

Consolidated Annual Performance and Evaluation Report

Community Development Block Grant

Program Year 2025



**Department of Planning, Inspections, and Community
Development**

**Community Development Office
15 Loockerman Plaza, Dover, DE 19901**

CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

The City of Dover received \$321,933 in Community Development Block Grant (CDBG) funds. The following is a summary of the accomplishments during the program year:

Homelessness Public Services

HP-1: The full CDBG allocation was expended during PY2025; however, beneficiary data was not available at the time of CAPER preparation.

HP-2: CDBG funding supported shelter services for women experiencing homelessness. During PY2025, the shelter reported assisting 83 women.

Homeownership Assistance

AH-1: Settlement Assistance was provided to five low-income first-time homebuyers who purchased affordable housing in the City of Dover.

Homeowner Housing Rehabilitated

AH-2: The City exceeded its goal of rehabilitating two homeowner units by assisting 3 households, benefiting 8 persons, including 1 elderly person and 4 children.

Emergency Repair Program

AH-3: The City provided emergency repair assistance to 2 households, benefiting 4 persons, including 1 elderly person and 2 children.

Housing Activities

AH-4: Funding was also contributed for construction of affordable housing in the downtown target area.

Public Facility Improvements

PF-4: The project was not completed during PY2025, and the agreement was extended to allow the organization additional time to complete the improvements.

PF-5: The public facility improvement project remained under review at the close of the program year.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
HP-1 Homeless Prevention	Homeless	CDBG: \$22,700	Homelessness Public Services	Persons Assisted	5000	Not Reported	Not Reported	1000	Not Reported	Not Reported
HP -2 Homeless Prevention	Homeless	CDBG: \$25,000	Homelessness Public Services	Persons Assisted	475	83	17%	95	83	87%
AH-1 Affordable Housing	Affordable Housing	CDBG: \$87,846	Direct Financial Assistance to Homebuyers	Households Assisted	25	10	40%	5	10	200%
AH-2 Affordable Housing	Affordable Housing	CDBG: \$35,000	Homeowner Housing Rehabilitated	Household Housing Unit	10	13	130%	2	13	650%
AH-3 Affordable Housing	Affordable Housing	CDBG: \$25,000	Homeowner Housing Rehabilitated	Household Housing Unit	25	13	52%	5	13	260%
AH-4 Affordable Housing	Affordable Housing	CDBG: \$25,000	Homeowner Housing Added	Household Housing Unit	5	1	20%	1	1	100%
PF-4 Public Facility Improvements	Homeless	CDBG: \$15,000	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	475	83	17%	95	83	87%

PF-5 Public Facility Improvements	Homeless	CDBG: \$40,000	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	5000	Not Reported	Not Reported	1000	Not Reported	Not Reported
AM-1 Program Administration		CDBG: \$64,387	Other	N/A						

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

DRAFT

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.

The City of Dover utilized CDBG funds during PY2025 to address the priorities and specific objectives identified in the 2025–2029 Consolidated Plan and PY2025 Annual Action Plan. The City's highest-priority activities focused on preserving existing housing stock, increasing access to homeownership opportunities, expanding the availability of affordable housing, and providing assistance to individuals and households with special needs.

Housing preservation remained a significant focus of the City's CDBG program. Through the Homeowner Rehabilitation and Emergency Repair Programs, the City assisted low- and moderate-income homeowners with improvements necessary to preserve the condition, safety, and habitability of their homes. During PY2025, sixteen households received homeowner rehabilitation assistance and/or emergency repair assistance. Some of the households benefitted from funding provided for both projects, including current year and prior year awards. These activities directly supported the Consolidated Plan objective of preserving existing housing stock.

The City also supported the development of new affordable housing. CDBG funds were provided to support the construction of an affordable home for a low- to moderate-income household through Habitat for Humanity. This investment supported the City's objective of increasing the availability of affordable housing while providing an eligible household with the opportunity to obtain safe, decent, and affordable homeownership.

The City continued to promote homeownership among low- and moderate-income households. Through the First Start Homeownership Assistance Program, the City provided financial assistance to 10 eligible first-time homebuyers, helping households overcome financial barriers associated with purchasing a home. Funding included current year and prior year allocations, as well as the prior year's program income. This activity directly addressed the City's objective of encouraging and supporting homeownership opportunities for low- and moderate-income residents.

