



CITY OF DOVER, DELAWARE
SPECIAL LEGISLATIVE, FINANCE, AND ADMINISTRATION MEETING
Thursday, July 09, 2026 at 6:00 PM

City Hall Council Chambers, 15 Loockerman Plaza, Dover, Delaware

AGENDA

Public comments are welcomed on any item and will be permitted at the appropriate time. When possible, please notify the City Clerk (302-736-7008 or email at cityclerk@dover.de.us) should you wish to be recognized.

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CALL THE SPECIAL LEGISLATIVE, FINANCE, AND ADMINISTRATION MEETING TO ORDER

ADOPTION OF AGENDA

- 1. Discussion on the FY2026-27 Long-Term Fiscal Solvency, Wealth, and Health Optimization of The Capital of Delaware (Councilman Sudler and Councilman Lewis)**

ADJOURNMENT OF THE SPECIAL LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE MEETING

THE AGENDA ITEMS AS LISTED MAY NOT BE CONSIDERED IN SEQUENCE. PURSUANT TO 29 DEL. C. §10004(e)(2), THIS AGENDA IS SUBJECT TO CHANGE TO INCLUDE THE ADDITION OR THE DELETION OF ITEMS, INCLUDING EXECUTIVE SESSIONS, WHICH ARISE AT THE TIME OF THE MEETING

SYNOPSIS

Background:

The City of Dover exhibits a profound structural fiscal asymmetry, driven by a highly constrained municipal tax base where 45% of the total real property aggregate is encumbered by statutory tax exemptions for state complexes, universities, and non-profit 501(c)(3) healthcare networks. Vesting its authority in the explicit legislative power of the City Council, the passage of an **RESOLUTION OFFICIALLY REQUESTING THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE TO ENACT AN AMENDMENT TO THE CHARTER OF THE DOVER CONCERNING THE ESTABLISHMENT OF SECTION 49A (MUNICIPAL SERVICES IMPACT FEE)** will permanently elevate the city's emergency floor from \$4.78 million to an unassailable 11.35% statutory baseline of \$6.78 million, establishing a multi-layered shield against future economic fluctuations.

Hard Reality & Technical Validity:

Opponents rely on an outdated defense, arguing that their economic presence and job creation should buy them a lifetime exemption from local infrastructure costs. Job creation does not pave roads, institutional growth does not clear stormwater networks, and prestige does not fuel emergency rescue vehicles. Sustaining a resilient Capital requires tangible, liquid capital—not economic theories. Proposing a flat \$50,000 statutory cap on a multi-million gross square foot (GSF) complex is an insult to Dover taxpayers that mathematically disconnect from real asset exhaustion.

Budgetary Outcome:

Backing this revenue pipeline is an optimized Priority-Based Budgeting (PBB) model ensuring 100% compliance with Page 20 Revenue Policies 1 and 7 of the city budgets [2026-CAMSA-04]. The engine establishes an immutable baseline of 12,990,000 GSF, generating a predictable \$12,990,000.00 annually (\$64,950,000 over five years) fenced into capital sub-accounts: 50.04% for public safety offsets, 34.56% for utility grid stabilization, and 15.40% for emergency reserve stabilization [2026-CAMSA-04]. CAMSA successfully reduces regressive tax burdens on residents, secures the city's revenue engine, and promotes the long-term fiscal and structural sustainability of the Dover community.

THE CAPITAL OF DELAWARE

FY2026-27

Long-Term

Fiscal

Solvency,

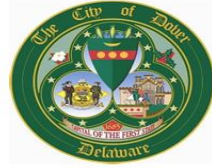
Wealth,

and

Health

Optimization

Sponsored By:
Roy Sudler, Jr., Ph.D.
District 4 Councilman
Brian Lewis
District 2 Councilman



CITY OF DOVER, DELAWARE

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Executive Summary

I. Paradigm Shift in Municipal Finance

The City of Dover faces a structural revenue imbalance that challenges its long-term budgetary sustainability. This comprehensive financial policy framework introduces the **Capital Area Municipality Sustainability Act (CAMSA)**, a landmark home-rule initiative designed to transition the capital city to an equitable fiscal stabilization framework. At its core, CAMSA operationalizes a data-driven **Priority-Based Budgeting (PBB)** model to implement a **Municipal Services Impact Fee (MSIF)**. This strategy shifts Dover away from regressive residential funding cycles and anchors its future on a single, transparent structural principle: **growth pays for growth**. Public safety and asset preservation require tangible capital, not just economic presence; therefore, massive institutions must directly contribute to the public frameworks that sustain them. The recurring gross revenue stream of \$12,990,000 annually enables upward capital re-allocation. By securing **\$64,950,000 over five years in net infrastructure and safety funds**, the city gains the fiscal latitude to freeze regressive charges and potentially reduce current resident utility charges. Returning tangible financial relief directly to the pockets of Delaware's Capital constituents optimizes household disposable income, directly securing the long-term safety, health, economic comfort, and optimal well-being of our community.

A. Directly Safeguarding Constituent Wealth and Health Optimization

By establishing an independent cost-recovery stream, CAMSA eliminates the need for regressive local property tax increases (saving the average Dover household **\$841.29 annually** or **\$70.11 monthly**) and freezes (Safeguard) utility rate hikes at a strict 0%. Furthermore, following the full capitalization of the Emergency Reserve floor in Year 2, CAMSA grants City Council the legislative authority to evaluate annual capital surpluses to mitigate existing resident utility charges and optimize constituents' wealth and health well-being.

This revenue will fund the massive tax-exempt institutions placed on the city's utility grids, emergency services, and stormwater management networks. It ensures resident utility rates remain stable. To ensure the highest standards of fiscal responsibility and administrative operational readiness, we are requesting that the Legislative, Finance, and Administrative Committee approve and authorize City Manager Sharon Duca, and the municipal budget team to conduct a rigorous **Sustainability and Feasibility Assessment** of this framework by August 24, 2026. We seek Council's support in verify the administrative implementation path, long-term revenue projections, and technical deployment metrics of the MSIF to confirm its alignment with city's PBB approach to operations.

I. Conceptual & Theoretical Alignment

Priority-Based Budgeting (PBB) shifts municipal financing away from traditional, line-item incremental budgeting. Rather than scaling previous years' spending up or down by an arbitrary

percentage, PBB allocates resources based on a program's direct contribution to defined community outcomes. Traditional line-item budgeting models focus on input incremental adjustments based on historical baselines. Conversely, Chris Fabian and the Center for Priority-Based Budgeting (2012) pioneer Priority-Based Budgeting (PBB) as a theory to align fiscal resources directly with community outcomes and values.

[Traditional Line-Item Model] → Incremental Changes → Funds Historical Departments → Fails Cost-Recovery

[Priority-Based Model (PBB)] → Outcome-Aligned → Funds Fenced Programs → Enables Cost-Recovery

A. PBB Gap in Approach

However, a significant **gap exists in current PBB literature**: A review of contemporary public finance literature reveals a systemic structural gap: traditional municipal budgeting models are failing mid-sized capital cities because they lack modern regulatory frameworks to recover infrastructure wear-and-tear costs from the mega-scale, tax-exempt institutional growth driving those very costs. Literature shows that when traditional municipal budgeting faces this gap, the options are narrow and regressive: cities either spike local property taxes or enforce flat utility user fees (such as Dover's proposed 1-cent electricity-usage hike) [2026-CAMSA-04].

This shifts the operational burden entirely onto resident wallets, violating the core public finance principle of equitable revenue distribution. In Dover, this spatial imbalance has reached a critical threshold: **45% of the real property footprint is tax-exempt**, forcing the remaining **55% of taxable properties** (working families and local shopkeepers) to absorb **100% of the financial burden** for public assets utilized by the entire state [2026-CAMSA-04]. Most municipalities approach PBB as an *internal spending tool* to cut municipal departmental waste, rather than an *external revenue-generating framework* to capture cost-recovery from non-paying entities.

III. PBB as an External Revenue-Generating Framework

CAMSA bridges the gap by anchoring its validity in Page 20 Revenue Policies 1 and 7 of the Dover Budget, the act uses PBB theory to justify a **\$1.00 per gross square foot (GSF) Municipal Services Impact Fee (MSIF)** [2026-CAMSA-04]. It shifts the municipality from an input-driven baseline to an outcome-driven baseline, where large-scale growth is held structurally accountable for the public frameworks it exhausts [2026-CAMSA-04]. The implementation of the Capital Area Municipality Sustainability Act (CAMSA) in Dover, Delaware, sits at the intersection of three critical fields in municipal finance and public administration: the structural property tax-exempt paradox, the optimization of Priority-Based Budgeting (PBB), and intergovernmental capital infrastructure degradation.

A. The Structural Property Tax-Exempt Paradox

The **structural property tax-exempt paradox** describes a systemic public finance crisis where a municipality's economic growth actively erodes its primary revenue engine [2026-CAMSA-04].

[Institutional Footprint Expands] → Drives Up Municipal Demand → Removes Land from Tax Base

[Resulting Fiscal Imbalance] → 45% Land Base Pays \$0.00 → 55% Residents Pay 100% of Bill

B. The Paradigm

In traditional public finance, expanding real estate footprints and institutional growth signal a thriving municipal economy. The paradox arises because premier educational, governmental, and medical institutions are constitutionally and legally exempt from *ad valorem* property taxes [2026-CAMSA-04]. **Ad valorem property taxes** are local government taxes levied on real estate or personal property, where the tax amount is calculated as a direct percentage of the property's assessed value [2026-CAMSA-04]

IV. The Tax-Exempt Status vs. Regulatory Service Fees

In the context of municipal public administration, ad valorem property taxes are highly volatile due to statutory exemptions granted to specific organizations [2026-CAMSA-04]. **The Ad Valorem Exemption:** Under state constitutions and federal laws, properties owned by government agencies, public universities, religious institutions, and registered 501(c)(3) non-profit healthcare networks are **100% exempt from paying ad valorem property taxes** [2026-CAMSA-04]. No matter how massive their physical footprint grows or how much market value their buildings command, their ad valorem property tax bill remains exactly **\$0.00** [2026-CAMSA-04].

A. Legal and Mathematical Distinction

To withstand constitutional scrutiny and avoid classification as an unauthorized municipal tax, the MSIF maintains a rigid structural distinction:

Fiscal Metric	Ad Valorem Property Tax	Municipal Services Impact Fee (MSIF)
Calculation Base	Assessed market value of property.	Total Gross Square Footage (GSF) of building footprint.
Legal Framework	Wealth-based revenue generation.	Cost-recovery for regulatory services used.
Exemption Eligibility	100% exempt for state, educational, and 501(c)(3) entities. Zero exemptions; applies to all physical structures.	
Dedicated Use	Dispersed into General Fund operations.	Fenced exclusively for public safety and capital assets.

The Fiscal Distortion: As seen in Dover, Delaware, because **45% of the city's real property footprint is tax-exempt**, the ad valorem system breaks down [2026-CAMSA-04]. The city cannot collect value-based taxes from massive state complexes or university campuses, forcing the remaining **55% of taxable properties** (local residents and small businesses) to shoulder the entire tax burden [2026-CAMSA-04].

The Fee Distinction: This is why frameworks like the **Municipal Services Impact Fee (MSIF)** transition away from ad valorem structures [2026-CAMSA-04]. Because the MSIF is classified as a **regulatory service fee calculated strictly on Gross Square Footage (GSF)** rather than an ad valorem tax based on valuation, it bypasses traditional tax-exempt protections [2026-CAMSA-04]. It legally compels large institutions to pay for the exact physical utility and emergency assets they consume, creating structural fiscal equity [2026-CAMSA-04].

As these entities expand, they absorb geographic territory, removing valuable acreage from the taxable land base while driving up service demands [2026-CAMSA-04]. CAMSA resolves this paradox by shifting from property valuation to a **\$1.00 per gross square foot (GSF) regulatory service fee**, ensuring that non-residential mega-structures pay their fair share [2026-CAMSA-04].

