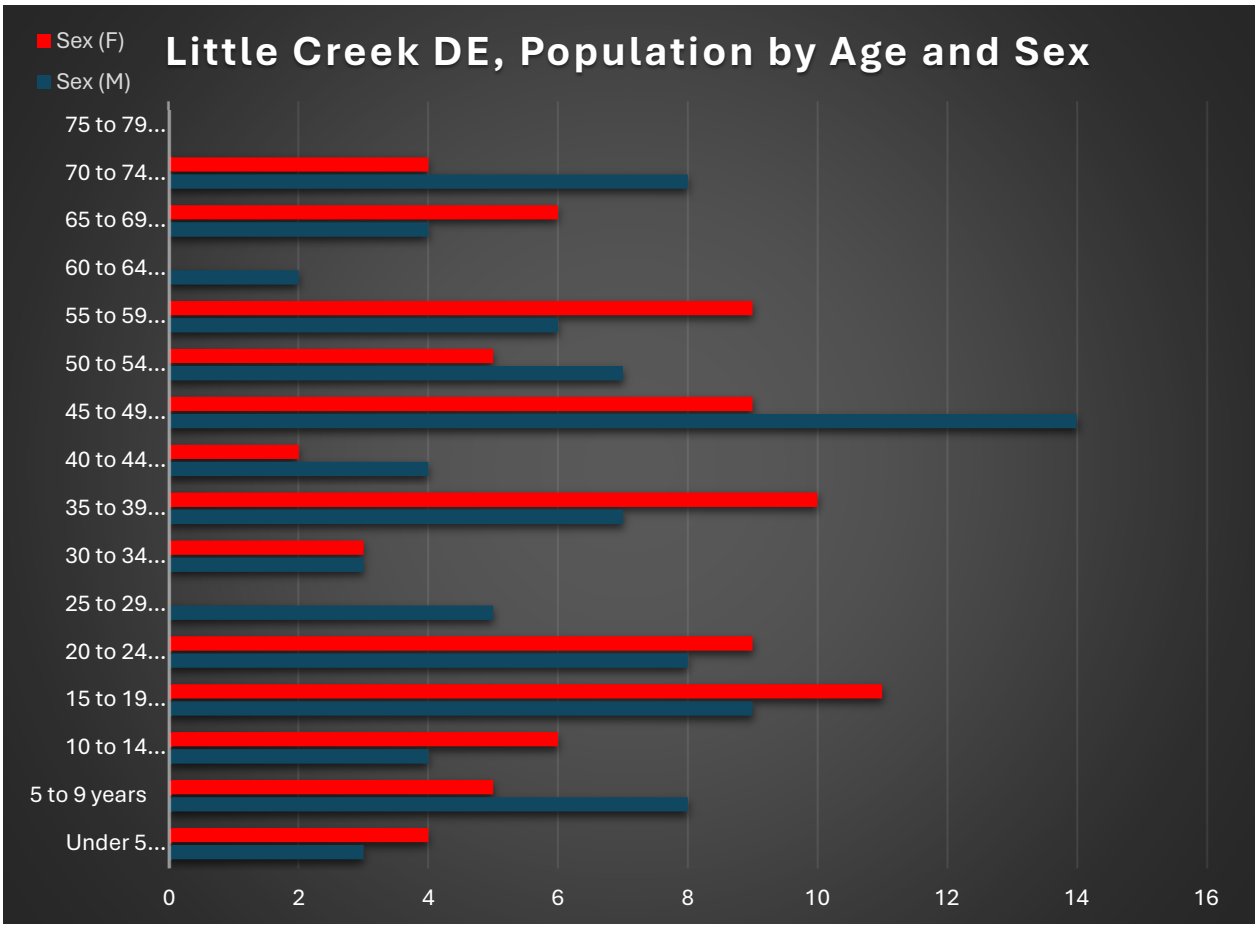
Figure 1 Racial Composition



Section 2.3b Age Distribution

The median age of Little Creek per the 2020 census is 46.1 years, which is older than both Kent County and the State of Delaware at 42.1 years and 40.2 years respectively. Figure 2 shows the age distribution of Little Creek for men and women, with men accounting for 53% of the population while women account for 47% of the population. Children account for 22% of the population while residents over the age of 60 account for 26% of the population. The majority of the population are in their prime working years.

Figure 2 Age Distribution

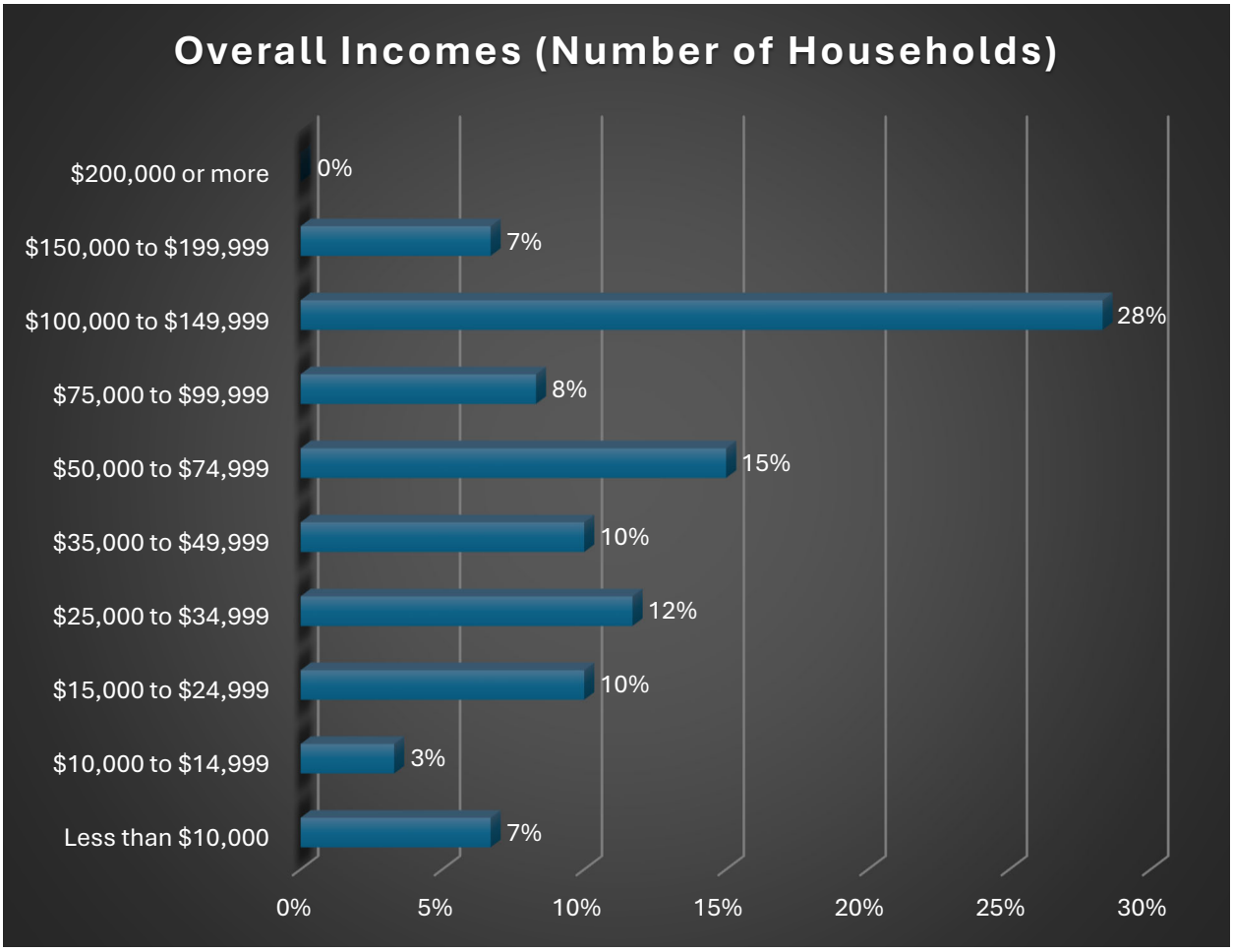


Section 2.3c Household and Family Income

The income of households within Little Creek ranges from less than $10,000 to under $200,000 per year with 41.7% of households within the town making less than $50,000 per year (see Figure 3). The median household income for Little Creek is currently $68,750 per the 2024 American Community Survey 5-Year Estimate, which is 7.7% lower than the median Kent County income of $74,447 and 21.5% lower than the State of Delaware

median household income of $87,534. 18.4% of the town live in poverty as compared to 10.6% in Kent County and 10.4% in the State of Delaware.

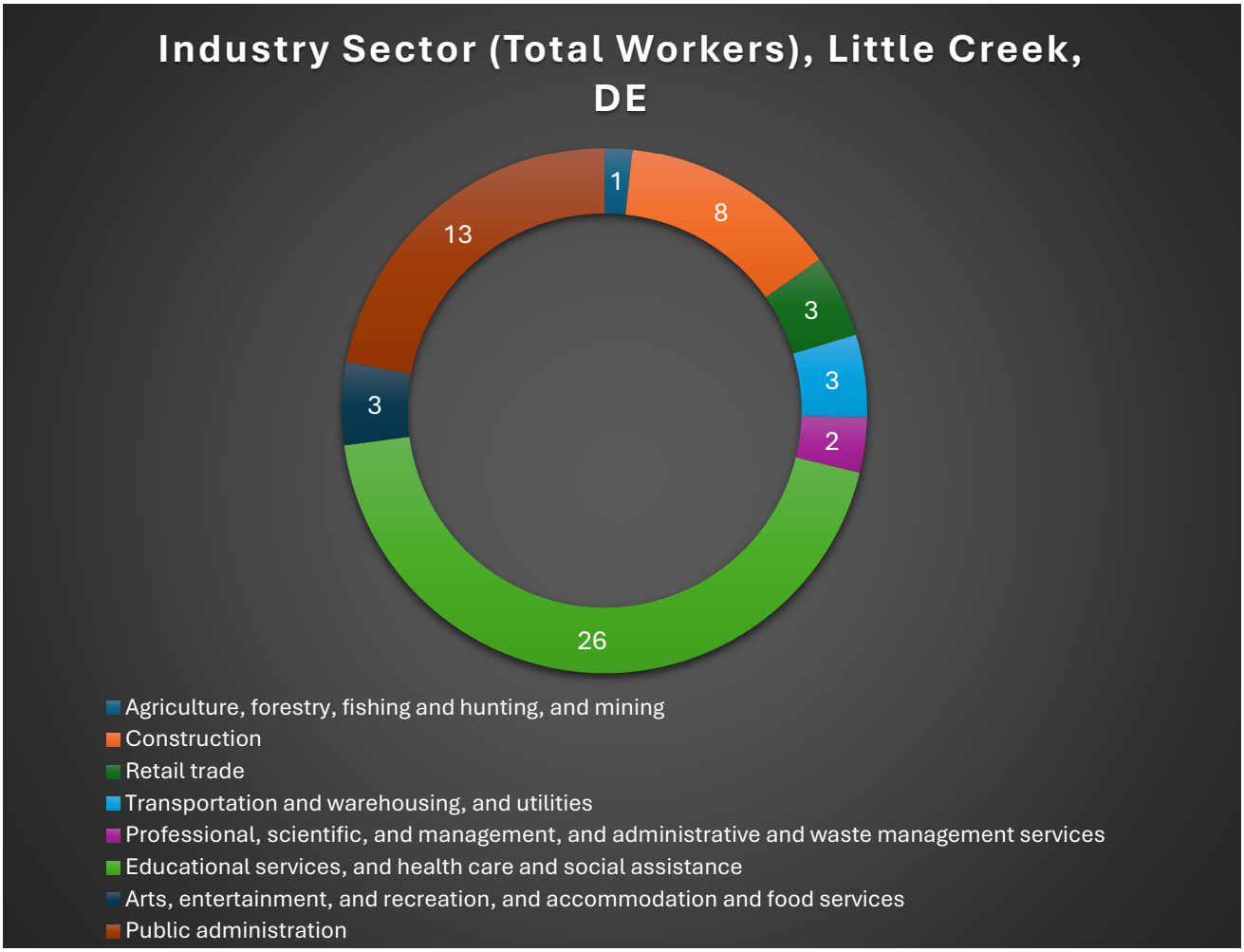
Figure 3 Household Income



Section 2.3d Employment

Currently 50.4% of the residents of the town are employed, which is approximately 8% lower than both Kent County and Delaware, with the majority of all three using private transportation to reach their jobs. The residents of the Town primarily work in educational or healthcare and social services (see Figure 4)

Figure 4 Industry Sector



Section 2.3e Educational Attainment

The average educational level of Little Creek that 18% of the residents hold a bachelor's degree or higher, which is lower than Kent County, and the State of Delaware respectively (see Table 2).

