

**CITY OF DOVER, DELAWARE
COUNCIL COMMITTEE OF THE WHOLE MEETING
Tuesday, September 15, 2026 at 6:00 PM**

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

AGENDA

THIS AGENDA AND PACKET HAVE BEEN REVISED BY REMOVING LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE MEETING ITEM #4 – BUDGET AMENDMENT DISCUSSION

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.

VIRTUAL MEETING NOTICE

This meeting will be held in City Hall Council Chambers with electronic access via WebEx. Public participation information is as follows:

Dial: 1-650-479-3208

Link: <https://shorturl.at/Jl622>

Event number: 2538 589 7998

Event password: DOVER (if needed)

If you are new to WebEx, get the app now at <https://www.webex.com/> to be ready when the meeting starts.

CALL COUNCIL COMMITTEE OF THE WHOLE MEETING TO ORDER

ADOPTION OF AGENDA

PRESENTATION

- 1. Children & Families First - Nurse-Family Partnership (NFP) Program (Kristen Dricken, Kesha Alston-Shields, and Kiera McGillivray)**

COUNCIL REPORTS - AUGUST 2026

- 1. First District**
- 2. Second District**

3. **Third District**
4. **Fourth District**
5. **At-Large**
6. **Council President Neil**

UTILITY COMMITTEE

ADOPTION OF THE AGENDA

- 1. Evaluation of Bids - Heatherfield Pump Station Replacement (Jason Lyon, Water/Wastewater Director)**

(Staff Recommendation: Award the contract to Eastern States Construction Services, Inc. for the Heatherfield Pump Station Replacement Project, Bid #27-0001WW, for the amount of \$497,139.17)

- 2. Cartanza Substation Foundation Change Order (Shawn Burgett, Engineering Services and System Operations Superintendent, Electric Department)**

(Staff Recommendation: Approve Change Order No. 1 to SEL Engineering Services in the amount of \$71,750, increasing the total contract from \$155,629 to \$227,379, funded within the approved EE2616 project budget)

ADJOURNMENT OF THE UTILITY COMMITTEE MEETING

LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE

ADOPTION OF THE AGENDA

- 1. Presentation and Discussion of SJR8 Regulatory Barrier Analysis (Jason Lyon, Water/Waste Water Director, and Ann Marie Townshend, Rossi Group)**

(Committee Action Not Required)

- 2. Proposed Legislation Regarding Data Centers (Councilwoman Hall and Paul Waddell, Electric Director)**

(Recommendation: Forward the proposed ordinance to Council and the Planning Commission for review)

- 3. Priority-Based Budgeting Discussion and Information (Sharon Duca, City Manager)**

(Committee Action Not Required)

ADJOURNMENT OF THE LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE MEETING

ADJOURNMENT OF THE COUNCIL COMMITTEE OF THE WHOLE

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



children &
FAMILIES
first

Nurse-Family
Partnership
Helping First-Time Parents Succeed®



There is a magic window **during pregnancy.** A time when the desire to be a good mother and **raise a healthy, happy child** creates motivation to **overcome incredible obstacles** including poverty **with the help of a well-educated nurse.**

David Olds, PhD - Founder of Nurse Family Partnership
and Professor of Pediatrics



**12+ YEARS OF
HELPING 1ST
TIME PREGNANT
MOMS & THEIR
BABIES THRIVE**

Why did it start?

In response to to **high rates of infant mortality and teen births** in Delaware.

When did it start?

Launched in 2010, Children & Families First remains the state's only provider.

How does it work?

Our **specially trained nurses visit with families** every week or every other week from pregnancy through the baby's 2nd birthday.

THE GOALS

Item 1.

TWO GENERATION APPROACH

1 **Improve pregnancy outcomes**

by helping women engage in **good preventative health practices.**

2 **Improve child health and development**

by helping **parents provide responsible and competent care.**

3 **Improve the economic self-sufficiency of the family**

by helping **parents develop a vision for their future.**

WHO WE SERVE

QUALIFICATIONS

Item 1.



Must be a Delaware resident



Pregnant with their first child



No more than 28 weeks pregnant



Meet income requirements

MEET OUR MOMS

DELAWARE INTAKE STATISTICS

Item 1.



22 YEARS OLD
median **age**

76%
enrolled in **Medicaid**



LESS THAN OR = TO \$6000
annual median **household income**



88%
unmarried





SUPPORTIVE NETWORKS

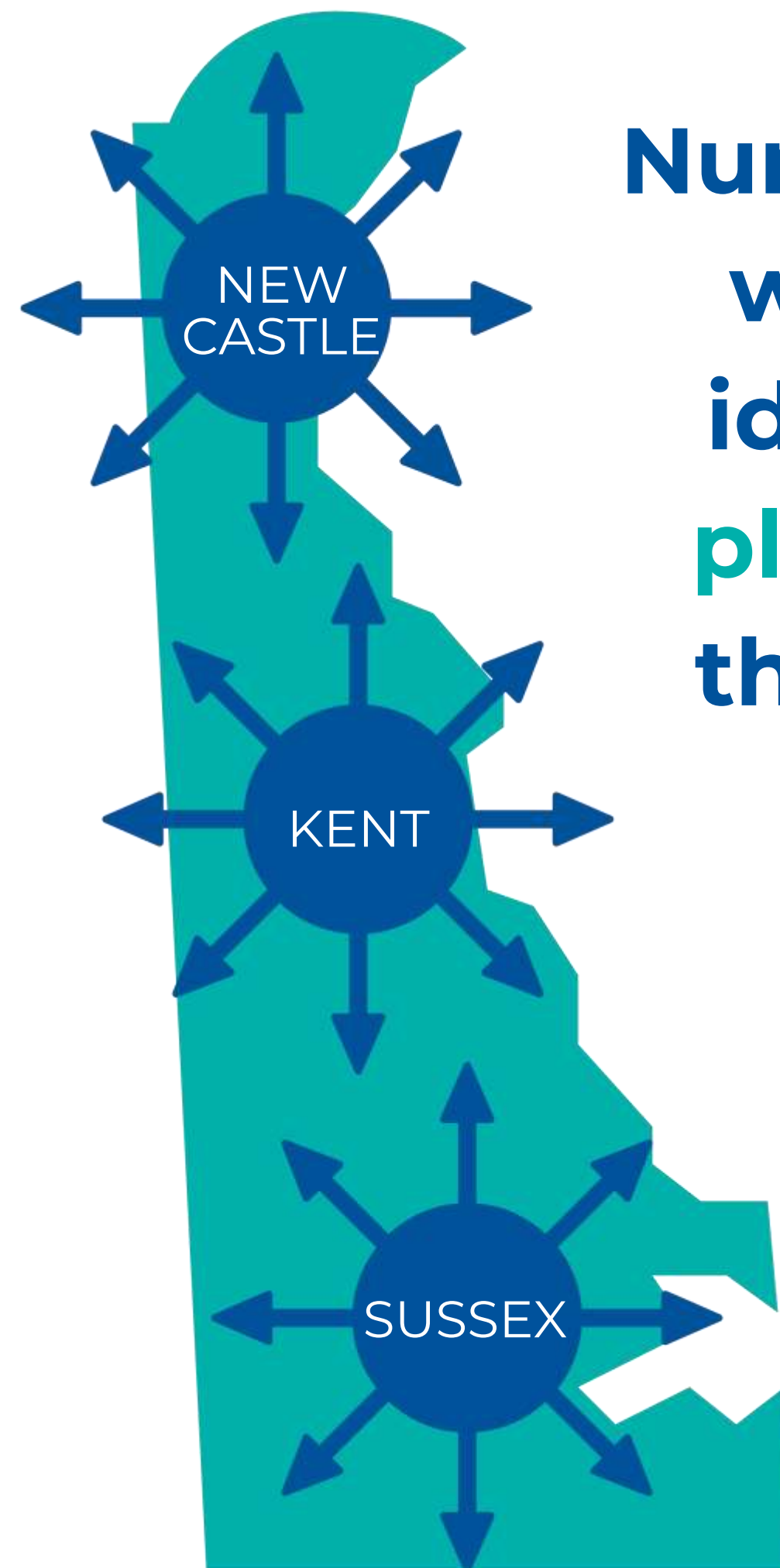
INCLUDE MORE THAN MOMS

Our goal is to build up the support networks around pregnant moms.

**We encourage participation from
Fathers, Family members, and Friends**

WE DELIVER STATEWIDE

HOME-VISITING
DOESN'T
ALWAYS MEAN
HOME



Nurses work closely
with families to
identify not only
places, but **times**
that work well in
everyone's
schedules.

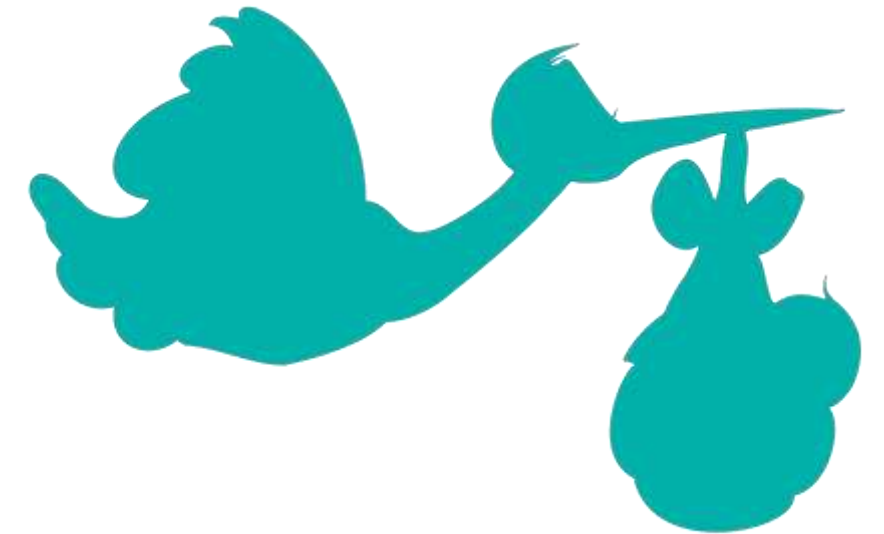
DURING PREGNANCY



Developing
healthy habits
during and
post pregnancy



Identifying
signs and/or
risks of danger

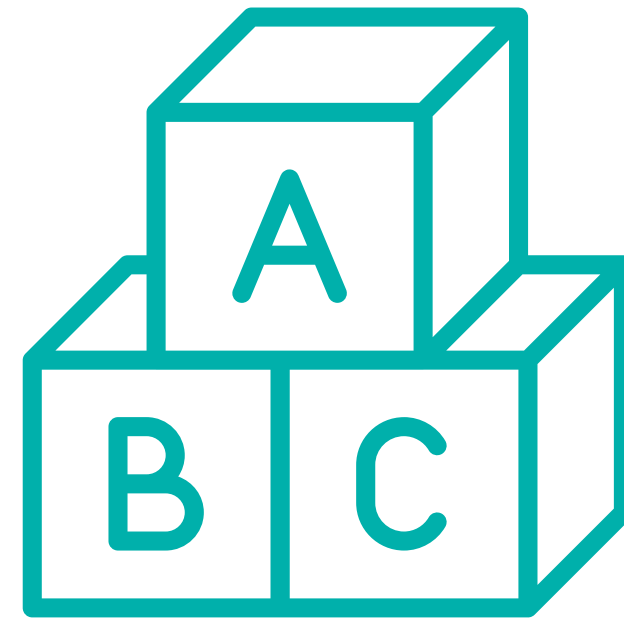


Preparing &
managing
expectations
for labor and
delivery

AFTER THE BABY IS BORN



Learning to
**identify the
baby's needs**



Completing ASQs &
educating families on
**developmental
milestones to catch
early delays, if any.**

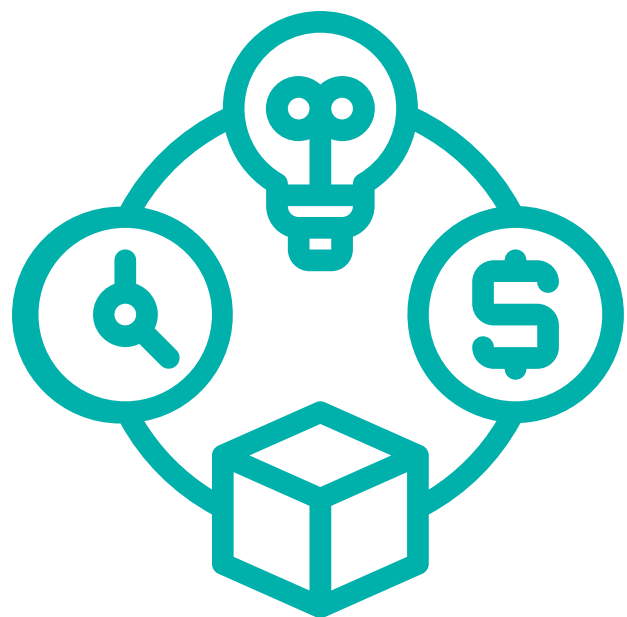


Assisting and
supporting with
**the mother's
choice of feeding**

AND THROUGHOUT



Encouraging and supporting families' connections to medical care



Linking mom with other resources in the community for help with job placement, identifying childcare providers, continuing education, legal services & more.

THE VALUE MORE THAN \$9500 IN SERVICES FOR FREE

\$120-\$300 / SESSION

average cost of a **Lactation/Breastfeeding nurse**

\$110 / SESSION

average cost of a **Birthing and Lamaze Class**

\$30 / HOUR

average cost of a **Perinatal or Pediatric Nurse**



Item 1.



FAQS OTHER IMPORTANT THINGS TO KNOW

What if a mom is more than 28 week pregnant?

Our Healthy Babies continuum at Children & Families First offers the **Healthy Delaware Program** for moms who are more than 28 weeks or have had a previous pregnancy.

What if a mom isn't a native English language speaker?

In addition to having **bi-lingual staff**, we use **certified translators** for all other languages. During these visits, whether in person or virtual, the translator will be present.

OUR IMPACT

HEALTHY MOMS
HEALTHY BABIES
THRIVING FAMILIES



89%

babies born at **full-term**

80%

mothers initiated **breastfeeding**

85%

babies received all **immunizations**
by 24 months

82%

increase in months **employed**

67%

of children are **less likely to have behavioral
and intellectual problems** at age 6

IN THEIR OWN WORDS



She's wonderful. She's actually why I really don't listen to other parents. I did the opposite of what a lot of people, my friends did. **And I achieved more.**

Robin Washington speaking about her NFP Nurse, Nate' Morris

THE BOTTOM LINE

THE EARLY & INTENSIVE INTERVENTION SUPPORTS OF NURSE FAMILY PARTNERSHIP BENEFIT OUR WHOLE COMMUNITY

Over 40 years of research has proven Nurse-Family Partnership offers significant benefits to the families it serves and significant cost savings to society and government funders

**6X
RETURN**

**EVERY \$1 INVESTED IN NFP SAVES \$5.80
IN FUTURE COSTS FOR THE HIGHEST-RISK
FAMILIES SERVED**

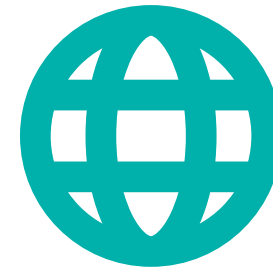
GRADUATION

Item 1.



QUESTIONS?

& WHERE TO FIND
MORE
INFORMATION



CFFDE.org



@cffde



@cffde



@cffdelaware



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Utility)

DEPARTMENT OF ORIGIN: Water & Wastewater

SUBMITTED ON: September 4, 2026

PREPARED BY: Jason A. Lyon, P.E., Assistant City Manager

REVIEWED BY: Sharon J. Duca, P.E., ICMA-CM, City Manager and Patricia M. Marney, Controller / Treasurer

SUBJECT: Evaluation of Bids – Heatherfield Pump Station Replacement

TIMETABLE: Notice to Proceed to be issued within thirty (30) days of Council approval. Project anticipated to be completed within one hundred and twenty (120) calendar days from issuance of Notice to Proceed, weather permitting.

RELATED PROJECT: X

REFERENCE: CIP- Wastewater Projects

EXPENDITURE REQUIRED: \$497,139.17

AMOUNT BUDGETED: \$545,000.00

FUNDING SOURCE (Dept./Page in CIP & Budget): Department of Water & Wastewater,
Wastewater Division, WW2502 Heatherfield
Pump Station Replacement. Account No.: 403-
41-69-99-000-54031

STAFF RECOMMENDATION:

Award the contract to Eastern States Construction Services, Inc. for the Heatherfield Pump Station Replacement Project, Bid #27-0001WW, for the amount of \$497,139.17

BACKGROUND AND ANALYSIS:

The Capital Improvement Plan includes a project to replace the existing Heatherfield Pump Station. Installed in 1985, this pump station has exceeded its life expectancy of twenty-five (25) years. The new station will be built with increased efficiency.

The bid was advertised to the public as an Invitation to Bid in accordance with the City's purchasing policy by the City's Purchasing Agent under ITB #27-0001WW. Bids were opened on August 20, 2026. The City of Dover received two (2) bids as shown in the table below:

CONTRACTOR	LOCATION	BID PRICE	EVALUATED PRICE
EASTERN STATES CONSTRUCTION SERVICES, INC.	WILMINGTON, DE	\$497,139.17	\$497,139.17
TEAL CONSTRUCTION	DOVER, DE	\$662,662.00	\$642,782.14*

**Teal Construction was awarded a three percent (3%) reduction due to local vendor preference.*

City staff reviewed the submission and found that Eastern States Construction Services, Inc bid met all requirements for the qualifications of the project. Staff recommends awarding the contract to Eastern States Construction Services, Inc in the amount of \$497,139.17 for the Heatherfield Pump Station Replacement Project.

Exhibit A

Heatherfield Pump Station



Not to Scale



ACTION FORM

Item 2.