CDBG public service funding also supported the City's priority of assisting individuals and households with special needs. Funding supported shelter and related services for individuals experiencing homelessness, including assistance provided through House of Hope and other community service providers. During PY2025, House of Hope reported assisting 83 women through its shelter program. The other provider did not submit a report in time for this report.

Overall, the City's use of CDBG funds during PY2025 was consistent with the priorities and objectives established in the Consolidated Plan and Annual Action Plan. The City's investments addressed housing preservation, the development of new affordable housing, access to homeownership, and services for residents with special needs, while directing resources toward activities that benefit low- and moderate-income residents.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

	CDBG
White	42
Black or African American	57
Asian	1
American Indian or American Native	0
Native Hawaiian or Other Pacific Islander	0
Total	103
Hispanic	3
Not Hispanic	100

Table 2 – Table of assistance to racial and ethnic populations by source of funds

Narrative

African American and White households accounted for a larger proportion of households receiving services, while other racial and ethnic groups accounted for smaller proportions, consistent with their respective representation within the City of Dover.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	339,933	425,254

Table 3 - Resources Made Available

Narrative

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Dover City Limits	89%	80.8%	Based on the location of households receiving homeowner rehabilitation and first-time homebuyer settlement assistance, 21 of 26 housing-related grants were located within the Dover City Limits.
Downtown Target Area	11%	19.2%	5 of 26 housing-related grants were located within the Downtown Target Area.

Table 4 – Identify the geographic distribution and location of investments

Narrative

During PY2025, the City of Dover utilized CDBG funds to address identified community development and housing needs, including homeowner rehabilitation and emergency repairs, homeownership assistance, affordable housing, public services, public facility improvements, and program administration. CDBG expenditures during the program year included current-year and prior-year funds, allowing the City to continue implementation of activities that support the priorities and objectives established in the Consolidated Plan and Annual Action Plan.

The City's planned geographic distribution of CDBG investments was 89% within the Dover City Limits and 11% within the Downtown Target Area. The actual distribution resulted in a greater proportion of housing-related assistance occurring within the Downtown Target Area than originally planned.

Leveraging

Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.

There is not a match requirement for CDBG funds; however, sub-recipient agencies that were funded have additional resources to supplement their projects. In addition, there are several initiatives and investment projects in the City where CDBG funds will be used as an additional resource to supplement funding these projects.

DRAFT

CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	8	11
Number of Special-Needs households to be provided affordable housing units	0	0
Total	8	11

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	1	1
Number of households supported through Rehab of Existing Units	7	16
Number of households supported through Acquisition of Existing Units	0	0
Total	8	17

Table 6 – Number of Households Supported

Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

The City sets realistic goals based on the CDBG funding received in order to achieve positive outcomes. At the start of PY2025, the City had prior year funding carried forward in homeownership assistance as well as homeowner rehabilitation and emergency repair projects. The unspent amounts from prior years were due to excess program income, income and time constraints

Discuss how these outcomes will impact future annual action plans.

The City will continue to set realistic goals in order to address affordable housing needs based on CDBG funding received annually in order to be consistent with the actual outcome with each activity.

Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	0	0
Low-income	6	0
Moderate-income	20	0
Total	26	0

Table 7 – Number of Households Served

Narrative Information

There were 3 activities during the program year where income based on family size was used to determine eligibility requirements that includes the Homeownership Program, the Homeowner Rehabilitation Program and the Emergency Home Repair Program, where The majority of clients served were low income.

CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)

Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

The City continues to participate in and support local efforts to serve the unsheltered and at-risk populations.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City has provided CDBG funding to local emergency shelters for operating cost that will assist in maintaining safe, decent, and affordable housing. Code Purple was established in the fall of 2014 that provides shelter for homeless persons in Kent County when the temperature or wind chill drops below 32 degrees. When Code Purple is in effect, the homeless are guided to emergency shelters and participating churches within the City of Dover and throughout Kent County that provide warm beds.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

The City of Dover does not directly provide these services, as homelessness prevention and related assistance are already provided through established state and community-based agencies and nonprofit organizations.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City of Dover does not directly provide homeless transition or permanent housing services, as these services are provided through established state and community-based agencies and nonprofit organizations. The City supports these efforts through CDBG-funded public services.

CR-30 - Public Housing 91.220(h); 91.320(j)

Actions taken to address the needs of public housing

Dover Housing Authority conducts an annual and a 5-year Physical Needs Assessment of their public housing inventory to determine the public housing needs. Projects are prioritized by the greatest need and completed with funding from their Capital Fund Program and their Operating Subsidy funds.