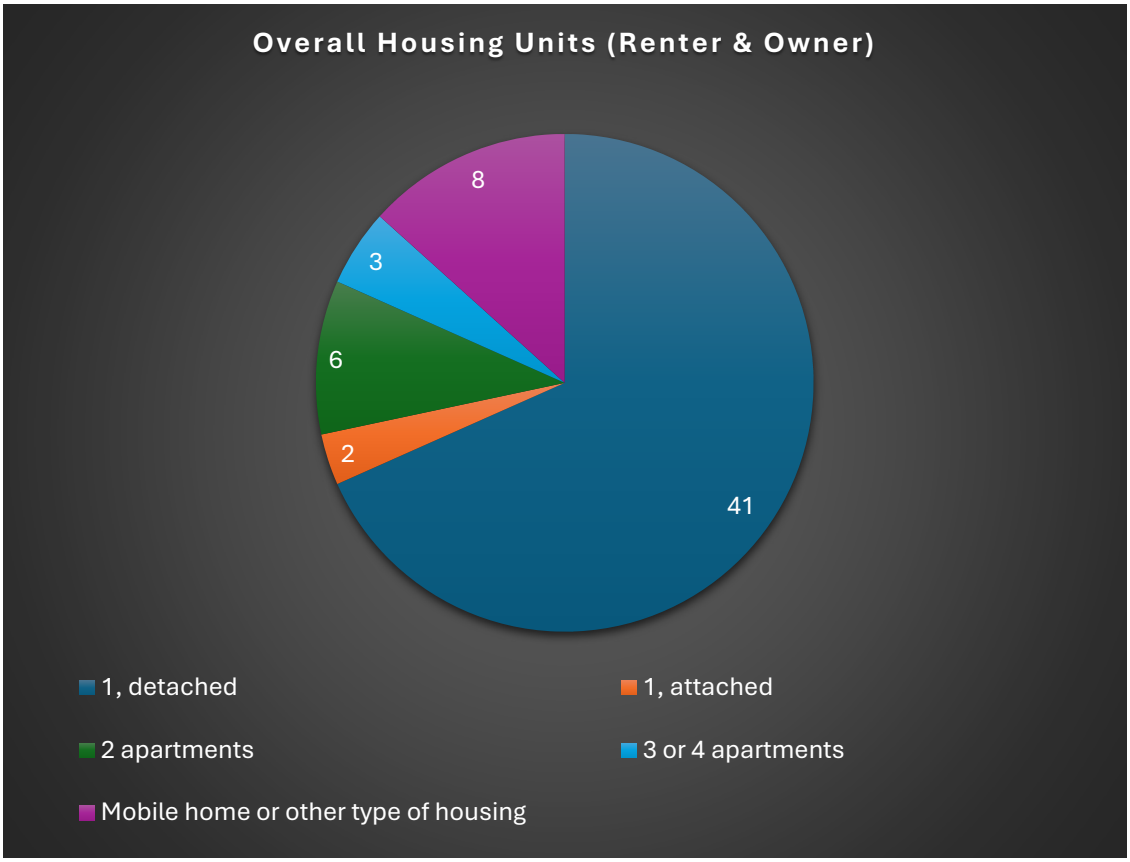
Table 2 - Educational Attainment

Educational Level	Little Creek	Kent County	Delaware
No Degree	8.6	8.4	8.1
High School Degree	54.3	29.9	29.0
Some College or Associate's Degree	20.0	30.4	26.9
Bachelor's Degree or Higher	18.1	31.3	36.0

Section 2.3f Housing

The Town currently has 79 total housing units available, with the majority of those units being owner occupied, single family detached dwellings. The largest percentage of these units were constructed prior to 1960. The average value of the housing units in the Town ranges between $150,000 and $300,000, which is significantly lower than the values in both Kent County and the State of Delaware. The housing values are influenced by numerous factors such as location, age, and available services which can lower the value of houses.

Figure 5 Overall Housing Units



Position on Housing and Population Growth

Little Creek is amenable to small increases in growth for population and housing consistent with development of vacant properties and redevelopment of underutilized properties within current Town limits. Small scale commercial development such as markets to serve the community are also desired.

CHAPTER 3
GOVERNMENT, COMMUNITY SERVICES AND INFRASTRUCTURE

Chapter 3 Government, Community Services and Infrastructure

3.1 Government

Little Creek's current governing body is a 5-member Town Council led by a mayor and including a Town clerk and treasurer. Council members are elected for 2-year terms, with elections held the first Saturday in March. All members shall be at least 21 years of age, own real estate within the Town, not be delinquent on taxes payable to the Town and have lived within the Town for a minimum of 2 years. Meetings of the Town Council are held on the first Monday of every month at the Little Creek Volunteer Fire Department.

A Planning Commission was established in accordance with Tittle 22, Section 701 or the Delaware Code, however the Town does not currently a full 5 person planning commission. In this absence, the mayor and council, along with the single sitting Planning Commission member have assumed responsibility for preparing the Comprehensive Plan as well as any other duties traditionally handled by the Planning Commission.

The Town currently provides municipal services such as general administration, unpaid tax collection services, contractual town solicitor services, contractual maintenance of town owned facilities, zoning compliance and building permit review in coordination with Kent County Department of Planning Services.

3.2 Community Services

Police Service
Police services are provided by the Delaware State Police.

Fire Protection and Emergency Medical Services (EMS)
The Little Creek Volunteer Fire Company provides fire and emergency response for Little Creek and the surrounding area. The Fire Company is located at 311 Main Street.

Solid-Waste Disposal
Weekly trash and bi-weekly recycling removal is the responsibility of individual property owners in the Town.

Libraries
The nearest public library is Dover Public Library located on 35 Loockerman Plaza. The Library provides a variety of programs for children, teens and adults with computers available for public use. Additionally, the library offers job and career assistance, social services, tax preparation assistance and passport acceptance.

Postal Service
Little Creek is served by the United States Postal Service located at 458 Main Street for Post Office Box or 445 Bank Lane in Dover for home delivery. Little Creek's zip code is 19961, however the residents with home delivery have a Dover address and zip code. At the post office in town residents can send mail and receive mail via P.O. Box.

Senior Services
Senior centers are located in the neighboring cities of Dover and Camden, Delaware. The Modern Maturity Center (MMC), located at 1121 Forrest Ave, Dover, has a goal of providing services to seniors to allow them to age in place. To that end, MMC has a medical clinic, physical therapy, home health care and medical providers housed on its campus as well as hosting a variety of programs for the community. Additionally, Harvest Years Senior Center, located at 30 South Street, Camden, with a primary mission of "Seniors Helping Seniors."

Health Care
The nearest hospital, Bayhealth Kent General Hospital, is located 11 miles outside of town at 640 South Street in Dover.

State Service Center
Little Creek is served by The James W. Williams State Service Center at 805 River Road in Dover, which is a comprehensive complex providing a variety of services to the general public such as routine healthcare, emergency assistance, family support and addiction and recovery services.

Veterans Services
There are numerous locations nearby in Dover where veterans can receive necessary services. The Kent County VA Clinic, located at 655 South Bay Road, provides primary care and mental health services. Also located in Dover are the Kent County and State of Delaware Offices of Veteran Services, both of which provide guidance to veterans and their families within the area.

3.3 Education

Little Creek is located within the Capital School District, which serves residents in and around the greater Dover area. The school district includes 8 elementary schools, 2 middle schools, 1 high school and 2 specialized schools with the district providing bus transportation for the students within the Town.

3.4 Water Supply, Wastewater Disposal, and Stormwater Management

3.4a Water Supply

Currently, the Town relies on individual private wells for drinking water, located in a shallow, unconfined aquifer. In recent years, testing has revealed that a number of these have been contaminated with PFAS, otherwise known as “forever chemicals”, by firefighting practices at the Dover Air Force Base. A continued testing project is ongoing for the residents of the Town, with well replacement and PFAS treatment practices being installed. Residents can sign up for well testing via the following link: https://survey123.arcgis.com/share/9c4a230cbb7d4d82bad446fcb4c95f70?portalUrl=https://dnrec.maps.arcgis.com

Safe drinking water is of concern to the Town since the wells are located in the unconfined aquifer. Connections to the existing City of Dover water main near the Long Point Road facility or establishment of a separate Town owned and maintained facility are potential options to address this concern. However, both options require significant financial resources to implement and maintain, which the Town does not have.

In accordance with Title 7 Section 6081 through 6084, it is recommended that the Town implement suitable measures designed to protect all public water supplies in excellent groundwater recharge areas and wellhead protection areas. A significant portion of the Town is located in areas designated as excellent groundwater recharge areas, primarily in the center of the Town. Additionally, the Town has two wellhead protection areas south of Lowe Street from wells located within the Town, another wellhead protection area located just south of the Town on South Little Creek Road, and a larger wellhead protection area at the northwest corner of the Town from one of the City of Dover’s municipal wells. At this time, the Town does not have a specific ordinance adopted which includes source water protection measures, however a section is reserved within the Land Development Ordinance for future inclusion of these measures.

3.4b Wastewater Disposal

The Town is served by Kent County for wastewater disposal, with gravity sewer mains located within the streets and a county owned and maintained pump station located at the southern end of Town. The pump station pumps the wastewater from the town into the main County system for transmission and treatment at the Kent County Wastewater Treatment Facility located at 139 Milford Neck Road in Milford. At this time, the County has no restrictions related to collection and treatment for potential development in and around the Town. Any new connections proposed due to annexation would need to be annexed into the Kent County Sanitary Sewer District prior to connection to the system.

3.4c. Stormwater Management

Little Creek has no stormwater management facilities located in town with a single ditch along the municipal boundary at Bell Street. There are catch basins located along Main Street, however, the state performs no maintenance as the Town accepted ownership and maintenance responsibility of the system in the mid1960s. With no staff, the Town has been unable to maintain the pipes under Main Street. Flood studies covering the northern and southern sides of the town to determine the extent and potential mitigation options for the flooding on Main Street were performed between 2021 and 2023. The Town recently acquired multiple properties on the western boundary of the municipal boundary for use as stormwater management facilities to mitigate the flooding in the northern area of the town. Coordination is ongoing with state and federal agencies for funding for this project as well as further investigation of options for the southern end of Town.

3.4d Electricity

Electric service to the Town is currently provided by the City Of Dover.

3.4e Telecommunications

Verizon provides land line telephone service in Little Creek; however, many residents utilize either voice over IP technology or cellular phones for their telephone service. Comcast and DIRECTV are the sole cable providers in Little Creek.

3.4f Natural Gas

Natural gas is currently not available in town. Any residents requiring propane utilize refillable tanks at their homes.

3.5 Goals and Objectives

Goals

Explore infrastructure and utility improvements to improve the quality of life for Little Creek

Objectives

- Continue to work with the Delaware Department of Transportation for pedestrian mobility and safety improvements along Main Street as impacted by increased volume and speed of motor vehicles.
- Continue work with local, state and federal agencies to mitigate the effects of tidal flooding impacting areas of the Town.
- Work with the local, state and federal agencies to provide clean, safe drinking water for the Town.

CHAPTER 4
LAND USE PLAN

Chapter 4 Land Use Plan

The Town's Land Use Plan is based on a focused evaluation of both the existing land use within the Town and future land use to determine recommendations for growth and annexation.