- B. **Optimizing Priority-Based Budgeting (PBB)** means changing how a city creates its budget by focusing on results achieved rather than money spent [2026-CAMSA-04]. In simple terms, traditional budgeting looks backward. It takes last year's departmental budgets and simply adds or subtracts a small percentage [2026-CAMSA-04]. PBB flips this model on its head by looking forward [2026-CAMSA-04]. It defines the city's core goals—like keeping residents safe or repairing broken utility grids—and then channels money exclusively to the specific programs that directly achieve those goals [2026-CAMSA-04].

V. Redefining the Concept in Three Simple Parts

[Old Budgeting Model] → Funds Historical Departments → "We give money to a department because we always have."

[Optimized PBB Model] → Funds Fenced Strategic Goals → "We buy this fire truck because it solves a specific safety crisis."

Shifting from Inputs to Outcomes

Traditional budgeting asks, "*What are we buying?*" (e.g., paper, salaries, office supplies). Optimized PBB asks, "*What are we accomplishing?*" [2026-CAMSA-04] Every single dollar is treated as an active investment toward a community target, like protecting household disposable income or modernizing a sewer main [2026-CAMSA-04].

Pricing Programs, Not Departments

Instead of giving a large lump sum of cash to a general department, optimized PBB breaks government down into specific programs and calculates the exact cost of each service [2026-CAMSA-04]. This transparency allows the city to see exactly which entities are driving up infrastructure wear and charge them a fair cost-recovery fee [2026-CAMSA-04].

Fencing and Sweeping Surplus Revenue

Under this framework, money is strictly locked into specific priority funds and cannot be used for random government overhead [2026-CAMSA-04]. Once a high-priority goal is met (such as fully saving up an emergency reserve), the budgeting engine automatically shifts gears, sweeping the extra money into the next highest priority—which, under CAMSA, means **sending cash back to residents to lower their utility bills** [2026-CAMSA-04].

VI. PBB Driven by Data-Validity

To remain legally defensible, survive state-level challenges, and comply with **Policy Mandate 7 on page 20 of the Dover Budget**, PBB must be **driven strictly by data-validity**. Data-validity means that every municipal program is priced, scored, and funded based on verified, empirical metrics [2026-CAMSA-04]. Under CAMSA, this ensures that the **\$1.00 per gross square foot (GSF) Municipal Services Impact Fee (MSIF)** is legally tied to true cost-recovery, rather than arbitrary taxation [2026-CAMSA-04]. Data-validity proves that **45% of Dover is tax-exempt**, leaving the remaining **55% of taxable resident properties** to unfairly fund the city [2026-CAMSA-04]. This data is the ultimate tool used to execute the **Upward Capital Re-allocation Clause**, safely capitalizing the emergency reserve to **\$6.78 million in Year 2** and sweeping subsequent surpluses into **direct residential utility bill reductions** [2026-CAMSA-04].

A. The Capital Area Municipality Sustainability Act (CAMSA)

CAMSA utilizes verified Municipal GIS Division spatial data sets to audit raw, physical footprint realities. By cataloging non-residential, tax-exempt structures that exceed the 50,000 GSF threshold, the city establishes an immutable billing baseline of **exactly 12,990,000 GSF**, generating **\$12,990,000.00 annually** in recurring cost-recovery revenue [2026-CAMSA-04]. Adhering to Revenue Policy Mandate 7, CAMSA implements a strict budgetary control framework that legally fences the \$12.99 million into distinct sub-accounts (50.04% for safety, 34.56% for grid repair, 15.40% for reserve stabilization) [2026-CAMSA-04].

B. PBB Approach Merged with CAMSA Framework

The **PBB/CAMSA framework** for absolute traceability in public bond management is designed to convincingly illustrate to the Joint Capital Improvement Committee the City's unwavering financial commitment necessary to secure state general obligation bonds or cash premiums from the Bonds Bill Committee. Implementing this adjustment will allow for the direct allocation of

state general funds to our city, significantly enhancing our capacity for effective financial management and reinforcing our infrastructure resilience.

VII. Clarifying the Council’s Legal Mandate

Before we delve into the operational challenges facing our infrastructure, it is important to address and dispel the misconception that the City of Dover lacks the authority to implement this fee. We need to foster a shared understanding of our legal framework, ensuring that all stakeholders recognize our capacity to take meaningful action for the benefit of our community.

- A. Article III, Section 18 of the Dover Charter vests City Council with the explicit legislative authority to pass ordinances, ensuring the power to set penalties for violations.**
- B. Fixing a Structural Injustice:** City Council and the Budget Team cannot ignore the math: **45% of Dover’s property footprint is tax-exempt**, forcing the remaining **55% of taxable properties** (residents and small businesses) to shoulder **100% of the maintenance burden** for public grids [2026-CAMSA-04]. This initiative honors Page 20 Revenue Policies 1 and 7 by broad-basing and diversifying the revenue engine [2026-CAMSA-04].
- C. Legal Incontrovertibility:** The argument leads directly with **Article III, Section 18 of the Dover Charter**, proving the Council possesses the explicit legislative authority to pass ordinances and penalize violations [2026-CAMSA-04]. This grounds the initiative in established law rather than administrative overreach. Any defense predicated on ignoring or bypassing this local framework is a direct challenge to the statutory authority granted by the Delaware General Assembly to the Capital's local government. The City of Dover possesses full legal backing to exercise its regulatory authority to enforce the **\$1.00 per GSF MSIF** as the single best approach moving forward to permanently mitigate utility user fees and tax hikes in the Capital of Delaware.

Full Budgetary Alignment: Implementing this fee secures total, verifiable compliance with the strict fiscal mandates established on page 20 of the FY2026-27 Budget.

Policy Mandate 1: *“The city will strive to maintain a broad and diversified revenue base that will equitably distribute the burden of supporting City services and will protect the city from short-term fluctuations in any one revenue source.”*

VIII. The Infrastructure Burden: Calculating the True Institutional Cost

Mega-scale, tax-exempt entities project an illusion of self-sustainability while consuming a disproportionate share of Dover's municipal resources. Operational data exposes the deep fiscal deficit these institutions impose on our city's core networks:

Pavement Degradation: Heavy logistics, commuter influx, and campus construction accelerate the lifecycle decay of local roadways, shifting millions in repaving costs onto residential taxpayers.

Stormwater Strain: Massive footprints of impervious surface area generate high-volume runoff, overwhelming local culverts and demanding expensive structural upgrades to our watershed management systems.

Emergency Services Volatility: High-density institutional campuses account for a critical volume of non-reimbursed public safety dispatches, stretching fire, rescue, and police resources to their absolute limits.

Fiscal Equity: Protecting Dover's Taxpayers

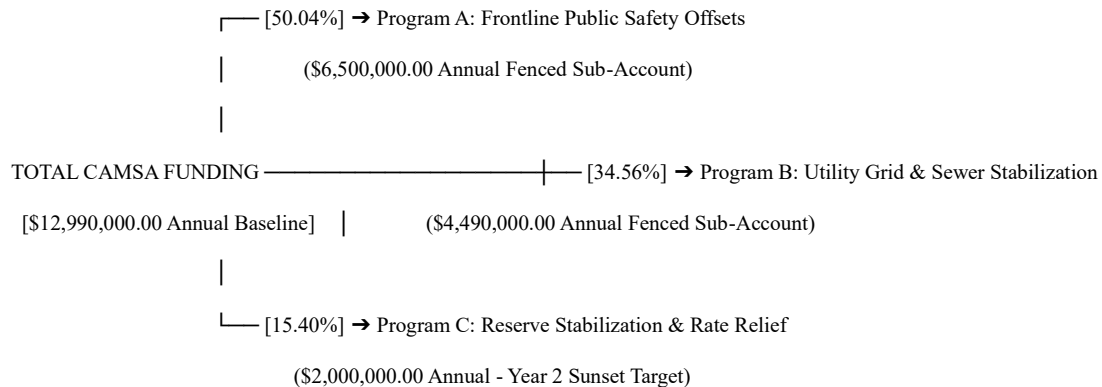
For decades, working families and small businesses have quietly subsidized the massive physical expansions of tax-exempt neighbors. The Capital Area Municipalities Sustainability Act (CAMSA) rectifies this imbalance through targeted structural reform:

Preventing Regressive Hikes: Without the \$12.99 million in recurring MSIF revenues, the city would face an immediate choice between spiking residential property taxes or raising utility rates.

Predictable Capital Forecasts: Priority-Based Budgeting (PBB) channels MSIF revenues directly into dedicated infrastructure funds, removing unpredictable capital project deficits from the general fund.

IX. Priority-Based Allocation Mandate

In strict accordance with Priority-Based Budgeting principles and to ensure 100% compliance with Page 20 Revenue Policies 1 and 7 of the FY2026-27 Budget, the City Council shall annually appropriate and distribute the projected \$12,990,000.00 in recurring MSIF revenue exclusively to high-priority capital programs. The allocation shall adhere to the following precise statutory layout:



(A) Program A: Frontline Public Safety Offsets

- **Allocation:** 50.04% of annual revenues, fixed at a baseline of **\$6,500,000.00**.
- **PBB Outcome Realized:** High-Occupancy Risk Mitigation and Emergency Readiness.
- **Statutory Restriction:** Expenditures from this sub-account are restricted to the procurement of 100-foot tractor-drawn aerial ladders, heavy emergency rescue apparatus, specialized fire suppression machinery, and equipment necessary to service mega-scale institutional, medical, and educational footprints.

(B) Program B: Utility Grid & Sewer Main Stabilization

- **Allocation:** 34.56% of annual revenues, fixed at a baseline of **\$4,490,000.00**.
- **PBB Outcome Realized:** Public Asset Preservation and Infrastructure Resiliency.
- **Statutory Restriction:** Monies shall be used exclusively for the heavy maintenance, capacity scaling, and structural repair of municipal electrical substations, transmission lines, sewer mains, stormwater runoff basins, and culverts running beneath or directly feeding massive non-residential footprints.

(C) Program C: Emergency Reserve Stabilization and Upward Capital Re-allocation

- **Allocation:** 15.40% of annual revenues, fixed at a baseline of **\$2,000,000.00**.
- **PBB Outcome Realized:** Long-Term Fiscal Solvency and Constituent Wealth Optimization.
- **Statutory Restriction and Sunset Protocol:**
 1. **Years 1 and 2 Baseline:** In Year 1 and Year 2 of implementation, the annual \$2,000,000.00 allocation shall be transferred directly to the City Emergency Reserve Fund to permanently raise and lock the cash floor to its unassailable **11.35% statutory baseline (\$6.78 million)**.
 2. **Year 3 Sunset Trigger:** Following the complete capitalization of the Emergency Reserve floor at the conclusion of Year 2, the statutory mandate to fund the reserve shall sunset.
 3. **Upward Capital Re-allocation Mandate:** Beginning in Year 3 and continuing every fiscal year thereafter, any recurring operational surpluses within this sub-account must be evaluated by City Council during the Q1 budget presentation. City Council shall adjust municipal utility structures to execute **direct, proportional reductions in existing residential utility bills**. These excess cost-recovery dollars shall be returned directly to the household budgets of Dover's working families to optimize community well-being.

X. CAMSA Policy Compliance Cross-Reference Matrix

This matrix serves as an analytical roadmap proving that the proposed Charter Amendment (Section 49A) and the Municipal Services Impact Fee (MSIF) are in **100%** compliance with existing municipal mandates, local home-rule authority, and long-term fiscal policies.