Actions taken to encourage public housing residents to become more involved in management and participate in homeownership

Dover Housing Authority provides their residents with support and assistance in job training, parenting, counseling, financial management and other skills. These programs are integrated in the housing programs through the Family Self-Sufficiency Program and/or other Resident Initiatives. It is the position of the City of Dover that these programs provide excellent opportunities for those in public housing to become economically and socially self-sufficient. DHA also provides homeownership opportunities through their Section 8 program, where the resident applies 30% of their income towards their mortgage for the first fifteen years of owning their home and DHA pays the remaining 70%. After fifteen years, the resident pays 100% of their mortgage. In 2025, one of the recipients of the first-time homeownership assistance was a participant in this program.

Actions taken to provide assistance to troubled PHAs

Not applicable

CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)

Unlike many communities, Dover has not practiced "exclusionary zoning" where most of the undeveloped land is designated for large lot single family detached homes. To the contrary, The Dover Plan (Dover's Comprehensive Plan) designates a large portion of undeveloped lands for medium density housing, and a smaller but significant portion for high density housing. The land is subsequently zoned accordingly, permitting a range of residential densities and housing types.

The most recent *2019 Comprehensive Plan Update* is completed and was adopted in January 2020. The Land Development Plan specifically identifies a range of residential land uses from low density to high density throughout the City. The plan continues to recommend a range of residential densities and focuses specifically on housing in one chapter.

In October 2025, the City of Dover applied to the Delaware State Housing Authority (DSHA) to participate in the State's Land Use Reform Pilot Program. Under this program, the City was paired with a Technical Assistance (TA) provider through DSHA. The Land Use Reform Pilot Program officially kicked off in March 2026. Dover was assigned Rossi Group as the TA provider. Rossi Group completed a review of the City's Zoning and Subdivision Ordinances and land development processes to identify barriers to constructing a variety of housing types that would support opportunities for affordable housing in Dover. The review included permitted residential uses in each zone, bulk standards such as minimum lot sizes and setbacks, parking requirements, and supplementary regulations. Public engagement on the Regulatory Analysis Summary is planned for fall 2026, with ordinance development to address identified barriers planned for introduction in early 2027.

Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)

The greatest obstacle in meeting the undeserved needs for the City are lack of federal, state, and other sources of funding and the lack of affordable housing. In addition, the City's Downtown Target Area has the highest concentration of low to moderate income residents with aging homes in need of housing rehabilitation.

The following is an outline of incentives to promote affordable housing in the City of Dover within the designated target areas:

1. Provide up to 20% cash rebate for qualifying construction projects (capped at \$1 million/property)

2. A transfer tax rebate of the buyer's portion of the real estate tax upon issuance of a Certificate of Occupancy
3. Waiver of building, plumbing, mechanical and fire protection permit fees
4. Waiver of City sewer and water impact fees
5. 10-year abatement of property tax on the value of improvements

Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)

Currently, the State of Delaware Department of Public Health enforces lead based paint abatement within the City of Dover. Under the State's program, families with children who have been diagnosed by the Public Health centers with lead poisoning are referred to a State Lead Based Paint Inspector. The inspector then performs the relevant technical analysis of the family's residence. If lead based paint is discovered, abatement is required.

The City currently requires lead-based paint testing and interim controls in conjunction with its CDBG rehabilitation and first-time homebuyers assistance programs. The City of Dover Department of Planning and Inspections does not have the equipment necessary to accurately identify lead-based paint during housing inspections.

In addition to the activities of the City of Dover and the State of Delaware Department of Public Health, the Dover Housing Authority has been active in lead based paint abatement in the City. The Dover Housing Authority has tested and abated lead-based paint in all its public housing units. The Dover Housing Authority also deals with the lead paint hazards in private rental units through the enforcement of the Housing Quality Standards in conjunction with its Section 8 Rental Certificate/Rental Voucher Program.

For all rehabilitation projects that qualify for lead base paint testing and hazards, the City will take the necessary actions in order to reduce lead base paint hazards in accordance with HUD.

Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)

The City will continue to fund CDBG projects that will reduce the number of poverty level families by addressing the most critical needs of families, such as funding and support to emergency shelters, providing homeownership assistance to qualifying families who purchase affordable housing in the City of Dover, and complete homeowner rehabilitation and emergency home repairs to owner occupied homes of very low to moderate-income families in the City.