4.1 Existing Land Use

The Town's existing land uses have changed little from the last Comprehensive Plan update in 2016. This can be seen on the Existing Land Use Map.

Table 3 provides a summary of the land uses found within the town. As can be seen, the uses in town are primarily single family residential although the agricultural lands comprise 25% of the existing land area. The institutional uses within the town consist of the Little Creek Volunteer Fire Department, the U.S. Postal Office, the United Methodist Church, and the Old Stone Tavern Building, which is used by the Department of Natural Resources and Environmental Control as well as a Kent County sanitary sewer pump station. Commercial uses within the Town include the Little Creek Grill and a small specialty craft store. The town also includes 2 parcels in use for open space and the Dog Park. The remaining parcels within the Town are vacant, some of which are commercially zoned. The commercially zoned parcels on the southern end have significant restrictions such as tidal wetlands, floodplains and riparian buffers which limit the effective use of these parcels.

Table 3 Existing Land Use

Land Use	Parcels	% of Total Parcels	Acres	% of Total Land Area	Description
Residential	90	74.4	24.196	37.3	Land used for housing related activities
Agricultural	7	5.8	14.144	21.8	Land being actively farmed
Commercial	4	3.3	3.174	4.9	Land used for retail, office or provision of services
Institutional	5	4.1	3.140	4.8	Land used for governmental or public safety facilities, schools, places of worship or utility operations
Park/Open Space	2	1.7	1.628	2.5	Land used for recreation, stormwater management or natural resources
Vacant	13	10.7	9.299	14.3	Lands currently not in use
Road ROW			9.333	14.4	Road right-of-way

4.2 Future Land Use

As shown in the Future Land Use Map, the majority of the use will remain as residential. However, the Town is looking to provide a more appropriate future land use for the existing parcels on the southern side of Town. The majority of the vacant parcels are surrounded by existing residential uses, thereby lending their future land use designation as residential. The property on the south side of Lowe Street was previously designated as commercial, however use of the property is severely limited by the tidal wetlands located on greater than 90% of the property per wetlands maps. A similar situation occurs on the east side of Main Street, 2 parcels lying on the eastern municipal boundary are also severely impacted by tidal wetlands and riparian buffers, rendering their future use as commercial as unlikely. However, the future land use of these parcels has not been changed at this time. Additionally, the Town currently owns land immediately outside the current municipal boundaries. The property on the south side of Port Mahon Road is currently the Town park and is developed with a pavilion and basketball courts available for public use. The properties on the west side of Main Street adjacent to the land farmed by Cartanza Farms was recently acquired and is intended to be developed into stormwater management facilities to mitigate the flooding in the north side of Town.

4.3 Land Use and Zoning

There is a direct correlation between land use and zoning, land use is the guide and vision while zoning is the specific legal mechanism to implement land use. This link between the two is extremely important as Title 22 Section 702(c) in the Delaware Code requires that all municipalities "…within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan."

Zoning is the method utilized for implementing the Comprehensive Plan, consisting of a written document and associated maps. The Town most recently adopted a Land Development Ordinance in 2022, a Flood Plain Ordinance in 2014, and a zoning map in 2007. While there may have been an updated map prepared with the last Comprehensive Plan update in 2016, the map dated 2007 is the map currently in use by the Town.

4.3a Existing Zoning Classifications

The Town of Little Creek Official Zoning Map includes 4 separate zoning classifications, lending to a very straightforward zoning process. All 4 zoning classifications were in use prior to this update.

Residential (R-1) – The residential zoning classification allows, as a by-right use, single family dwellings, mobile homes, agricultural operations, specific home-based businesses, parks and open spaces as well as portable temporary outdoor storage units, and temporary dumpsters associated with construction activities. Other uses permitted by Conditional Use include Bed & Breakfasts, other home-based businesses, institutional uses such as schools, places of worship, governmental, public safety and recreational facilities as well as various medical care facilities.

Commercial (C-1) – There is no specific commercial area located within the Town, although the intended focus area for these uses is the southern end of Town. The commercial uses permitted by-right are limited to smaller uses as well as governmental facilities and parks and open spaces. Conditional Uses include various other commercial uses as well public safety facilities and specific mixed-use development. Standalone residential is not permitted in the commercial zoned areas of the Town.

Institutional (I) – Permitted uses within the zoning classification are limited to standard institutional uses with the addition of offices, public or commercial parking areas and cemeteries. There are no permitted Conditional Uses or residential uses within the classification.

Agricultural Residential (AR-1) – Within the agriculturally zoning classification, the only permitted uses are agricultural operations, single family dwellings, home-based businesses and parks and open spaces along with temporary storage and dumpsters. There is a plethora of Conditional Uses allowed within the zoning classification.

The Town at any time can create new zoning classifications as long as they align with the intent of the Comprehensive Plan. It should be noted that all lands which could be developed for manufacturing or industrial uses on the easterly side of Main Street lie within Delaware's Coastal Zone and will be regulated in accordance with the Coastal Zone permitting requirements, if allowed. In the future, the Town may consider modifying the existing zoning to allow for higher density housing while still meeting the goal of maintaining the existing small-town atmosphere.

4.4 Growth and Annexation

The Town's potential annexation areas are limited to those immediately adjacent to the current municipal boundaries or those split by said municipal boundary. The parcels split by current municipal boundaries have not been requested to be annexed into the Town since the last plan. The commercial properties immediately south of the Little River remain possible properties for annexation, although these have also not been requested to be annexed into the Town since the last plan.

There are 3 parcels owned by the Town currently which are recommended for annexation into the municipal boundaries. The first is the existing Town Park, which lies on the south side of Port Mahon Road directly behind the U.S. Postal Service building. The other 2 parcels were recently acquired by the Town, lying on the west side of Main Street adjacent to the land farmed by Cartanza Farms, is intended to be developed into stormwater management facilities to mitigate the flooding in the north side of Town.

Land Use	# of Parcels	Acres
Residential	2	7.0
Commercial	2	2.3
Open Space	3	
Total	7	

4.4a Future Land Use and Annexation

Overall, Little Creek is happy with its current situation with limited annexation of properties into the municipal boundaries and a focus on development or redevelopment of existing parcels within the Town. The development of the commercial properties into small scale businesses to provide services to the Town would be welcomed by its residents.

The Town does not anticipate any significant annexation in the near-term due to significant natural and manmade limitations in the area. The Little River acts as a natural barrier with its associated tidal wetlands and riparian buffer areas throughout the Town. There are areas of concern, specifically the large agricultural parcels to the north and west of the current municipal boundaries. While the large parcel immediately to the east of the Town is an area of concern, it has severe limitations to development due to being mapped as state wetlands and riparian buffers. Any annexation or major development near the Town would necessitate coordination with Kent County. However, the Town wishes to retain its ability to annex additional properties should the need arise.

4.4b Position on Housing and Population Growth

Little Creek is welcoming to any population growth associated with development and redevelopment of the properties as designated on the Future Land Use Map and in accordance with its current Land Use and Floodplain Ordinances.

4.4c Goals and Objectives

Goals

To maintain the existing small-town atmosphere of the Town through a balance of limited development and preservation of natural resources.

Objectives

- Continue to coordinate with Kent County Department of Planning Services for building code review
- Continue to work with the Delaware Department of Transportation and Dover/Kent Metropolitan Planning Organization regarding safety concerns on Main Street related to increased volume and speed of traffic.
- Work with the Delaware Department of Agriculture to preserve agricultural lands in and around the Town.
- Work with the Department of Natural Resources and Environmental Control to preserve and protect natural lands in and around the Town.
- Work with the Department of Natural Resources and Environmental Control to mitigate the effects of tidal flooding impacting areas of the Town.
- Work with the Division of Health and Social Services to provide clean, safe drinking water for the Town.

CHAPTER 5
TRANSPORTATION

Chapter 5 Transportation

The Town's transportation network consists of state-maintained roads with Main Street/DE Route 9 being the primary road through the town and connecting to N. Little Creek Road and S. Little Creek Road at the northern and southern boundaries of the town, and 4 town-maintained roads. N. Little Creek Road and S. Little Creek Road connect to the City of Dover while Port Mahon Road, which intersects Main Street at the northern end of town, provides access to Port Mahon and the Department of Defense fuel depot, which supplies Dover Air Force Base. The town maintains the local streets of Carson Lane, Wilson Lane, Bell Street, and Lowe Street. Thompson Lane serves the Little Creek Volunteer Fire Department.

5.1 Transportation Issues

Little Creek has seen significant issues in recent years with the transportation network in town, both infrastructure conditions and safety related. As can be seen from the results of the community survey, the residents feel that there remains a concern with the amount and speed of traffic utilizing Main Street through the Town. The Town has been working with the Dover/Kent MPO and DelDOT to address these concerns, most recently through the installation of all-way stops at the intersection of Main Street and Port Mahon Road and the intersection of DE Route 9 and South Little Creek Road. Additionally, the community feels that the condition of the sidewalks and the lack of pedestrian crosswalks lend itself to unsafe conditions for pedestrians within the Town. The Dover/Kent MPO prepared a sidewalk and crosswalk improvement study in 2025 documenting the condition of the sidewalks and recommendations for pedestrian safety improvements within the Town. At this time, no further improvements have come from the study due to lack of funding by the Town. However, potential funding sources available for the recommended improvements include funds from the Community Transportation Fund (CTF), the Transportation Alternatives Program (TAP), Municipal Street Aid Program (MSA) and the Outdoor Recreation, Parks and Trail Program (ORPT).



Photo 1 - Existing Sidewalk along Main Street
Photo by Dover/Kent MPO



Photo 2 - New All Way Stop at Main Street and Port Mahon Road
Photo by Dover/Kent MPO

The other major transportation issue facing the Town is associated with the frequent flooding of Main Street as well as Port Mahon Road. Portions of both roads are subject to frequent flooding and are included on DelDOT's Frequently Flood Roadways list. The frequent flooding impacts residents and businesses within the Town as well as the safety of all areas served by the Little Creek Volunteer Fire Company since Main Street becomes impassable at times, such that the fire company relocates emergency vehicles outside town prior to large storm events. While Main Street is State owned and maintained, the storm drainage system for the roadway is the responsibility of the Town per a Memorandum of Understanding in the 1960s. Since the Town has no full-time staff and limited funding, maintenance and upgrades of the system are outside the Town's financial capabilities. Flood studies were performed on both the northern and southern sides of Town with recommendations for flood mitigation improvements issued but design and permitting of any improvements has not occurred. Significant effort has been put forth by the Town in coordination with local, State, and Federal partners such as DelDOT, DNREC, Dover Air Force Base, Department of Defense as well as private partners such as The Nature Conservancy and University of Delaware's Coastal Resilience Design Studio to provide mitigation for the frequent flooding within the Town. These improvements are one of the long-term goals of the Town.

5.2 Public Transportation

At this time, there are no public transit stops provided by the Delaware Transit Corporation, nor are any planned for the area as noted in the most recent plan for public transportation improvements, titled *Dart Reimagined*. Paratransit services are available to any eligible resident.

5.3 Planned Transportation Improvements and Studies

At the time of preparation of this plan, Main Street is currently on DelDOT's Pavement and Rehabilitation List with planned improvements currently in design. Recommended improvements from the Dover/Kent MPO 2025 study may be included in the design.

CHAPTER 6
NATURAL RESOURCES

Chapter 6 Natural Resources

Little Creek's location on the Little River and its historical past as a fishing town clearly indicate the importance of its natural resources. A large portion of the town is impacted by waterways, wetlands, and floodplains and lies a few miles west of the Delaware Bay. The Town is committed to protecting the natural resources that are a key part of what makes the community unique.