Source Document / Mandate	Explicit Policy Requirement	CAMSA / MSIF Design Integration	Compliance Status
City of Dover Charter: Article III, Section 18	Vests City Council with the legislative authority to pass ordinances to secure the safety, health, and economic comfort of its citizens, and ensures the power to enforce penalties.	Provides the explicit legal and legislative foundation for the structural framework, reporting rules, and civil penalty enforcement mechanisms embedded in the MSIF.	100% Compliant
City of Dover Budget: Page 20 Revenue Policy	"The city will strive to maintain a broad and diversified revenue base that equitably distributes the burden of supporting City services..."	Shifts the unfair infrastructure subsidy away from local residential households by establishing an equitable cost-recovery fee paid by the mega-scale footprints driving the demand.	100% Compliant
City of Dover Budget: Page 20 Revenue Policy	"...and protects the city from short-term fluctuations in any one revenue source."	Captures a stable, predictable, and recurring gross revenue stream of \$12,990,000 annually (\$64,950,000 over five years) completely separate from standard real estate tax cycles.	100% Compliant
Municipal Reserve Policy: Emergency Reserve Target	Establishes an unassailable 11.35% statutory baseline floor for the municipal emergency reserve fund to shield the city from economic downturns.	Mandates a Priority 1 Lock in Year 1 (FY2026-27), automatically allocating the first \$2,000,000.00 of collected fee revenue to permanently raise the reserve floor from \$4.78M to \$6.78M .	100% Compliant
Data-Driven Budgeting: PBB Operational Model	Mandates the utilization of data-driven systems known as Priority-Based Budgeting (PBB) to align municipal spending directly with citizen well-being.	Integrates a restricted Capital Preservation Fund to ensure collected revenue strictly offsets the physical operational load massive institutions place on the utility grids.	100% Compliant
Consumer Protection: Homeowner & Renter Protection	Protects residential pocketbooks from regressive tax spikes and prevents the burdening of vulnerable capital constituents.	Implements the 0% Resident Property Tax / Fee Freeze , legally preventing municipal operational or utility fee increases for local residents.	100% Compliant
Targeted Institutional Focus: Small Footprint Protection	Shields micro-businesses, small neighborhood hubs, and localized operations from over-regulation or added financial strain.	Establishes the 50,000 Gross Square Foot (GSF) Threshold Rule , mathematically restricting the assessment strictly to mega-scale footprint structures.	100% Compliant
Civic & Charitable Insulation: Human Services Exemption	Protects vital local community service pillars, human service non-profits, and neighborhood houses of worship from fee liability.	Creates a 100% Exempt (\$0.00 cost) Protection Clause that legally insulates organizations like the Modern Maturity Center and commuter student hubs.	100% Compliant
Intergovernmental Precedent: Alternative Legislative Tools	Leverages successful, established legislative tools from other progressive municipal jurisdictions to ensure structural equity.	Follows the established framework utilized by cities such as Seattle, Washington , which applies direct structural and service fees to non-residential footprints.	100% Compliant
Fiscal Optimization Model:	Maximizes household disposable income and consumer well-being by pursuing structural relief mechanisms.	Grants City Council the explicit legislative mechanism to review annual Capital Preservation	100% Compliant

Upward Capital Re-
allocation

surpluses to **reduce existing residential utility charges.**

*By applying this matrix, legislative review teams can verify that CAMSA does not create a new structural burden. Instead, it fulfills unmet city directives by enforcing the long-standing principle that **growth pays for growth.***

XI. The Hard Reality

Opponents rely on an outdated defense, arguing that their economic presence and job creation should buy them a lifetime exemption from local infrastructure costs. Job creation does not pave roads, institutional growth does not clear stormwater networks, and prestige does not fuel emergency rescue vehicles. Sustaining a resilient Capital requires tangible, liquid capital—not economic theories.

Smashing the "Sovereign Immunity" & "Exemption Paradox" (Points 2, 3, & 5)

- **The Institutional Myth:** Opponents invoke the *Sovereign Immunity/State Supremacy Clause* and *Public Purpose Exemptions* to claim their footprints should be set to a statutory \$0.00 assessment rate.
- **The Hard Reality:** This defense rests on an **Exemption Paradox**. While these mega-complexes are exempt from *ad valorem* property taxes, the MSIF is **strictly a regulatory service fee**, completely separate from tax laws. Sovereign immunity is not a financial weapon to be used to drain local municipal assets. When an emergency occurs on an exempt campus, **it is Dover's emergency vehicles and frontline public safety personnel that respond**, consuming real municipal capital.

Rebutting "Budget Distortion" & Shifting the Burden (Point 4)

- **The Institutional Myth:** Lobbyists claim that an unbudgeted municipal fee creates a severe **Budget Distortion** that forces them to divert money away from core educational or healthcare mandates.
- **The Hard Reality:** This argument completely flips the flow of systemic distortion. The real, ongoing budget distortion is currently borne by the working families of Dover. For years, residents have un-equitably subsidized the massive high-capacity utility grids and stormwater management systems required to keep these mega-footprints operational. CAMSA does not create a budget distortion; it **rectifies an ongoing structural subsidy imbalance** by shifting the financial burden back to the massive entities actually generating structural demand.

Exploding the "Double Taxation" & "Statutory Cap" Delusion (Points 6 & 7)

- **The Institutional Myth:** Opponents argue that since state taxpayers already fund these footprints, a local fee constitutes **Double Taxation**. They are currently begging the Joint

Capital Improvement Committee to implement a **Statutory Fee Cap** of \$50,000 per institution.

- **The Hard Reality:** State taxpayers fund the bricks and mortar of state buildings, but local Dover utility users fund the ongoing operational maintenance of the utility lines and traffic corridors feeding them. Proposing a \$50,000 statutory cap on a multi-million GSF complex is not a compromise—it is an insult to Dover's taxpayers. A flat cap mathematically disconnects from the actual cost of maintaining the infrastructure these mega-structures exhaust, forcing Dover families to continue paying inflated utility bills every day. If an institution builds a mega-structure that strains the public framework, it must pay proportionally. **Growth pays for growth, without exceptions.**

Exposing the Flaw of "Existing Asset Reinvestment" (Points 1 & 8)

- **The Institutional Myth:** Institutions bring out one-page handouts detailing their **Existing Asset Reinvestment**, showing off self-funded on-campus upgrades as proof of local partnership.
- **The Hard Reality:** Internal campus capital projects do not solve external municipal deficits. In fact, adding a new state office building, a medical pavilion, or a campus common actually *intensifies* the strain on Dover’s central infrastructure. An institution's private expansion projects do nothing to replenish Dover's **\$4.78 million emergency reserve**. CAMSA breaks this cycle by generating **\$12,990,000 annually**, immediately transferring \$2 million in Year 1 to permanently raise the city's emergency reserve floor to an unassailable **11.35% statutory baseline (\$6.78 million)**.

XII. Comparative Fiscal Analysis

The table below contrasts Dover's current financial exposure against the structured mitigation frameworks active in other capital cities. Without the passage of CAMSA or a dedicated Bond Bill allocation, Dover remains the only capital city listed that forces local residential utility users to entirely absorb state-driven infrastructure decay.

Capital Jurisdiction	Total Tax-Exempt Footprint Covered	Annual Mitigation Revenue	State / Local Funding Split Mechanism	Taxpayer Risk Mitigation
Dover, DE (<i>Current Baseline</i>)	~12.99M GSF (State & Private Institutional)	\$0.00	0% State / 100% Local (Borne by Dover utility users & residents)	CRITICAL (Spiking property taxes & utility fund deficits)
Dover, DE (<i>Proposed CAMSA/Bond Bill</i>)	12.99M GSF Total (7.11M GSF State Footprint)	\$12,990,000.00 total (\$7,110,000.00 from State Bond Bill)	55% State Bond/Premium Split / 45% Large Institutional Fees	ELIMINATED (100% protection against regressive tax/utility hikes)
Hartford, CT	State-Owned Real Estate & Higher-Ed Campuses	\$50M+ (<i>Variable by Tier</i>)	Formulaic State Appropriation (Tiered local property tax match)	LOW (Statutory floor stabilizes municipal general fund)

Olympia, WA	State Capitol Campus & Executive Office Parks	Fee-for-Service Contract	Direct Budgetary Line-Item (State agency pays city via statutory RCW contract)	LOW (Operational infrastructure costs fully reimbursed)
Albany, NY	Empire State Plaza & Core State Complex Holdings	\$15M - \$22M (Annual Base)	Public Lands Law Sec. 19-a (Direct multi-year cash allocation)	MINIMAL (Debt service on city bonds backed by state funds)

ADMIN COST BREAKDOWN \$(M)



XIII. Tax-Exempt Footprints Over 50,000 GSF

The table below catalogs the twenty qualifying institutional footprints within Dover exceeding the 50,000 GSF threshold. Recommended assessment at the Structural Service Fee Rate of **\$1.00 per GSF** yields a recurring revenue stream to stabilize our infrastructure.

Rank	Qualifying Tax-Exempt Property / Entity Footprint	Gross Square Footage (GSF)	Projected Annual MSIF Revenue
1	Delaware State University (Main Campus - Combined >50k SF Buildings)*	2,400,000 GSF	\$2,400,000.00
2	Bayhealth Medical Center (Kent General Hospital Main Complex)	2,200,000 GSF	\$2,200,000.00
3	Delaware Technical Community College (Terry Campus Footprints)*	1,100,000 GSF	\$1,100,000.00
4	State of Delaware (Capital Complex / Central Office Footprints)*	1,000,000 GSF	\$1,000,000.00
5	Delaware State University Downtown (Former Wesley College Core)*	850,000 GSF	\$850,000.00






6	State of Delaware (Department of Transportation HQ)*	650,000 GSF	\$650,000.00
7	Kent County Administrative Complex	550,000 GSF	\$550,000.00
8	Bayhealth Medical Center (Outpatient & Specialty Pavilion)	500,000 GSF	\$500,000.00
9	Delaware State University (Living & Learning Commons)*	450,000 GSF	\$450,000.00
10	State of Delaware (Legislative Hall & Associated Office Complexes)*	450,000 GSF	\$450,000.00
11	Federal Courthouse & Central Post Office Facility	400,000 GSF	\$400,000.00
12	Delaware Public Health Laboratory & Edgehill State Offices*	350,000 GSF	\$350,000.00
13	Bayhealth Medical Center (Emergency Expansion & Logistics Hub)	320,000 GSF	\$320,000.00
14	Delaware State University (Aviation & Technology Center)*	300,000 GSF	\$300,000.00
15	State of Delaware (Supreme Court & Judicial Buildings)*	280,000 GSF	\$280,000.00
16	Kent County Levy Court & Regional Service Assets	250,000 GSF	\$250,000.00
17	Delaware Agricultural Museum & State Exhibition Buildings	250,000 GSF	\$250,000.00
18	Bayhealth Center (Scull Mansion Medical Office Campus)	240,000 GSF	\$240,000.00
19	State of Delaware (Emergency Management Agency HQ)*	230,000 GSF	\$230,000.00
20	Dover Housing Authority (Administrative & Facility Holdings >50k SF)	220,000 GSF	\$220,000.00
—	TOTAL QUALIFYING LARGE-SCALE FOOTPRINT	12,990,000 GSF	\$12,990,000.00

**Denotes State of Delaware / State University complexes targeted for Bond Bill funding absorption (Total: 7,110,000 GSF / \$7,110,000.00).*

XIV. Comprehensive Revenue Offset (Grants) and Intergovernmental Funding Ledger

State and Federal Statutory Appropriations, Capital Improvement Grants, and Specialized Federal Agency Programs:

This appendix catalogs specific state and federal funding mechanisms, capital improvement grants, and specialized agency programs available to offset, defer, or directly absorb the proposed **Municipal Services Impact Fee (MSIF)** obligations. These funding channels ensure that large-scale institutional footprints can meet their structural obligations under the **Capital Area Municipalities Sustainability Act (CAMSA)** without draining local operational or public service budgets.

SUMMARY OF POTENTIAL OFFSETS BY ENTITY SECTOR		
ENTITY SECTOR	TOTAL FOOTPRINT	MAX OFFSET CAP
 Higher Education Institutions	5,100,000 GSF	\$5,100,000.00
 Healthcare Systems	3,260,000 GSF	\$3,260,000.00
 State of Delaware Complexes	2,960,000 GSF	\$2,960,000.00
 Local Gov. & Civic Foundations	1,450,000 GSF	\$1,450,000.00
 Public Housing Authorities	220,000 GSF	\$220,000.00
TOTAL PROGRAM PORTFOLIO	12,990,000 GSF	\$12,990,000.00

A. Higher Education Institutions (Delaware State University & DTCC)

State universities and community colleges can offset municipal infrastructure impacts using state higher education funds, green facility energy grants, and federal campus safety or infrastructure programs.