Actions taken to develop institutional structure. 91.220(k); 91.320(j)

The main gap that exists in the Institutional Delivery System is the lack of affordable rental housing. The public housing waiting list for Dover Housing Authority has 6,862 applicants on the Housing Choice Voucher waiting list. The average person remains on the waiting list for up to 2 years which increases

the risk of homelessness and suffers from a severe housing cost burden paying over 50% of their income in rent.

The strategy for overcoming gaps in the institutional structure is to continue to provide CDBG funding and support to the existing service and housing providers that service the needs of low income persons and those with special needs. In addition, the City will continue to work collaboratively with non-profits and the State and local housing authorities on initiatives that support affordable housing in the City of Dover.

Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)

The City will continue to collaborate with public and private housing providers and social service agencies to meet the goals and objectives of the Consolidated Plan. The Community Development Manager is engaging with several non-profits, agencies, and task forces that service the needs of low to moderate income persons.

Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)

In 2017, the Delaware State Fair Housing Consortium was established to conduct a Statewide Analysis of Impediments to Fair Housing Choice. The Consortium included jurisdictions receiving federal housing funds directly from HUD, as well as public housing authorities operating within those jurisdictions. The City of Dover and Dover Housing Authority were members of the Consortium. The Lawyers' Committee for Civil Rights Under Law and the Poverty & Race Research Action Council (PRRAC) assisted the Consortium in preparing the Analysis of Impediments (AI), which was completed in November 2020.

During PY2025, the City continued to address identified fair housing impediments through housing development and preservation, land use and zoning initiatives, development incentives, code enforcement, and coordination with state and community partners. Actions included supporting the development of affordable housing in areas with access to shopping and public transportation, approving zoning waivers to facilitate affordable housing development on smaller lots, administering Downtown Development District incentives and fee waivers, and conducting annual housing inspections to help preserve safe and habitable rental housing.

The City also continued efforts to expand housing options and identify regulatory barriers to affordable housing. In PY2025, Dover applied to participate in DSHA's Land Use Reform Pilot Program, which subsequently provided technical assistance to review the City's zoning and subdivision regulations and identify potential barriers to developing a variety of housing types.

Detailed actions taken during PY2025 to address the goals and priorities identified in the Statewide Analysis of Impediments are provided in the attached document.

DRAFT

CR-40 - Monitoring 91.220 and 91.230

Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

The City monitors CDBG activities on a consistent basis through review of client and beneficiary data, program reports, invoices, expense documentation, and subrecipient activities. The City also conducts annual monitoring site visits to assess subrecipient compliance with applicable HUD regulations, federal requirements, and the terms and conditions of their agreements. The monitoring process includes a review of program performance, eligibility, financial management, expenditures, supporting documentation, procurement, and compliance with applicable federal requirements, including the Uniform Guidance under 2 CFR Part 200.

Financial monitoring is conducted to ensure that CDBG funds are used for eligible and approved activities and that expenditures are adequately supported, reasonable, necessary, and properly allocated to the program. The City reviews financial records and supporting documentation to identify potential deficiencies and ensure compliance with applicable cost principles, procurement requirements, recordkeeping requirements, and other federal regulations. Monitoring also includes reviewing the timely expenditure of funds and the subrecipient's progress toward meeting program and performance goals.

When areas of non-compliance or deficiencies are identified, the City documents the findings and requires corrective action by the subrecipient. CDBG staff provide technical assistance and follow-up monitoring, as appropriate, to assist subrecipients in correcting deficiencies and maintaining compliance with program requirements.

The City also promotes participation by minority-owned and local businesses in procurement opportunities. In accordance with the City's Purchasing Policy, a 3% reduction is applied in the evaluation of bids submitted by qualifying minority-owned and local businesses. CDBG-funded activities are reviewed to ensure consistency with the City's Consolidated Plan and Annual Action Plan.

Citizen Participation Plan 91.105(d); 91.115(d)

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.

The City provides citizens with reasonable notice and an opportunity to review and comment on performance reports, including the Consolidated Annual Performance and Evaluation Report (CAPER). Notice of the availability of the CAPER and the opportunity to submit comments is provided through the City's website. The City also makes the CAPER available for public review on the City's website and at City offices.