6.1 Environmental Characteristics

Little Creek is a relatively flat area with an elevation between 5 and 15 feet above sea level, leading to its flood prone nature. The soils in the northern portion of town are generally suitable for agricultural endeavors although some wetter areas are present throughout the area. The southern area of town is more restrictive with a larger tidal marsh component. The soils in the southern area are more suitable for wildlife habitat and marine related activities. The groundwater elevation is generally high in the Town due to its proximity to the Little River and the Delaware Bay although the central area within Town is classified as an area of excellent groundwater recharge

6.2 Wetlands

The presence of the Little River in the town means that all the wetlands located within the town boundaries are classified as Federal 404 wetlands. These wetlands are protected by Section 404 of the Federal Clean Water Act and are strictly regulated by DNREC on behalf of the state of Delaware and the Army Corps of Engineers for the federal government. Land development activities within Federal 404 wetlands is restricted at best due to the benefits provided by the wetlands, such as flood mitigation and wildlife habitat. The town furthers the protections implemented by the state and federal regulations by requiring riparian and wetlands buffers to minimize land development activities within the areas.

6.3 Floodplains

As a result of its location along the Little River, the Town is impacted by the 100-year flood plain as depicted on Flood Insurance Rate Maps provided by FEMA. Development within the 100-year floodplain carries substantially more risk due to flooding than other areas, and new development with the flood plain is discouraged by the Town. Additionally, a significant portion of the existing development, both residential and commercial, within the southern portion of the Town lies seaward of the Limit of Moderate Wave Action (LiMWA) line. Those properties have an increased vulnerability to storm surge and high velocity wave action and are a greater risk than other properties within the 100-year flood plain. The Town has a Flood Ordinance in place in addition to its Land Use and Development Ordinance,

through which the Town regulates all development within the flood plain. The combination of the ordinances lends to a well-developed method of protection for the natural resources within the Town.

6.4 Sea Level Rise

Sea Level Rise will impact the Town significantly in the future as can be seen on the Coastal Inundation Map included in Appendix A. These impacts will be in addition to the existing flooding the Town currently experiences during rainfall events as well as "sunny day" flooding caused by tidal events. As reported in the Delaware's 2025 Climate Change Report, the Mean Higher High Water (MHHW) Level is projected to rise between 1 and 6 feet by the year 2100 dependent upon the location within the Town and proximity to the Little River. Approximately 50% of the Town will be impacted by sea level rise by the year 2100 based on current projections, including essential services such as the Little Creek Post Office, Little Creek Volunteer Fire Company, and the Kent County sewer pump station which serves the residents of the Town. Also impacted will be the water supply for those areas as the well heads for the private wells serving the properties will be subject to inundation. The properties listed in the National Historic Register could potentially see impacts as well, however guidance exists from the National Park Service regarding the adaptation of historic structures to be more resilient to environmental dangers such as flooding. The guidance can be found at https://www.nps.gov/articles/000/guidelines-on-flood-adaptation-forrehabilitating-historic-buildings.htm.

CHAPTER 7
IMPLEMENTATION AND INTERGOVERNMENTAL COORDINATION

Chapter 7 Implementation and Intergovernmental Coordination

7.1 Post-plan Adoption Requirements

The following are the provisions of the Delaware Code for requiring compliance after adoption of this plan:

- Section 702(c) – Adopt comprehensive rezoning within 18 months after adopting this plan.
- Section 702(e) - Within five years following adoption, review this plan to determine if its provisions are still relevant.
- Section 702(f) – Submit annual reports to OSPC each July 1.

7.2 Intergovernmental Coordination

Little Creek is a small town with no paid staff and extremely limited financial resources, thereby requiring significant coordination with Kent County and various state and federal agencies to implement its goals. Objectives of note include the following:

- Work with Kent County Department of Planning Services to ensure appropriate designation of parcels surrounding the Town borders.
- Continue to work with the Delaware Department of Transportation and Dover/Kent Metropolitan Planning Organization to provide or upgrade sidewalks and streetscapes within the Town.
- Work with the Delaware Department of Transportation to provide safety pedestrian safety measures on Main Street.
- Work with the Delaware Department of Agriculture to preserve agricultural lands in and around the Town.
- Work with the Department of Natural Resources and Environmental Control to preserve and protect natural lands in and around the Town.
- Continue to work with local, state and federal agencies to mitigate the effects of tidal flooding impacting areas of the Town.
- Explore options to provide clean, safe drinking water for the Town's residents impacted by emerging contaminants.

7.3 Implementation

The Town's goals and objectives can be categorized as short term (12-18 months), medium term (3-5 years) and long term (greater than 5 years).

Short Term Goals

Goal

Preserve Little Creek's rural nature.

Objectives

- Maintain communication with neighboring farms
- Work with the Delaware Department of Agriculture to continue preservation of agricultural lands around the Town of Little Creek
- Work with Kent County Department of Planning to ensure zoning and proposed development surrounding the Town continues to be appropriate for the rural nature of the Town

Goal

Encourage the development of small, local businesses on vacant or underdeveloped parcels within the Town.

Objectives

- Evaluate the existing location and zoning of parcels within the Town for potential locations for neighborhood businesses
- Conduct a survey of the Town's residents and visitors to determine the specific types of neighborhood businesses desired
- Review Town ordinances to allow for desired neighborhood businesses in accordance with Little Creek's unique rural character

Goal

Promote ecotourism within the Town

Objectives

- Coordinate with DNREC to encourage use of the boat ramp and Little Creek Wildlife Area to promote economic development

- Encourage the use of undeveloped or underdeveloped properties for businesses associated with ecotourism
- Coordinate with Kent Economic Partnership and Visit Central Delaware (Kent County Tourism) to encourage additional ecotourism opportunities in and around the Town.

Goal

Encourage protection of natural resources in and around the Town

Objectives

- Coordinate with DNREC to encourage continued protection of natural resources such as wetlands and waterways in the Town
- Encourage wetlands restoration through removal of invasive species and vegetation management

Goal

Encourage increased community involvement in the Town

Objectives

- Form citizen committees to engage residents on issues impacting the Town

Middle Term Goals

Goal

Enable safe travel for all modes of transportation in the town.

Objectives

- Coordinate with DelDOT and the Dover/Kent MPO for pedestrian safety improvements to Main Street such as sidewalks and crosswalks
- Investigate funding for safety improvements such as sidewalks for Town owned Streets.
- Implementation of speed reduction measures on Main Street

Goal

Provide flood mitigation improvements for flood prone areas of Town.

Objectives

- Design flood mitigation improvements on Main Street at the northern end of town based on recent acquisition of properties just outside town boundaries
- Apply for funding for flood mitigation improvements from local, state and federal agencies
- Evaluate flood mitigation options for town streets other than Main Street

Long Term Goals

Goal

Provide clean, safe drinking water for the Town based on recent findings of emerging contaminants impacts on drinking water wells within the Town.

Objectives

- Investigate options for new sources of drinking water
- Conduct a survey to determine community interest in a public water supply
- Coordinate with local, state and federal agencies to provide funding for design, permitting and construction of alternate drinking water sources

Goal

Provide additional protection against sea level rise

Objectives

- Explore protective measures such as bulkheads, seawalls or embankments to protect the Town from the results of projected sea level rise
- Investigate funding sources for implementation of protective measures

APPENDIX A
MAPS

Town of Little Creek
2026 Comprehensive Plan Update
2024 Aerial & Major Roadways Map

Roadway Functional Classification
- Major Collector
- Minor Collector
- Local
- Town Boundary

0 200 400 600 Feet

N W E S

October 2026

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Town of Little Creek
2026 Comprehensive Plan Update
2025 State Strategies

0 200 400 600 Feet

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Bayside Drive
North Little Creek Road
Port Mahon Road
Carson Lane
Main Street
Thompson Lane
Wilson Lane
Bell Street
Lowe Street
South Little Creek Road
Bayside Drive

Little Creek Park

Existing Land Use

- Agriculture
- Commercial
- Park/Open Space
- Vacant
- Residential
- Institutional
- Town Boundary

City of Dover, Delaware FirstMap, State of New Jersey, VITA, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA

0 200 400 600 Feet

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Town of Little Creek
2026 Comprehensive Plan Update
Existing Land Use

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2022 Land Use Land Cover

- Mixed Residential
- Single Family Dwellings
- Multi-Family Dwellings
- Mobile Home Parks/Courts
- Commercial
- Industrial
- Transportation/Communication/Utilities
- Mixed Urban/Built-up
- Institutional/Governmental
- Recreational
- Farms, Pasture, Cropland
- Confined Animal Feeding Operations/Feedlots/Holding
- Rangeland
- Orchards/Nurseries/Horticulture
- Deciduous Forest
- Evergreen Forest
- Mixed Forest
- Shrub/Brush Rangeland
- Clear-cut
- Man-made Reservoirs and Impoundments
- Marinas/Port Facilities/Docks
- Open Water
- Emergent Wetlands - Tidal and Non-tidal
- Forested Wetlands - Tidal and Non-tidal
- Scrub/Shrub Wetlands - Tidal and Non-tidal
- Sandy Areas and Shoreline
- Extraction and Transitional
- Town Boundary

University of Vermont Spatial Analysis Laboratory in collaboration with State of Delaware.

Town of Little Creek
2026 Comprehensive Plan Update
2022 Land Use Land Cover

N W E S

0 800 1,600 2,400 Feet

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1 Miles Radius

North Little Creek Road

Bayside Drive

Port Mahon Road

Carson Lane

Main Street

Thompson Lane

Wilson Lane

Water Street

Eaves Street

Bayside Drive

South Little Creek Road

1 Miles Radius

- LC 1 Mile Radius
- Future Annexation Area

Delaware Ag Preservation Districts

- Ag Easement (PDR)
- Ag Easement
- Forestland Area
- Public Protected Lands
- Areas of Concern
- Town Boundary

City of Dover, Delaware FirstMap, State of New Jersey, VITA, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA

Town of Little Creek
2026 Comprehensive Plan Update
Adjacent Land Use

0 500 1,000 1,500 Feet

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Town of Little Creek
2026 Comprehensive Plan Update
Zoning Map

Zoning

- R-1 Residential
- C-1 Commercial
- I Institutional
- AR-1 Agricultural Residential
- Town Boundary

0 200 400 600 Feet

N W E S

October 2026

City of Dover, Delaware FirstMap, State of New Jersey, VITA, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA

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Town of Little Creek
2026 Comprehensive Plan Update
Future Land Use

Future Annexation Area

Areas of Concern

Future Land Use

- Agriculture
- Commercial
- Institutional
- Park/Open Space
- Residential
- Town Boundary

0 200 400 600 Feet

N W E S

October 2026

City of Dover, Delaware FirstMap, State of New Jersey, VITA, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA

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Bayside Drive
North Little Creek Road
Port Mahon Road
Carson Lane
Main Street
Thompson Lane
Wilson Lane
Bell Street
Lowe Street
South Little Creek Road
Bayside Drive
Zone X
Zone AE
Elev. 10'
Zone X
Zone AE
Elev. 11'
100-Yr Flood Zone
A
AE
OPEN WATER
VE
X
FEMA-Limit to Moderate Wave Action
Town Boundary
City of Dover, Delaware FirstMap, State of New Jersey, VITA, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA
0 200 400 600 Feet
N
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October 2026
Town of Little Creek
2026 Comprehensive Plan Update
FEMA Flood Map
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Bayside Drive
North Little Creek Road
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Carson Lane
Main Street
Thompson Lane
Bell Street
Wilson Lane
Lowe Street
South Little Creek Road
Bayside Drive

100-Yr Flood Plain
State Mapped Wetlands
Riparian Buffer Areas
Wellhead Protection Areas
Excellent Groundwater Recharge Area
Town Boundary

City of Dover, Delaware FirstMap, State of New Jersey, VITA, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA

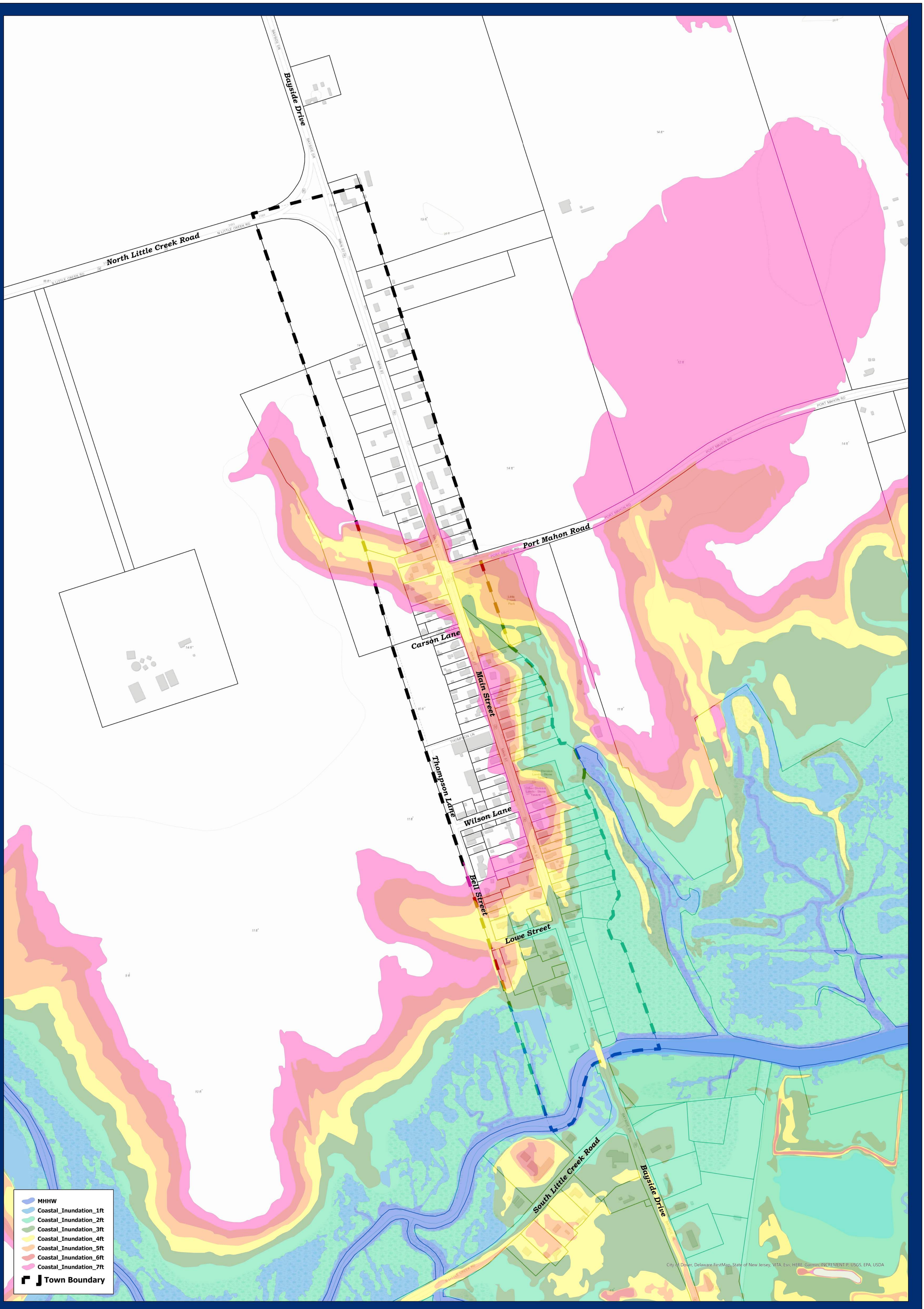
Town of Little Creek
2026 Comprehensive Plan Update
Environmental Map

0 200 400 600 Feet

N
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October 2026

DAVIS BOWEN & FRIEDEL, INC.
ARCHITECTS · ENGINEERS · PLANNERS · SURVEYORS
SALISBURY, MD. 410.543.9091 | MILFORD, DE. 302.424.1441 | EASTON, MD. 410.770.4744 | CENTREVILLE, MD. 443.262.9130



Town of Little Creek
2026 Comprehensive Plan Update
Coastal Inundation Map (2017)

0 200 400 600 Feet

N W E S

October 2026

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APPENDIX B
COMMUNITY PLANNING QUESTIONNAIRE

Little Creek Comprehensive Plan

Community Planning Questionnaire

March 2026

Instructions

The Town of Little Creek is in the process of developing a Comprehensive Land Use Plan that will guide growth and development in the town for the next five to ten years. Please share your thoughts and opinions with us by completing this survey and returning it to:

Sharon Cruz, PE, AICP
Via mail or hand delivery: Davis, Bowen & Friedel, Inc., 1 Park Avenue, Milford, DE 19963
Via email: skc@dbfinc.com

Please return no later than April 30, 2026.

For the majority of the questions, you will be asked to indicate your preferences using a scale. To complete the question please enter the number indicating your preference in the far right column or circle the number in the box across from your preference.

***Please tell us about yourself*:**

Please mark the appropriate response. Do not write your name on the form. All responses are confidential and will not be attributed to any individual.

I live in the Town of Little Creek: ☐ YES

☐ I own my home ☐ I rent my home

I live outside of town limits in the immediate area: ☐ YES

☐ I own my home ☐ I rent my home

I work in town, or within 5 miles: ☐ YES ☐ N/A (retired / other)

I work outside of town between 5 – 10 miles: ☐ YES ☐ N/A (retired / other)
10 – 20 miles: ☐ YES
More than 20 miles: ☐ YES

I own property in town other than my home: ☐ YES

I own property in town but do not live there: ☐ YES

Community Services Satisfaction

The following are some services provided in Little Creek. Please note your satisfaction with the current provision of these services.

Transportation: *Please rate how much you agree with the following statements about transportation issues in Little Creek by circling the number that indicates your answer for each line.*

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
There are too many through travelers using Main Street (S.R.9).	1	2	3	4	5
There is too much traffic congestion in town.	1	2	3	4	5
There are too many trucks using Main Street.	1	2	3	4	5
There is not adequate public transportation linking Little Creek to larger towns like Dover and Wilmington.	1	2	3	4	5
There are not adequate sidewalks along Main Street and around town.	1	2	3	4	5

What improvements (if any) would you like to see made to the roadways and intersections in and around Little Creek?

_____

_____

_____

Land Use: *Please rate how much you agree with the following statements about Land Use regarding vacant land within Little Creek's town boundaries by circling the number that indicates your answer for each line.*

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Little Creek's small-town atmosphere should be preserved.	1	2	3	4	5
Development should be encouraged primarily within the current boundaries.	1	2	3	4	5
Development should be balanced with protection of farmland and open space in the Little Creek area.	1	2	3	4	5
Commercial development (i.e., restaurants, convenience stores, grocery stores, etc., should be encouraged.	1	2	3	4	5
Other (please specify):	1	2	3	4	5

There might be the opportunity for additional commercial or recreational land uses in and around the town. What types of these land uses are desirable for the future of Little Creek?

	Highly Desirable	Desirable	Acceptable	Undesirable	Highly undesirable
Local commercial (stores to serve the community).	1	2	3	4	5
Ecological based tourism.	1	2	3	4	5
Fishing, kayaking, bicycling.	1	2	3	4	5
Restaurants.	1	2	3	4	5
Commercial fishing / working waterfronts.	1	2	3	4	5

Annexation: *Please rate how much you agree with the following statements about vacant and agricultural land just outside of Little Creek's boundaries by circling the number that indicates your answer for each line.*

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
The town should seek to annex new areas of land adjacent to the current town boundaries.	1	2	3	4	5
The town should seek to preserve adjacent land strictly as farmland and open space.	1	2	3	4	5
Development should be balanced with protection of farmland and open space in the Little Creek area.	1	2	3	4	5
Other (please specify):	1	2	3	4	5

Future Needs: *The following items are additional facilities or institutions that the residents of Little Creek may want for the town. Please rate their importance to you.*

	Very Important	Important	Somewhat Important	Slightly Unimportant	Not Important
Public water system.	1	2	3	4	5
Housing suitable for the elderly.	1	2	3	4	5
Active recreation.	1	2	3	4	5
Passive recreation.	1	2	3	4	5
Housing suitable for young families.	1	2	3	4	5
More businesses and jobs for town residents.	1	2	3	4	5
Childcare facilities.	1	2	3	4	5
Civic uses.	1	2	3	4	5
Water access for boating / fishing.	1	2	3	4	5
Other (please specify):	1	2	3	4	5

Environmental Considerations: Because of Delaware's coastal location and low average elevation the prospect of a rising sea level and more frequent and intense coastal storms due to climate change is of significant importance.

Without a thoughtful approach to potential sea level rise impacts, Little Creek may not be prepared for issues like loss of low-lying land or structures, saltwater intrusion into groundwater, or increased flooding during storms. In recognition of the serious implications sea level rise may have on various quality of life issues it is being included as a specific component in this plan. *Below are some questions meant to gauge your experience with various flooding and sea level rise issues. Please check the best response for each.*

Is your property in a floodplain?

Yes	No	I Don't Know
☐	☐	☐

Is your property adjacent to a floodplain?

Yes	No	I Don't Know
☐	☐	☐

Is your property adjacent to a pond or stream?

Yes	No
☐	☐

Does your property have standing water on it when it rains?

Yes	No
☐	☐

Do you know of any areas in Little Creek that have problems with stormwater or flooding? These could be areas that you have seen with standing water after it rains, or areas that are covered by water from streams or ponds when it rains.

Yes	No
☐	☐

If yes, please list below:

_____

How serious a threat do you think sea level rise is to Little Creek?

Very Serious	Serious	Minimal	Not a Threat
☐	☐	☐	☐

Do you agree or disagree with this statement: There are many actions that can be taken to reduce the impacts of sea level rise.

Agree	Disagree	No Opinion
☐	☐	☐

Would you support or oppose your local and state governments spending more money on public projects if it meant Little Creek would be more resilient to sea level rise?

I would oppose it.	I would support it.	I would support it only if it would save money and be less costly long-term.
☐	☐	☐

In the space below, please add any additional comments on issues of importance to you and your town's future that should be considered in the development of the Little Creek Comprehensive Plan. If you should need additional space, please use a separate sheet of paper. Thank you.

Town of Little Creek

Community Planning Survey Responses

Question	Yes	Own Home	Rent Home
Live in Little Creek	15	15	
Live Outside Town Limits			

	Yes	NA/Ret
Work within Town	4	10
Work outside town		
(5-10 MI)	1	
(10-20MI)		
(20+ MI)	1	
Own property in town other than home	4	
Own property in town but do not live there	1	

Transportation	1 (Strong Agree)	2 (Agree)	3 (No Opinion)	4 (Disagree)	5 (Strong Disagree)
1	11	4		1	
2	6	5	1		3
3	10	3	1		2
4	6	5	1	1	3
5	7	4	1	3	1
Common Comments		Sidewalks throughout town, reduction in speeding vehicles,			

Land Use	1 (Strong Agree)	2 (Agree)	3 (No Opinion)	4 (Disagree)	5 (Strong Disagree)
1	12	4			
2	2	6		3	5
3	9	4			2
4	2	4	3	2	5
5 (Other)					
	1 (Highly Desirable)	2 (Desirable)	3 (Acceptable)	4 (Undersirable)	5 (Highly Undesirable)
6	1	1	7	2	4
7		2	9	1	2
8	4	3	6		2
9	2	3	6	2	2
10	5	2	5	1	2

Annexation	1 (Strong Agree)	2 (Agree)	3 (No Opinion)	4 (Disagree)	5 (Strong Disagree)
1	2	5	3		6
2	8	8			
3	8	5		2	1
4	1				

Future Needs	1 (Very Important)	2 (Important)	3 (Somewhat Important)	4 (Slightly Unimportant)	5(Not Important)
1	3	3	1	2	7
2	1	3	7	2	3
3	2	3	6	2	3
4	3	3	6	2	2
5	1	5	6	1	3
6	1		4	3	8
7			3	5	8
8	1	2	5	2	5
9	6	1	6	1	2
10					

Enviromental	Yes	No	Does Not Know	
Property in a floodplain	7	6	3	
Adjacent to a floodplain	9	4	2	
Adjacent to a pond/stream	2	12	1	
Standing water when it rains	4	12		
Know of flooding problems	15	1		
Commonly Flooded Properties				South Bridge area
	Very Serious	Serious	Minimal	Not a Threat
SLR Seriousness	4	4	8	
	Agree	Disagree	No Opinion	
SLR Must be addressed	7	6	3	
	Oppose	Support	Only if less costly long-term	
Support/Oppose Resilience	2	6	8	

APPENDIX C
PRELIMINARY LAND USE SERVICE REVIEW

STATE OF DELAWARE
OFFICE OF MANAGEMENT AND BUDGET
OFFICE OF STATE PLANNING COORDINATION

September 24, 2026

Town of Little Creek
Attn: Darla Courtney
P.O. Box 298
Little Creek, DE 19961

RE: PLUS Review of Little Creek Comprehensive Plan Update; 2026-08-09

Dea Ms. Courtney:

Thank you for meeting with State agency planners on September 2, 2026, to discuss the proposed Little Creek draft comprehensive plan update.