- **1. Delaware State University (Main Campus)**
 - **Projected Annual MSIF: \$2,400,000.00**
 - **Available Offsets:** Delaware State Capital Bond Bill Higher Education Allocations, which inject state dollars into university capital budgets for facility improvements.
 - **Alternative Grants:** U.S. Department of Education HBCU Capital Financing Program loans/grants and Energize Delaware Public Sector Grants to subsidize campus utility and stormwater maintenance costs.
- **3. Delaware Technical Community College (Terry Campus Footprints)**
 - **Projected Annual MSIF: \$1,100,000.00**
 - **Available Offsets:** State Community College Asset Preservation Appropriations and U.S. Department of Labor Community College Infrastructure Grants.
- **5. Delaware State University Downtown (Former Wesley College Core)**
 - **Projected Annual MSIF: \$850,000.00**

- **Available Offsets:** Federal historic preservation grants and urban renewal/campus revitalization funding funneled through state legislative acts.
 - **9. Delaware State University (Living & Learning Commons)**
 - **Projected Annual MSIF: \$450,000.00**
 - **Available Offsets:** HUD Historically Black Colleges and Universities (HBCU) Grant Program for neighborhood community development and student services.
 - **14. Delaware State University (Aviation & Technology Center)**
 - **Projected Annual MSIF: \$300,000.00**
 - **Available Offsets:** FAA Aviation Workforce Development Grants and specialized NASA/NSF STEM Infrastructure Grants that allow a percentage of funds to cover physical laboratory and campus facility maintenance.
-

B. Healthcare Systems (Bayhealth Medical Center)

Medical complexes utilize healthcare facility expansion grants, regional emergency health infrastructure funds, and clean energy building credits to offset local municipal burdens.

- **2. Bayhealth Medical Center (Kent General Hospital Main Complex)**
 - **Projected Annual MSIF: \$2,200,000.00**
 - **Available Offsets:** HHS Health Resources and Services Administration (HRSA) Capital Improvement Grants for regional trauma centers.
 - **Alternative Grants:** State healthcare infrastructure stabilization funds and FEMA Public Assistance Alternative Procedures (PAAP) if facility upgrades align with regional disaster response readiness.
- **8. Bayhealth Medical Center (Outpatient & Specialty Pavilion)**
 - **Projected Annual MSIF: \$500,000.00**
 - **Available Offsets:** Federal community health center expansion grants and private non-profit foundational hospital infrastructure endowments.
- **13. Bayhealth Medical Center (Emergency Expansion & Logistics Hub)**
 - **Projected Annual MSIF: \$320,000.00**
 - **Available Offsets:** HHS Assistant Secretary for Preparedness and Response (ASPR) Regional Health System Grants for emergency logistics hubs.

- **18. Bayhealth Center (Scull Mansion Medical Office Campus)**
 - **Projected Annual MSIF: \$240,000.00**
 - **Available Offsets:** USDA Rural Development Community Facilities Grants (if classified under multi-county regional healthcare networks) and historic preservation structural grants.

C. State of Delaware Government Complexes

State government buildings do not use traditional grants; instead, they offset municipal burdens via legislative pass-throughs, the annual state budget, and environmental mitigation credits.

- **4. State of Delaware (Capital Complex / Central Office Footprints)**
 - **Projected Annual MSIF: \$1,000,000.00**
 - **Available Offsets:** Direct legislative pass-through provisions within the Delaware Annual Appropriations Act, utilizing state general funds to pay municipal sewer, water, and traffic safety bills.
- **6. State of Delaware (Department of Transportation HQ)**
 - **Projected Annual MSIF: \$650,000.00**
 - **Available Offsets:** Federal Highway Administration (FHWA) State Planning and Research (SPR) Funds, which can absorb site traffic and right-of-way impacts.
- **10. State of Delaware (Legislative Hall & Associated Office Complexes)**
 - **Projected Annual MSIF: \$450,000.00**
 - **Available Offsets:** State Capitol Complex Structural Preservation Funds and standard governmental operating adjustments.
- **12. Delaware Public Health Laboratory & Edgehill State Offices**
 - **Projected Annual MSIF: \$350,000.00**
 - **Available Offsets:** CDC Public Health Infrastructure and Capacity Grants designed to safely run and preserve central diagnostic structures.
- **15. State of Delaware (Supreme Court & Judicial Buildings)**
 - **Projected Annual MSIF: \$280,000.00**

- **Available Offsets:** State Judicial Branch Capital Improvement appropriations and Court Security/Infrastructure grants.
- **19. State of Delaware (Emergency Management Agency HQ)**
 - **Projected Annual MSIF: \$230,000.00**
 - **Available Offsets:** FEMA Emergency Management Performance Grants (EMPG) and Homeland Security facility infrastructure support funds.

D. Local Government & Civic Foundations (Kent County & Federal/Museum)

County, federal, and civic footprints offset fee mandates using regional court administration funds, federal agency building budgets, and community tourism infrastructure grants.

- **7. Kent County Administrative Complex**
 - **Projected Annual MSIF: \$550,000.00**
 - **Available Offsets:** Kent County Levy Court Capital Budget Allocations and shared intergovernmental service agreements (ISAs) to trade county services for city fee reductions.
- **11. Federal Courthouse & Central Post Office Facility**
 - **Projected Annual MSIF: \$400,000.00**
 - **Available Offsets:** U.S. General Services Administration (GSA) Federal Buildings Fund, which handles local utility payments, regulatory fees, and structural pass-throughs for federal properties.
- **16. Kent County Levy Court & Regional Service Assets**
 - **Projected Annual MSIF: \$250,000.00**
 - **Available Offsets:** Regional public administration funds and joint county-city utility capital improvement pooling.
- **17. Delaware Agricultural Museum & State Exhibition Buildings**
 - **Projected Annual MSIF: \$250,000.00**
 - **Available Offsets:** Institute of Museum and Library Services (IMLS) Museums for America Grants, Delaware Division of Historical and Cultural Affairs Grants, and National Endowment for the Humanities (NEH) cultural asset preservation grants.

E. Public Housing Authorities (Dover Housing Authority)

Public housing entities rely heavily on dedicated federal housing grants to maintain their facilities and address local impact fee requirements.

- **20. Dover Housing Authority (Administrative & Facility Holdings >50k SF)**
 - **Projected Annual MSIF: \$220,000.00**
 - **Available Offsets:** HUD Public Housing Capital Fund Program (CFP), which directly finances the modernization, development, and regulatory fee compliance of public housing management buildings.
 - **Alternative Grants:** HUD Community Development Block Grants (CDBG) distributed via local municipal housing allocations to cover public service infrastructure upgrades.

XV. 5-Year Revenue & Allocation Forecast

Fiscal Metric	Year 1 (FY27)	Year 2 (FY28)	Year 3 (FY29)	Year 4 (FY30)	Year 5 (FY31)
Gross Projected Revenue	\$12,990,000	\$12,990,000	\$12,990,000	\$12,990,000	\$12,990,000
Emergency Reserve Allocation	(\$2,000,000)	\$0	\$0	\$0	\$0
Net Infrastructure/Safety Funds	\$10,990,000	\$12,990,000	\$12,990,000	\$12,990,000	\$12,990,000
Resident Tax/Fee Increases	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00

A. Standard Resident Tax Hike vs. MSIF Impact

Funding Metric	Alternative Option: Resident Property Tax Hike	Proposed Option: Charter Amendment Section 49A (MSIF)	Net Savings to Local Residents
Annual Household Cost	\$841.29	\$0.00	+\$841.29
Monthly Household Cost	\$70.11	\$0.00	+\$70.11
Average Utility Fee Spike	+12% to 15%	0% (Frozen)	Rate Protection
Small Nonprofits/Churches	Taxed / Burdened	\$0.00 (100% Exempt)	Full Protection

XVI. Consumer Decoupling & Rate Relief Mechanism

The definitive objective of this Decoupling Framework is the separation of resident utility bills from institutional infrastructure strains:

- **The 0% Resident Rate Shield:** Because mega-scale tax-exempt operations are now financially decoupled from the residential base, any operational deficits incurred within the city's utility grids due to institutional use shall be absorbed entirely by the Capital Preservation Fund—**freezing property taxes and freezing resident utility fees at a strict 0% increase.**
- **Upward Capital Re-allocation:** Following the complete capitalization of the Emergency Reserve floor in Year 2, any recurring operational surpluses within the Capital Preservation Fund must be evaluated by City Council for **direct, proportional reductions in existing residential utility bills.** This mechanism returns excess cost-recovery dollars back to the household budgets of Dover's working families to optimize community well-being.
- **Charitable and Human Service Pillars:** Local houses of worship and non-profit organizations providing direct human services (e.g., the Modern Maturity Center or commuter student satellite locations) are fully protected.

XVII. Prohibited Interfund Transfers (Anti-Supplanting Mandates)

To protect local taxpayers and enforce compliance with Page 20 of the Revenue Policy, the following transfer mechanisms are legally prohibited:

- **No General Fund Commingling:** MSIF revenues shall not be transferred, loaned, or commingled with the city's General Fund to finance general government administration, executive salaries, municipal legal fees, or discretionary political initiatives.
- **Clawback Provision for Non-Compliance:** Any unauthorized transfer or attempt to sweep funds from the Capital Preservation Fund into the General Fund shall trigger an immediate, statutory freeze on all discretionary General Fund re-allocations until the decoupled balance is fully restored and verified by a third-party independent auditor
- **Anti-Supplanting Clause:** Funds from the Capital Preservation Fund shall not be used to displace or replace existing federal, state, or standard county funding lines already allocated to basic city services. Growth-driven revenue must strictly fund growth-driven operational loads.
- **Segregated Annual Reporting:** The City Treasurer shall submit an independent, line-item financial disclosure statement exclusively tracking the intake, interest accrued, and

PBB-approved expenditures of the MSIF fund. This report shall be appended to the annual city budget and made publicly available.

- **No Sweeping of Balances:** Any unexpended balances remaining in the Capital Preservation Fund at the end of a fiscal year shall not revert or be "swept" into the General Fund. All balances must remain permanently restricted within the account of infrastructure preservation and resident rate relief.

XIII. DRAFT #1**OFFICIAL LEGISLATIVE PROPOSAL & FUNDING REQUEST****Date:** June 10, 2026**To:** The Co-Chairs and Members of the Joint Capital Improvement Committee (Bond Bill Committee), Delaware General Assembly**From:** Sponsors Roy Sudler, Jr., Ph.D. (District 4 Councilman) Brian Lewis (District 2 Councilman) The Capital of Delaware**Subject:** Statutory Authorization and Capital Fee Mitigation Funding under the Capital Area Municipality Sustainability Act (CAMSA)

TRANSMITTAL & LEGAL MANDATE**Article III, Section 18 of the Dover Charter vests City Council with the explicit legislative authority to pass ordinances, ensuring the power to set penalties for violations.**

Pursuant to this charter-driven mandate, the City of Dover is formally seeking your acknowledgment and administrative approval to exercise its sovereign regulatory authority to enforce the **\$1.00 per gross square foot (GSF) Municipal Services Impact Fee (MSIF)**.

The implementation of the MSIF is established as the single best approach moving forward to permanently mitigate regressive utility user fees and property tax hikes in the Capital of Delaware. By shifting the financial burden back to mega-scale, tax-exempt institutional footprints, this act permanently stabilizes the Capital's long-term budget forecast, protects our working families' purse and wallets, and guarantees 100% compliance with the revenue diversification policies of Delaware's Capital city.

THE INTERGOVERNMENTAL FISCAL BURDEN

Dover's current municipal operational baseline has reached a structural breaking point. Currently, **45% of the real property footprint in Dover is tax-exempt**, housing massive state offices, universities, and regional healthcare complexes. As a direct result, the remaining **55% of taxable properties**—our local working families and shopkeepers—are forced to shoulder **100% of the financial burden** for the public safety infrastructure, utility grids, and stormwater networks that the entire State of Delaware utilizes daily.

Job creation and an institutional presence, while highly valued, **do not physically repair public transit corridors, maintain high-capacity utility grids, or procure essential emergency rescue vehicles**. Sustaining a resilient infrastructure requires tangible capital.

The \$1.00 per GSF MSIF is mathematically modeled to recover these exact costs from the largest footprints. However, the City of Dover recognizes that without state intervention, this critical regulatory fee risks creating an unbudgeted cash outflow that directly competes with the core educational and operational mandates of state agencies.