PROCEEDING: Utility Committee / City Council	
DEPARTMENT OF ORIGIN: Electric	DATE SUBMITTED: 09/01/2026
PREPARED BY: Paul Waddell, Electric Director /Shawn Burgett, Engineering Superintendent	
SUBJECT: Change Order No.1 – SEL Engineering Services, Cartanza Substation AT-2 (EE2616)	
REFERENCE: CIP – EE2616 – Cartanza Substation Foundation Repairs	
RELATED PROJECT: N/A	
REVIEWED BY: Sharon J. Duca, City Manager and Patricia Marney, Controller/Treasurer	
EXHIBITS: Exhibit A – SEL Change Order No. 1; Exhibit B –Agreement for Professional Services (SEL, 10/17/2025); Exhibit C – FY26 CIP Project Sheet (EE2616)	
EXPENDITURE REQUIRED: \$71,750	AMOUNT BUDGETED: \$900,000
FUNDING SOURCE: 411-42-26-99-000-59025	
TIMETABLE: Design work to proceed upon approval. Construction schedule to be established following issuance of IFC drawings and material procurement.	
RECOMMENDED ACTION: Staff recommends City Council approve Change Order No. 1 to SEL Engineering Services in the amount of \$71,750, increasing the total contract from \$155,629 to \$227,379, funded within the approved EE2616 project budget.	

BACKGROUND AND ANALYSIS

The City awarded SEL Engineering Services the engineering and construction management contract for replacement of the deteriorated transformer foundations at Cartanza Substation. SEL is the engineer of record and produced the sealed design for the project.

Cartanza is the City's largest substation and the sole point of delivery for Dover's power from PJM. As identified in the approved CIP, failure at this facility would affect service citywide. Maintaining AT-2 in service throughout construction is a reliability requirement.

During design development it was determined that no spare transformer at the required voltage and MVA rating is available to the City. To maintain service, transformer AT-2 must remain energized in a temporary position while foundation work proceeds. This requires temporary transmission design that was not included in the original scope.

Change Order No. 1 adds this temporary transmission design, including coordination with Delmarva Power, material specifications and procurement support, and coordination with protection and control engineering. The work is a direct continuation of SEL's sealed design and cannot be separated from it without introducing engineering liability and schedule risk.

Under this change order, all scope in SEL's contract now applies solely to transformer AT-2. Construction management effort originally allocated across both transformers is being applied entirely to AT-2, reflecting the expanded scope associated with the temporary transmission work. Engineering and construction management for transformer AT-1 will be procured separately at a later date.

The requested change order exceeds the percentage allowed by the City of Dover Purchasing Policy for the City Manager to authorize.

Sufficient funds remain within the approved project budget. Expenditures to date total \$59,575 with \$96,054 encumbered, leaving an available balance of \$744,371. Following approval of this change order, the remaining available balance will be \$672,621.

City of Dover

DSHA Technical Assistance for Housing and Land Use Reform

Council Committee of the Whole

September 15, 2026



Background



In response to Delaware's housing affordability crisis, the General Assembly passed [House Bill 442](#), creating the Affordable Housing Production Task Force.



The Affordable Housing Production Task Force released a [report](#) which recommended implementing zoning reform to allow more housing choices at a local level.



The General Assembly passed [Senate Joint Resolution 8](#) (SJR8), directing the DSHA to create a pilot program to provide technical assistance for municipal governments related to zoning reform.

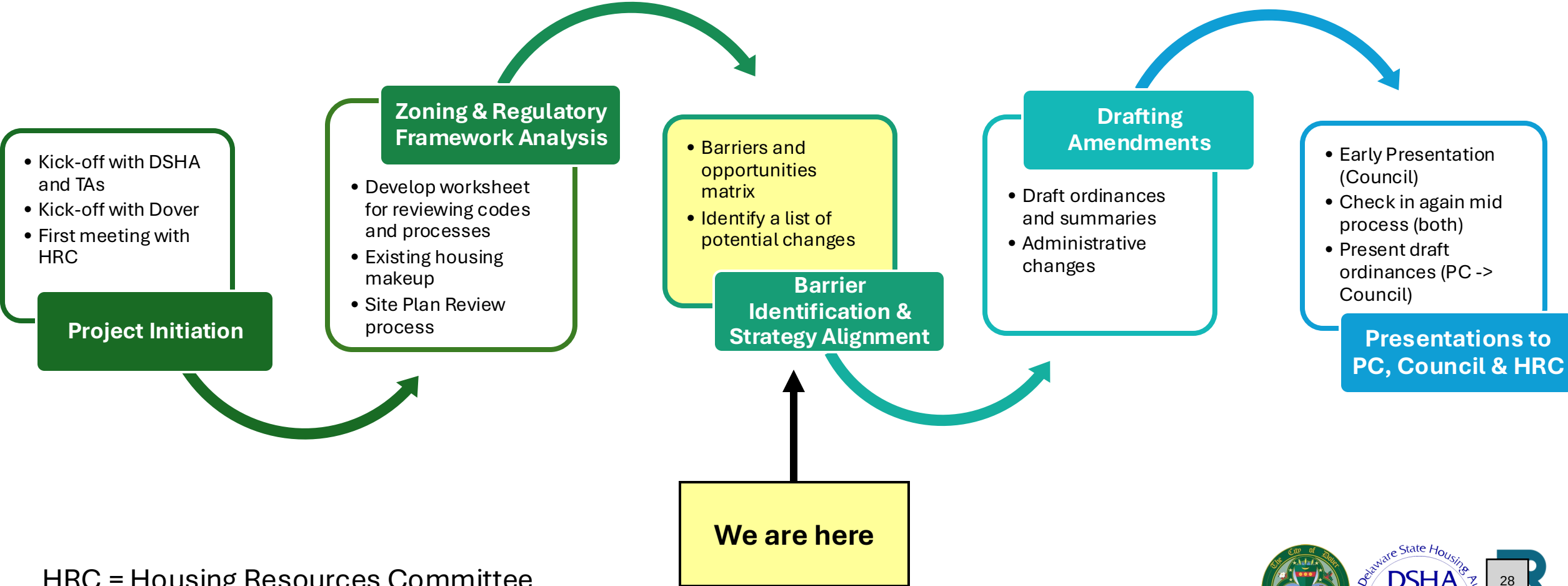


DSHA opened an application process for municipalities to participate in this [pilot program](#) where they could select zoning reform options and Dover applied to participate.



Our Approach

Public Engagement, Municipal Coordination, Ongoing Support and Meeting Attendance, HRC & TA Coordination



HRC = Housing Resources Committee

Chosen Reforms

- Allow ADUs and/or “missing middle” housing types as permitted in residential zones
- Increase buildable density for housing by reducing minimum lot sizes and bulk standards
- Increase building heights for multifamily housing and/or mixed-use developments
- Establish an inclusionary zoning program to address affordable and workforce housing needs
- Allow higher density, mixed-use with residential in commercial zones or employment centers

Additional Reforms Available

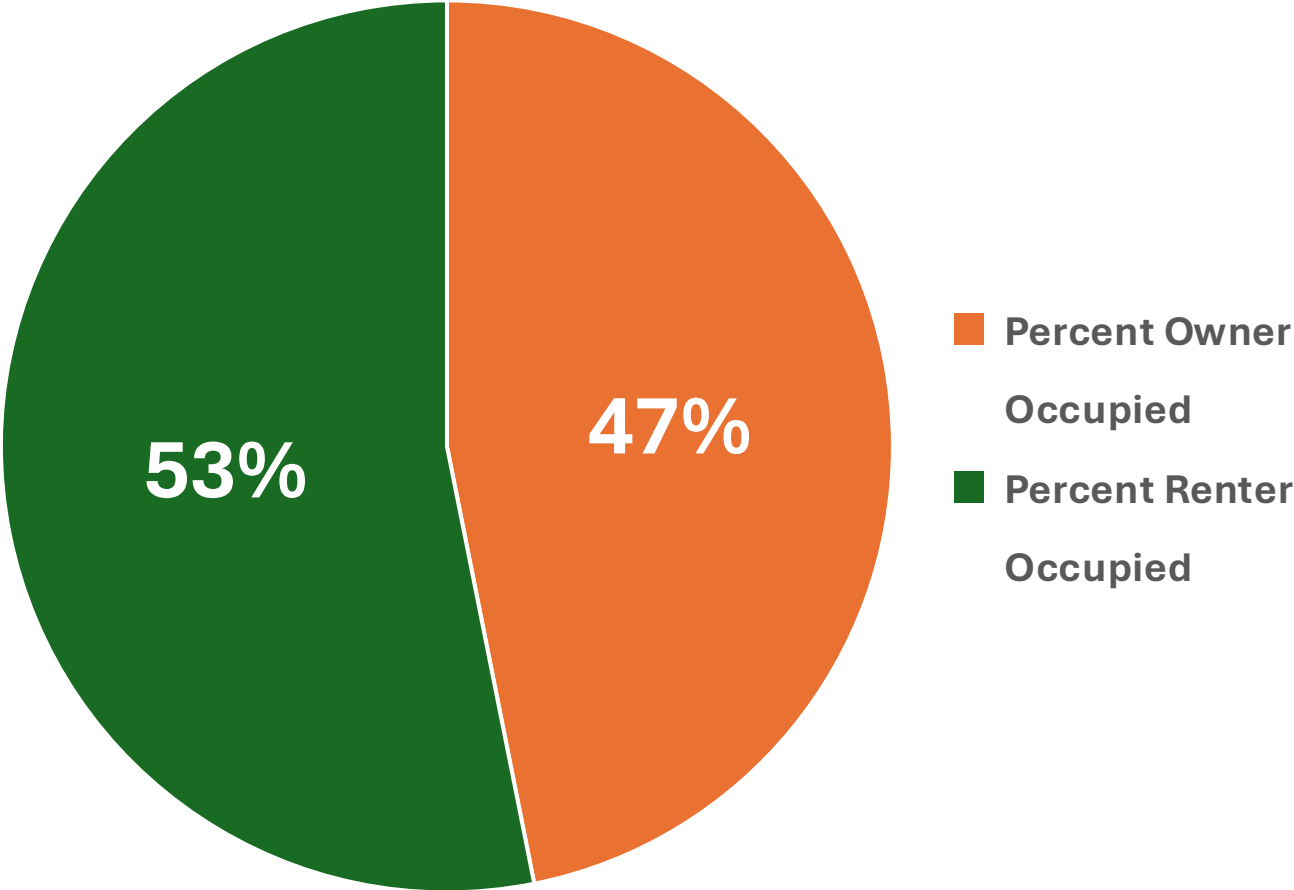
- Allow manufactured and/or modular homes placed on permanent foundations as a permitted use where single-family detached homes are permitted
- Create pre-reviewed design plans for “missing middle” housing types
- Reduce parking requirements in areas zoned for residential and mixed-use to promote walkable communities and provide more affordable development opportunities



Housing Affordability in Dover



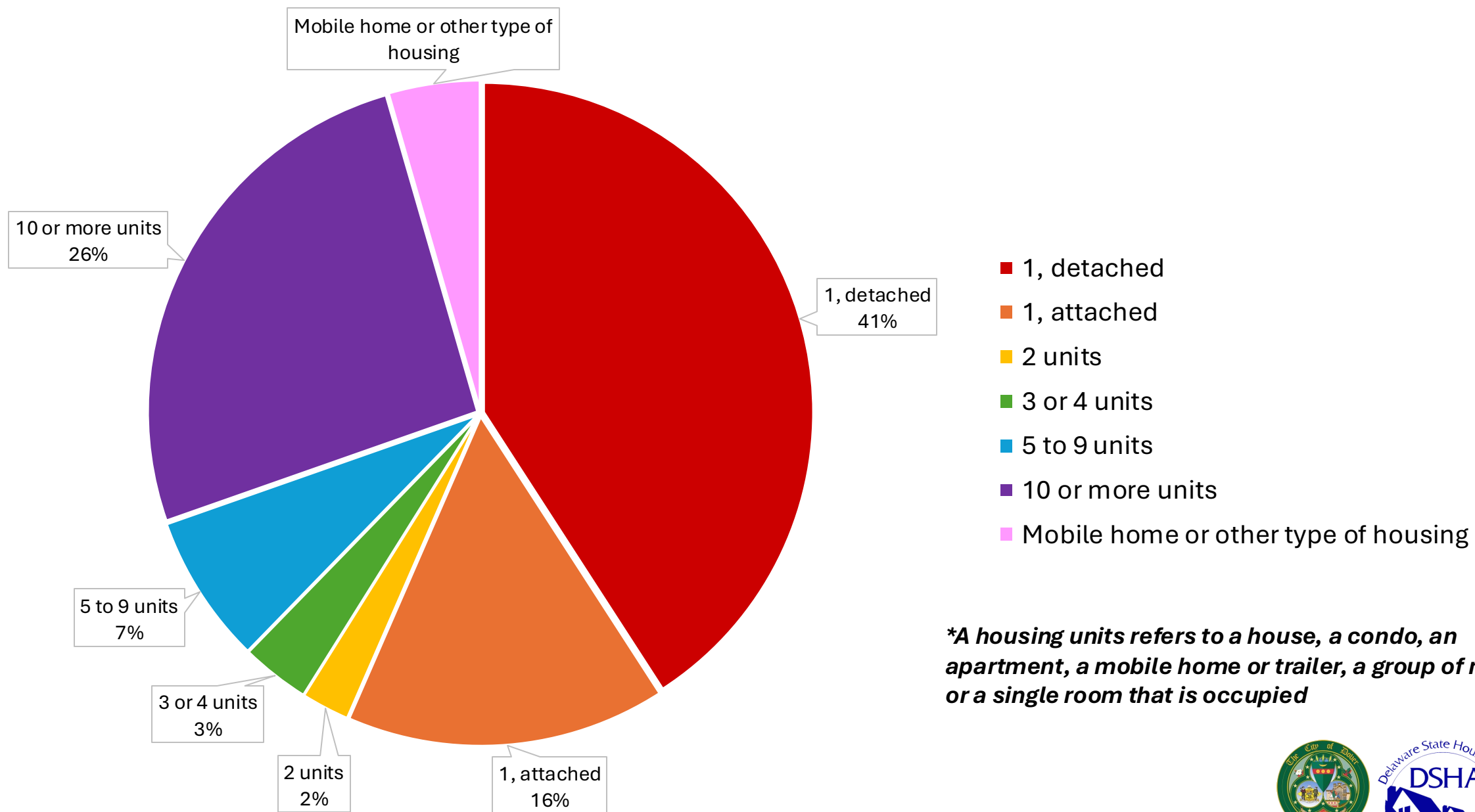
Owner and Renter Occupancy in Dover



- Per 2024 ACS data, there are 16,448 housing units in Dover, 15,428 of which are occupied

Occupancy by # of Units* per Structure

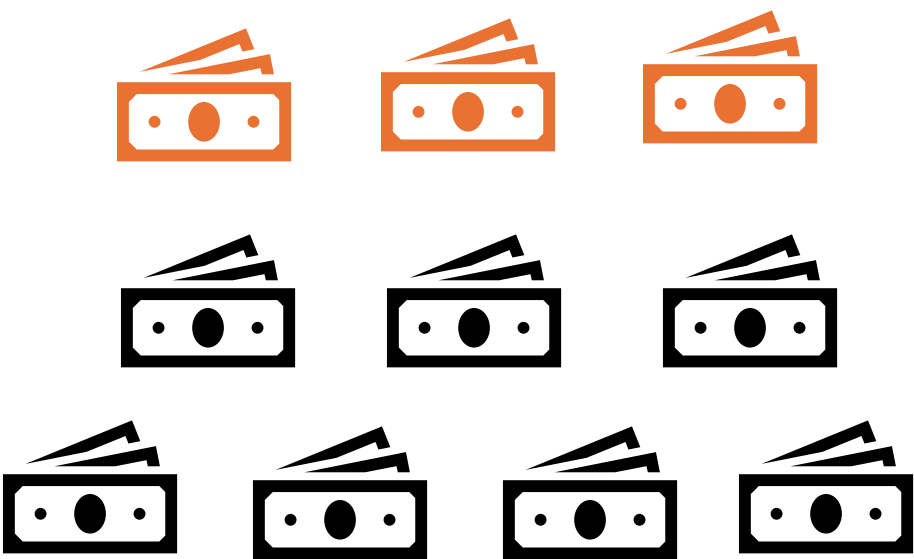
Item 1.



Key Terms

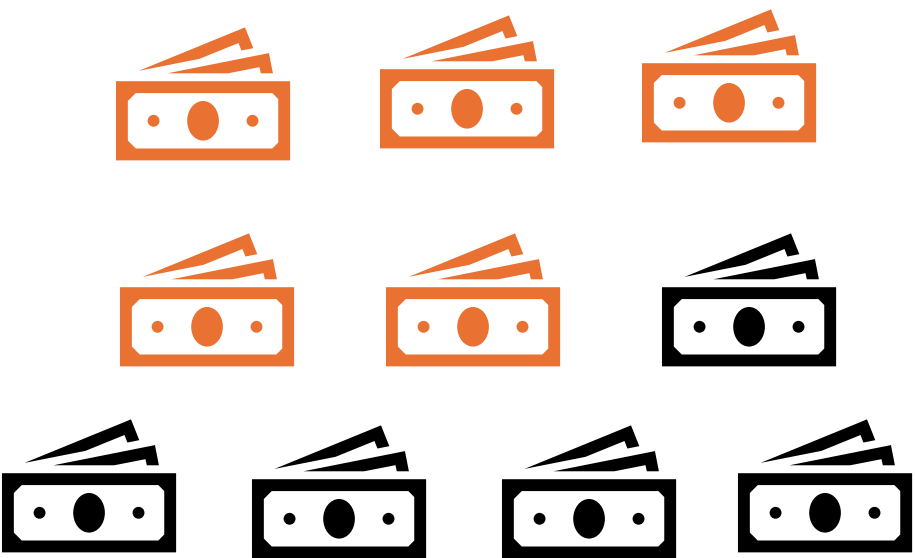
Housing Cost Burden

Spending **more than 30%** of household income on housing costs



Severe Housing Cost Burden

Spending **more than 50%** of household income on housing costs



Housing Cost Burden

In Dover, 44% of households are cost burdened.