The Draft CAPER is made available for public review and comment for a minimum of 15 days. The City considers all written and oral comments received during the public comment period. A summary of any comments or views not accepted and the reasons for their non-acceptance is included with the final report.

The City continues to encourage participation by residents, community organizations, and agencies serving low- and moderate-income individuals, persons with disabilities, and other populations that may benefit from the programs described in the Consolidated Plan.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

During program year 2025, there were no changes in the City of Dover's program objectives.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?

No

[BEDI grantees] Describe accomplishments and program outcomes during the last year.

Not applicable

CR-58 – Section 3

Identify the number of individuals assisted and the types of assistance provided

Total Labor Hours	CDBG	HOME	ESG	HOPWA	HTF
Total Number of Activities	0	0	0	0	0
Total Labor Hours					
Total Section 3 Worker Hours					
Total Targeted Section 3 Worker Hours					

Table 8 – Total Labor Hours

Qualitative Efforts - Number of Activities by Program	CDBG	HOME	ESG	HOPWA	HTF
Outreach efforts to generate job applicants who are Public Housing Targeted Workers					
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.					
Direct, on-the job training (including apprenticeships).					
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.					
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).					
Outreach efforts to identify and secure bids from Section 3 business concerns.					
Technical assistance to help Section 3 business concerns understand and bid on contracts.					
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.					
Provided or connected residents with assistance in seeking employment including: drafting resumes, preparing for interviews, finding job opportunities, connecting residents to job placement services.					
Held one or more job fairs.					
Provided or connected residents with supportive services that can provide direct services or referrals.					
Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.					
Assisted residents with finding child care.					
Assisted residents to apply for, or attend community college or a four year educational institution.					
Assisted residents to apply for, or attend vocational/technical training.					
Assisted residents to obtain financial literacy training and/or coaching.					
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.					
Provided or connected residents with training on computer use or online technologies.					
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.					
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.					
Other.					

Table 9 – Qualitative Efforts - Number of Activities by Program

Narrative

The City of Dover did not have any projects during PY2025 that would trigger Section 3 Compliance.

DRAFT

Attachment 1: CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)

In 2017, the Delaware State Fair Housing Consortium was established to conduct a Statewide Analysis of Impediments to Fair Housing Choice. The Consortium included jurisdictions receiving federal housing funds directly from HUD, as well as public housing authorities operating within those jurisdictions. The City of Dover and Dover Housing Authority were members of the Consortium.

The Lawyers' Committee for Civil Rights Under Law and the Poverty & Race Research Action Council (PRRAC) assisted the Consortium in preparing the Analysis of Impediments (AI), which was completed in November 2020.

During PY2025, the City continued to address fair housing impediments through its housing assistance programs, affordable housing investments, outreach and public education efforts, and coordination with state and community partners.

Goal 1: Increase the supply of affordable housing in high opportunity areas

1. Explore developing inclusionary zoning and/or housing trust fund in Kent County and Dover.

With the high cost of housing, it is essential to the economic well-being of the community to provide a range of housing opportunities for all income levels.

The most recent 2019 Comprehensive Plan update outlines goals and recommendations discussed in the Land Development Plan that provides Land Development Principles to be implemented through ordinance revisions. They include:

- Encourage infill and redevelopment
- Encourage a mix of housing styles within new residential developments
- Encourage and support redevelopment of the Downtown Redevelopment Target Area with a mix of residential, commercial and office uses.

In PY2025, the Rojan Meadows Subdivision completed 36% development of a mixture of affordable townhouses, duplexes and single-family homes.

The city continues to work with the Downtown Development Partnership and landlords to maintain and increase affordable rental units above their commercial space.

The following goals and policies have been set for residential land use:

Goals: To develop and maintain an adequate supply of housing of varying type, size and densities that are aesthetically pleasing and located within neighborhoods designed or redesigned to promote convenience, conservation and access to the greater community.

Policies: Residential Land Use related to affordable housing

- Allow flexibility in housing styles and types while regulating gross density within residential developments
- Encourage high density residential development in infill areas that are near services, public transit and employment opportunities.

In PY2025, Habitat for Humanity and NeighborGood Partners completed a combined total of 5

affordable housing units in the Downtown Redevelopment Area that are in close proximity to shopping centers and public transit.

2. Explore changes to existing building and zoning codes to expand housing options to better fit housing needs such as permit accessory dwelling units, multifamily housing, and smaller lots sizes.