Please note that changes to the plan, other than those suggested in this letter, could result in additional comments from the State. Additionally, these comments reflect only issues that are the responsibility of the agencies represented at the meeting.

Certification Comments: These comments must be addressed in order for our office to consider the plan amendment consistent with the terms of your certification and the requirements of Title 22, § 702 of the Del. Code.

Office of State Planning Coordination – Contact: Joshua Thomas 302-739-3090

- **Intergovernmental Coordination**
  - It is OSPC's understanding that Little Creek has corresponded with Kent County to gather their feedback on the draft comprehensive plan update. A letter from Kent County and any supporting documentation need to be included with the final plan document when it is resubmitted to OSPC to satisfy the intergovernmental coordination requirements.

Recommendations: Our office strongly recommends that the Town consider these recommendations from the various State agencies as you review your plan for final approval.

Office of State Planning Coordination – Contact: Joshua Thomas 302-739-3090

- **General Comments**
  - Thank you, Little Creek and Davis, Bowen, and Freidel (DBF), for putting together a comprehensive plan that is right sized for Little Creek.
  - The Dover/Kent Metropolitan Planning Organization (MPO) reviewed the comprehensive plan and has provided thorough comments that are attached to this PLUS comments letter. Since they are not included in this recommendations section, we encourage Little Creek to please review this letter in detail and make any plan revisions possible. The MPO has resources to leverage that can help the town achieve its goals.

- **Recommendations**
  - Annexation Area and Future Land Use
    - The Future Land Use map shows parcels outside of the town boundary with the intent that they are eligible for annexation in the future and have a future land use designation shown. A boundary line and/or hatched area denoting the limits of the annexation area is preferable to remove ambiguity. This will prevent Little Creek from needing to conduct a comprehensive plan amendment and associated PLUS review if property owners are interested in annexation in the future.
    - Areas of Concern are shown on the Adjacent Land Use map. It would be helpful to combine this designation with the Future Land Use map to show a more complete picture of the future annexation potential of the town. Also, please ensure the text of the plan includes descriptions of the "annexation area" and "areas of concern."

This office has also received the following comments from State agencies:

Department of Transportation – Contact: Stephen Bayer 302-760-4834

DelDOT offers follow-up actions for consideration while implementing the 2026 Comprehensive Plan:

- **Delaware Byways Program.**
  - The Delaware Bayshore Byway runs through the Town of Little Creek. Byways are regulated in State Code at Title 17, Chapter 1, Sections 190-194 and Title 17, Chapter 11, Sections 1101-1120 with applicable

amendments apply. Additional information on the Byways program is available at (302) 760-2254. The most recent update to the Byway Management Plan was adopted in 2020 and continues to serve the Town well.

- DelDOT recommends that the Town focus on and prioritize infill development. This will best maximize existing space and infrastructure.

- **Explore funding opportunities for multimodal transportation opportunities.**
    - DelDOT's Transportation Alternatives Program (TAP) may provide funds for smaller multimodal transportation projects and may be a means of implementing improvements identified in the various plans that have been conducted. Additionally, developer contributions may assist in implementing various portions of the plans. Aside from this the Municipal Street Aid program can be a useful source of infrastructure funding for the Town.

- **Specific transportation issues identified in the Plan:**
    - The plan specifically identifies coordination between the Town, the Dover/Kent Metropolitan Planning Organization, and DelDOT to address safety Concerns on Main Street related to increased volume and speed of traffic. Our office will provide support to analyze conditions and resources as they become available.

- DelDOT in cooperation with the Town of Little Creek and the University of Delaware's Coastal Resilience Design Studio for master planning efforts will be installing traffic calming measures within the Town of Little Creek. More information can be found at: https://deldot.gov/About/news/index.shtml?dc=release&id=8552&type=Traffic

    - A crosswalk improvement study was conducted by the Dover/Kent MPO in 2025. That study identified current conditions and made recommendations for pedestrian safety within the Town. As funding becomes available, more of the recommendations of that study should be implemented. Land use decisions should be made within the context of the recommendations of the study.

    - It is recommended that the Town work with DelDOT to include complete streets/context sensitive design features in any highway improvement project, site plan or subdivision within the Town to promote the safe use of the street network by all users, including pedestrians, bicyclists,

motorists, and freight deliverers.

- **Identify possible connections between existing and planned residential developments with the Town.**
    - Interconnectivity between developments, for all modes of travel, allows the Town to grow in a walkable manner and helps reduce the load of traffic onto collector and arterial roads.

- The plan indicates that there are currently no transit stations in the Town. Although Para transit is available to eligible riders, Little Creek should work with DelDOT and DART to increase transit service and potentially introduce Fixed-Route transit options.

- Lastly, DelDOT reiterates the importance of a thoughtfully developed comprehensive plan and future land use map that accurately and comprehensively reflects the long-range planning needs of the Town of Little Creek. Inconsistency in application of the policies and strategies identified in the Comprehensive Plan and in the future land use map, and frequent changes to future land use maps, reduce the reliability of tools DelDOT uses to analyze changing demographics and travel patterns, which are used to project long-term infrastructure needs.

The Department of Natural Resources and Environmental Control – Contact: Beth Krumrine 302-735-3480

DNREC reviewers thank the Town for its efforts in developing Little Creek's 2026 Comprehensive Plan. The plan should include the new climate forecast data, as reported in the *Delaware 2025 Climate Change Projections Report*. The comprehensive plan should also reference the *2025 Delaware Climate Action Plan*.

DNREC reviewers offer the following recommendations to enhance the outcomes of Little Creek's plan. Though not required, reviewers provide recommendations related to climate change adaptation and greenhouse gas mitigation, for the Town's consideration.

3.4a Water Supply

The *2026 Comprehensive Plan* explains that the Town relies on individual private wells that are located within an unconfined aquifer. Recent testing of several private wells confirmed that the Town's drinking water contains PFAS at levels that exceed state action standards. The plan indicates that the contamination is linked to local use of firefighting foam. Per- and polyfluoroalkyl substances (PFAS) are a group of synthetic chemicals, including PFOA, PFOS, and GenX, that have been used in manufacturing,

firefighting, and consumer products since the 1940s. They are often referred to as "forever chemicals" because of how long they take to break down. However, granular activated carbon, ion exchange and membrane systems can remove many PFAS from drinking water.

State officials met with area residents in December 2023, March 2024, and November 2024 to discuss the finding of high levels of PFAS in private wells, wider testing of wells, those test results and the possible solutions. When detections above the action levels were found, point-of-use filtration systems were provided to the community at no charge. Testing determined the issue was likely widespread enough to require a long-term solution, such as a whole-house filtration system, a new well that extends deeper into the ground and thus is safe from PFAS, or connecting the Town to the City of Dover's water. In the end, installing new wells was determined to be the optimal and most popular answer, so DNREC and DHSS embarked to provide wells to residents who were interested.

Since May 2026, DNREC and DHSS have offered free testing of private wells in Delaware. Homeowners can request testing by submitting the Private Well Water Sampling Request and Consent Form, which can be found at https://survey123.arcgis.com/share/9c4a230cbb7d4d82bad446fcb4c95f70?portalUrl=https://dnrec.maps.arcgis.com . If DHSS detects exceedances of contaminants in the water sample, a member of the DHSS team will notify the homeowner within 48 hours. DHSS also offers a low-income assistance program for homeowners who are unable to afford remediation of a specific contaminant.

- An Excellent Groundwater Recharge Area and three Wellhead Protection Areas are located within the Town boundaries. These features are not mentioned in the *2026 Comprehensive Plan*. Amend the plan to include a paragraph on these features.

- A portion of a Wellhead Protection Area for the City of Dover is within the northwestern portion of the Town's municipal boundaries. This is not mentioned in the 2026 Comprehensive Plan. Amend the plan to include this information.

- As a municipality with a population of less than 2,000 persons, the Town is not required to develop source water protection ordinances per 7 Del. C. 6082(c). The Town may adopt, after consultation with DNREC, an ordinance that is

protective of the resource. If adopted, the ordinance shall refer to the most current official source water map and relevant data and include a map update procedure.

- Update the Town's Water Quality webpage to include a link to the Private Well Water Sampling Request and Consent Form mentioned above. The Private Well Owners link that is currently shown on the Town's webpage is returning an error message.

- For more information on DNREC's efforts to address PFAS in Delaware, visit https://dnrec.delaware.gov/waste-hazardous/remediation/pfas/.

Contact: DNREC Source Water Assessment and Protection Program at (302) 739-9948.
Website: https://dnrec.delaware.gov/water/commercial-government/water-allocation/assessment-and-protection/

3.4c Stormwater Management

The *2026 Comprehensive Plan* mentions concerns related to episodic, storm-related flooding and poor drainage. The plans explains that the Town has several stormwater facilities but cannot maintain them due to lack of staff and funding. For example, there is a ditch along the municipal boundary at Bell Street, catch basins along Main Street, and stormwater pipes under Main Street. However, flood studies were conducted between 2021 and 2023 to identify potential needs and solutions.

Since then, the Town acquired multiple properties on the western edge of the municipal boundary for use as stormwater management facilities to mitigate flooding in the northern area of the town. The Town is working with state and federal agencies to explore funding for this project, as well as options for the southern end of Town, where private land ownership constrains Town intervention. DNREC reviewers note that the Town is currently working with the Resilient and Sustainable Communities League (RASCL), and participating state agencies are providing information to the Town on potential grant opportunities to fund the northern flood mitigation project.

When planning for stormwater management, it is important to consider the potential impacts of future increases in precipitation. Since 1895, Delaware's annual total precipitation has increased by about 3 inches per year and is projected to increase by another 2 to 4 inches per year by mid-century. Increases in average rainfall are not evenly distributed across all seasons. Information and data regarding precipitation increases in Delaware can be found at

https://documents.dnrec.delaware.gov/energy/Climate-Plan/Delaware-2025-Climate-Change-Projections.pdf. Comprehensive information and data regarding climate change and climate impacts in Delaware can be found at https://dnrec.alpha.delaware.gov/energy-climate/climate-change/.

More information on flooding related to sea level rise can be found in the comments under *6.4 Sea Level Rise*.

- Be sure to include the most recent forecast data for precipitation, as reported in Delaware *2025 Climate Change Projections Report* https://documents.dnrec.delaware.gov/energy/Climate-Plan/Delaware-2025-Climate-Change-Projections.pdf.

General Stormwater contact: DNREC Sediment and Stormwater Program at (302) 739-9921. E-mail: DNREC.Stormwater@delaware.gov
Website: https://dnrec.delaware.gov/watershed-stewardship/sediment-stormwater/

Climate and Precipitation Contact: DNREC Climate and Sustainability Section at (302) 735-3480. Website: https://dnrec.delaware.gov/climate-coastal-energy/climate-and-sustainability/

4.3 Existing Zoning Classifications

The *2026 Comprehensive Plan* indicates that the current zoning districts within Little Creek are Residential (R-1), Commercial (C-1), Institutional (I), and Agricultural Residential (AR-1). The plan also includes the statement that the "Town at any time can create new zoning classifications as long as they align with the intent of the Comprehensive Plan."