36% of households with a mortgage are cost burdened (1,756 households)

14% of homeowner households without a mortgage are cost burdened (327 households)

58% of renter households are cost burdened (4,622 households)

23.7% of renter households are extremely cost burdened (1,947 households)

2024 ACS, 5-year estimates



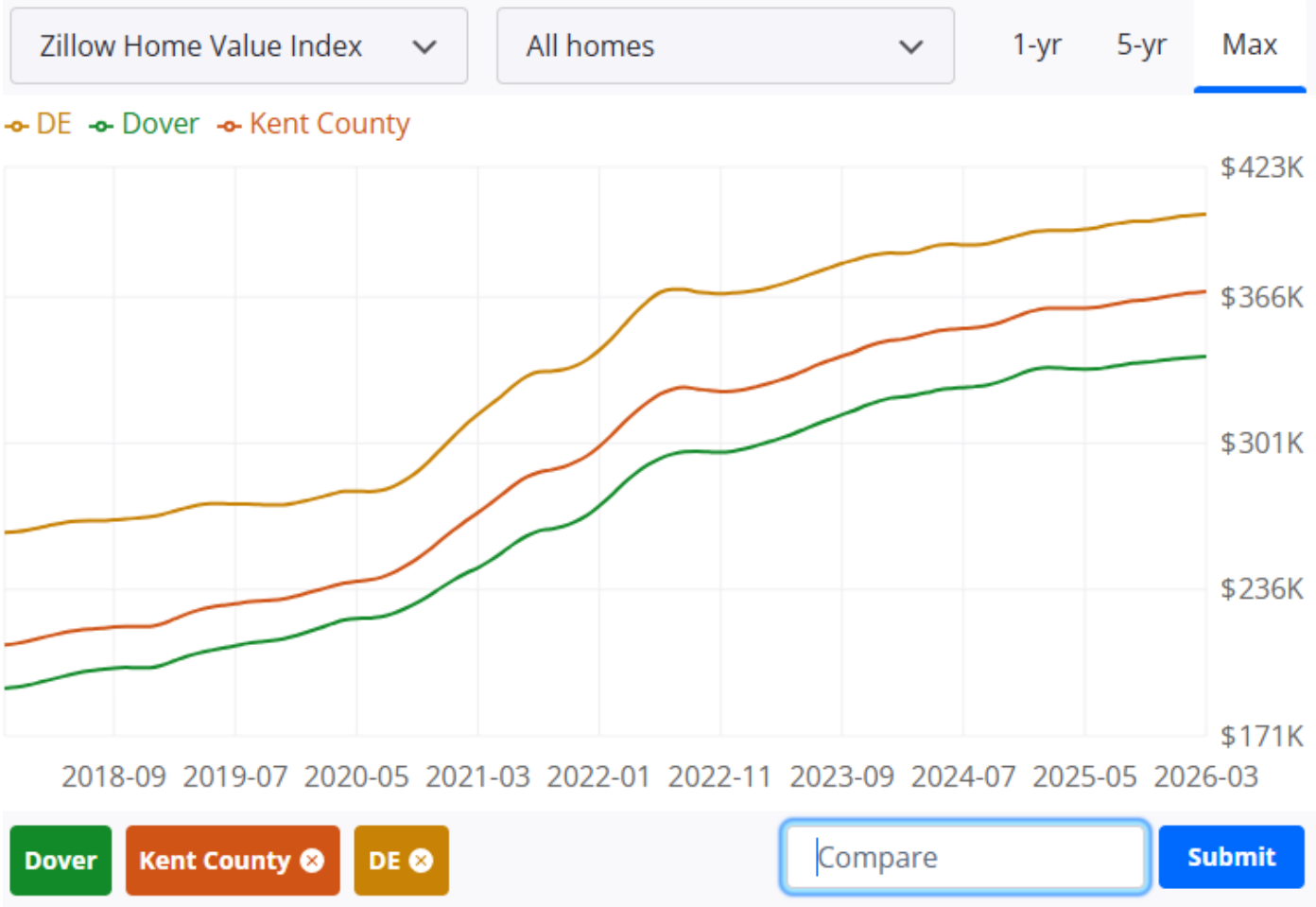
How much does housing cost in Dover?

- Dover's Median gross rent is **\$1,344 per unit**, calculated only for occupied units paying rent (2024 ACS 5-year estimates).
 - To afford this rent, a household would need to make at least \$53,760/year.
- Zillow estimates Dover's median rent at \$1,795, and Apartments.com estimates Dover renters' monthly housing costs at \$2,447.



Zillow Home Value Index (ZHVI)

- The **ZHVI** is a smoothed, seasonally adjusted measure of the typical home value and market changes across a given region and housing type.
- It reflects the typical value for homes in the 35th to 65th percentile range.
- **Dover ZHVI: \$339,650**
- **Kent County ZHVI: \$368,542**
- **Delaware ZHVI: \$396,207**



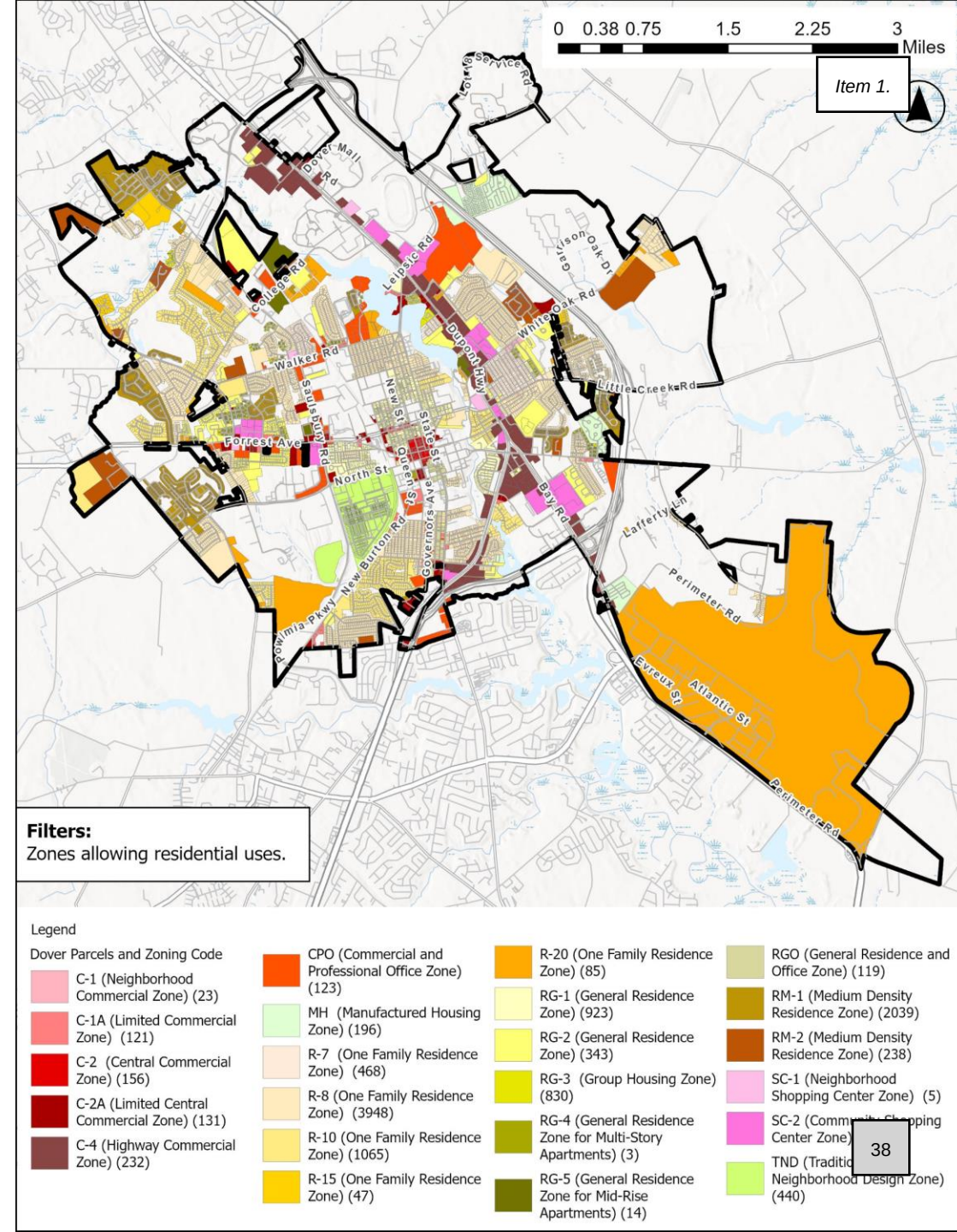
Regulatory Analysis Methodology

- Dover subdivision and zoning codes
- Permitted residential uses
- Process for subdivisions
- Bulk standards, including variances and PND bulk standards
- Supplementary regulations (Zoning Ordinance Article 5)
- Off street parking, driveways, and loading facilities (Zoning Ordinance Article 6)



Zones Permitting Residential Uses

- 23 zones allow residential uses
- These zones make up 55% of all zoned land in Dover
- Around 6% of Dover's zoned land is identified as "vacant" in County parcel data
 - Importance of infill and redevelopment



Evaluating the Strategies: Barriers and Potential Actions

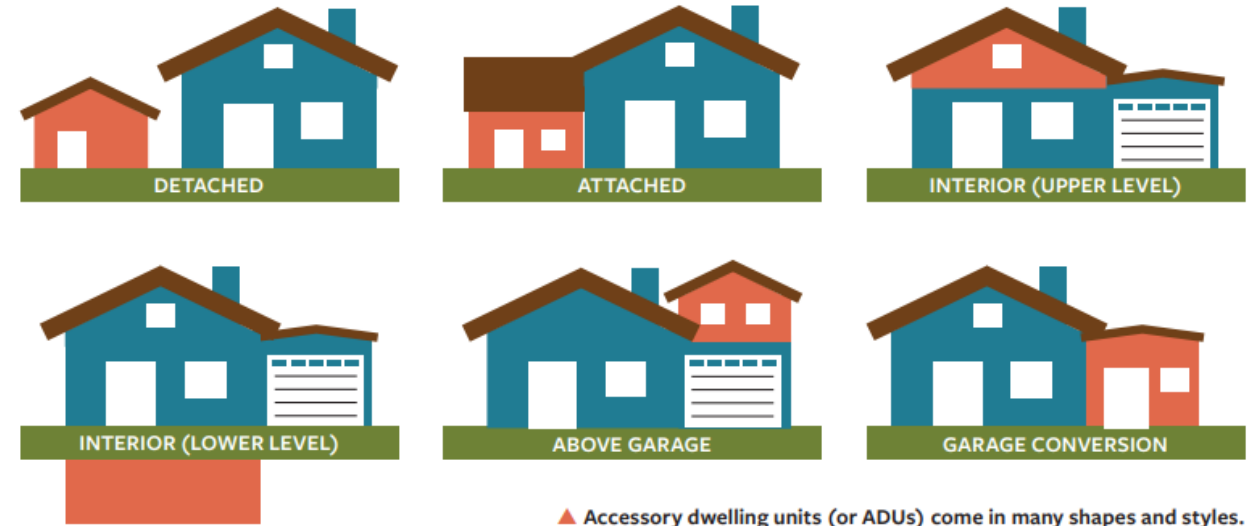


Reform 1: ADUs



ADUs: Accessory Dwelling Units

- Small scale housing, expand housing choices without substantially changing neighborhood character
- Allow flexibility to accommodate family members, caregivers, rental income
- Can support aging in place, intergenerational neighborhoods



ADUs: Considerations

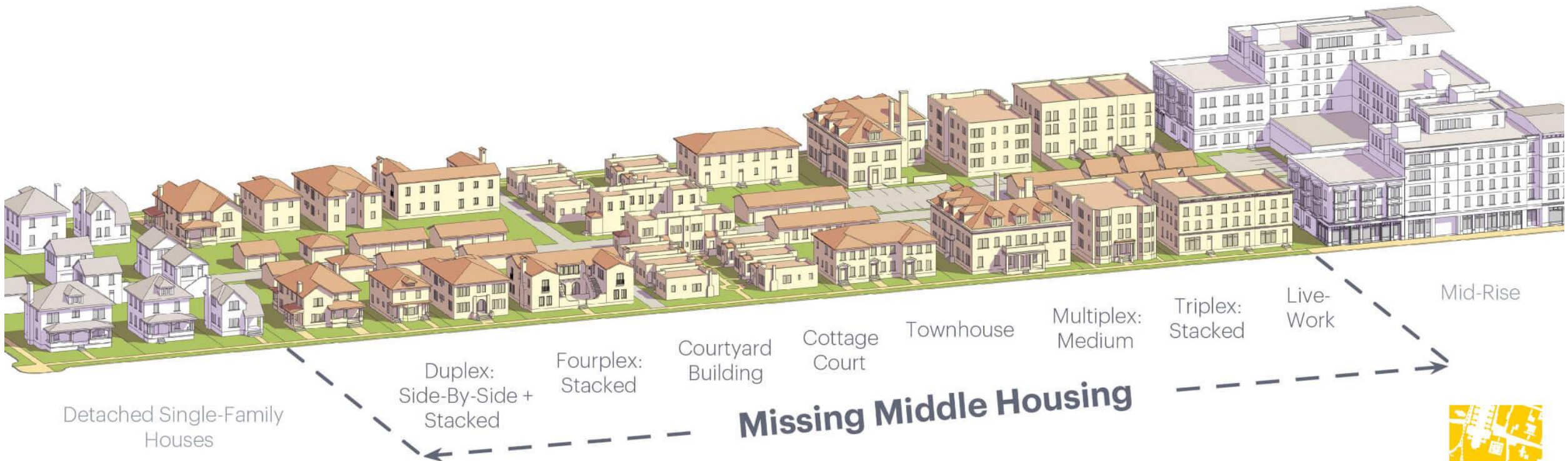
- **Modifying code to allow ADUs as permitted accessory use**
- Should bulk standards be adjusted to facilitate ADUs?
- Should ADUs have specific parking requirements?
- Could the 15ft limit on accessory building height be increased to allow ADUs over detached garages?



Reform 2: Missing Middle Housing

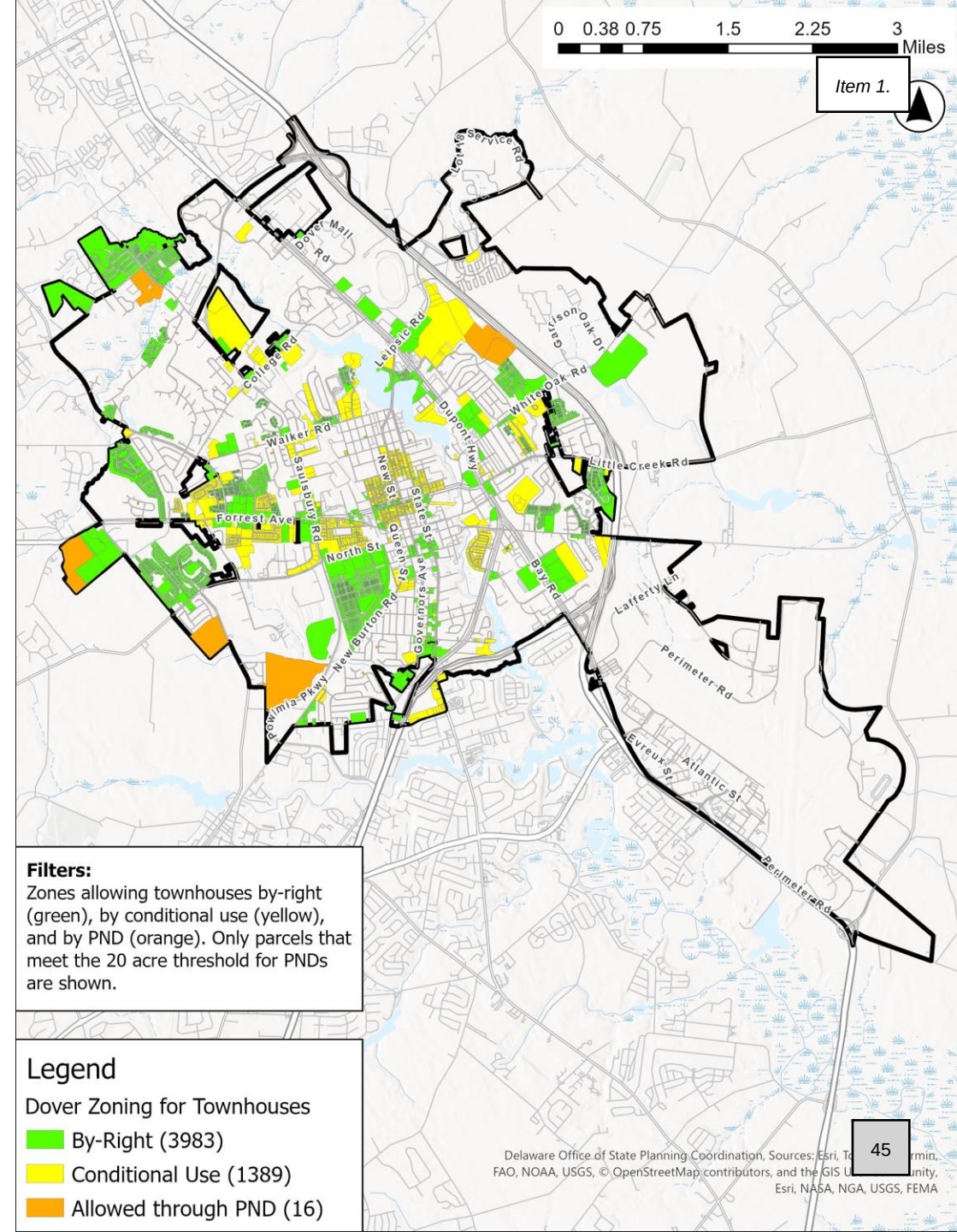


Missing Middle



Townhouses: By right, Conditional Use, PND

- Missing middle housing types are only permitted by-right in few areas of the City
- Townhouses are permitted in many more areas of the city if you include where they are allowed by Conditional Use permit or by PND