In October 2025, the City of Dover applied to the Delaware State Housing Authority (DSHA) to participate in the State's Land Use Reform Pilot Program. Under this program, the City was paired with a Technical Assistance (TA) provider through DSHA. The Land Use Reform Pilot Program officially kicked off in March 2026. Dover was assigned Rossi Group as the TA provider. Rossi Group completed a review of the City's Zoning and Subdivision Ordinances and land development processes to identify barriers to constructing a variety of housing types that would support opportunities for affordable housing in Dover. The review included permitted residential uses in each zone, bulk standards such as minimum lot sizes and setbacks, parking requirements, and supplementary regulations. Public engagement on the Regulatory Analysis Summary is planned for fall 2026, with ordinance development to address identified barriers planned for introduction in early 2027.

In PY2025, the city approved 2 waivers to developers to relax the bulk standards to construct affordable housing on smaller lots in the Downtown Development District (DDD).

3. Encourage local jurisdictions and counties to waive or reduce fees for affordable housing.

The following waiver and fees have been implemented to promote affordable housing within the Downtown Development District and Restoring Central Dover areas:

1. Provide up to 20% cash rebate for qualifying construction projects (capped at \$1 million/property)
2. A transfer tax rebate of the buyer's portion of the real estate tax upon issuance of a Certificate of Occupancy
3. Waiver of building, plumbing, mechanical and fire protection permit fees
4. Waiver of City sewer and water impact fees
5. 10-year abatement of property tax on the value of improvements

The City Planning Staff administers the application submission and review process for the series of Incentives in the Downtown Development District. In calendar year 2025, the City approved eight (8) DDD Incentive applications for two new homes, renovation of a duplex and a single-family home, creation of apartments at two locations, and commercial renovations at two locations. Over the course of 2025, the City recorded \$8,559 in Permit Fee Waivers for ten (10) properties for the purpose of new housing or business renovations. The City Impact Fee Waiver was utilized for two properties, at a value of \$8,000. The use of DDD Incentives has been a key component impacting housing development near the Downtown, as groups like NeighborGood Partners (formally NCALL) and Central Delaware Habitat for Humanity continue their investment in building new single-family homes on previously blighted properties.

Goal 2: Preserve the existing stock of affordable housing

1. For municipalities with complaint driven code enforcement policies, review and revise as needed to require regular inspections to reduce displacement and fear of retaliation by landlords against tenants

As part of the Rental Dwelling Permit Program, Code Enforcement Officers routinely inspect rental dwelling units to ensure they meet the requirements of the International Property Maintenance Code. The Officers work throughout the City but often place emphasis on the older neighborhoods where there tends to be code violations due to the aging properties in the area.

During PY2025, Code Enforcement Offices conducted 537 Annual Housing Inspections. This number is down from prior years due to attrition and caseload, as well as hiring and training new personnel.



Office of Community Planning and Development
U.S. Department of Housing and Urban Development
Integrated Disbursement and Information System
PR26 - CDBG Financial Summary Report
Program Year 2025
DOVER , DE

DATE: 08-12-26
TIME: 11:27
PAGE: 1

PART I: SUMMARY OF CDBG RESOURCES

01 UNEXPENDED CDBG FUNDS AT END OF PREVIOUS PROGRAM YEAR	297,430.26
02 ENTITLEMENT GRANT	321,933.00
03 SURPLUS URBAN RENEWAL	0.00
04 SECTION 108 GUARANTEED LOAN FUNDS	0.00
05 CURRENT YEAR PROGRAM INCOME	0.00
05a CURRENT YEAR SECTION 108 PROGRAM INCOME (FOR SI TYPE)	0.00
06 FUNDS RETURNED TO THE LINE-OF-CREDIT	0.00
06a FUNDS RETURNED TO THE LOCAL CDBG ACCOUNT	0.00
07 ADJUSTMENT TO COMPUTE TOTAL AVAILABLE	0.00
08 TOTAL AVAILABLE (SUM, LINES 01-07)	619,363.26