Please be aware that lands east of Main Street (SR 9) are located within Delaware's Coastal Zone, where certain industrial and manufacturing activities are regulated by Delaware's *Coastal Zone Act*. These activities may require a permit or be completely prohibited. This is not mentioned within the plan. While the Town may have no intentions for such land uses within Little Creek, it is advisable to include information on the Delaware Coastal Zone within the comprehensive plan, for future reference.

- It is recommended to add a statement that lands east of Main Street (SR 9) are located within the Delaware Coastal Zone, where certain industrial and manufacturing activities are regulated by Delaware's *Coastal Zone Act*.

Contact: DNREC Coastal Zone Act Program at (302) 739-9283.
Website: https://dnrec.delaware.gov/coastal-zone-act/

4.4 Growth and Annexation

Lands Identified for Potential Annexation
There are three parcels currently owned by the Town but located outside Little Creek's municipal boundary. The Town is considering these parcels for annexation.

- The first is the existing Town Park, which lies on the south side of Port Mahon Road directly behind the U.S. Postal Service building. This parcel would continue to be used as a park.

- The other two parcels are on the west side of Main Street adjacent to the land farmed by Cartanza Farms. These parcels would be improved with stormwater management facilities to mitigate the flooding in the north side of Town and would otherwise be maintained as open space. The Town is currently working with multiple state agencies through the Resilient and Sustainable Communities League (RASCL) to pursue grant funding for the project.

DNREC reviewers have no concerns with the proposed annexations for the proposed uses stated in the *2026 Comprehensive Plan*.

5.1 Transportation Issues
The *2026 Comprehensive Plan* indicates that Little Creek needs sidewalks to be added and/or improved along Main Street (SR 9) to support safer pedestrian travel. However, this road is low lying and prone to flooding in the southern and central portions of the Town. More information on the impacts of increasing precipitation and sea level rise can be found in the comments under *3.4c Stormwater Management* and *6.4 Sea Level Rise*, respectively.

The plan also mentions that seasonal increases in through traffic along SR 9 have quality of life and safety impacts on the residents of Little Creek. During the summer months, travelers use SR 9 to avoid traffic congestion on SR 1 in Kent County.

- Work with DelDOT to develop plans for elevating or otherwise improving drainage of low-lying state-maintained roads that currently experience sunny day flooding and are subject to permanent inundation from sea level rise. Be sure to account for the most recent precipitation and sea level rise forecasts for Delaware as reported in the *Delaware 2025 Climate Change Projections Report* https://documents.dnrec.delaware.gov/energy/Climate-Plan/Delaware-2025-Climate-Change-Projections.pdf

- Work with DelDOT for sidewalk installation, maintenance, and repair needs along state-maintained streets, where applicable (i.e. Main Street).

- Work with DelDOT to participate in the Municipal Street Aid (MSA) program to secure funding for sidewalk improvements along town-maintained streets, where applicable.

- Work with DelDOT and Dover/Kent MPO to address the impacts of seasonal traffic along SR 9 and to reduce vehicle idling in Town. Reductions in vehicle idling can help minimize transportation-related emissions, support public safety, and protect the health of nearby residents.

Climate Contact: DNREC Climate and Sustainability Section at (302) 735-3480. Website: https://dnrec.delaware.gov/climate-coastal-energy/climate-and-sustainability/

6.3 Floodplains

Lands within Little Creek occur within the 100-year (1% annual chance, Special Flood Hazard Area) floodplain and within the 500-year (0.2% annual chance) floodplain, generally in low-lying areas extending from the Little River. While the Town indicates that it discourages new development within the floodplain, there are existing commercial and residential structures within the Special Flood Hazard Area and the moderate risk 500-year floodplain, particularly in the southern two-thirds of the Town. The southern portion of Main Street also lies seaward of the Limit of Moderate Wave Action (LiMWA) line and is vulnerable to impacts from storm surges and high velocity waves by way of the unimpeded Little River.

- Include a floodplain map that also shows the Limit of Moderate Wave Action (LiMWA) line and the locations of critical infrastructure and/or services (i.e. fire station, post office, County pump station).

- Include a statement that lands within Little Creek lie seaward of the Limit of Moderate Wave Action (LiMWA) line, and structures located there are vulnerable to storm surges and high velocity waves coming off the Little River. This is not mentioned in the *2026 Comprehensive Plan*.

- More information on the impacts of climate change and increasing precipitation on episodic, storm-related flooding can be found in the comments under *3.4c Stormwater Management*.

- For information and resources on flood-ready communities, please visit https://dnrec.delaware.gov/coastal-programs/planning-training/coastal-training/creating-flood-ready-community/.

Floodplain Contact: DNREC Shoreline and Waterway Management Section at (302) 608-5500. Website: https://dnrec.delaware.gov/watershed-stewardship/waterways/floodplains/
Climate Contact: DNREC Climate and Sustainability Section at (302) 735-3480. Website: https://dnrec.delaware.gov/climate-coastal-energy/climate-and-sustainability/

Add new section, 6.4 Sea Level Rise

The *2026 Comprehensive Plan* highlights drainage and flooding issues related to the Town's proximity to the Little River and rising tides that bring groundwater closer to land, particularly near the tidal wetlands. Lands within the southern and central portions of Little Creek are located within the area projected to be vulnerable to permanent inundation, beginning at a 1-foot sea level rise scenario (https://floodplanning.dnrec.delaware.gov/). Sea levels in Delaware have risen by about a foot over the past century. This rate of sea level rise is likely to accelerate in the coming decades due to global climate change and local subsidence.

By 2050, mean sea levels are projected to rise by 1.2 – 1.5 feet relative to 2000 levels; by end of century sea levels are projected to increase by 2.5 – 5.2 feet. Sea level rise can lead to inundation of infrastructure and natural areas near waterbodies, like the Little River. In addition to permanent inundation, as mean sea levels rise, the frequency and severity of tidal flooding events is expected to increase. Information and data regarding sea level rise and sea level rise impacts in Delaware can be found at https://documents.dnrec.delaware.gov/energy/Climate-Plan/Delaware-2025-Climate-Change-Projections.pdf.

The *2016 Comprehensive Plan* noted that rising sea levels could result in saltwater intrusion into groundwater supplies, affecting private drinking wells and agricultural irrigation wells. Saltwater intrusion can increase salt concentration in the groundwater and make water unsafe for consumption and irrigation. It is noteworthy that two of the

Town's Wellhead Protection Areas and an Excellent Groundwater Recharge Area are projected to become permanently inundated at two-to-three feet of sea level rise. Based on the *Delaware 2025 Climate Change Projections Report*, this inundation is projected to occur by 2100. According to the *2025 Delaware Climate Action Plan*, saltwater intrusion can also result in losses of farmland and wetlands. None of these risks are mentioned in the Town's *2026 Comprehensive Plan*.

- Be sure to include the most recent forecast data for sea level rise, as reported in *Delaware 2025 Climate Change Projections Report* https://documents.dnrec.delaware.gov/energy/Climate-Plan/Delaware-2025-Climate-Change-Projections.pdf.

- Include a coastal inundation map that shows the location of critical infrastructure and/or services in relation to projected sea level rise (i.e. fire station, post office, County pump station). Also include the Excellent Groundwater Recharge Area and the Wellhead Protection Areas.

- It is recommended to monitor the Town's drinking water for saltwater intrusion, and develop a plan for providing water in the event the water quality of private wells becomes unsafe for consumption beyond the scope of what has already been identified and planned in the PFAS studies mentioned in section *3.4a Water Supply*.

Wellhead Protection Area Contact: DNREC Public Water Supply Protection Program at (302) 739-9948.
Website: https://dnrec.delaware.gov/water/supply/ground-water-protection/

Excellent Groundwater Recharge Area Contact: DNREC Source Water Assessment and Protection Program at (302) 739-9948.
Website: https://dnrec.delaware.gov/water/supply/ground-water-protection/

Climate and Sea Level Rise Contact: DNREC Climate and Sustainability Section at (302) 735-3480.
Website: https://dnrec.delaware.gov/climate-coastal-energy/climate-and-sustainability/

State Historic Preservation Office (SHPO) – Contact: Carlton Hall 302-736-7400

- The Town of Little Creek does not meet the population minimum to require a section on historic preservation in their Comprehensive Plan. However, we

highly recommend that the Town take the opportunity to consider their historic resources and develop a plan for their preservation. Little Creek's Comprehensive Plan focuses on the community's desire to keep a "small town feel." One important tool to consider for this goal is the preservation of the historic places within the municipality, as they contribute heavily to the town's overall atmosphere. The inclusion of historic preservation-based goals, strategies, and actions within the Comprehensive Plan assists with the protection of cultural resources and aligns local planning efforts with statewide historic preservation strategic goals.

- There are several resources within Little Creek listed in the National Register of Historic Places as part of the Leipsic and Little Creek Multiple Property Area nomination including the Old Stone tavern, Little Creek United Methodist Church, and the Elizabeth Stubbs House. While the municipality does not include a listed historic district, it is adjacent to the Little Creek Hundred Rural Historic District.

- Our Office encourages the town to consider renewing architectural surveys conducted over 20 years ago within their town and completing new architectural surveys on buildings 45 years of age or older to identify resources potentially eligible for the National Register of Historic Places.

- Note that the statewide historic preservation plan, Partners in Preservation: *Planning for the Future, Delaware's Historic Preservation Plan 2018-2022*, is available online at: https://history.delaware.gov/pdfs/2018-2022DelawareSHPOPlan.pdf (single-page version for printing also available). The plan emphasizes partnering with local and state preservation organizations to achieve historic preservation minded goals and connecting with other statewide planning efforts. Our Office encourages all municipalities, regardless of population size, to consider how the goals, strategies, and actions outlined in the statewide historic preservation plan may support and be coordinated with their local planning efforts.

- Also note that the National Park Service has published guidelines for adapting historic structures for flooding and similar environmental dangers. This document can assist in developing a plan for protecting the historic resources within your municipality as sea levels rise and the dangers of flooding increase. https://www.nps.gov/articles/000/guidelines-on-flood-adaptation-for-rehabilitating-historic-buildings.htm

If there are any questions, inquiries, or concerns, feel free to contact the Delaware State Historic Preservation Office for assistance at 302-736-7400.

Department of Agriculture - Contact: Milton Melendez 302-698-4500

The Delaware Department of Agriculture (DDA) appreciates the opportunity to review and provide comments on this Municipal Comprehensive Plan.

The Department strongly opposes the annexation of any properties that are protected through the Delaware Agricultural Lands Preservation Program. These preserved farms represent a long-term commitment by landowners and the State of Delaware to safeguard productive agricultural land from encroaching development and municipal expansion. The Department fully supports the commitment these landowners have made to preserve their farms and believes these properties should remain protected from annexation and incompatible land uses.

Preserved farmland is essential to the long-term survival and economic viability of Delaware's agricultural industry. The State has invested hundreds of millions of taxpayer dollars to permanently protect these working lands because agriculture is not only Delaware's largest land use but also one of its most important economic drivers. Municipal comprehensive plans should recognize and respect these public investments by avoiding policies that encourage the annexation or urbanization of permanently preserved farmland.

Agriculture is Delaware's largest industry and its most significant land use. The agriculture and food system generates billions of dollars in economic activity, supports thousands of jobs, and provides numerous environmental benefits including water quality protection, carbon sequestration, wildlife habitat, flood mitigation, scenic landscapes, and outdoor recreation. These benefits are largely uncompensated yet are fundamental to Delaware's quality of life.

Farms and forests comprise the majority of Delaware's private lands and account for more than three-quarters of the state's private open space. As such, agriculture and forestry must remain central considerations in every municipal comprehensive plan. Future growth should be carefully balanced with the preservation of working lands and the continued economic viability of Delaware agriculture.

The Delaware Department of Agriculture encourages municipalities to incorporate the following agricultural planning principles into their comprehensive plans.