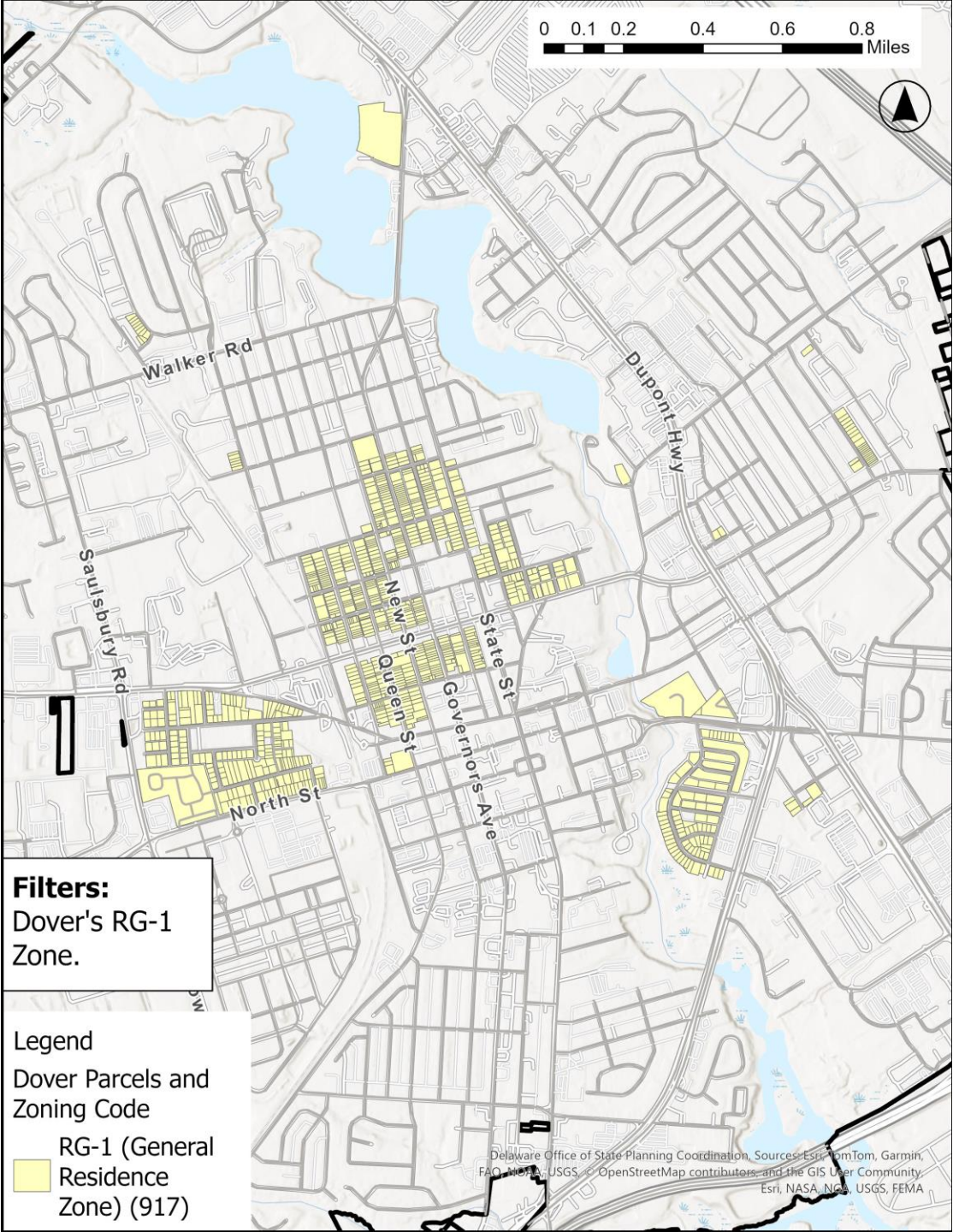


Considerations

- Could RG-1 and RG-2 be modified to allow townhouses and duplexes by right, instead of conditional use?
- Could RG-2 allow multifamily by right instead of by conditional use?
- Could RG-1 and RM-2 change to allow multi-family other than garden apartments?



Spotlight: RG-1 Zone



Item 1.



Considerations: Multifamily Missing Middle

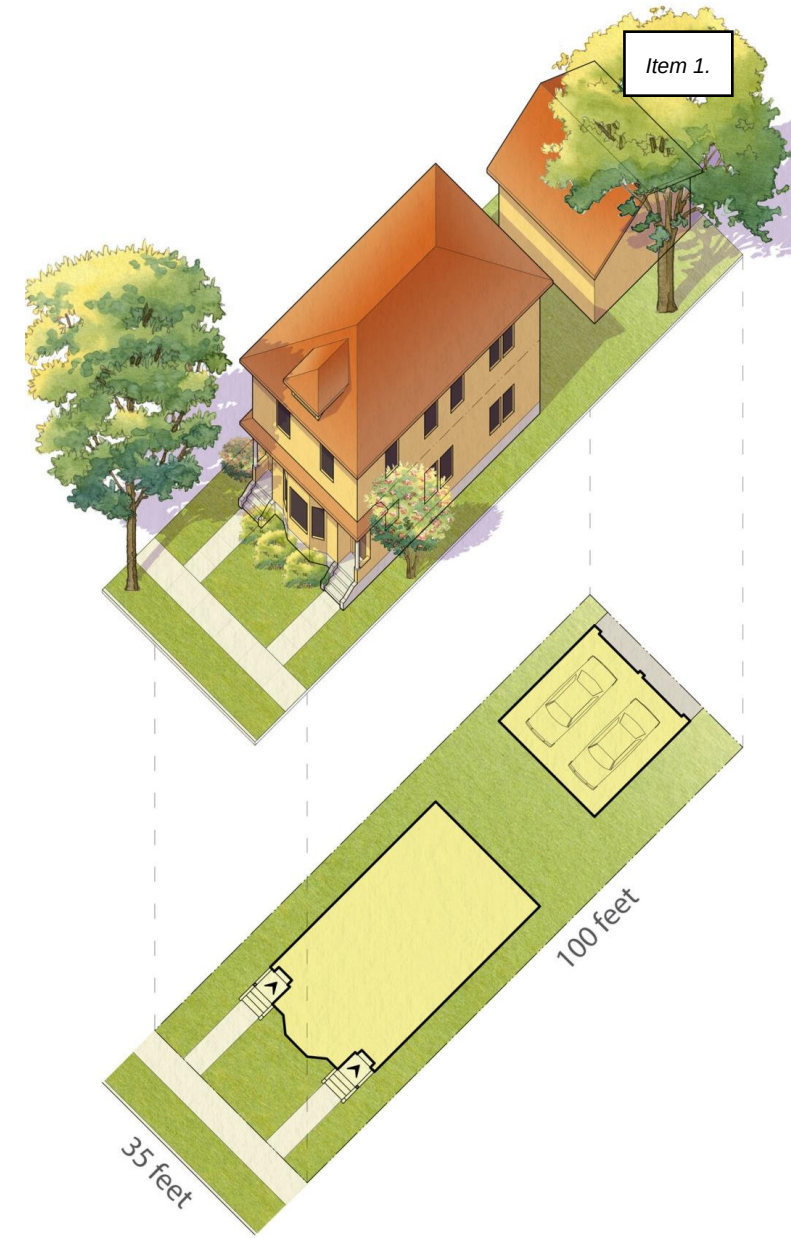
- Could the “garden apartment” definition be updated to be more specific, drawing on Missing Middle’s definition?
- Would it be helpful to update the definition for mid-rise apartment? The current definition requires an elevator.
- Should multiplexes continue to require independent access for each unit, or could the definition change to allow for more creative designs?



One example of a multiplex that does not have independent outside access for each dwelling unit.

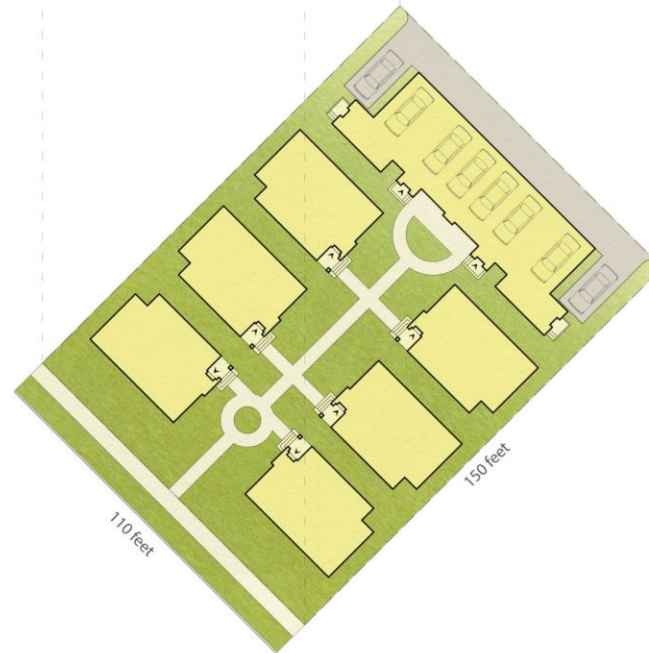
Considerations: Stacked Duplexes

Could more than one unit be permitted on the same lot, or could the duplex definition be changed to allow stacked duplexes instead of only side-by-side duplexes?



Considerations: Additional Missing Middle

- Could “cottage courts” or tiny homes be permitted housing



Item 1.

Considerations: Building Conversions

Could Dover allow existing large residential buildings like the Victorian-era homes on State St. to be converted into duplexes or multifamily units, while maintaining their exterior appearance?



“The Castle” at 300 N State Street was converted into 11 rental apartments in the 1930s, while retaining the building’s history and character.





Reform 3: Increase Housing Buildable Density



Bulk Standards and Missing Middle Housing

- Minimum lot size requirements may prevent Missing Middle housing types from being developed even in zones where they are permitted.
- Minimum lot sizes have been reduced in Dover through variances and PNDs.



Could minimum lot sizes be reduced?



Reform 4: Multi-family and Mixed-Use Building Heights



Building Heights: Considerations

- Increasing building heights for multifamily housing and/or mixed-use structures can reduce housing costs.
- Could the maximum height of multifamily housing in **RG-2** increase from 3 stories to 4 or more stories?
- Could the maximum height of multifamily housing in **RM-2** increase from 3 stories and 35 feet to at least 4 stories?

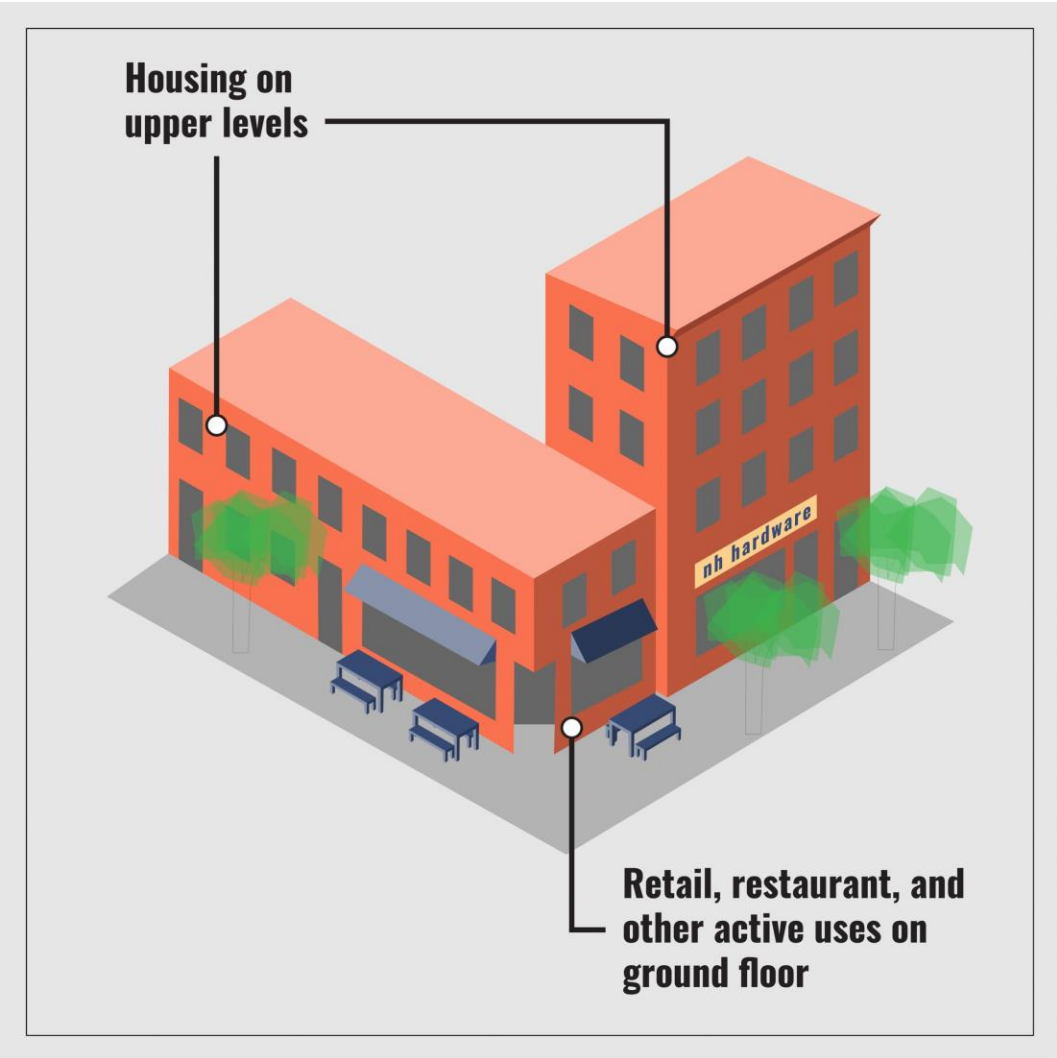


Top: The Grande 55+ Rental Community at 4 stories.
Bottom: English Village Condominiums at 3 stories in RM-2

Reform 4: High Density Mixed Use Residential in Commercial Zones and Employment Centers



Mixed Use Development



Mixed Use: Considerations

- Continue to build upon the strategies outlined in *Capital City 2030: Transforming Downtown Dover* to promote many of the identified work/play housing opportunities in the Downtown core.
- For example, could **C-4** be amended to allow apartments by-right?
- Could **CPO** be amended to allow townhouses, duplexes, and/or apartments by-right?
- Are there other commercial zones that do not currently allow residential that could be amended to allow mixed-use development (ex. **SC-3** or **IO**)?



Reform 5: Inclusionary Zoning

- Requiring all developments include a certain percentage of affordable housing units
 - Some inclusionary zoning policies allow affordable units to be built at a different location, while others require affordable units within the same building.
 - Some inclusionary zoning policies allow for a payment to an affordable housing fund to be used by others.



Evaluate an inclusionary housing program requiring or incentivizing affordable housing set-asides in larger residential developments.

Reform 6: Pre-Reviewed Design Plans

- Not initially chosen by City
- Pre-reviewed design plans are reusable sets of designs and blueprints that are already approved by local governments and available to developers for free.
- Pre-reviewed design plans can reduce unpredictability and shorten the approval process for developers.

Consider use of a pattern book or pre-reviewed design plans beyond Dover's TND zone.

Figure 2

Preapproved Plan for a 2-Bedroom Cottage in South Bend's Pattern Book
Plans for smaller homes can encourage efficient building on smaller lots



Source: Build South Bend Toolkit

© 2026 The Pew Charitable Trusts



Reform 7: Parking Requirements

- Calibrating parking standards to actual demand can reduce unnecessary construction costs while creating more efficient use of land in walkable neighborhoods.
- RG-1 zoning requires one off-street parking space per unit, while apartments require 2.25 parking spaces per unit.

Can parking requirements be reduced, especially for apartments and/or infill development?



Conclusion



ADUs: aging in place + local charm



Missing Middle: return to when these housing types were allowed in Dover



Density: cheaper production costs → affordability



Mixed use: walkable neighborhoods



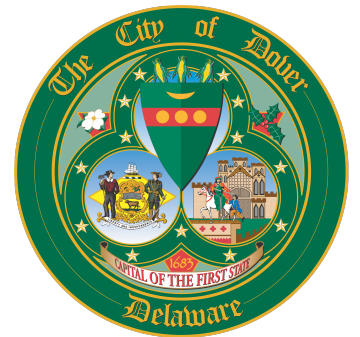
Other analyses: Water and wastewater impact fee, active recreation requirements



Thank you!

City of Dover Regulatory Analysis Summary

DRAFT September 2026



City of Dover Regulatory Analysis Summary

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Introduction

Communities across Delaware and the nation are facing growing housing challenges driven by rising costs, limited housing supply, and changing household needs. Housing costs¹ have increased faster than household incomes, leaving many Delaware households **cost-burdened**—spending more than 30 percent of their income on housing. Further, many households are severely **cost-burdened**, spending more than half of their income on housing (see Dover Housing Affordability section on page 3).

Housing demand is also changing as household sizes and demographics evolve. Today, approximately one-third of American households consist of a single individual. The share of households with children has declined significantly since the 1970s, and by 2030 one in five Americans will be over the age 65. Together, these trends are increasing demand for smaller homes, more attainable housing options, walkable neighborhoods, and housing that allows residents to age in place. However, land use regulations often prevent communities from adapting to meet these changing housing needs.

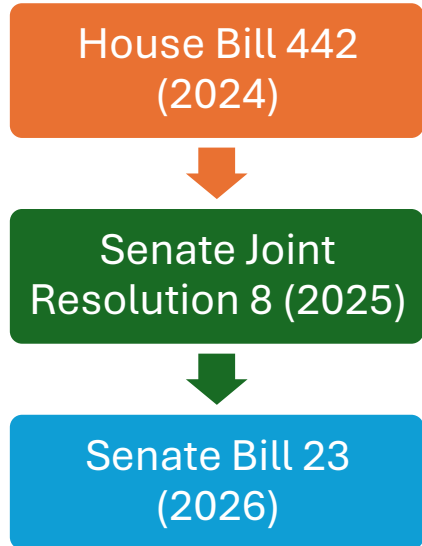
¹ Housing costs typically include rent and/or mortgage principal and interest, property taxes, insurance and homeowners' association (HOA) fees. Housing costs also include utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.).

DRAFT

Recent State Initiatives

In response to these challenges, the Delaware General Assembly has undertaken several initiatives to expand housing opportunities. In 2024, House Bill 442 established the Affordable Housing Production Task Force, which recommended a variety of land use and zoning reforms to increase housing choice.² In 2025, Senate Joint Resolution 8 directed the Delaware State Housing Authority (DSHA) to establish a municipal technical assistance pilot program to help communities evaluate and implement recommendations.