PART II: SUMMARY OF CDBG EXPENDITURES

09 DISBURSEMENTS OTHER THAN SECTION 108 REPAYMENTS AND PLANNING/ADMINISTRATION	425,253.94
10 ADJUSTMENT TO COMPUTE TOTAL AMOUNT SUBJECT TO LOW/MOD BENEFIT	0.00
11 AMOUNT SUBJECT TO LOW/MOD BENEFIT (LINE 09 + LINE 10)	425,253.94
12 DISBURSED IN IDIS FOR PLANNING/ADMINISTRATION	72,209.78
13 DISBURSED IN IDIS FOR SECTION 108 REPAYMENTS	0.00
14 ADJUSTMENT TO COMPUTE TOTAL EXPENDITURES	0.00
15 TOTAL EXPENDITURES (SUM, LINES 11-14)	497,463.72
16 UNEXPENDED BALANCE (LINE 08 - LINE 15)	121,899.54

PART III: LOWMOD BENEFIT THIS REPORTING PERIOD

17 EXPENDED FOR LOW/MOD HOUSING IN SPECIAL AREAS	0.00
18 EXPENDED FOR LOW/MOD MULTI-UNIT HOUSING	0.00
19 DISBURSED FOR OTHER LOW/MOD ACTIVITIES	425,253.94
20 ADJUSTMENT TO COMPUTE TOTAL LOW/MOD CREDIT	0.00
21 TOTAL LOW/MOD CREDIT (SUM, LINES 17-20)	425,253.94
22 PERCENT LOW/MOD CREDIT (LINE 21/LINE 11)	100.00%

LOW/MOD BENEFIT FOR MULTI-YEAR CERTIFICATIONS

23 PROGRAM YEARS(PY) COVERED IN CERTIFICATION	PY: PY: PY:
24 CUMULATIVE NET EXPENDITURES SUBJECT TO LOW/MOD BENEFIT CALCULATION	0.00
25 CUMULATIVE EXPENDITURES BENEFITING LOW/MOD PERSONS	0.00
26 PERCENT BENEFIT TO LOW/MOD PERSONS (LINE 25/LINE 24)	0.00%

PART IV: PUBLIC SERVICE (PS) CAP CALCULATIONS

27 DISBURSED IN IDIS FOR PUBLIC SERVICES	33,099.96
28 PS UNLIQUIDATED OBLIGATIONS AT END OF CURRENT PROGRAM YEAR	22,700.00
29 PS UNLIQUIDATED OBLIGATIONS AT END OF PREVIOUS PROGRAM YEAR	4,640.30
30 ADJUSTMENT TO COMPUTE TOTAL PS OBLIGATIONS	0.00
31 TOTAL PS OBLIGATIONS (LINE 27 + LINE 28 - LINE 29 + LINE 30)	51,159.66
32 ENTITLEMENT GRANT	321,933.00
33 PRIOR YEAR PROGRAM INCOME	52,000.00
34 ADJUSTMENT TO COMPUTE TOTAL SUBJECT TO PS CAP	0.00
35 TOTAL SUBJECT TO PS CAP (SUM, LINES 32-34)	373,933.00
36 PERCENT FUNDS OBLIGATED FOR PS ACTIVITIES (LINE 31/LINE 35)	13.68%

PART V: PLANNING AND ADMINISTRATION (PA) CAP

37 DISBURSED IN IDIS FOR PLANNING/ADMINISTRATION	72,209.78
38 PA UNLIQUIDATED OBLIGATIONS AT END OF CURRENT PROGRAM YEAR	5,919.85
39 PA UNLIQUIDATED OBLIGATIONS AT END OF PREVIOUS PROGRAM YEAR	14,705.09
40 ADJUSTMENT TO COMPUTE TOTAL PA OBLIGATIONS	0.00
41 TOTAL PA OBLIGATIONS (LINE 37 + LINE 38 - LINE 39 +LINE 40)	63,424.54
42 ENTITLEMENT GRANT	321,933.00
43 CURRENT YEAR PROGRAM INCOME	0.00
44 ADJUSTMENT TO COMPUTE TOTAL SUBJECT TO PA CAP	0.00
45 TOTAL SUBJECT TO PA CAP (SUM, LINES 42-44)	321,933.00
46 PERCENT FUNDS OBLIGATED FOR PA ACTIVITIES (LINE 41/LINE 45)	19.70%

LINE 17 DETAIL: ACTIVITIES TO CONSIDER IN DETERMINING THE AMOUNT TO ENTER ON LINE 17

No data returned for this view. This might be because the applied filter excludes all data.

LINE 18 DETAIL: ACTIVITIES TO CONSIDER IN DETERMINING THE AMOUNT TO ENTER ON LINE 18

No data returned for this view. This might be because the applied filter excludes all data.