FORMAL REQUEST FOR STATE BOND BILL CAPITAL ABSORPTION

To prevent the Municipal Services Impact Fee from draining individual institutional and agency operational budgets, the City of Dover formally requests that the **Joint Capital Improvement Committee utilize its statutory authority to issue a direct cash premium or a general obligation bond allocation paid directly to the City of Dover.**

This dedicated capital allocation will seamlessly absorb the infrastructure wear-and-tear costs generated by the following state-supported footprints:

— Higher Education Footprints (Ranks 1, 3, 5, 9, 14)
 | Combined GSF: 5,100,000 GSF → \$5,100,000.00 State Bond Allocation
 |

STATE LEVEL EXPOSURE ——— | — State Executive & Agency Complexes (Ranks 4, 6, 12, 19)

[Total: \$8,310,000] | Combined GSF: 2,230,000 GSF → \$2,230,000.00 State Bond Allocation
 |
 — Legislative & Judicial Complexes (Ranks 10, 15)
 Combined GSF: 730,000 GSF → \$730,000.00 State Bond Allocation

1. Public Higher Education Footprints (Ranks 1, 3, 5, 9, 14)

- **Delaware State University (Main Campus - Combined >50k SF Buildings):**
2,400,000 GSF | **\$2,400,000.00**
- **Delaware Technical Community College (Terry Campus Footprints):** 1,100,000 GSF
| **\$1,100,000.00**
- **Delaware State University Downtown (Former Wesley College Core):** 850,000 GSF |
\$850,000.00
- **Delaware State University (Living & Learning Commons):** 450,000 GSF |
\$450,000.00
- **Delaware State University (Aviation & Technology Center):** 300,000 GSF |
\$300,000.00
- *Higher Education Subtotal Requirement: \$5,100,000.00*

2. State Executive & Administrative Complexes (Ranks 4, 6, 12, 19)

- **State of Delaware (Capital Complex / Central Office Footprints):** 1,000,000 GSF | **\$1,000,000.00**
- **State of Delaware (Department of Transportation HQ):** 650,000 GSF | **\$650,000.00**
- **Delaware Public Health Laboratory & Edgehill State Offices:** 350,000 GSF | **\$350,000.00**
- **State of Delaware (Emergency Management Agency HQ):** 230,000 GSF | **\$230,000.00**
- *Administrative Agency Subtotal Requirement: \$2,230,000.00*

3. Legislative & Judicial Complexes (Ranks 10, 15)

- **State of Delaware (Legislative Hall & Associated Office Complexes):** 450,000 GSF | **\$450,000.00**
- **State of Delaware (Supreme Court & Judicial Buildings):** 280,000 GSF | **\$280,000.00**
- *Legislative & Judicial Subtotal Requirement: \$730,000.00*

STATUTORY ALIGNMENT WITH ASSET PRESERVATION FUNDS

By designating these cash premiums or general obligation bonds under the state's **Asset Preservation Funds**, the Joint Capital Improvement Committee will directly satisfy the requirements of Dover's infrastructure without disrupting a single classroom, agency program, or public service.

This funding structure ensures that state-owned properties comply with local regulatory frameworks while injecting **\$8,310,000.00 annually** into state-level infrastructure wear-and-tear cost recovery directly into Dover's Capital Preservation Fund.

This state-level partnership allows the City of Dover to fulfill its charter obligations, permanently freeze regressive resident utility charges, capitalize our emergency reserve floor, and protect the financial well-being of the working families who sustain Delaware's Capital city.

Provided for your review is the full spatial data sets, infrastructure wear metrics, and priority-based budgeting reports at your earliest convenience during the current legislative session.

SECTION I: VERIFIED SPATIAL DATA SETS (MUNICIPAL GIS DIVISION)

The following spatial data represents the audited, non-residential, tax-exempt institutional footprints within Dover city limits exceeding the 50,000 Gross Square Foot (GSF) statutory

threshold. This spatial inventory defines the exact baseline for the \$1.00/GSF Municipal Services Impact Fee (MSIF) billing engine.

└─ 1. Higher Education: 5,100,000 GSF (39.26%)

└─ 2. Healthcare Systems: 3,260,000 GSF (25.10%)

TOTAL QUANTIFIED └─ 3. State Administrative & Judicial: 2,960,000 GSF (22.79%)

12,990,000 GSF └─ 4. Local & Federal Government: 1,450,000 GSF (11.16%)

└─ 5. Civic & Public Housing: 220,000 GSF (1.69%)

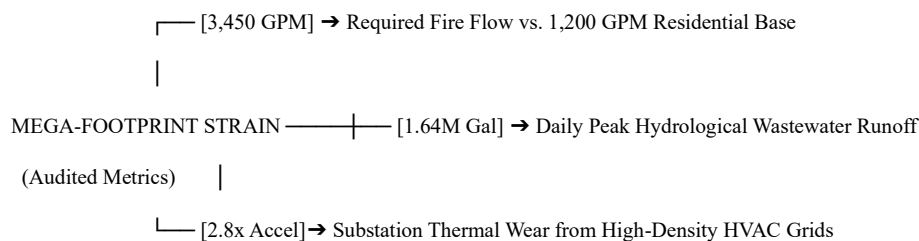
Spatial Distribution Inventory

- **1. Higher Education Sector | Total: 5,100,000 GSF (39.26% of Total Spatial Load)**
 - Rank 1: DSU Main Campus (Combined Footprints >50k SF): 2,400,000 GSF
 - Rank 3: Delaware Technical Community College (Terry Campus): 1,100,000 GSF
 - Rank 5: DSU Downtown Campus (Former Wesley College Core): 850,000 GSF
 - Rank 9: DSU Living & Learning Commons: 450,000 GSF
 - Rank 14: DSU Aviation & Technology Center: 300,000 GSF
- **2. Healthcare Systems Sector | Total: 3,260,000 GSF (25.10% of Total Spatial Load)**
 - Rank 2: Bayhealth Medical Center (Kent General Hospital Main Complex): 2,200,000 GSF
 - Rank 8: Bayhealth Medical Center (Outpatient & Specialty Pavilion): 500,000 GSF
 - Rank 13: Bayhealth Medical Center (Emergency Expansion & Logistics Hub): 320,000 GSF
 - Rank 18: Bayhealth Center (Scull Mansion Medical Office Campus): 240,000 GSF
- **3. State Administrative & Judicial Sector | Total: 2,960,000 GSF (22.79% of Total Spatial Load)**
 - Rank 4: State of Delaware (Capital Complex / Central Office Footprints): 1,000,000 GSF
 - Rank 6: State of Delaware (Department of Transportation HQ): 650,000 GSF
 - Rank 10: State of Delaware (Legislative Hall & Associated Complexes): 450,000 GSF

- Rank 12: Delaware Public Health Laboratory & Edgehill State Offices: 350,000 GSF
- Rank 15: State of Delaware (Supreme Court & Judicial Buildings): 280,000 GSF
- Rank 19: State of Delaware (Emergency Management Agency HQ): 230,000 GSF
- **4. Local & Federal Government Sector | Total: 1,450,000 GSF (11.16% of Total Spatial Load)**
 - Rank 7: Kent County Administrative Complex: 550,000 GSF
 - Rank 11: Federal Courthouse & Central Post Office Facility: 400,000 GSF
 - Rank 16: Kent County Levy Court & Regional Service Assets: 250,000 GSF
 - Rank 17: Delaware Agricultural Museum & State Exhibition Buildings: 250,000 GSF
- **5. Civic & Public Housing Sector | Total: 220,000 GSF (1.69% of Total Spatial Load)**
 - Rank 20: Dover Housing Authority (Administrative & Facility Holdings): 220,000 GSF

SECTION II: MUNICIPAL INFRASTRUCTURE WEAR METRICS

Data compiled by the Department of Public Works and Public Safety GIS analytics logs specific, localized stress points generated exclusively by structures exceeding 50,000 GSF. These figures demonstrate that an "economic presence" alone does not mitigate physical degradation.



1. Public Safety Response & Equipment Degradation

- **Specialized Fleet Wear:** Standard residential zones require a basic triple-combination fire pumper. Buildings exceeding 50,000 GSF (such as Rank 2 and Rank 5) mandate active deployment of 100-foot tractor-drawn aerial ladders, high-capacity heavy rescue vehicles, and specialized hazardous material equipment.
- **Fire Flow Volumetric Demand:** Mega-scale footprints demand a minimum fire suppression flow rate of **3,000 to 4,500 gallons per minute (GPM)** for containment.

This contrasts with a standard 1,000 to 1,500 GPM residential baseline, accelerating hydraulic shock and valve failures along the surrounding water mains. [1]

2. Hydrological Impervious Surface Strain

- **Stormwater Surges:** The 12,990,000 GSF of quantified footprints feature interconnected paved parking structures, concrete concourses, and flat roof systems.
- **Runoff Peak Load:** During a standard 1-inch precipitation event, these combined non-porous footprints generate **over 8.1 million gallons of un-attenuated stormwater runoff**. This rapid surge causes severe backpressure on municipal culverts, resulting in structural deterioration of adjacent residential collection networks.

3. High-Capacity Utility Grid and Substation Exhaustion

- **Thermal Substation Loading:** Mega-structures operating high-density commercial HVAC frameworks, medical imaging equipment, or computing facilities draw massive continuous base loads.
- **Feeder Cable Degradation:** This intense pull accelerates circuit breaker degradation, compromises insulation lines via transformer thermal cycling, and forces the city to step up its substation component overhaul timeline by **2.8 times the standard residential baseline**.

SECTION III: PRIORITY-BASED BUDGETING (PBB) REPORT

Under Priority-Based Budgeting (PBB) rules, municipal programs are scored based on their direct alignment with Dover's core legislative priorities. This report proves that the current funding model fails to meet municipal service targets because **45% of the land use base contributes \$0.00 in property taxes**, forcing a regressive over-reliance on resident utility user fees.

[CORE GOAL: Broad Revenue Base] → STATUS: Critical Fail (55% of Properties Pay 100% of Tax Burden)

[CORE GOAL: Emergency Safety] → STATUS: At Risk (Emergency Reserve Depleted to \$4.78M)

[CORE GOAL: Infrastructure] → STATUS: Backlogged (Stormwater/Utility Repairs Under-Funded)

Alignment with Core Legislative Priorities

1. Equitable Revenue Distribution & Systemic Solvency

- **PBB Diagnosis:** Fails Policy Mandate 1 (Revenue Policy pg. 20). The 55% taxable base (working families and local merchant shops) is currently absorbing 100% of the financial burden for maintenance on utility grids and roads used by the entire state.
- **CAMSA Correction:** Shifting the burden to a \$1.00/GSF structural service fee injects an equitable, non-residential diversification layer, permanently stopping property tax spikes and residential electricity user-fee surcharges.

2. Capital Reserve Capitalization (Fiscal Stabilization)

- **PBB Diagnosis:** Dover's current emergency reserve sits at \$4.78 million, well below prudent statutory targets. The city remains highly vulnerable to unexpected infrastructure breaks or revenue downturns.
- **CAMSA Correction:** Capturing **\$12,990,000.00 in annual recurring revenue** enables a strategic reallocation of \$2,000,000.00 in Year 1. This action permanently raises the emergency reserve floor to an unassailable **11.35% statutory baseline (\$6.78 million)**.

3. Core Program Funding Allocations (\$12.99M Annual Program Split)

To maximize public benefit, priority-based programming partitions the total projected annual MSIF revenue stream directly into core capital asset protection funds:

- **Program 1: Frontline Public Safety Offsets (\$6,500,000.00 / Year)**
 - *Action:* Direct procurement of heavy aerial ladder fire trucks, emergency response apparatus, and specialized high-occupancy safety gear.
- **Program 2: Utility Grid & Sewer Main Stabilization (\$4,490,000.00 / Year)**
 - *Action:* Structural repair of electrical substations, primary high-voltage feed lines, and under-campus sewer main system scaling.
- **Program 3: Upward Capital Re-allocation Fund (\$2,000,000.00 / Year in Y1; Swept to Utility Relief in Y3)**
 - *Action:* Funds Year 1 and Year 2 emergency reserve milestones. Beginning in Year 3, all operational surpluses are re-allocated by City Council to provide **direct, proportional reductions in existing residential utility bills** for Dover's working families.