In August 2025, DSHA opened an application process for municipalities to express interest in receiving technical assistance regarding zoning reform, including a menu of strategies based on the Affordable Housing Production Task Force recommendations. These include:



Additional housing choices

- Accessory dwelling units (ADUs)
- Missing Middle Housing
- Compact mixed-use residential in commercial zones or employment centers

Expand housing opportunities

- Increase housing buildable density
- Greater building heights

Promote housing affordability

- Manufactured/modular homes
- Inclusionary housing

Refine review processes

- Pre-approved plans

As part of this initiative, Dover was selected as one of nine Delaware jurisdictions to participate in the DSHA land use reform technical assistance program. In its application, Dover chose to evaluate the strategies listed below:

- Allow ADUs and/or “missing middle” housing types as permitted in residential zones
- Increase buildable density for housing by reducing minimum lot sizes and bulk standards
- Increase building heights for multifamily housing and/or mixed-use developments

² Affordable Housing Production Task Force (April 2025). Final Report. Delaware State Housing Authority. https://www.destatehousing.com/wp-content/uploads/2025/04/Final-Report_4.3.25-Final.pdf

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- Establish an inclusionary zoning program to address affordable and workforce housing needs
- Allow higher density, mixed-use with residential in commercial zones or employment centers

In 2026, the Delaware General Assembly adopted Senate Bill 23, the *Housing for Every Delawarean Act*.³ The legislation requires Delaware counties and municipalities with populations exceeding 2,000 residents to prepare an affordable housing plan as part of their comprehensive plan. The law requires communities to assess housing needs, identify barriers to housing production, establish strategies to increase housing supply and affordability, and implement land use and zoning measures that support a broader range of housing opportunities. Affordable housing plans will be reviewed by the Delaware State Housing Authority as part of the state's comprehensive planning process.

This Report provides an assessment of Dover's current housing conditions, affordability challenges, and housing needs. It evaluates existing barriers to housing production, examines opportunities to expand housing choices, and identifies potential land use and zoning strategies that can help the City respond to changing housing needs while preserving the character and quality of life that define Dover.

Overview of Housing in Dover

Dover Housing Affordability:

Housing affordability is a serious issue in Dover. The median monthly housing cost in Dover is **\$1,337**, meaning that a household would need to make at least **\$4,456 per month** to afford the median housing cost in Dover without being cost-burdened (2024 ACS 5-year estimates). The median yearly household income in Dover is \$60,199. In Dover, **44% of households are cost burdened** (2024 ACS 5-year estimates).

Both homeowners and renters in Dover experience housing cost burden.⁴ For homes with a mortgage, the median monthly housing cost was \$1,686, while for owned homes without a mortgage the median monthly housing cost was \$534. In practice, this means that 36% (1,756) of households with a mortgage and 14% (327) of households without a mortgage are cost burdened (**Figure 1**). Taken together, 29% of owner-occupied households are cost burdened in Dover (2024 ACS 5-year estimates).

³ Senate Substitute 2 for Senate Bill 23. (July 2026). <https://legis.delaware.gov/BillDetail/143471>

⁴ According to the American Community Survey (ACS) 2024 five-year estimates, 52% (8,084) of Dover's occupied units are rental units, while 47% (7,230) are owner-occupied units. There are 15,428 households in Dover.

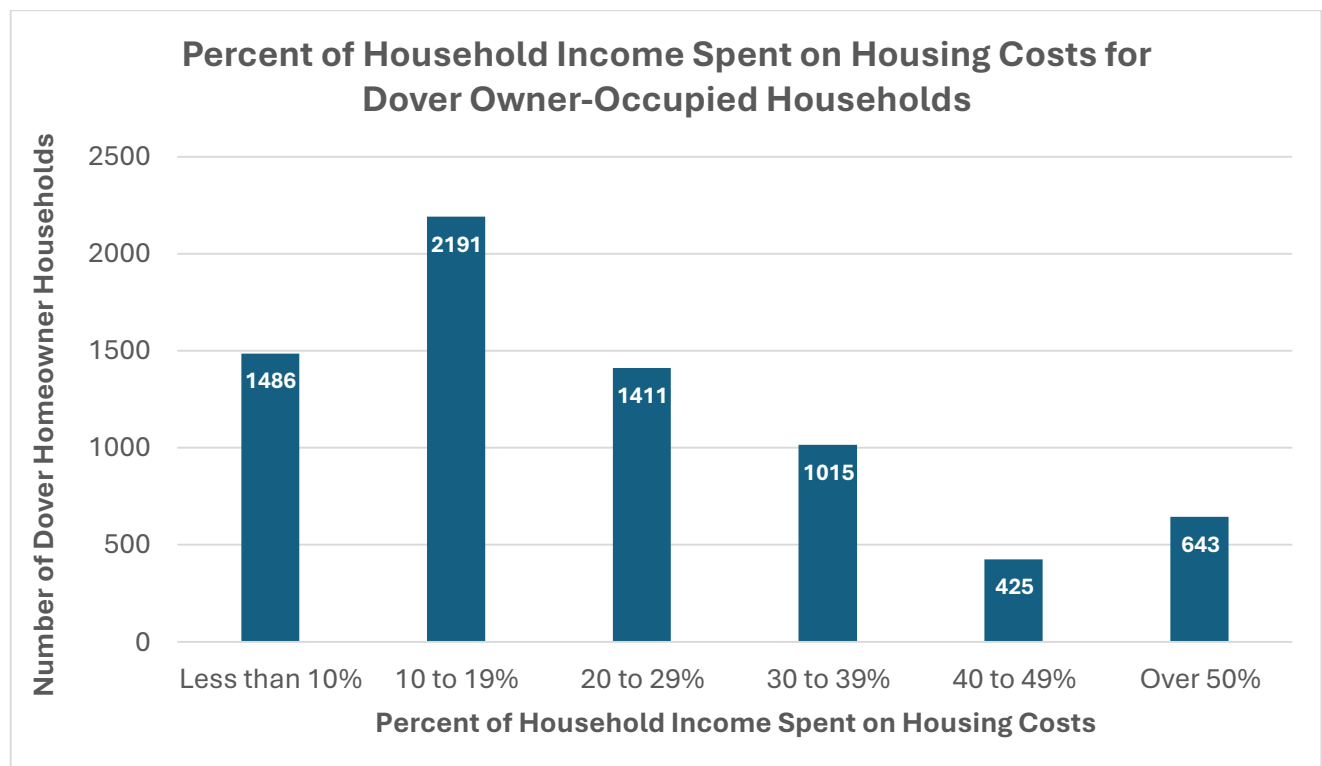


Figure 1. Percent of household income spent on housing costs, for owner-occupied households in Dover. Source: 2024 ACS, 5-year estimates.

For renters, the median gross rent⁵ is \$1,344 per unit, calculated only for occupied units paying rent. That number is from the 2024 ACS 5-year estimates, meaning it calculates the median gross rent from 2020-2024 in Dover. However, a total of 1,526 households get assistance from the Dover Housing Authority and the Delaware State Housing Authority in Dover,⁶ so the true median gross rent for market-rate apartments is likely higher than reported in the ACS.⁷ Additionally, since the median gross rent of \$1,344 per unit is calculated based on data from 2020-2024, it fails to account for inflation since 2024 that impacts today's median rent in Dover.

⁵ The 2024 American Community Survey defines gross rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else).”

⁶ These numbers come from Dover’s 2025 Draft Consolidated Plan: “Dover Housing Authority administers 190 Section 8 Housing Choice Vouchers with a total of 294 Public Housing Units and 77 Tax Credit Units. DSHA has 210 Housing Choice Vouchers, 250 Public Housing Units and 505 Tax Credit Units” (pg. 43).

⁷ Zillow estimates Dover’s median rent at \$1,795, and Apartments.com estimates Dover renters’ monthly housing costs at \$2,447.

According to the 2024 ACS 5-year estimates, **58% (4,622) of renter households are cost burdened**, which is larger than the number of cost-burdened renter households in Kent County and the state (**Figure 2**). Furthermore, **23.7% of Dover renters (1,947 households) are extremely cost burdened**, defined as spending 50% or more of their monthly income on housing costs (2024 ACS 5-year estimates).

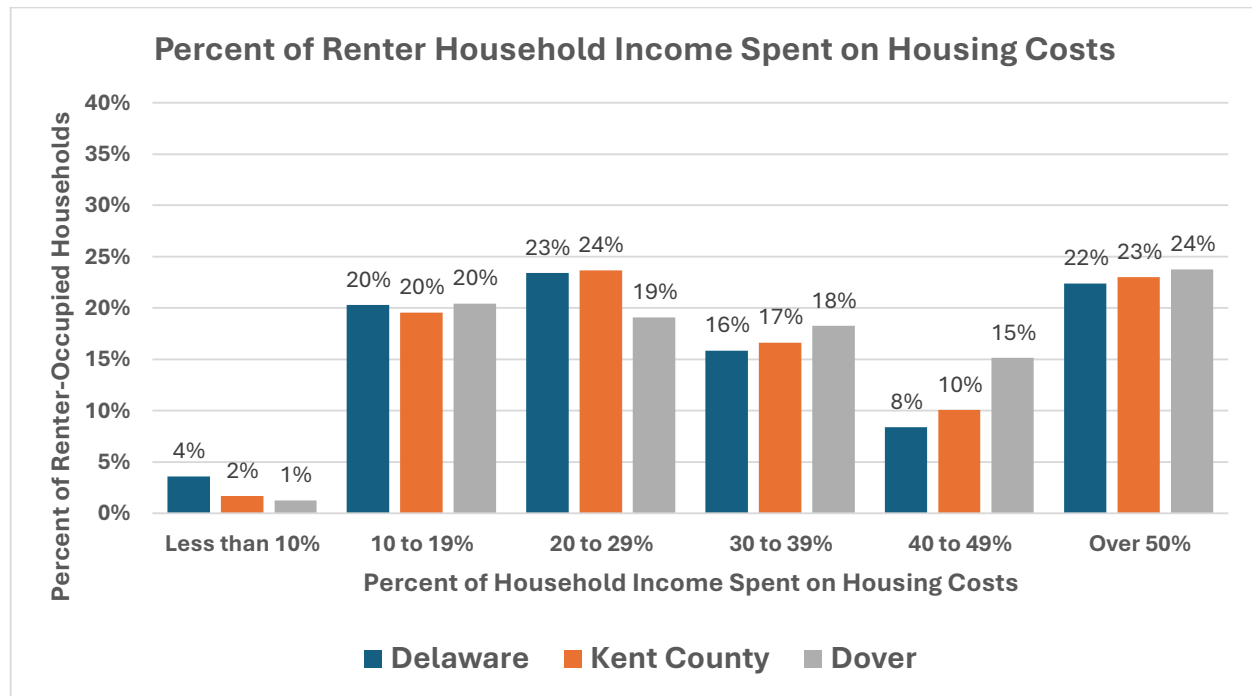


Figure 2. Gross rent as a percentage of household income, for occupied units paying rent in Dover, Kent County, and Delaware. Source: 2024 ACS, 5-year estimates. All percentages are rounded to the nearest whole number.

Researchers have found that as housing cost burden increases, so does material hardship, including food insecurity, bill-paying hardship, and medical care hardship (Shamsuddin and Campbell, 2021). Furthermore, other research has found that long-term exposure to housing cost burden is associated with worsened outcomes for children, including behavior problems and lower math and reading test scores (Hess et al., 2025). Taken together, it is clear that housing affordability in Dover is a critical issue.

For more context on Dover's housing costs, **Figure 3** shows the Zillow Home Value Index (ZVHI), which is a smoothed, seasonally adjusted measure of the typical home value and market changes across a given region and housing type. It reflects the typical value for homes in the 35th to 65th percentile range. Dover's ZVHI is \$339,650, while Kent County's ZVHI is \$368,542 and Delaware's overall ZVHI is \$396,207.

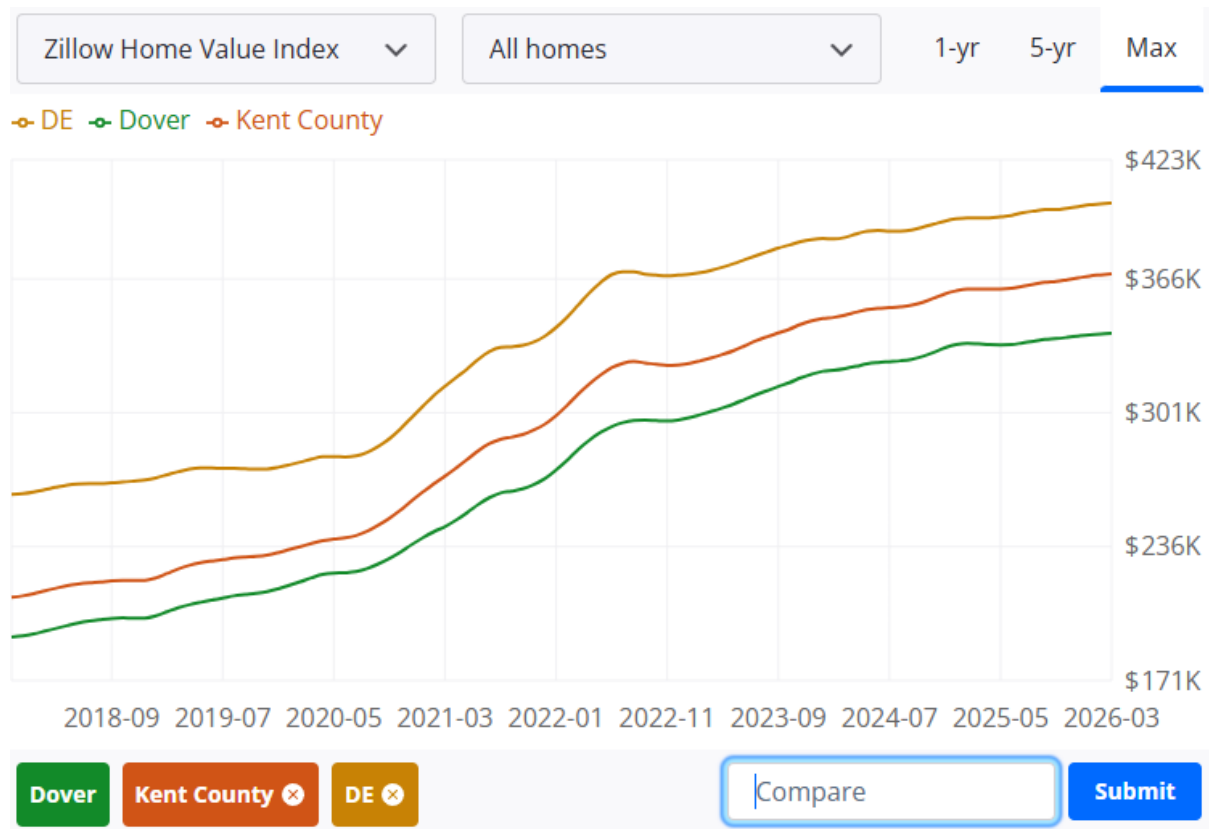


Figure 3. Zillow Home Value Index (ZVHI) for Dover, Kent County, and Delaware.

Regulatory Analysis Methodology

To complete the regulatory analysis, the project team developed an Excel workbook to summarize and evaluate Dover's zoning and subdivision codes⁸ and to identify barriers to affordable housing. The workbook summarized the permitted residential uses in each zoning district, lot standards for various housing types, the process for minor subdivisions, and revised bulk standards approved through variances and alternative bulk standards under Planned Neighborhood Design (PND) applications. The project team also reviewed the Supplementary Regulations (Zoning Ordinance Article 5) and Off-Street Parking, Driveways and Loading Facilities (Zoning Ordinance Article 6) to identify outdated, confusing, or unnecessary requirements that could create barriers to building housing. City staff provided input regarding code provisions that often create challenges, especially for infill development, which were considered along with the code evaluation. Along with the strategies identified by DSHA, the team identified potential changes to help affordable housing development, including adjusting active recreation requirements, reviewing the

⁸ Analysis included Appendix A: Subdivisions and Appendix B: Zoning

water and wastewater impact fee structure, emergency rear access, and considering minor subdivisions through an administrative process.

Table 1 and Table 2 provide descriptions of the current zoning districts. Mapping of current zoning districts can be viewed on the City's online [Zoning Map](#) or the [Dover Zoning Evaluation Dashboard](#) created by the project team.

Table 1 – Residential Zoning Districts

Zoning District	Residential Zoning District Description
R-20: One Family Residence Zone	Permits single-family, detached residential dwellings with 20,000 Sq. Ft. minimum lot size. PNDs can be applied in this zone. ⁹
R-15: One Family Residence Zone	Permits single-family, detached residential dwellings with 15,000 Sq. Ft. minimum lot size. PNDs can be applied in this zone.
R-10: One Family Residence Zone	Permits single-family, detached residential dwellings with 10,000 Sq. Ft. minimum lot size. PNDs can be applied in this zone.
R-8: One Family Residence Zone	Permits single-family, detached residential dwellings with 8,000 Sq. Ft. minimum lot size. PNDs can be applied in this zone.
R-7: One Family residence Zone	Permits single-family, detached residential dwellings with 7,000 Sq. Ft. minimum lot size.
RG-1: General Residence Zone	Permits single-family, detached residential dwellings with 6,000 Sq. Ft. minimum lot size. Conditionally permits duplexes with 5,000 Sq. Ft. minimum lot size, and townhouses / one family attached dwellings with 3,000 Sq. Ft. minimum lot size.
RG-2: General Residence Zone	Same as RG-1 and permits garden apartments with 1,700 Sq. Ft. minimum lot size.
RG-3: Group housing Zone	Permits single-family, detached residential dwellings with 7,000 Sq. Ft. minimum lot size. Permits townhouses / one family attached dwellings with 1,800 sq. ft. minimum lot size. It is unclear if this zone, which permits “one-family group dwellings” also permits duplexes, which are not mentioned in the code.

⁹ PNDs require a special approval process and require at least 20 acres. We describe PNDs in more detail on page 13.