Agricultural Preservation and Support

- Identify and recognize areas where agriculture is the highest priority land use.
- Protect prime agricultural soils and productive farmland.

- Discourage annexation and development of preserved farmland and other agricultural lands critical to the local farming economy.
- Avoid development patterns, infrastructure investments, and capital projects that conflict with modern agricultural operations.
- Promote adequate separation between residential development and active farms through zoning, subdivision design, setbacks, and vegetative buffering.
- Support existing agricultural operations, agribusinesses, and agricultural service industries.
- Encourage the expansion of local and regional markets for Delaware-grown agricultural products.
- Strengthen Right-to-Farm protections and other policies that minimize land use conflicts.
- Promote financial incentives and programs that help landowners continue farming.
- Adopt policies that improve the long-term economic sustainability and competitiveness of the agricultural industry.

Efficient Growth and Land Use Planning

- Direct future growth toward existing municipalities and established population centers where public infrastructure already exists or is planned.
- Maximize the efficient use of existing infrastructure through infill and redevelopment opportunities.
- Identify infill and redevelopment areas and estimate anticipated residential growth within those locations.
- Discourage inefficient land development patterns that consume excessive amounts of farmland, including developments with lot sizes substantially larger than minimum zoning requirements.
- Coordinate residential land needs with population projections to ensure that land consumption does not exceed anticipated demand while allowing for reasonable market flexibility.

The decisions made through municipal comprehensive planning will shape Delaware's landscape for generations to come. The Department encourages municipalities to pursue growth strategies that preserve productive farmland, respect permanently

protected agricultural lands, and maintain a strong, sustainable agricultural economy while accommodating appropriate development within existing growth areas.

Delaware State Housing Authority – Contact Cole Shultz 302-739-4263

- DSHA supports the Town of Little Creek 10-Year Comprehensive Plan Update for aligning with smart growth principles. We agree that development within the Town should match its existing small-town character and be limited to (re)development of vacant and underutilized parcels within current borders, owing to its size and geographic characteristics.
- We recognize these environmentally sensitive areas as significant barriers to larger development. However, we do note that there is currently no zoning designation which supports housing denser than detached single-family zoning, and although mixed-use is allowed as a conditional use under their commercial zone, few parcels have that designation.
- DSHA would appreciate rezoning to allow for "missing middle" density in residential areas and small-scale mixed-use developments by right in commercial areas, as such changes would match the anti-sprawl approach of Little Creek while encouraging context-appropriate infill development.

Delaware State Fire Marshall's Office – Contact Duane Fox 302-739-4394

- The comp plan should look at infrastructure needs for the future. Developers are required to offer residential sprinklers for all new construction. The infrastructure needs to support those systems might need to be increased. (p 18 3.4a)

Approval Procedures:

1. Once all edits, changes and corrections have been made to the plan, please submit the completed document (text and maps) to our office for review. **Your PLUS response letter should accompany this submission.** Also include documentation about the public review process.

2. Our office will require a maximum of 20 working days to complete this review.

    a. If our review determines that the revisions have adequately addressed all certification items, we will forward you a letter to this effect.
    b. If there are outstanding items we will document them in a letter and ask the town to resubmit the plan once the items are addressed. Once all items are addressed, we will send you the letter as described above.

3. Once you receive our letter stating that all certification items have been addressed, the Planning Commission and Council should adopt the plan pending State certification. We strongly recommend that your Council adopt the plan by ordinance. The ordinance should be written so that the plan will go into effect upon receipt of the certification letter from the Governor.

4. Send our office a copy of the adopted plan along with the ordinance (or other documentation) that formally adopts your plan. We will forward these materials to the Governor for his consideration.

5. At his discretion, the Governor will issue a certification letter to your city.

Thank you for the opportunity to review this project. If you have any questions, please contact me at 302-739-3090.

Sincerely,

David L. Edgell, AICP
Director, Office of State Planning Coordination

Attachments:

- Dover / Kent MPO Comments

1. Town of Little Creek Comprehensive Plan Update (2026-08-09)

In 2025 Dover Kent MPO completed a sidewalk inventory for the Town of Little Creek. This study recommends transportation improvements for the Town that will address the issues of pedestrian connectivity and vehicle speeds. Recommendations include sidewalk upgrades, new sidewalk facilities to fill the gaps, crosswalks at key locations with Rectangular Rapid Flashing Beacons (RRFBs), and various speed control measures such as transverse rumble strips, radar speed signs, and pavement markings. These were developed using a combination of studying the needs of the Town and engaging directly with residents at several public workshops. As these improvements were influenced by both the existing conditions research and public feedback gathered for the study, Dover Kent MPO suggests that the study and its recommended improvements be referenced in Chapter 5 of the comprehensive plan. Aside from these recommendations, there are most likely other materials in the study that are relevant to the Town comprehensive plan, such as maps of sidewalk extent and a list of relevant resources.[1]

Given the Town's proximity to Dover Air Force Base and the strategic importance of nearby Port Mahon, the comprehensive plan should refer frequently to the *Dover Air Force Base Compatible Use Plan*. This document, completed in 2023, was a collaboration between Dover Air Force Base, DelDOT, and other Federal, State, and local agencies. It serves as a roadmap for maintaining compatible uses close to the Base and avoiding conflicts. This is important for both the Base itself and for neighboring communities including Little Creek. The plan lists each of the strategies that can facilitate compatible use, including reducing the impacts of glint and glare on pilots, minimizing incompatible development in the designated flight path, preparing for the impacts of sea level rise, and increasing coordination between the Base and municipalities.[2] Regarding the latter strategy, it would make sense to include coordination with Dover Air Force Base leadership as a goal in Chapter 7 of the Town comprehensive plan.

Chapter 5 of the comprehensive plan mentions the new all-way stop at the intersection of Main Street and Port Mahon Road. There is also now an all-way stop at the intersection of Route 9 and South Little Creek Road. Although this is technically outside of the municipal boundaries, it affects the community as this is one of two ways to travel out of town. Note that even with the additional stop signs at the northern and southern ends of Little Creek, traffic-calming measures should still be considered along Main Street to create a more pedestrian-friendly environment.

Regarding transportation improvements within the Town, it is worth noting that Main Street as well as other parts of Route 9 are currently on the DelDOT Pavement and Rehabilitation list. The project is in the design phase at this time, and Dover Kent MPO is recommending that the improvements from the 2025 study be incorporated into the final design. The project information can be found on DelDOT's

[1] *Little Creek Sidewalk and Crosswalk Improvement Study*. Dover/Kent County MPO (2025). https://doverkentmpo.delaware.gov/files/2025/09/Little-Creek-Sidewalk-and-Crosswalk-Improvement-Study-final-9.2025-1.pdf.

[2] *Dover Air Force Base – Compatible Use Plan*. Dover Air Force Base (DAFB) and Delaware Department of Transportation (DelDOT) (2023). https://doverkentmpo.delaware.gov/files/2026/07/Final-Compatible-Use-Plan.pdf.

website. It is also recommended that the applicant coordinate with DelDOT before finalizing the comprehensive plan to ensure their information on the topic is up-to-date.[3]

The public transportation section in Chapter 5 mentions that there are no plans to add transit stops to the area. More specifically, Delaware Transit Corporation's (DTC) plan for public transportation improvements across the state, titled *DART Reimagined*, does not anticipate including Little Creek in any new fixed routes or microtransit areas.[4] This plan might be worth referencing in case readers would like to see the document in its entirety.

Regarding the flooding issues in Little Creek, the applicant should ensure that adequate attention is given to the topic, as it is something that impacts all other aspects of the Town, including its land use, transportation, natural resources, and public safety. Using just one example, Dover Kent MPO learned during the course of its 2025 study that the Little Creek Volunteer Fire Company relocates some of its fire trucks before a storm event, so that the fire trucks are not cut off by floodwaters. Anecdotes such as these highlight the serious challenges posed by regularly occurring flood events. The Town is working with various partners, including DelDOT, DNREC, Dover Air Force Base, and the University of Delaware's Coastal Resilience Design Studio (CRDS), to mitigate flood impacts within the municipal boundaries and at Port Mahon.

In Chapter 2 of the comprehensive plan, it is stated that "residents over the age account for 26% of the population", though no specific age is given. It would also help to label Figure 2 so that the meaning of each of the colors is clear.

In Chapter 3, under the "Education" section, it should be mentioned that Capital School District provides bus transportation for students residing in Little Creek. There are several stops along Main Street where students get on the bus in the morning and exit in the afternoon.

Note that parts of Main Street and all of Port Mahon Road are included in DelDOT's list of Frequently Flooded Roadways. These are roads that have a high likelihood of flooding and that require increased attention from State and local officials. The data is available via Delaware FirstMap.[5] This should probably be addressed in Chapter 5 or Chapter 6 of the comprehensive plan.

In Chapter 7, under the goal of promoting ecotourism, the Town should consider working with Visit Central Delaware (Kent County Tourism) and Kent Economic Partnership (KEP). Both of these groups are well-suited for helping the Town meet this goal.

It would be beneficial to recommend specific funding sources that can be used to complete Little Creek's most important transportation safety improvements. Dover Kent MPO's 2025 study suggests the Community Transportation Fund (CTF), the Transportation Alternatives Program (TAP), and the Outdoor Recreation, Parks and Trails Program (ORPT) as potential sources, as well as several others. The MPO can provide more information on each of these items if necessary.

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[3] "Pavement & Rehabilitation." Delaware Department of Transportation (DelDOT). https://deldot.gov/projects/pavement-rehab/.
[4] DART Reimagined. Delaware Transit Corporation (DTC) (2024). https://www.dartreimagined.com/.
[5] "Frequently Flooded Roadways." Delaware FirstMap. https://de-firstmap-delaware.hub.arcgis.com/maps/fdb033a9f40e4d62b50eb8bc05ec89b1.

Finally, on page 7 of the comprehensive plan, note that Dover Kent MPO's name is written in several different ways. This is just a reminder to ensure the organization's name is consistent and written correctly.

Dover Kent MPO has provided Davis, Bowen & Friedel, Inc. with photographs of Little Creek's sidewalk conditions for use in the comprehensive plan. These photographs were taken as part of the fieldwork for the MPO's 2025 study. For more information on the recent work carried out in Little Creek, please contact Dover Kent MPO.

Sharon K. Cruz

From: Jason Berry <jason.berry@kentcountyde.gov>
Sent: Friday, October 9, 2026 12:16 PM
To: Sharon K. Cruz
Subject: Re: Sharon K. Cruz shared the folder "Town of Little Creek" with you

Sharon,

For the last town that asked for documentation (Frederica), State Planning accepted an email from our office. I'm hoping this email can work for Little Creek as well.

Kent County was provided the opportunity to comment on the Town of Little Creek's comprehensive plan update. We are accepting of all of the recommendations made in the plan. It does not conflict with any of the land use and development strategies we have for this area of the County. We especially appreciate that the Town does not wish to grow in an aggressive way beyond their current borders in an attempt to attract new residential subdivision development in an area that the County is not encouraging development.

We had one comment on the annexation plan. Two parcels to the south of town were being combined, so we recommended that the entire combined parcel be included for future annexation. We understand that the Town plans to make this change to their draft annexation map.

Thank you for the opportunity to review and comment on this plan. Best of luck on finishing the process.

Let me know if you need anything else.

Thanks,

Jason Berry, AICP
Planning Supervisor
Kent County Administrative Complex
555 Bay Rd.
Dover, DE 19901
302-744-2471
jason.berry@kentcountyde.gov

From: Sharon K. Cruz <skc@dbfinc.com>
Sent: Monday, September 28, 2026 12:27 PM
To: Jason Berry <jason.berry@kentcountyde.gov>
Subject: RE: Sharon K. Cruz shared the folder "Town of Little Creek" with you

Good afternoon Jason,

OSPC is requiring an official letter from the County documenting the coordination with any comments on the draft plan. Can you provide that to me please? Thank you!

APPENDIX D
ADOPTION DOCUMENTS

Little Creek
DELAWARE

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