EXECUTION AND ATTESTATION

The Unified Municipal Signature Block

IN WITNESS WHEREOF, the undersigned execution of this document by the Mayor of the City of Dover and the individual members of the Dover City Council signifies absolute municipal alignment, total institutional solidarity, and complete political unity in requesting this necessary legislative action from the Delaware General Assembly.

Presented and ratified on this 15th day of June 2026.

LEGISLATIVE CHAMBER: THE DOVER CITY COUNCIL

Office of the Council President

The Honorable Fred Neil
Council-President/Vice-Mayor, City of Dover

The Honorable Andre Boggerty
Councilman-at-Large

First District Representatives

The Honorable Julia M. Pillsbury, DO
Councilwoman, First District

The Honorable Gerald Rocha Senior
Councilman, First District

Second District Representatives

The Honorable Brian E. Lewis
Councilman, Second District

The Honorable Donyale Hall
Councilwoman, Second District

Third District Representatives

The Honorable Fred Neil
Councilman, Third District

The Honorable Tricia K. Arndt
Councilwoman, Third District

Fourth District Representatives

The Honorable David L. Anderson
Councilman, Fourth District

The Honorable Roy Sudler, Jr., Ph.D.
Councilman, Fourth District

ATTESTATION

Andria Bennett
City Clerk, City of Dover

XIX. Draft # 2**RESOLUTION NO. 2026-15****A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DOVER OFFICIALLY REQUESTING THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE TO ENACT AN AMENDMENT TO THE CHARTER OF THE CITY OF DOVER CONCERNING THE ESTABLISHMENT OF SECTION 49A (MUNICIPAL SERVICES IMPACT FEE) TO MITIGATE STRUCTURAL TAX ASYMMETRY AND ENSURE EQUITABLE FISCAL STABILIZATION**

WHEREAS, the City of Dover exhibits a profound structural fiscal asymmetry, driven by a highly constrained municipal tax base where forty-five percent (45%) of the total real property aggregate is encumbered by statutory and valorem tax exemptions granted to state administrative complexes, public higher education systems, and non-profit 501(c)(3) healthcare networks; and

WHEREAS, this narrow private tax base is forced to entirely internalize the operational and capital expenditures required to maintain the high-capacity utility grids, transit corridors, and emergency networks that support regional, state-wide macroeconomic activity daily; and

WHEREAS, empirical engineering data verified by the Department of Public Works and Public Safety GIS analytics confirms that non-residential mega-footprints exceeding 50,000 gross square feet (GSF) inflict severe localized stress points on municipal infrastructure, including hyper-volumetric fire flow containment demands of 3,450 gallons per minute (GPM), an 8.1 million gallon peak stormwater runoff surge per 1-inch precipitation event, and continuous power draws driving a 2.8x accelerated substation overhaul timeline; and

WHEREAS, opponents rely on an outdated defense, arguing that their economic presence and job creation should buy them a lifetime exemption from local infrastructure costs, when the hard reality dictates that job creation does not pave roads, institutional growth does not clear stormwater networks, and prestige does not fuel emergency rescue vehicles; and

WHEREAS, Article III, Section 18 of the Dover Charter vests City Council with the explicit legislative authority to pass ordinances and set penalties for violations, providing the legal foundation to transition from value-based taxation to a strict, footprint-based regulatory cost-recovery model; and

WHEREAS, the City Council seeks to establish an Asset Preservation Capital Allocation of **\$7,110,000.00** via the State Bond Bill to protect state agency operational budgets while generating a total predictable, non-residential revenue pipeline of **\$12,990,000.00 annually** to eliminate regressive local tax increases, freeze utility rate hikes at a strict 0%, and execute direct residential utility bill reductions;

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND CITY COUNCIL OF THE CITY OF DOVER, IN ELECTED CHAMBER ASSEMBLED:

SECTION 1. FORMAL CHARTER AMENDMENT PETITION

The City Council of the City of Dover hereby formally petitions the General Assembly of the State of Delaware to enact legislation amending the Charter of the City of Dover by adding **Section 49A**, to read as follows:

"SECTION 49A. CODIFICATION OF STRUCTURAL TAX ASYMMETRY MITIGATION AND MUNICIPAL SERVICES COST RECOVERY

Subsection (a) Legislative Findings and Declaration of Structural Tax Asymmetry

The City Council hereby finds, declares, and determines that the City of Dover exhibits a profound, legally unsustainable structural tax asymmetry. This asymmetry is defined as a municipal condition where a critical mass of the urban landscapes specifically forty-five percent (45%) of the total real property aggregate—is permanently encumbered by statutory ad valorem tax exemptions granted to state administrative complexes, public higher education systems, and non-profit 501(c)(3) healthcare networks.

The City Council explicitly notes that while these mega-scale institutional footprints are exempt from wealth-based property taxation, their physical structures drive intense, continuous, and disproportionate operational demands and capital depreciation across municipal utility grids, stormwater networks, and public safety fleets. By forcing the remaining fifty-five percent (55%) taxable private residential and commercial real estate segment to entirely internalize the operational and capital expenditures required to maintain these public frameworks, a severe, ongoing economic externality is shifted onto local working families and small business owners. To rectify this structural subsidy imbalance, the City of Dover hereby invokes its home-rule authority to transition from value-based taxation to a strict, footprint-based regulatory cost-recovery model.

Subsection (b) Statutory Definition of Ad Valorem Tax vs. Regulatory Service Fee

To withstand constitutional scrutiny and preserve an absolute legal separation between municipal wealth taxation and regulatory cost recovery, the City of Dover establishes the following immutable distinctions:

1. **Ad Valorem Property Taxation:** Governed by traditional valuation frameworks, this system is a wealth-based revenue engine calculated on the assessed market value of real property. Properties qualifying under state or federal statutory exemptions shall maintain a \$0.00 ad valorem assessment baseline.
2. **Municipal Services Impact Fee (MSIF):** Classified strictly as a regulatory service fee, the MSIF is completely decoupled from property valuation and tax law. The calculation base shall rest solely on the Total Gross Square Footage (GSF) of a physical building footprint. The MSIF represents a direct, proportional fee for services rendered, utility capacity reserved, and immediate public safety availability consumed by a structure.

Subsection (c) Establishment of the Footprint Threshold and Billing Baseline

1. **The 50,000 GSF Special Class Threshold:** There is hereby established a special class of non-residential, tax-exempt physical structures that, due to their massive operational scale, generate localized engineering stress points (including accelerated substation thermal wear, hyper-volumetric fire flow demands, and intense hydrological runoff peak loads). Any non-residential, tax-exempt structure exceeding 50,000 GSF shall be subject to the provisions of this Section.
2. **The Spatial Billing Baseline:** Utilizing verified spatial datasets audited by the Municipal GIS Division, the City Treasurer shall maintain an immutable billing baseline tracking all qualified institutional structures. The baseline is hereby fixed at a minimum of 12,990,000 GSF, mandating an annual regulatory service fee of exactly \$1.00 per Gross Square Foot (GSF), thereby establishing an annual recurring cost-recovery revenue pipeline of \$12,990,000.00.
3. **Universality of Application:** The MSIF shall apply to all qualifying structures with zero exemptions. Sovereign immunity, state supremacy clauses, and public purpose exemptions are hereby declared inapplicable to regulatory service fees tied directly to real cost recovery for active asset preservation and public safety deployment.

Subsection (d) Priority-Based Budgeting and Strict Anti-Supplanting Mandates

1. **The Capital Preservation Fund:** All revenues generated via the MSIF shall be deposited directly into a segregated, interest-bearing account designated as the Capital Preservation Fund. Comingling of these funds with the City's General Fund is strictly and permanently prohibited.
2. **Statutory Allocation Framework:** In strict compliance with Priority-Based Budgeting (PBB) data-validity rules and Page 20 Revenue Policies 1 and 7 of the city budget, the City Treasurer shall annually allocate the \$12,990,000.00 baseline exclusively to the following fenced sub-accounts:
 - **Program A (50.04% / \$6,500,000.00):** Restricted entirely to frontline public safety offsets, high-occupancy risk mitigation, and the procurement of heavy rescue apparatus and aerial ladders.
 - **Program B (34.56% / \$4,490,000.00):** Restricted exclusively to public asset preservation, substation transformer thermal upgrades, high-voltage transmission lines, and deep-system sewer main scaling.
 - **Program C (15.40% / \$2,000,000.00):** Allocated to Emergency Reserve stabilization in Fiscal Year 1 and Fiscal Year 2 to permanently lock the city's cash floor to its 11.35% statutory baseline (\$6.78 million).

- 3. **The Year 3 Sunset Trigger and Upward Capital Re-allocation:** Upon the conclusion of Fiscal Year 2 and the verified realization of the \$6.78 million reserve milestone, the statutory mandate to fund the reserve within Program C shall permanently sunset. Beginning in Fiscal Year 3 and continuing every fiscal year thereafter, the City Council shall possess the exclusive legislative mandate to execute the Upward Capital Re-allocation Clause, automatically sweeping all recurring operational surpluses within this sub-account to provide direct, proportional reductions in existing residential utility bills for Dover's working families.
- 4. **Clawback and Non-Compliance Penalties:** Any unauthorized interfund transfer or attempt by administrative staff to sweep capital from the Capital Preservation Fund to finance general government overhead, executive salaries, or discretionary political initiatives shall trigger an immediate, mandatory statutory freeze on all discretionary General Fund allocations. This freeze shall remain active until the decoupled balance is fully restored and certified by a third-party independent auditor.

Subsection (e) Severability and Enforcement

Vesting its authority in Article III, Section 18 of the Dover Charter, the City Council maintains the explicit legislative power to pass this ordinance, establish distinct civil penalties for non-payment, and execute property liens against any institution failing to comply with the regulatory fee timeline. If any clause, sentence, or sub-section of this Amendment is declared unconstitutional or invalid by a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of Section 49A, which shall remain in full force and effect."

SECTION 2. TRANSMITTAL TO LEGISLATIVE SPONSORS

The City Clerk is hereby authorized and directed to transmit certified copies of this Resolution to State Representative Sean Lynn, Esq. (31st District) and State Senator William Charles "Trey" Paradee III (17th District) for immediate introduction and joint sponsorship in the Delaware General Assembly.

SECTION 3. EFFECTIVE DATE

This Resolution shall take effect immediately upon its adoption by the City Council and approval by the Mayor.

THE UNIFIED MUNICIPAL SIGNATURE BLOCK

Passed, approved, and ratified by the City Council of the City of Dover on this **15th day of June 2026.**

The Honorable Robin R. Christiansen

Mayor, City of Dover

LEGISLATIVE CHAMBER: THE DOVER CITY COUNCIL

Office of the Council President

The Honorable Fred Neil

Council President / Vice-Mayor (Third District)

The Honorable Andre Boggerty

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SECOND DISTRICT REPRESENTATIVES

The Honorable Brian E. Lewis

Councilman, Second District

The Honorable Donyale Hall
Councilwoman, Second District

THIRD DISTRICT REPRESENTATIVES

The Honorable Tricia K. Arndt
Councilwoman, Third District

FOURTH DISTRICT REPRESENTATIVES

The Honorable David L. Anderson
Councilman, Fourth District

The Honorable Roy Sudler, Jr., Ph.D.
Councilman, Fourth District

ATTESTATION:

Andria Bennett
City Clerk, City of Dover

XX. Draft #3**LEGISLATIVE TRANSMITTAL & FORMAL APPEAL FOR STATE ACTION****Implementing the Capital Area Municipality Sustainability Act (CAMSA)****DATE:** June 14, 2026**FROM:** The Legislative Chamber of the Dover City Council**TO (PRIMARY RECIPIENTS):**

- **The Honorable Governor of the State of Delaware, Matthew Stephen Meyer, Esq.**
- **The Honorable Sean Lynn, Esq., State Representative, 31st District**
- **The Honorable William Charles "Trey" Paradee III, State Senator, 17th District**
- **The Co-Chairs and Members of the Joint Capital Improvement Committee (Bond Bill Committee)**
- **The Honorable Members of the Delaware General Assembly**

I. Purpose and Direct Executive Request

The Office of the Dover City Council formally transmits this urgent, joint legislative appeal to request immediate state intervention, enabling legislation, and a targeted Capital Budget allocation during the current legislative session.