RG-4: General Residence Zone for Multistory Apartments	Permits single-family, detached residential dwellings with 6,000 Sq. Ft. minimum lot size. Permits high-rise apartments 600 Sq. Ft. minimum lot area per dwelling unit.
RG-5: General Residence Zone for Mid-Rise Apartments	Permits single-family, detached residential dwellings with 6,000 Sq. Ft. minimum lot size. Permits mid-rise apartments, defined as multiple dwellings sharing common outside access and elevators. Mid-rise apartments require 900 Sq. Ft. lot area.
RM-1: Medium Density Residence Zone	Permits single-family detached residential dwellings with 8,000 Sq. Ft. minimum lot size, one-family lot line dwellings with 7,000 Sq. Ft. minimum lot sizes, duplexes with 5,000 Sq. Ft. minimum lot size, townhouses with 3,000 Sq. Ft. minimum lot size, multiplexes with 3,000 Sq. Ft. minimum lot sizes, and rooming houses.
RM-2: Medium Density Residence Zone	Same as RM-1, but also permits Garden Apartments with a minimum lot size of 3,000 Sq. Ft.
MH: Manufactured Housing Zone	Permits manufactured homes on individual lots and multiple manufactured homes on the same lot, with varying lot size requirements.
RGO: General Residential and Office Zone	Permits one-family detached dwellings with 6,000 Sq. Ft. minimum lot size, duplexes with 5,000 Sq. Ft. minimum lot size, one-family lot line dwellings with 7,000 Sq. Ft. minimum lot sizes, townhouses with 3,000 Sq. Ft. minimum lot size, and multiplexes with 3,000 Sq. Ft. minimum lot sizes. It also permits apartments. It also permits businesses and shops, some types by conditional use.
TND: Traditional Neighborhood Design Zone	The TND zone is a mixed-use zone that applies only to Eden Hill Farm TND. The zone does not prescribe set bulk standards but relies on a pattern book Comprehensive Design Standards Manual that is developed as part of the Planning Commission's development review process. By design, the TND includes a variety of housing types.

Table 2 – Other Zoning Districts

Zoning District	Other Zoning District Description
C-1: Neighborhood Commercial Zone	Permits single-family, detached residential dwellings with 6,000 Sq. Ft. minimum lot size, duplexes with 5,000 Sq. Ft. minimum lot size, and townhouses / one family attached dwellings with 3,000 Sq. Ft. minimum lot size. Multiplexes and apartments are also permitted by-right, but bulk standards are not clear. Other permitted uses include stores and restaurants.
C-1A: Limited Commercial Zone	Same as C1 above but includes offices as a non-residential permitted use and other non-residential changes (ex. allowing drive throughs as a conditional use).
C-2: Central Commercial Zone	Permits apartments and multi-family dwellings, as long as no dwelling units are permitted on the first floor of Lockerman Street. No minimum lot size is specified in the code. Permits a variety of other uses including commercial and recreation uses.
C-2A: Limited Central Commercial Zone	For residential uses, same as C1, with slightly different lot depth requirements. Other permitted uses include stores, offices, restaurants, and hotels.
C-4: Highway Commercial Zone	Apartments and multi-family dwellings are permitted as a conditional use. Other permitted uses include manufacturing, storage, retail, and hospitals.
C-PO: Commercial and Professional Office Zone	Apartments, multifamily residences, and single-family residences (single family detached, duplexes, and townhouses) are all conditional uses in this district. Permitted uses include offices, banks, and medical laboratories. Bulk regulations for multifamily and apartments are not clear, but for single family residences they are the same as RG-1.
SC-1: Shopping Center Development	Permits single family detached residential dwellings, duplexes, townhouses, multiplexes, and apartments. Other permitted uses include stores, restaurants, libraries, and offices. Bulk regulations are not clear.

SC-2: Shopping Center Development	Permits single family detached residential dwellings, duplexes, townhouses, multiplexes, and apartments. Other permitted uses include those permitted in SC-1, and banks, theaters, hotels, and manufacturing. Bulk regulations are not clear.
Remaining Zones	Residential uses are not currently permitted in remaining zones, which are Institutional and Office Zone (IO), Service Commercial Zone (C-3), Recreational and Commercial Zone (RC), Manufacturing Zone (M), and Industrial Park Manufacturing Zones (IPM, IPM2, IPM3). Negligible residential uses are permitted in the Agricultural Zone (A).

Opportunities for Residential Development - Zoning Designations

Land with zones that permit residential development account for approximately 55% of all zoned land in Dover. Land zoned for non-residential uses accounts for approximately 45% of all land in Dover. Zoned lands account for around 87% of all of the land within Dover's boundaries, with roads, Silver Lake, and other non-zoned lands accounting for the other 13%.

Figure 4 shows a map of all of Dover's zoning districts that permit residential uses. This map includes the TND (Traditional Neighborhood Development) district, which applies only to Eden Hill, a mixed-use planned community that was initially planned in the early 2000s and is continuing to build out. **Figure 5** shows the parcels labeled "vacant" in Kent County assessment records in zones permitting residential uses. Notably, while it is located within Dover and zoned R-20, the Dover Air Force Base is not subject to local regulations since it is a federal property.

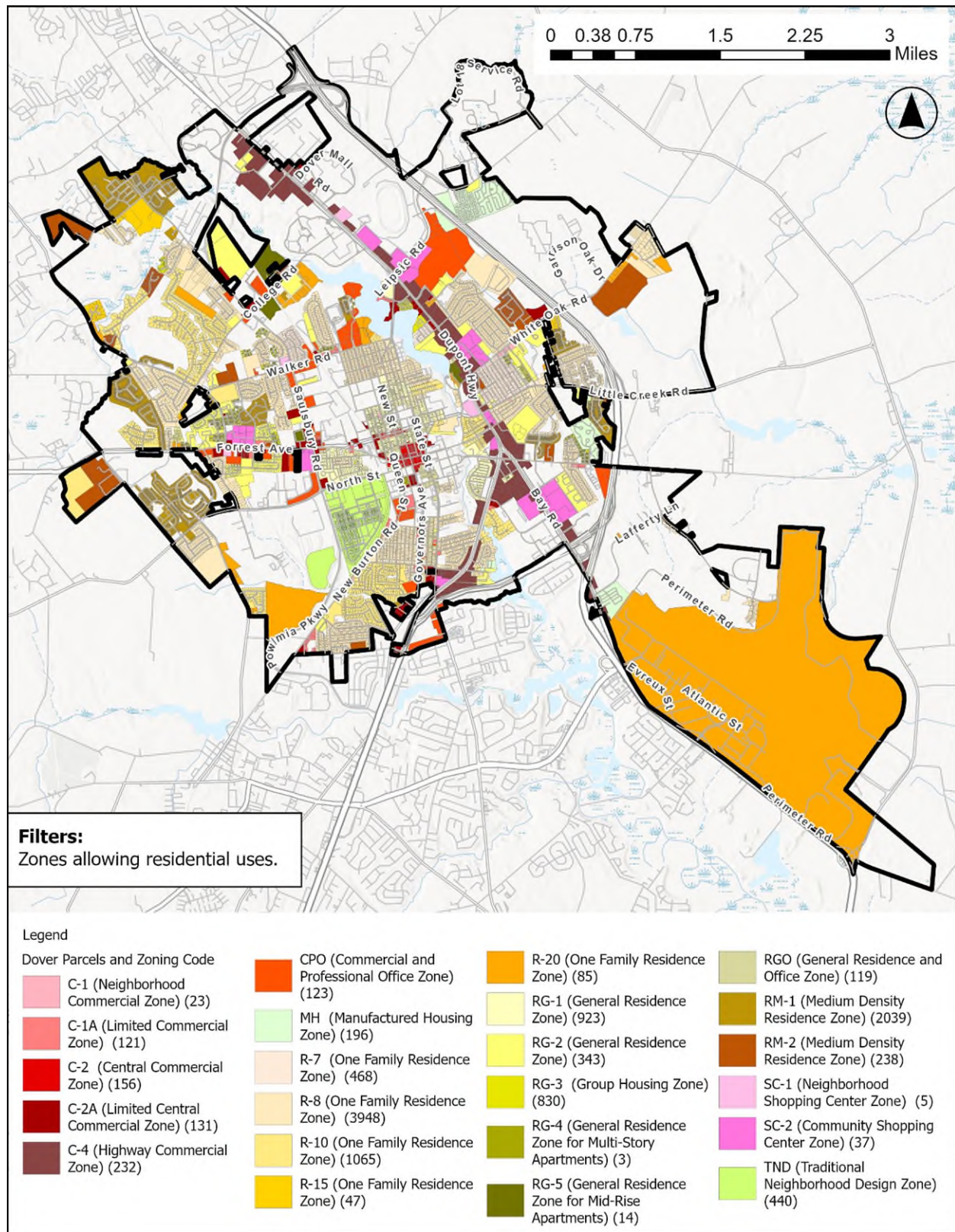


Figure 4. City of Dover Zoning districts permitting residential uses, with the number of parcels in each zone in parenthesis.

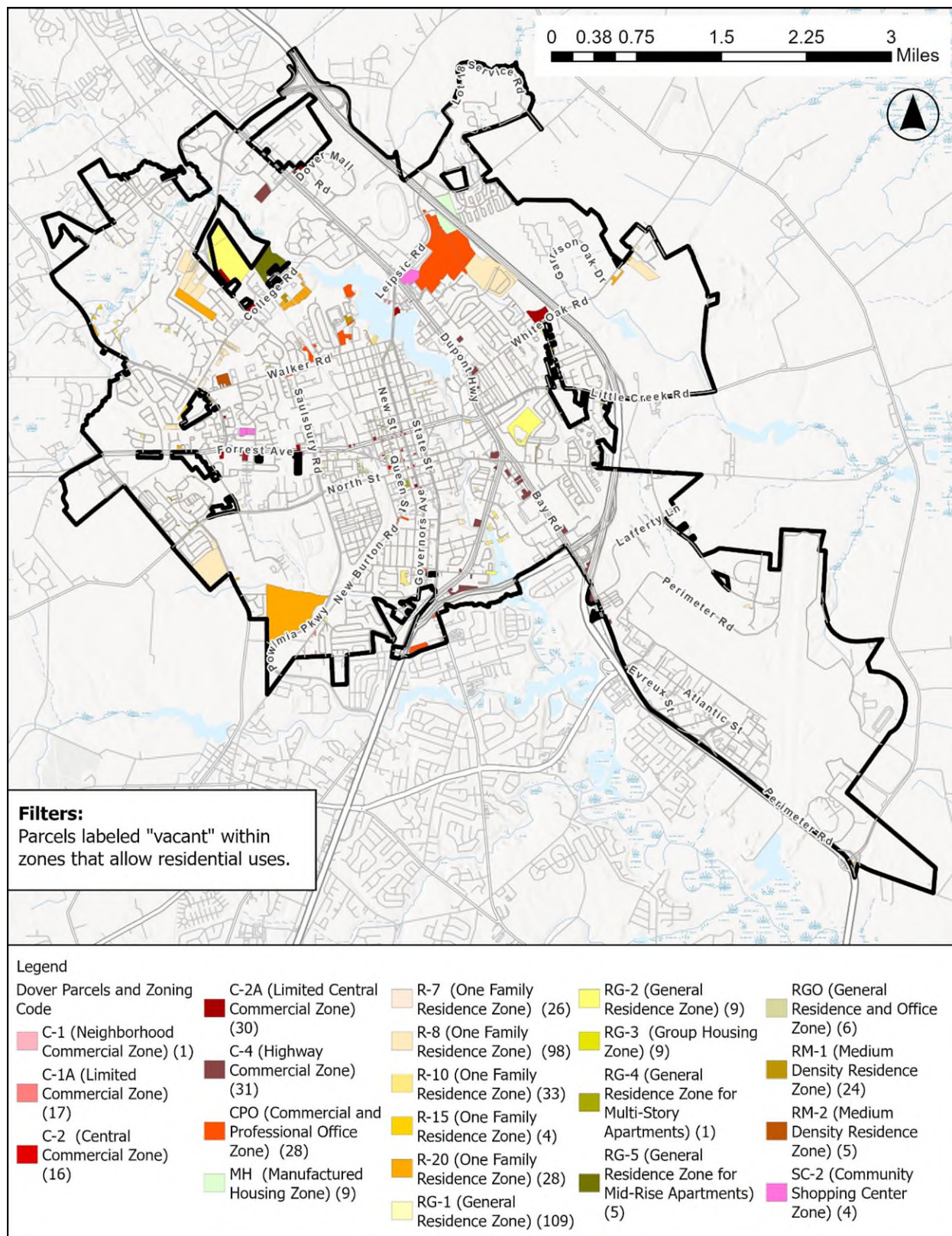


Figure 5. Parcels with "vacant" uses in zones permitting residential uses.

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In **Figure 5**, the vacant parcels in zones permitting residential uses account for 813 acres, or approximately 6% of the zoned lands in the city. Put another way, 10% of parcels in zones permitting residential uses are marked as vacant. The vacant parcel data is as accurate as possible, and it excludes many active subdivisions and state designated open space from the vacant parcel count. However, the vacant parcels may still include parcels that are already accounted for in subdivision plans, valuable “undeveloped” land like overflow Racetrack parking, and open space. However, the map still highlights how much of Dover’s land is already developed, making infill and redevelopment important in the City.

While the zoning code identifies which housing types are allowed in each zone, the Planned Neighborhood Design (PND) option allows for an expansion of housing types in the R-20, R-15, R-10, R-8, RM-1 and RM-2 zones through a multi-step process that includes conditional use review by the Planning Commission. The PND allows for more flexibility in housing types, unit density, and lot regulations. To use the PND option, developers must present a general sketch plan to the City Council, who must determine if the plan warrants further review from the Planning Commission. If so, the conditional use process will continue as usual, requiring Planning Commission approval of a conditional use subdivision plan and then the submission of a site development plan or preliminary subdivision plan for review and approval by the Planning Commission. The minimum tract size for a PND is 20 acres.

Strategies: Barriers and Potential Code Amendments

Based upon the evaluation completed, the project team developed a Barriers Matrix that summarizes barriers or obstacles to selected reforms (those identified in Dover’s application) within the existing code and process, as well as potential amendments that could remedy the barriers. The proposed amendments in the matrix do not include the details of how the amendments could be drafted. Evaluating details of how ordinances should be crafted will take place as the regulatory analysis is discussed with the Council Committee of the Whole and Planning Commission during August and September.

Although this report and pilot project focus on housing conditions and regulatory opportunities, affordable housing cannot be addressed in isolation. Long-term success requires coordinated planning that integrates housing with land use, infrastructure, transportation, public services, economic development, and demographic trends. Consistent with the requirements of Senate Bill 23, a more robust plan for affordable housing will become an element of the City's broader comprehensive planning process. Accordingly, the findings of this pilot project should be viewed as an important first step that informs both near-term regulatory refinements and longer-term community planning efforts.

Reform	Why it Matters	Obstacles	Considerations
Accessory Dwelling Units (ADUs) ADUs provide small-scale housing opportunities within established neighborhoods while allowing homeowners additional flexibility to accommodate family members, caregivers, or rental income. Because they use existing residential lots, ADUs can expand housing choices without substantially changing neighborhood character building upon existing investments. Below is Figure 6, from the AARP's ABCs of ADUs guide. Click to view DSHA description>>	Allowing accessory dwelling units creates affordable housing opportunities that are effective for areas that are largely built-out. ADUs can enable existing homeowners to manage increasing costs while remaining in place. They can allow family members to live on the same property to support aging in place and promote intergenerational neighborhoods. They can also provide opportunities for affordable rental housing.	Currently the City of Dover's zoning ordinance does not allow ADUs in any zoning district except the Traditional Neighborhood Design (TND) district which has a very small footprint. In the TND, all ADU locations were designated in TND plan review process.	To allow ADUs, the zoning ordinance would have to be modified so ADUs are permitted as accessory uses. Public engagement and feedback from the Planning Commission and City Council could help inform which types of ADUs are permitted, where they are permitted, and what other standards or requirements should apply. <u>Questions to consider:</u> Should bulk standards be adjusted to facilitate ADUs? Should ADUs have specific parking requirements? Could the 15ft limit on accessory building height (Article 5, Supplementary Regulations) be increased to allow ADUs over detached garages? Should the 5-foot setback for accessory structures be amended for ADUs? Could Dover consider tax credits for owner-occupied properties that provide ADUs for residents that meet a certain age or income criteria, in line with Delaware Housing Supply Accelerator recommendations?

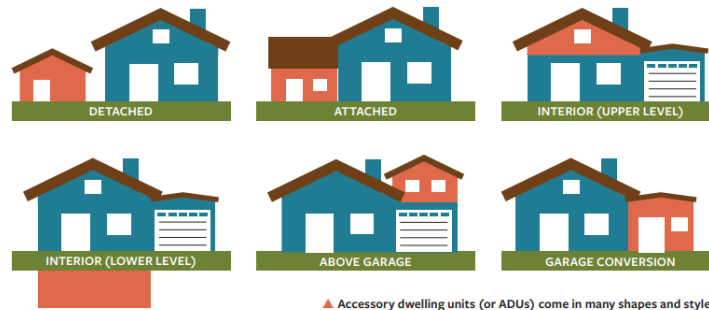


Figure 6. Types of ADUs from the AARP's ABCs of ADUs guide.

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Reform	Why it Matters	Obstacles	Considerations
Missing Middle Housing Missing Middle housing includes duplexes, triplexes, fourplexes, medium multiplexes, townhouses, cottage courts, courtyard buildings, and live-work buildings. These building types, common in earlier, traditional neighborhoods, provided modest-scale, relatively affordable housing options. However, they are now largely “missing” as a result of zoning and building codes that, over the past several decades, have accommodated detached dwellings and some larger scale multifamily development while limiting Missing Middle Housing due to additional requirements and regulatory hurdles. To learn more about Missing Middle housing types, go to missingmiddlehousing.com. Click to view DSHA description>>	Expanding opportunities to create these housing types by right can reduce costs per unit resulting in expanded affordable housing opportunities. Missing middle housing expands housing types that offer effective solutions to providing affordable housing solutions for small scale projects, while maintaining the character and scale of traditional neighborhoods. They are effective for facilitating infill developments.	Missing middle housing types are only permitted by right in a few zones (see Figure 7 for townhouse example). While more zones allow missing middle housing types conditionally (Figure 8), the process of conditional approval can be daunting and lengthy. Also, much of Dover is already built out. Some “missing middle” types such as stacked duplexes, cottage courts, and courtyard buildings are not permitted or addressed in code. Other current definitions are restrictive, like requiring each unit to have independent access points.	<u>There are many opportunities for expanding Missing Middle housing:</u> Could RG-1 and RG-2 be modified to allow townhouses and duplexes by right, instead of conditional use? Could RG-2 allow multifamily by right instead of by conditional use? Could RG-1 and RM-2 change to allow multi-family other than garden apartments? Could the “garden apartment” definition be updated to be more specific, drawing on Missing Middle’s definition? Also, would it be helpful to update the definition for mid-rise apartment? The current definition requires an elevator. Should multiplexes continue to require independent access for each unit, or could the definition change to allow for more creative designs (Figure 9)? Could more than one unit be permitted on the same lot, or could the duplex definition be changed to allow stacked duplexes instead of only side-by-side duplexes (Figure 10)? Could Dover allow existing large residential buildings like the Victorian-era homes on State St. to be converted into duplexes or multifamily units, while maintaining their exterior appearance? Could “cottage courts” or tiny homes be permitted housing types?