LINE 19 DETAIL: ACTIVITIES INCLUDED IN THE COMPUTATION OF LINE 19

Plan Year	IDIS Project	IDIS Activity	Voucher Number	Activity Name	Matrix Code	National Objective	Drawn Amount
2023	4	238	7058154	House of Hope	05Z	LMC	\$2,465.30
2024	3	243	7095342	Dover Interfaith Mission for Housing	05Z	LMC	\$926.94
2024	4	244	7058154	House of Hope	05Z	LMC	\$2,175.00
2024	4	244	7095342	House of Hope	05Z	LMC	\$6,288.29
2024	4	244	7129397	House of Hope	05Z	LMC	\$9,544.57
2024	4	244	7162736	House of Hope	05Z	LMC	\$4,610.66
2025	7	253	7162736	House of Hope Operations	05Z	LMC	\$7,089.20
					05Z	Matrix Code	\$33,099.96
2025	8	254	7162736	Habitat for Humanity Construction Costs	12	LMH	\$25,000.00
					12	Matrix Code	\$25,000.00
2024	1	241	7072823	Homeownership Assistance Program	13B	LMH	\$40,000.00
2024	1	241	7095342	Homeownership Assistance Program	13B	LMH	\$75,210.45
2025	3	249	7095342	Homeownership Assistance Program	13B	LMH	\$3,951.84
2025	3	249	7129397	Homeownership Assistance Program	13B	LMH	\$19,124.59
2025	3	249	7162736	Homeownership Assistance Program	13B	LMH	\$60,000.00
					13B	Matrix Code	\$198,286.88
2022	5	231	7058154	Homeowner Rehabilitation Program	14A	LMH	\$3,690.00
2024	5	245	7072823	Homeowner Rehabilitation Program	14A	LMH	\$47,424.65
2024	5	245	7129397	Homeowner Rehabilitation Program	14A	LMH	\$7,575.35
2024	6	246	7072823	Emergency Home Repairs	14A	LMH	\$14,595.43
2024	6	246	7129397	Emergency Home Repairs	14A	LMH	\$13,315.00
2024	6	246	7162736	Emergency Home Repairs	14A	LMH	\$12,089.57
2025	4	250	7129397	Milford Housing Homeowner Rehabilitation Program	14A	LMH	\$7,002.92
2025	4	250	7162736	Milford Housing Homeowner Rehabilitation Program	14A	LMH	\$15,392.50
2025	5	251	7162736	Milford Housing Emergency Repair Program	14A	LMH	\$13,521.93
					14A	Matrix Code	\$134,607.35
2023	5	239	7058154	Homeowner Rehabilitation Program	14D	LMH	\$6,650.00
2023	5	239	7072823	Homeowner Rehabilitation Program	14D	LMH	\$8,838.56
2023	6	240	7058154	Emergency Home Repairs	14D	LMH	\$16,231.29
2023	6	240	7072823	Emergency Home Repairs	14D	LMH	\$2,539.90
					14D	Matrix Code	\$34,259.75
Total							\$425,253.94

LINE 27 DETAIL: ACTIVITIES INCLUDED IN THE COMPUTATION OF LINE 27

Plan Year	IDIS Project	IDIS Activity	Voucher Number	Activity to prevent, prepare for, and respond to Coronavirus	Activity Name	Grant Number	Fund Type	Matrix Code	National Objective	Drawn Amount
2023	4	238	7058154	No	House of Hope	B23MC100002	EN	05Z	LMC	\$2,465.30
2024	3	243	7095342	No	Dover Interfaith Mission for Housing	B24MC100002	EN	05Z	LMC	\$926.94
2024	4	244	7058154	No	House of Hope	B24MC100002	EN	05Z	LMC	\$2,175.00
2024	4	244	7095342	No	House of Hope	B24MC100002	EN	05Z	LMC	\$6,288.29
2024	4	244	7129397	No	House of Hope	B24MC100002	EN	05Z	LMC	\$9,544.57
2024	4	244	7162736	No	House of Hope	B24MC100002	EN	05Z	LMC	\$4,610.66
2025	7	253	7162736	No	House of Hope Operations	B25MC100002	EN	05Z	LMC	\$7,089.20
								05Z	Matrix Code	\$33,099.96
				No	Activity to prevent, prepare for, and respond to Coronavirus					\$33,099.96