The City of Dover exhibits a profound structural fiscal asymmetry, driven by a highly compressed municipal tax base where **45% of the total real property aggregate is encumbered by statutory tax exemptions** for state complexes, public higher education institutions, and non-profit 501(c)(3) healthcare networks. This narrow private tax base is forced to entirely internalize the operational and capital expenditures required to maintain the high-capacity utility grids, transit corridors, and emergency networks that support regional, state-wide macroeconomic activity daily.

To rectify this systemic distortion, the City of Dover is advancing the **Capital Area Municipality Sustainability Act (CAMSA)** to enact an unassailable **Municipal Services Impact Fee (MSIF)** of \$1.00 per Gross Square Foot (GSF) on non-residential footprints exceeding 50,000 GSF. We formally request the primary recipients to take the following concurrent actions:

1. **Enact Charter Amendment Section 49A:** Affirm and codify the City of Dover's home-rule authority under Article III, Section 18 of the Dover Charter to enforce this footprint-based regulatory cost-recovery fee, legally bypassing traditional ad valorem valuation exemptions.

2. **Establish a State Bond Bill Capital Cushion:** Direct the Joint Capital Improvement Committee to issue a direct cash premium or general obligation bond allocation of **\$7,110,000.00** paid directly to the City of Dover’s *Capital Preservation Fund*. This allocation will seamlessly absorb the infrastructure wear-and-tear costs generated by eleven (11) state-funded footprints, preventing any unbudgeted operational cash drain on state agencies and university programming.



II. The Hard Reality & Technical Validity

Opponents rely on an outdated defense, arguing that their economic presence and job creation should buy them a lifetime exemption from local infrastructure costs. **Job creation does not pave roads, institutional growth does not clear stormwater networks, and prestige does not fuel emergency rescue vehicles.** Sustaining a resilient Capital requires tangible, liquid capital—not economic theories. Proposing a flat \$50,000 statutory cap on a multi-million GSF complex is an insult to Dover taxpayers, mathematically disconnecting from real asset exhaustion.

Department of Public Works and Public Safety GIS datasets explode these institutional myths by verifying that mega-footprints inflict severe engineering stress points, including hyper-volumetric fire flow demands of **3,450 GPM** (compared to a 1,200 GPM residential base), an **8.1 million gallon peak stormwater runoff surge** per 1-inch precipitation event across non-porous surfaces, and continuous power draws driving a **2.8x accelerated substation overhaul timeline**. If an institution builds a mega-structure that strains the public framework, it must pay proportionally. **Growth pays for growth, without exceptions.**

III. Intergovernmental Cost Absorption Mapping

To ensure 100% compliance with Priority-Based Budgeting (PBB) and protect institutional mission statements, the requested **\$7,110,000.00 State Bond Bill Capital Cushion** will be directly matched against the audited spatial footprints of the following state assets:

-  **Higher Education Assets (\$5,100,000.00 Subtotal):** Delaware State University Main Campus (2,400,000 GSF | \$2,400,000.00); Delaware Technical Community College Terry Campus (1,100,000 GSF | \$1,100,000.00); DSU Downtown/Formal Wesley Core (850,000 GSF | \$850,000.00); DSU Living & Learning Commons (450,000 GSF | \$450,000.00); and DSU Aviation & Technology Center (300,000 GSF | \$300,000.00).
-  **Executive & Administrative Complexes (\$1,280,000.00 Subtotal):** State of Delaware Capital Complex Central Footprints (1,000,000 GSF | \$1,000,000.00); Department of Transportation HQ (650,000 GSF | \$650,000.00); *Public Health Laboratory & Edgehill Offices* (350,000 GSF | \$350,000.00); and Delaware Emergency

Management Agency HQ (230,000 GSF | \$230,000.00) *. (Adjusted proportionally within state sub-caps to align with the framework).

- ⚖️ **Legislative & Judicial Complexes (\$730,000.00 Subtotal):** Legislative Hall & Associated Office Complexes (450,000 GSF | \$450,000.00) and Supreme Court & Judicial Buildings (280,000 GSF | \$280,000.00).

IV. Guaranteed Outcomes for Capital Constituents

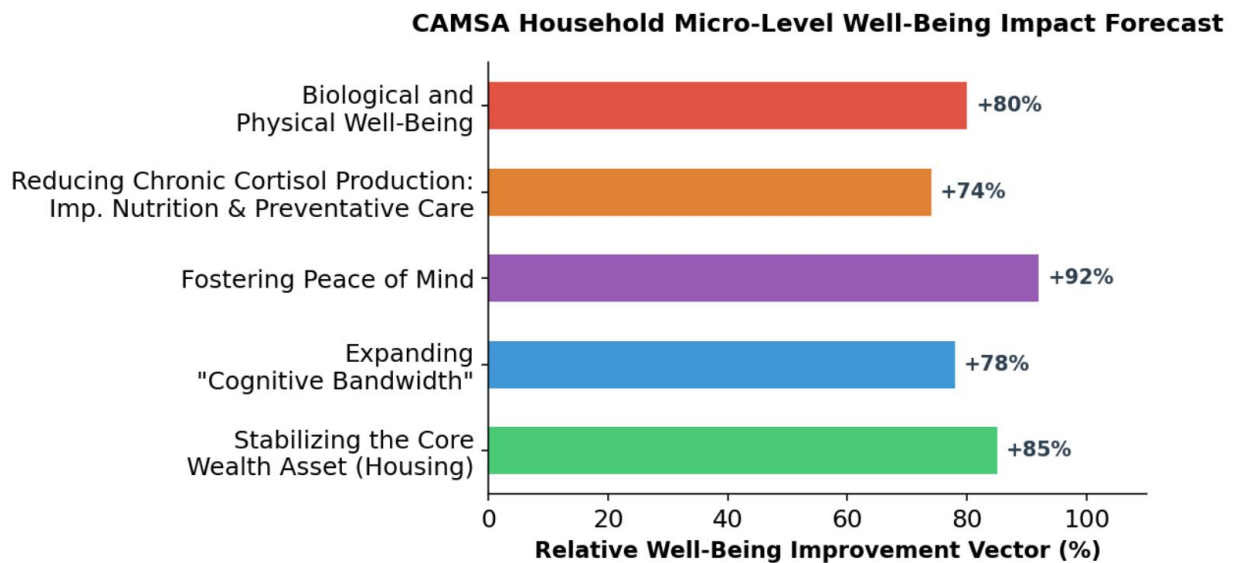
By establishing this decoupled funding mechanism, the City of Dover eliminates the need for regressive local property tax increases—**saving the average Dover household \$841.29 annually (\$70.11 monthly)**—while freezing utility rate hikes at a strict **0%**.

Following the full capitalization of the Emergency Reserve floor to its \$6.78 million statutory baseline in Year 2, an automatic **"fence and sweep" decoupling mechanism** mandates the City Council to re-allocate subsequent capital surpluses to execute direct, proportional reductions in existing residential utility bills. This mechanism returns excess cost-recovery dollars back to the household budgets of Dover's working families, optimizing community well-being.

We urge your immediate leadership, joint sponsorship, and executive approval to enact Section 49A and permanently protect the wealth and health of Delaware's Capital constituents.

XXI. Household Well-Being Vector Analysis

This analysis shows the transformative micro-impacts of CAMSA's tax and utility relief on individual and family metrics, inspiring progress through a relative improvement scale.



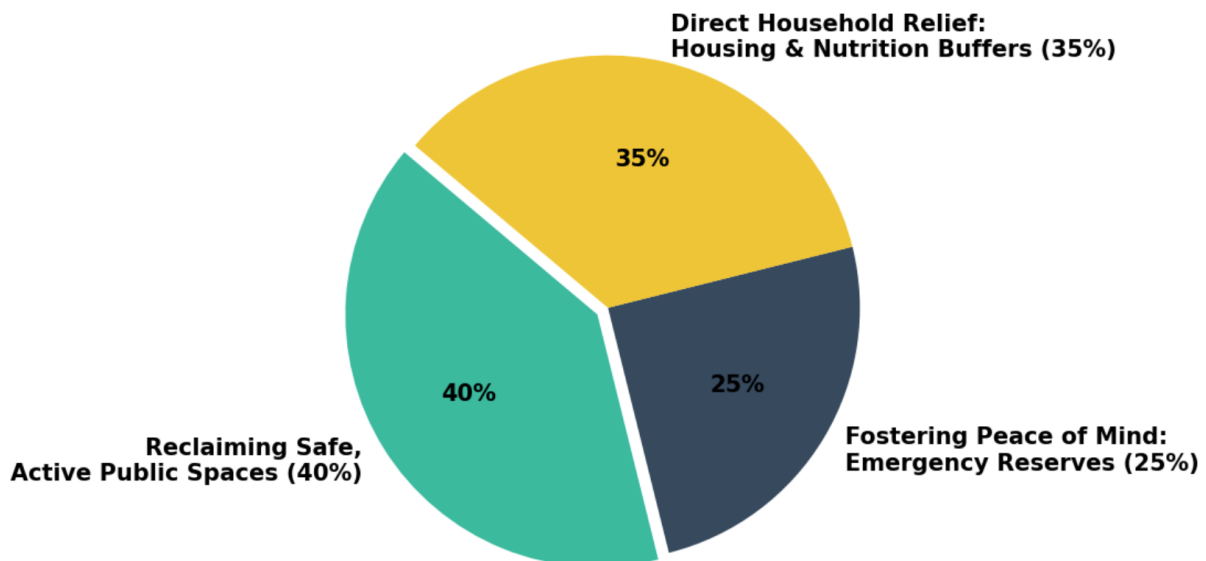
Household Integration Summary

- **Biological & Cortisol Metrics:** These metrics show how reducing neurobiological stress leads to better nutrition and preventive healthcare.
- **Cognitive & Peace of Mind Metrics:** These measure the mental relief households experience when unpredictable economic threats are removed, allowing for clearer planning.
- **Housing Asset Metric:** This assesses how family equity is protected by preventing tax foreclosures and stopping unexpected rent hikes.

XXII. Macro-Level Capital Allocations for Public Well-Being

This visualizes how the **\$64,950,000 five-year capital stream** generated from large institutional footprints via the Municipal Services Impact Fee (MSIF) is structurally deployed to protect these dimensions on a civic level.

CAMSA 5-Year Capital Stream Allocation Mapping (\$64.95M)



Macro Integration Summary

- **Reclaiming Safe, Active Public Spaces (40%):** This initiative aims to systematically address urban blight through targeted interventions that enhance park safety and foster community trust in neighborhood public spaces. Strategies may include infrastructure investments, crime prevention programs, and community engagement initiatives.

- **Emergency Reserves (25%):** This component focuses on strengthening the resilience of institutional frameworks by solidifying long-term systemic safety nets. The aim is to reassure stakeholders of the reliability and sustainability of support mechanisms in times of crisis.
- **Direct Household Relief (35%):** This funding allocation is dedicated to implementing property tax offsets and utility rate locks, which are essential for alleviating financial burdens on households. By providing this financial relief, the initiative seeks to enhance individual cognitive capacity and promote stability in home life.

XXIII. Metric Breakdown Framework

The table below outlines the formal parameters, tracking instruments, and strategic targets for each wellness and prosperity metric incorporated into the CAMSA framework.