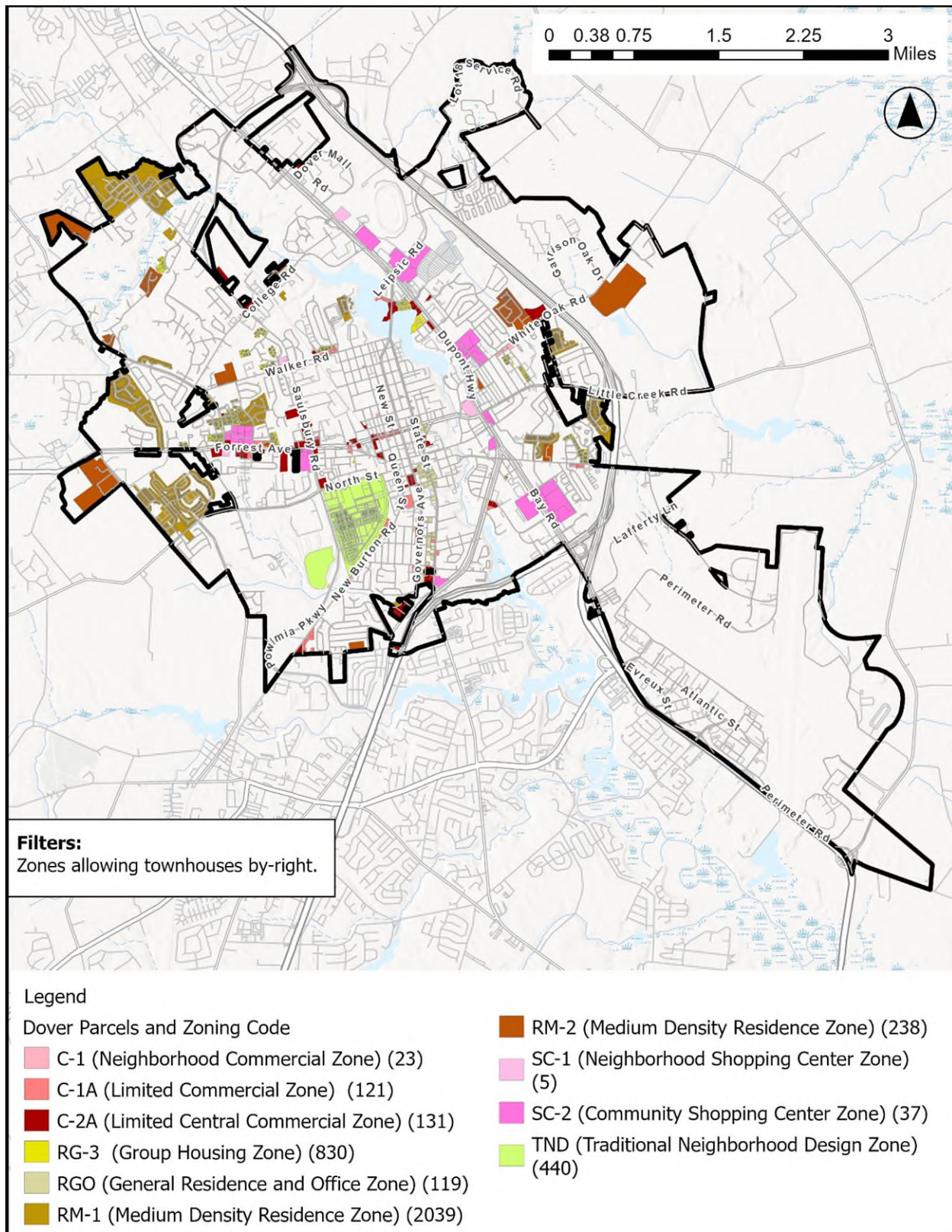


Figure 7. Zones that allow townhouses by-right in Dover, with the number of parcels in each zone in parentheses. This map is almost identical to the zones that allow duplexes by-right, except RG-3 which does not allow duplexes by-right.

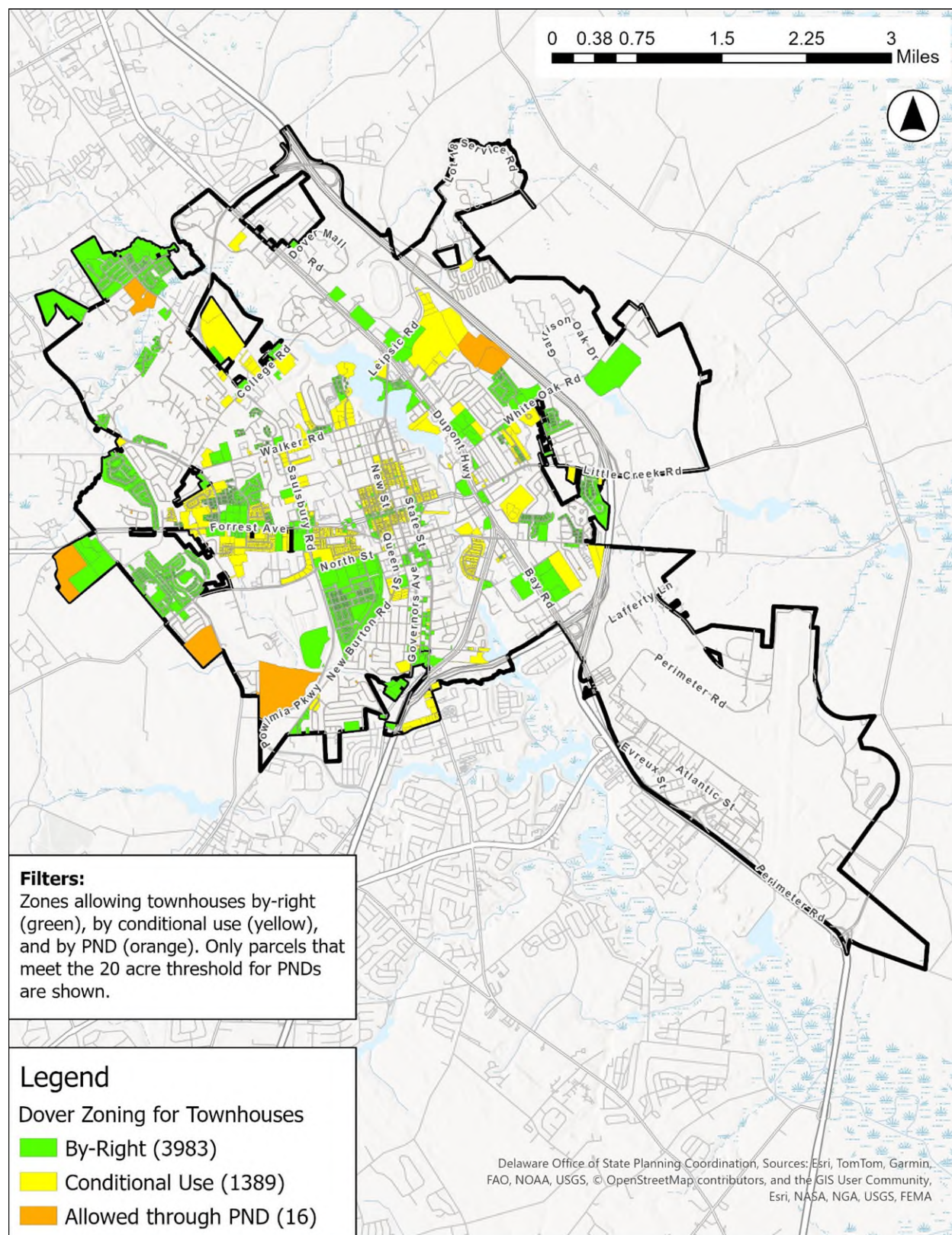


Figure 8. Zones that allow townhouses by right, with conditional use, and with PND. Only parcels that meet the PND minimum of 20 acres are shown in the Allowed through PND category.



Figure 9. One example of a multiplex that does not have independent outside access for each dwelling.



Figure 10. One example of a stacked duplex that could be built if duplexes were allowed to exist on the same lot. Stacked duplexes can fit on narrower lots than side-by-side duplexes.

Reform	Why it Matters	Obstacles	Considerations
Increase Housing Buildable Density Housing buildable density is defined by local land use policies and set by zoning area, bulk and units' requirements. Density has a significant influence on housing conditions, including affordability. The policies should be evaluated and refined to support housing needs while maintaining community planning objectives. Click to view DSHA Descriptions>>	Housing affordability is strongly influenced by land costs, minimum lot sizes, and development standards. Modifying bulk standards to be more in line with Dover's existing development pattern and bulk standards, regularly approved through the variance and PND processes, would ensure that standards are applied consistently, shortens the approval process for housing developers, and creates predictability for developers and the public.	Existing minimum lot sizes and setbacks can prevent opportunities for Missing Middle housing types to be built, even if these housing types and infill development are allowed within a zone. While the City's Board of Adjustments has issued variances for reduced lot sizes, the process of applying for a variance can be a barrier for developers and variances may not be applied uniformly. Similarly, the Planned Neighborhood Design (PND) process allows for alternative bulk standards similar to those that have been granted through the Board of Adjustment, but the PND process can be lengthy and requires a large tract of land.	Reducing the bulk standards to allow lot sizes and setbacks consistent with what has been granted through variances and PND applications would increase buildable density for infill development. For example, could townhouse minimum lot sizes in RG-1 and seven other zones¹⁰ (currently 3,000 sq. ft.) be reduced to align with the minimum lot size granted for the Cecil Street townhouses or the PND's minimum townhouse lot size (2,000 – 2,350 sq. ft.) ? Similarly, in RG-1 and nine other zones, the minimum lot size for a duplex is 5,000 sq. ft. Could this change to align with the PND's minimum lot size for duplexes of 4,500 sq. ft.? Or could they change to align with the Missing Middle recommendations where stacked duplexes have an ideal lot size of 3,500 sq. ft.?

¹⁰ Zones with a 3,000 sq. ft. minimum lot size for townhouses are RG-1 (conditional use), RM-1, RM-2, RGO, C-1, C-1A, C-2A, SC-1, and SC-2.

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Reform	Why it Matters	Obstacles	Considerations
Multi-family and Mixed-Use Building Heights Building Heights set by zoning use and bulk standards, and tied to adopted land use policies, can be refined to support many affordable housing and related community planning objectives. While relatively lower building heights are an effective way to maintain local character in certain areas, maintaining a uniform, low cap in all areas can limit effective design options and hamper efforts to provide attainable housing for lower to middle income groups. Click to view DSHA description>>	Increasing building heights for multifamily housing and/or mixed-use structures offers efficiencies by providing space that can reduce housing costs. However, addressing building height may be less of a priority, as Dover has not seen a strong demand for buildings that exceed four stories. Construction standards (including building and fire code standards) change when buildings exceed four stories, which may relate to the reason that Dover does not see many buildings taller than this.	In RG-2, multifamily is limited to 3 stories and 40 feet; in RM-2 garden apartments are limited to 3 stories and 35 feet. Apartments in the SC-2 zone are permitted to be six stories and 75 feet in height.	Could the maximum height of multifamily housing in RG-2 increase from 3 stories to 4 or more stories? Could the maximum height of multifamily housing in RM-2 increase from 3 stories and 35 feet to at least 4 stories?
  Figure 11. Left: The Grande 55+ Rental Community at 4 stories. Right: English Village Condominiums at 3 stories in RM-2.			

Reform	Why it Matters	Obstacles	Considerations
High Density Mixed-Use Residential in Commercial Zones and Employment Centers Integrating housing with commercial, institutional, and employment areas creates affordable housing opportunities for residents to live closer to jobs, services, and daily destinations while supporting more walkable development patterns. Click to view DSHA description>>	Providing housing within or in proximity to commercial and institutional areas offers opportunities to integrate housing near employment, services, and transit.	Missing Middle housing is permitted in most commercial zones. Multi-family is a conditional use in the CPO and C-4 zones. Townhouses and duplexes are a conditional use in the CPO zone. Manufacturing and industrial zones prohibit residential units, which is appropriate based on the nature of the uses permitted in those zones.	Continue to build upon the strategies outlined in <i>Capital City 2030: Transforming Downtown Dover</i> to promote many of the identified work/play housing opportunities in the Downtown core. For example, could C-4 be amended to allow apartments by-right? Could CPO be amended to allow townhouses, duplexes, and/or apartments by-right? Are there other commercial zones that do not currently allow residential that could be amended to allow mixed-use development (ex.SC-3 or IO)?

Reform	Why it Matters	Obstacles	Considerations
Inclusionary Zoning Programs Inclusionary zoning requires medium and large developments to include a certain percentage of affordable units. Some inclusionary zoning policies allow affordable units to be built in a different location, while others require affordable units in the same building. Click to view DSHA description>>	Inclusionary zoning can help ensure that affordable and workforce housing needs are addressed. It can help create mixed-income neighborhoods and lower housing cost burdens.	The City currently lacks an inclusionary housing program.	Evaluate an inclusionary housing program requiring or incentivizing affordable housing set-asides in larger residential developments.



Figure 12. Inclusionary zoning graphic illustrating how some units must be affordable in every new development.

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While the following reforms were not initially chosen by Dover, our team still identified barriers to their implementation that may be helpful for the City.

Reform	Why it Matters	Obstacles	Considerations
Pre-reviewed Design Plans Pre-reviewed design plans are reusable sets of designs and blueprints that are already approved by local governments and available to developers for free. This is similar to the pattern book used in Dover's TND zone. To see another example, view South Bend, Indiana's pre-reviewed design plans here. Click to view DSHA description>>	Pre-reviewed design plans can reduce unpredictability and shorten the approval process for developers. Applicants and reviewers can rely on predefined details while focusing on site specific conditions to better ensure compatibility.	Without pre-reviewed design plans, applicants for small-scale infill projects often incur preventable design costs and repeated plan revisions. Pre-reviewed design plans, while successfully used in other communities, are a relatively new concept that can require additional resources (time and expense) to incorporate into a local development review process.	Promote opportunities for applicants to use pre-reviewed design plans, while considering ways to provide sets of plans that incorporate treatments that reflect valued, local characteristics. Consider use of a pattern book or pre-reviewed design plans beyond Dover's TND zone.

Reform	Why it Matters	Obstacles	Considerations
Parking Requirements Parking requirements influence both development costs and site design. Calibrating parking standards to actual demand can reduce unnecessary construction costs while creating more efficient use of land in walkable neighborhoods. Click for DSHA description>>	Municipal parking requirements often exceed the actual parking needs, resulting in excessive paved area and added cost for constructing new housing. Adjusting parking requirements to demands in areas zoned for residential and mixed-use development to promotes walkable communities and more affordable development opportunities.	Uniform parking requirements increase housing costs, consume developable land, and reduce flexibility for projects serving households with lower vehicle ownership rates. While such uniform off-street parking standards remain a common zoning practice and some areas need more parking, a single standard can create excess parking, especially in mixed-use areas, hampering efforts to provide affordable housing, create pedestrian-oriented places and minimize runoff problems.	Consider scaling parking requirements to parking conditions based on dwelling size, housing type and location. Adapting parking requirements more compact, mixed-use areas can help create more affordable and walkable places – such locations would also work well in proximity to areas currently or ideally served by public transit. For example, the RG-1 zoning requires one off-street parking space per unit, while apartments require 2.25 parking spaces per unit. Could the requirement for apartments be modified to reflect the demand for parking, especially for infill development?

Conclusion

Overall, Dover’s selected housing strategies have the potential to accelerate affordable housing in the City. Allowing ADUs would introduce an affordable housing option that also promotes aging in place, while maintaining local charm. Expanding where Missing Middle housing types are permitted uses would enable duplexes, townhouses, and other housing types to be more common in Dover’s communities. These housing types would be affordable options, yet still maintain Dover’s character—for example, many duplexes look almost identical to single family homes. Increasing building heights for multifamily housing and/or mixed-use developments allows buildings in key areas to have more housing units. Adding housing density in areas already serviced by businesses and transportation can lead to affordable and vibrant neighborhoods. Allowing higher density mixed-use developments can contribute to creating more dense, walkable, and affordable neighborhoods.

While the previously mentioned strategies address housing types and densities, an inclusionary zoning program would require that a portion of units in new construction would meet defined affordability requirements. Typically, such requirements would apply only to medium and large developments. Inclusionary zoning is a creative way to ensure that affordable housing options grow alongside market-rate housing options.

In addition to those larger strategies identified, our review of the development process, requirements, and associated costs identified other obstacles in the process that we have recommended addressing. These include reviewing water usage for apartments to determine if a lower water and wastewater impact fee would be justified and simplifying the City’s active recreation requirements specifically as they relate to small developments. The project team presented a recommended framework to the Council Committee of the Whole and the Planning Commission for revising the recreation requirements, which was favorably received. The team will draft an ordinance to amend this section of code ahead of other ordinances, as it can operate independently of other recommendations.

Looking forward, the Rossi Team is excited to hear local feedback on these strategies as we plan our next steps.

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NOW THEREFORE

BE IT ORDAINED by the Council of the City of Dover:

SECTION 1**Purpose**

The purpose of this Ordinance is to temporarily suspend the acceptance and approval of applications for new Large Energy Use Facilities while the City develops comprehensive regulations governing their location, construction, infrastructure requirements, utility impacts, and public welfare considerations.

SECTION 2**Definitions:****Large Energy Use Facility**

Large Energy Use Facility means a facility that does any of the following:

1. Uses or is projected to use a monthly maximum demand of 75 megawatts or greater at a load factor of 85% or greater.
2. Uses a monthly maximum instantaneous demand of 100 megawatts or greater.
3. Uses or is able to use a monthly maximum demand of 30 megawatts or greater and is primarily engaged in providing a service described under code 518210 of the 2022 North American Industry Classification System.