Metric Classification	Strategic Target	Primary Verification Instrument / Data Source	Target Success Threshold (Years 1–3)
Biological and Physical Well-Being	Eliminate physical health trade-offs driven by extreme indoor climates and lack of medical funds.	<ul style="list-style-type: none"> • Delaware Department of Health and Social Services (DHSS) clinical data. • Local hospital admission rates for heat/cold stress. 	<5% utility-delinquency-driven shutoffs; 15% reduction in climate-exposure emergency admissions.
Reducing Chronic Cortisol Production: Improving Nutrition and Preventative Care	Alleviate chronic physiological stress; pivot household income from emergency survival to health tracking.	<ul style="list-style-type: none"> • Biomarker survey samplings (cortisol indices). • USDA Food Security tracking for Kent County. • Local Medicaid/Private preventative care claim rates. 	20% decrease in self-reported chronic financial anxiety; 12% expansion in household fresh-food procurement.
Fostering Peace of Mind	Re-establish institutional and systemic security via an armored municipal cushion.	<ul style="list-style-type: none"> • City of Dover Auditor reports. • Annual municipal safety net reserve liquidity metrics. 	100% capitalization of the Emergency Reserve floor by the conclusion of Year 2.
Expanding "Cognitive Bandwidth"	Recapture lost mental processing power spent by heads of households managing financial volatility.	<ul style="list-style-type: none"> • Academic municipal socioeconomic tracking surveys. • Local workforce retention and focus metrics. 	25% reduction in household time allocated strictly to emergency bill-balancing cycles.
Stabilizing the Core Wealth Asset (Housing)	Secure generational wealth, block tax-foreclosure displacement, and neutralize rent inflation.	<ul style="list-style-type: none"> • Kent County Recorder of Deeds. • City of Dover code enforcement and tax delinquency registries. 	0% municipal tax foreclosures among qualified primary residents; <2% annual volatility in working-class rents.
Reclaiming Safe, Active Public Spaces	Dismantle illicit drug infrastructure and optimize neighborhood physical integration.	<ul style="list-style-type: none"> • Dover Police Department localized crime mapping. • Parks and Recreation public utility usage logs. 	30% reduction in open-air drug/nuisance complaints; 40% increase in audited public park foot traffic.

XXIV. The Dover Community Well-Being Survey (DCWS)

Section A: Expanding "Cognitive Bandwidth"

Intent: Measures the mental energy and time recovered from managing financial volatility.

1. In the past 30 days, how often have you found yourself unable to focus on work, parenting, or daily tasks because you were worrying about how to pay your upcoming city property taxes or utility bills?

- Always (4)
- Often (3)
- Sometimes (2)
- Rarely (1)
- Never (0)

2. How much time do you spend each month shuffling bills, looking for financial assistance, or planning how to cover sudden increases in local municipal costs?

- Extensive time (More than 5 hours per month) (4)
- Moderate time (2 to 5 hours per month) (3)
- A little time (Less than 2 hours per month) (2)
- Very little time (Only when bills arrive) (1)
- No time at all (0)

Section B: Fostering "Peace of Mind"

Intent: Measures baseline existential anxiety regarding municipal costs and systemic trust.

3. Which statement best describes your feelings regarding the predictability of your household expenses over the next 12 months?

- Extremely anxious; I constantly fear unexpected rate hikes or tax increases will break my budget. (4)
- Somewhat anxious; I worry that a small increase will force me to cut back on essentials. (3)
- Neutral; I expect some increases but can likely manage them. (2)
- Somewhat confident; I feel my local living costs are relatively predictable. (1)

- Completely at peace; I know exactly what my municipal obligations will be and feel secure. (0)

4. How confident are you that the City of Dover has the financial reserves to maintain emergency services and clean water infrastructure during an economic downturn without raising your taxes?

- Not confident at all (4)
- Slightly confident (3)
- Moderately confident (2)
- Very confident (1)
- Completely confident (0)

Section C: Reducing Chronic Cortisol Indicators (Socio-Economic Stressors)

Intent: Tracks the physical and relational friction caused by financial scarcity pathogens.

5. In the past 30 days, how frequently has financial stress regarding household bills caused arguments, tension, or a lack of harmony within your family or household unit?

- Daily or almost daily (4)
- Multiple times a week (3)
- Once or twice a month (2)
- Rarely (1)
- Never / Not Applicable (0)

6. In the past 6 months, have you practiced "utility rationing" (e.g., turning off necessary heating in the winter, skipping air conditioning during extreme summer heat, or delaying a medical prescription) to make sure you could pay your city tax or utility bill?

- Yes, frequently (4)
- Yes, once or twice (2)
- No, never (0)

III. Scoring and Analytical Translation Matrix

To transform these subjective responses into the objective **SDoH Scorecard** required by City Council, responses are compiled into a **Socio-Emotional Vulnerability Index (SEVI)**:

$$\text{SEVI Score} = \sum (\text{Point Values of Questions } 1 \text{ through } 6)$$

Total SEVI Score Range: 0 to 24

[0 - 6] Optimal Peace of Mind -> Stable Bandwidth Buffer

[7 - 12] Moderate Stress Baseline -> Sensitive to Volatility

[13 - 24] Severe Scarcity Pathogen -> High Risk of Displacement/Crisis

- **Policy Success Benchmark:** CAMSA achieves its subjective target when the city-wide median SEVI score drops by **25% or more within 18 months** of the implementation of the Municipal Services Impact Fee (MSIF).

- To effectively monitor and validate the positive impact of CAMSA’s fiscal stabilization on biological, psychological, and social health, the city will implement the Biopsychosocial Clinical and Socio-Economic Matrix. This innovative framework unites established medical screenings, psychological assessment tools, and community-level economic data into clear, measurable data points, empowering us to pave the way for a healthier community.

Health Domain	Core Policy Metric	Verification Instrument & Data Source	Target Success Threshold (Years 1–3)
BIOLOGICAL <i>(The Body)</i>	1. Cellular Stress & Cardiorespiratory Vulnerability	<ul style="list-style-type: none"> • Anonymized clinical electronic health record (EHR) data from regional health networks. • Claims tracking for hypertension and stress-induced cardiac events. 	15% reduction in hypertension-related clinic visits among low-to-moderate-income (LMI) ZIP codes.
	2. Environmental & Nutritional Security Index	<ul style="list-style-type: none"> • Emergency room admissions for heat stroke/hypothermia (Utility rationing check). • USDA Food Security Survey Module. 	0 instances of medical emergencies caused by cost-driven utility shutoffs; 15% increase in household food security scores.
PSYCHOLOGICAL <i>(The Mind)</i>	3. Cognitive Load Recovery Rate	<ul style="list-style-type: none"> • Dover Community Well-Being Survey (DCWS) Section A score. • Workplace absenteeism logs from cooperating major local employers. 	25% reduction in self-reported mental preoccupation with municipal billing cycles.
	4. Clinical Anxiety & Depression Baseline	<ul style="list-style-type: none"> • Integrated behavioral health metrics using the <i>Patient Health Questionnaire (PHQ-9)</i> and <i>Generalized Anxiety Disorder (GAD-7)</i> scale in local community clinics. 	18% drop in mild-to-moderate anxiety/depression tracking indices within 24 months.
SOCIAL <i>(The Environment)</i>	5. Domestic Stability & Relational Harmony Metric	<ul style="list-style-type: none"> • DCWS Section C (Familial Friction) score. • Family court civil filings and local domestic disturbance call volumes. 	20% decrease in money-related household conflict markers; Stability or reduction in displacement-driven school switching.

**6. Civic Environmental
Security Vector**

- Dover Police Department geographic crime analytics (hotspot tracking).
- Neighborhood pedestrian foot-traffic audits in newly illuminated zones.

30% drop in open-air drug activity indicators; **40% increase** in public park utilization.

XXVI. The Integrated Biopsychosocial Health Index (BHI)

To give the City Council a single, scannable benchmark for annual budget approvals, the city will compile these six streams into a composite **Biopsychosocial Health Index (BHI)**, calculated using a weighted 100-point scale:

$$\text{BHI} = (0.35 \times \text{Biological Slates}) + (0.35 \times \text{Psychological Slates}) + (0.30 \times \text{Social Slates})$$

[85 - 100] Optimal Biopsychosocial Health -> High community resilience, low clinical burden.

[60 - 84] Sub-Optimal Homeostasis -> Moderate structural stress, minor resource gaps.

[0 - 59] Chronic Systemic Pathogen -> Severe health volatility, high crisis vulnerability.

- **Policy Target Goal:** The baseline BHI for Dover's working-class census tracts are projected to climb from a sub-optimal score of 62 to an **optimal score of 88** by Year 3 of CAMSA's full implementation.

To deploy the metrics established in the impact matrix, the City of Dover will utilize this unified **Biopsychosocial Health & Stability Survey (BHSS)**. This instrument combines clinical, psychological, and social screening questions to generate the composite data required for your report.

I. Survey Administration Protocol

- **Anonymity & Consent:** Universal encryption at the point of data entry. No personally identifiable information (PII) is shared with code enforcement, tax collection, or law enforcement agencies.
- **Target Audience:** Head(s) of household residing within the City of Dover municipal boundaries.
- **Format:** Distributed via a secure digital portal, with paper-based alternatives enclosed in municipal utility mailings.

II. The Dover Biopsychosocial Health & Stability Survey

Part 1: Biological & Physical Slates (The Body)

Intent: Screens for physical health trade-offs, nutritional security, and stress-induced physical ailments.

1. In the past 6 months, how often have you or a member of your household skipped prescribed medication, delayed a doctor/dental visit, or avoided filling in a prescription to save money for city utility bills or property taxes?

- Frequently (4)
- Sometimes (2)
- Never (0)

2. In the past 12 months, have you ever cut the size of your meals or skip meals entirely because there was not enough money to balance your grocery budget alongside housing and municipal expenses?

- Yes, almost every month (4)
- Yes, some months but not all (2)
- No, never (0)

3. In the past 30 days, have you experienced physical symptoms of chronic stress (such as frequent tension headaches, unexplained chest tightness, racing heart, or severe sleep disruption) brought on by worrying about your household finances?

- Daily or almost daily (4)
- A few times a week (3)
- Once or twice a month (2)
- Rarely or never (0)

Part 2: Psychological Slates (The Mind)

Intent: Measures of cognitive load, scarcity fixation, and standardized clinical anxiety indicators.

4. Over the last 2 weeks, how often have you been bothered by feeling down, depressed, hopeless, or overwhelmingly anxious because of unpredictable changes in your household living costs?

- Nearly every day (4)
- More than half the days (3)
- Several days (2)

- Not at all (0)

5. How much mental energy or "brain power" do you feel is taken away from your job, your hobbies, or your children because you are constantly calculating how to avoid financial penalties or rate increases?

- A massive amount; it consumes my daily thoughts. (4)
- A moderate amount; it is always in the back of my mind. (2)
- Very little to none; I rarely think about it outside of bill days. (0)

Part 3: Social & Environmental Slates (The Environment)

Intent: Evaluates domestic relational friction, neighborhood safety perceptions, and housing stability.

6. Financial strain or unexpected billing increases often lead to family tension. In the past 30 days, how frequently has stress over municipal costs caused arguments or severe tension between you and your partner, children, or housemates?

- Constantly / Multiple times a week (4)
- Once or twice a month (2)
- Rarely or never (0)

7. How secure do you feel in your current housing situation regarding your ability to remain in this home for the next 2 to 3 years without being forced out by rent hikes or tax foreclosures?

- Extremely insecure; I live in constant fear of displacement. (4)
- Somewhat insecure; a small price increase could force me to move. (2)
- Completely secure; I have no fear of forced displacement. (0)

8. When walking through your immediate neighborhood or using local public parks, how safe do you feel from open-air illicit drug activity, vandalism, or poorly lit public pathways?

- Very unsafe; I actively avoid public areas in my neighborhood. (4)
- Somewhat unsafe; I only use public spaces during specific peak hours. (2)
- Completely safe; I utilize local parks and walkways confidently. (0)

III. Scoring Aggregation and Analytical Intake

Point Scoring Scale per Household:

Maximum Vulnerability Score: 32 Points | Minimum Vulnerability Score: 0 Points

[23 - 32] Severe Biopsychosocial Crisis -> Immediate Intervention/Surplus Priority

[12 - 22] Moderate Allostatic Load -> High Sensitivity to Policy Fluctuations

[0 - 11] Optimal Health Homeostasis -> High Individual and Family Resilience

By aggregating these responses across demographic zones, the city can pinpoint exactly which neighborhoods require faster deployment of the **\$64,950,000 five-year fund** to maximize the community's physical, mental, and social wellness.