SECTION 3**Moratorium**

Effective immediately upon adoption:

The City shall not:

- accept;
- process;
- review;
- approve;
- issue permits;
- issue site plan approvals;

- approve conditional uses;
- approve rezonings;
- approve subdivision applications;
- issue building permits;
- execute utility service agreements;
- issue certificates of occupancy;

for any new Large Energy Use Facility as defined in Section 2.

SECTION 4

Pending Applications

Applications deemed complete before the effective date shall be stayed unless the applicant elects to withdraw.

The City Manager may recommend limited exemptions where necessary to prevent constitutional takings or vested-right claims, subject to Council approval.

SECTION 5

Exemptions

This Ordinance shall not apply to:

Government facilities;

Hospitals;

Universities;

Public safety facilities;

Existing industrial users expanding by less than 20% electrical demand;

Routine maintenance;

Existing telecommunications facilities;

Clean hydrogen production facilities as defined in Appendix B Article 12

Utility infrastructure owned by public utilities.

SECTION 6

Comprehensive Study

During the moratorium the City shall prepare recommendations concerning:

A.

Electrical capacity

- transmission
- substations
- redundancy
- contingency planning

B.

Ratepayer protection

including:

- cost allocation
- power purchase agreements
- demand charges
- standby power
- stranded cost recovery

C.

Infrastructure

- roads
- water
- sewer
- stormwater

D.

Land Use

- zoning districts

- setbacks
- buffering
- height
- screening

E.

Environmental Standards

- emissions
- generators
- battery storage
- noise
- lighting

F.

Economic Impact

including:

- permanent jobs
- construction jobs
- tax revenue
- opportunity costs
- competing industrial uses

G.

Technology Review

including:

- AI computing
- liquid cooling
- microgrids
- on-site generation
- renewable integration

SECTION 7

Future Ordinance

Prior to expiration of this moratorium the City shall consider adoption of permanent regulations addressing:

- zoning
- utility requirements
- electrical capacity reservation
- minimum employment standards
- water usage
- environmental standards
- decommissioning
- financial security
- community benefit agreements
- public reporting requirements.

SECTION 8

Duration

This moratorium shall remain in effect for **eighteen (18) months** from the effective date unless sooner repealed by Council.

The Council may extend the moratorium by ordinance upon findings that additional study remains necessary.

SECTION 9

Emergency Finding

The Council specifically finds that immediate enactment is necessary because:

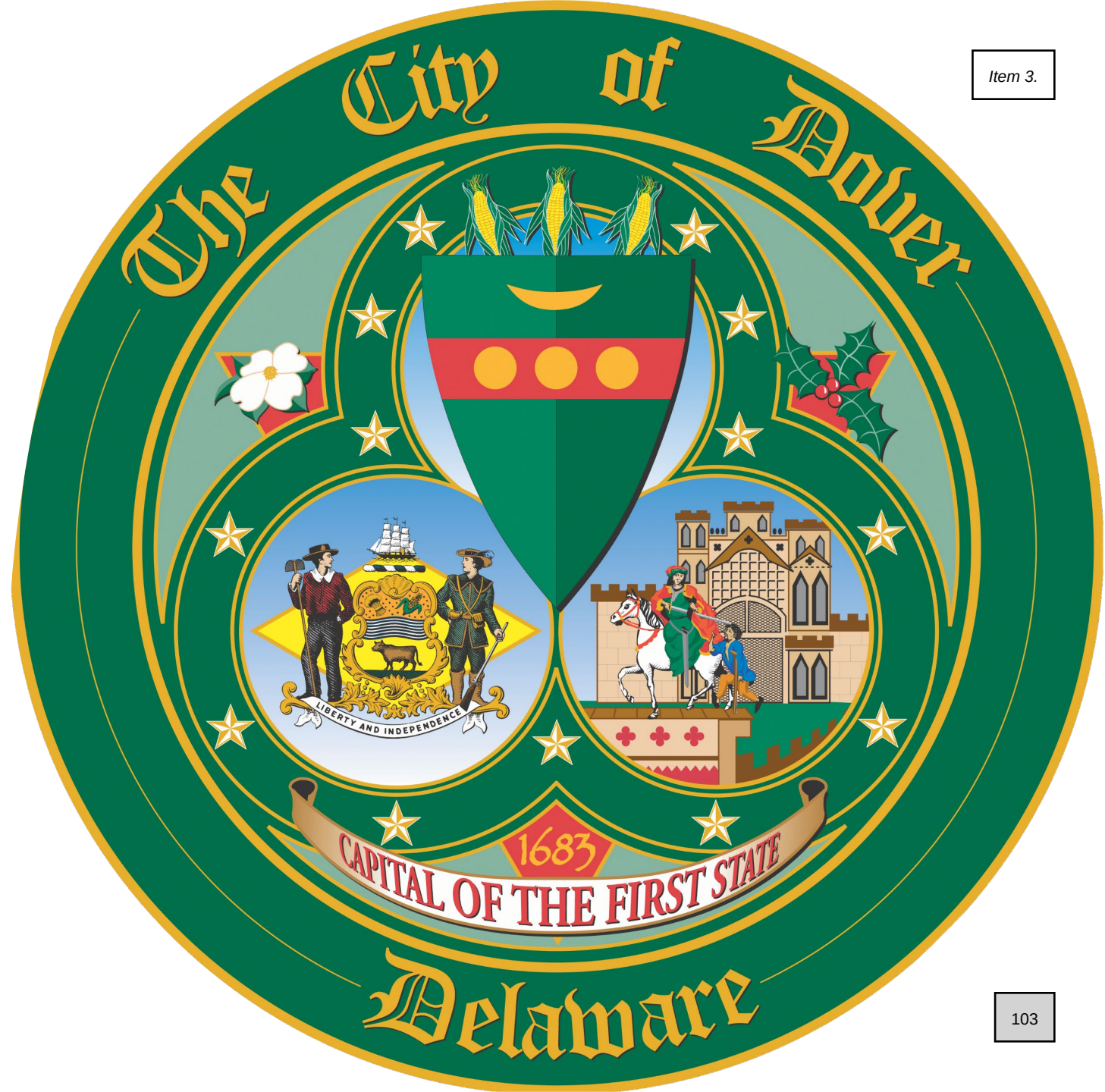
- multiple inquiries regarding Large Energy Use Facilities;
- electrical infrastructure planning could be materially affected before permanent regulations are adopted;
- delay could impair the City's ability to protect existing customers and future economic development opportunities;
- immediate action is therefore required to preserve the public health, safety, and welfare.

Priority- Based Budgeting (PBB) Overview

Council Committee of the Whole

Legislative, Finance &
Administration Committee

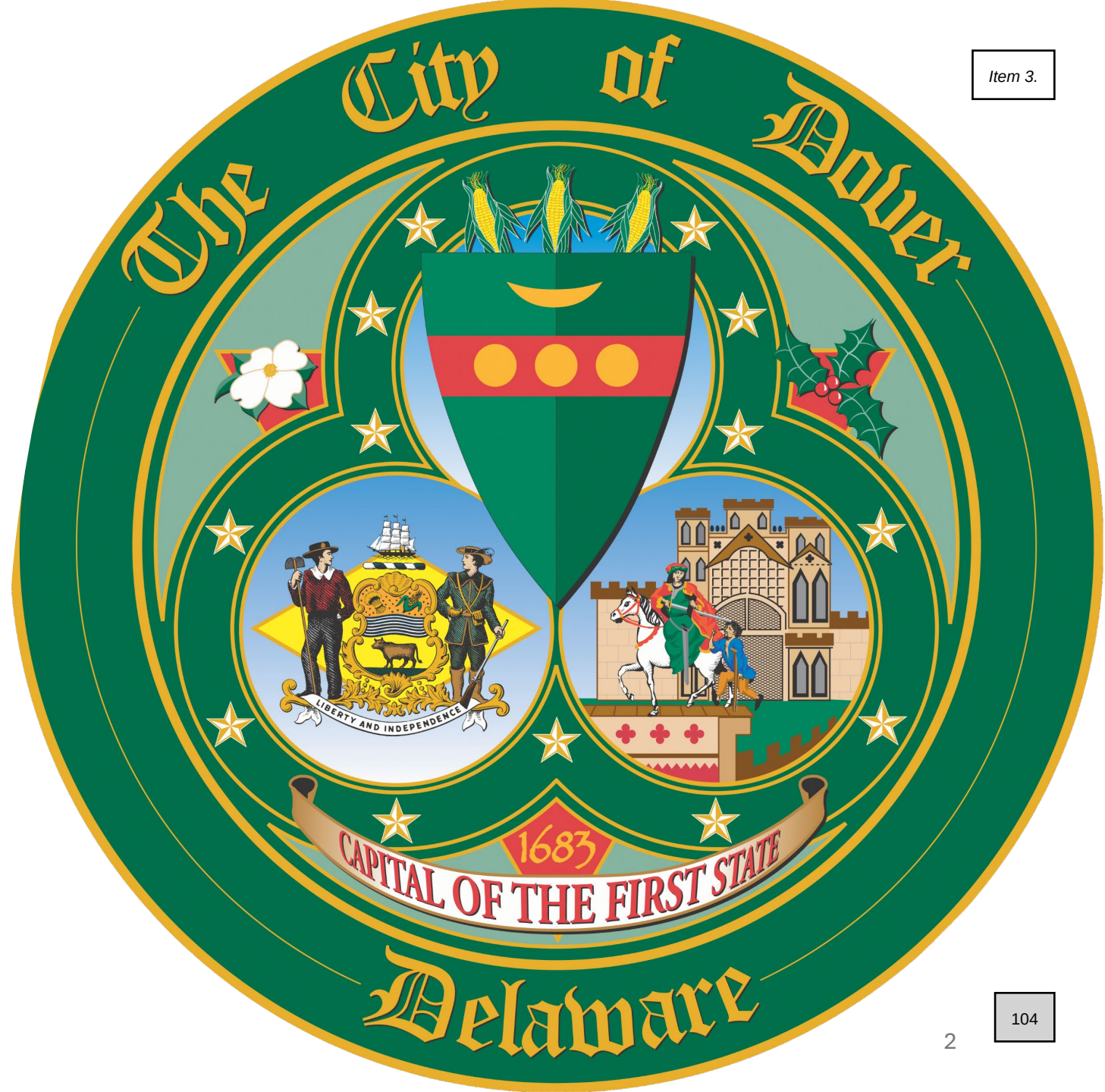
September 15, 2026



What is PBB?

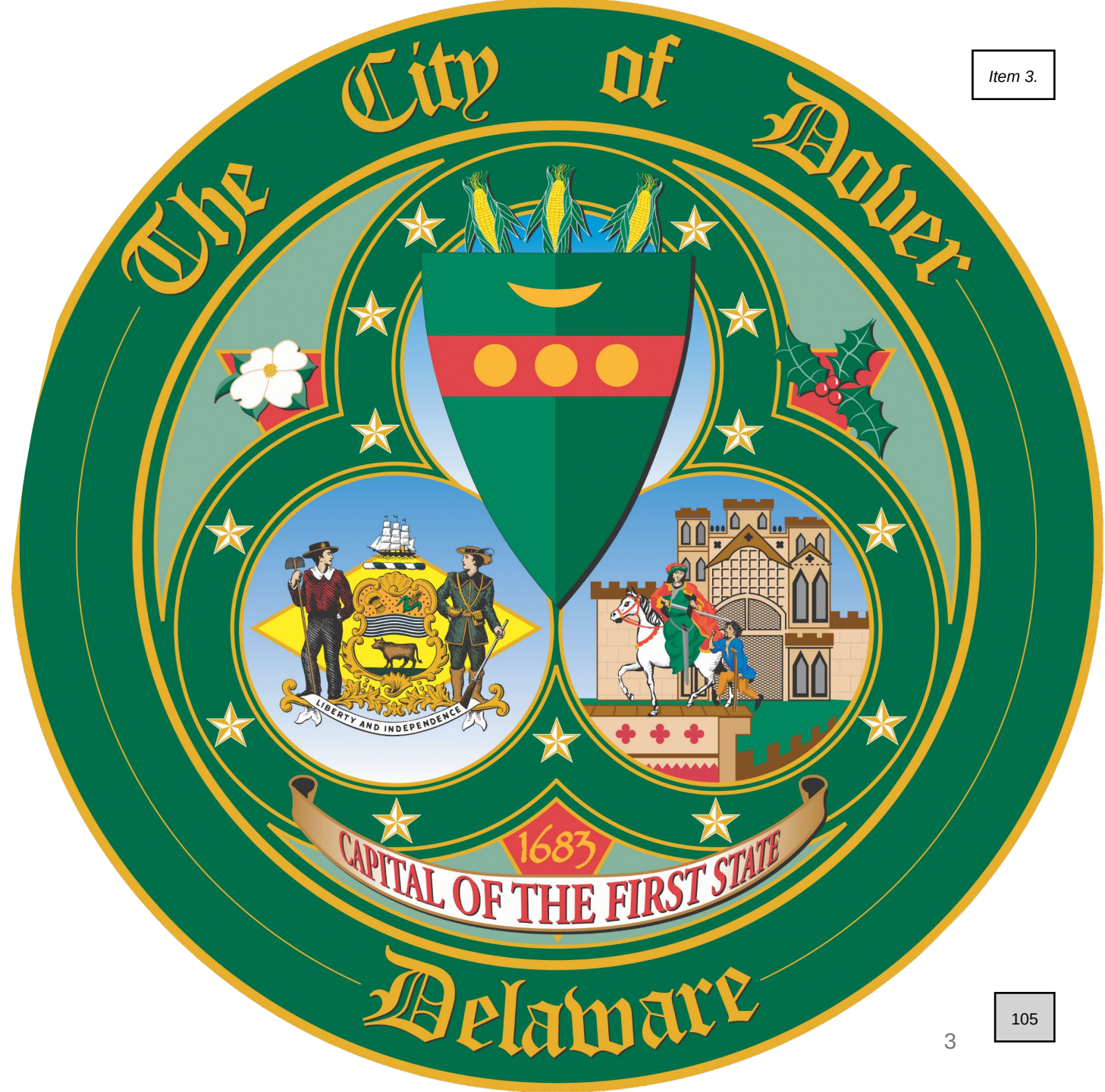
PBB is a financial methodology that allocates funds based on how effectively a program or service aligns with specific, high-priority goals. This is instead of simply repeating previous year-to-year spending.

While line item budgeting remains essential for financial control, PBB builds on that foundation to connect spending to the services enabled.



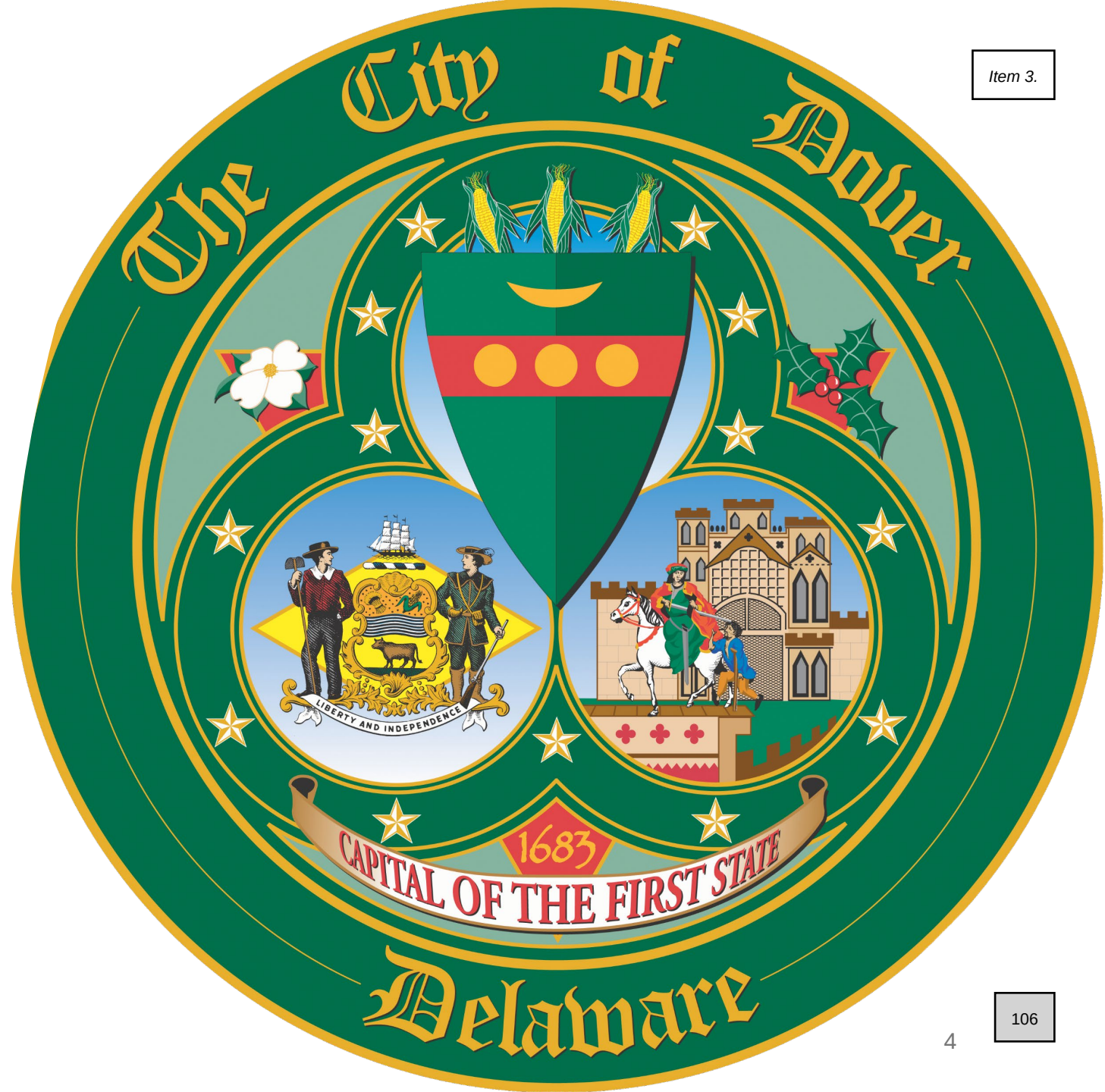
Why PBB?

Due to budgeting challenges experienced with the FY27 budget, PBB is being utilized to re-examine the budget based upon the programs and services provided. This is a governance approach that enables leaders to allocate resources based upon outcomes, service impact, and community priorities.



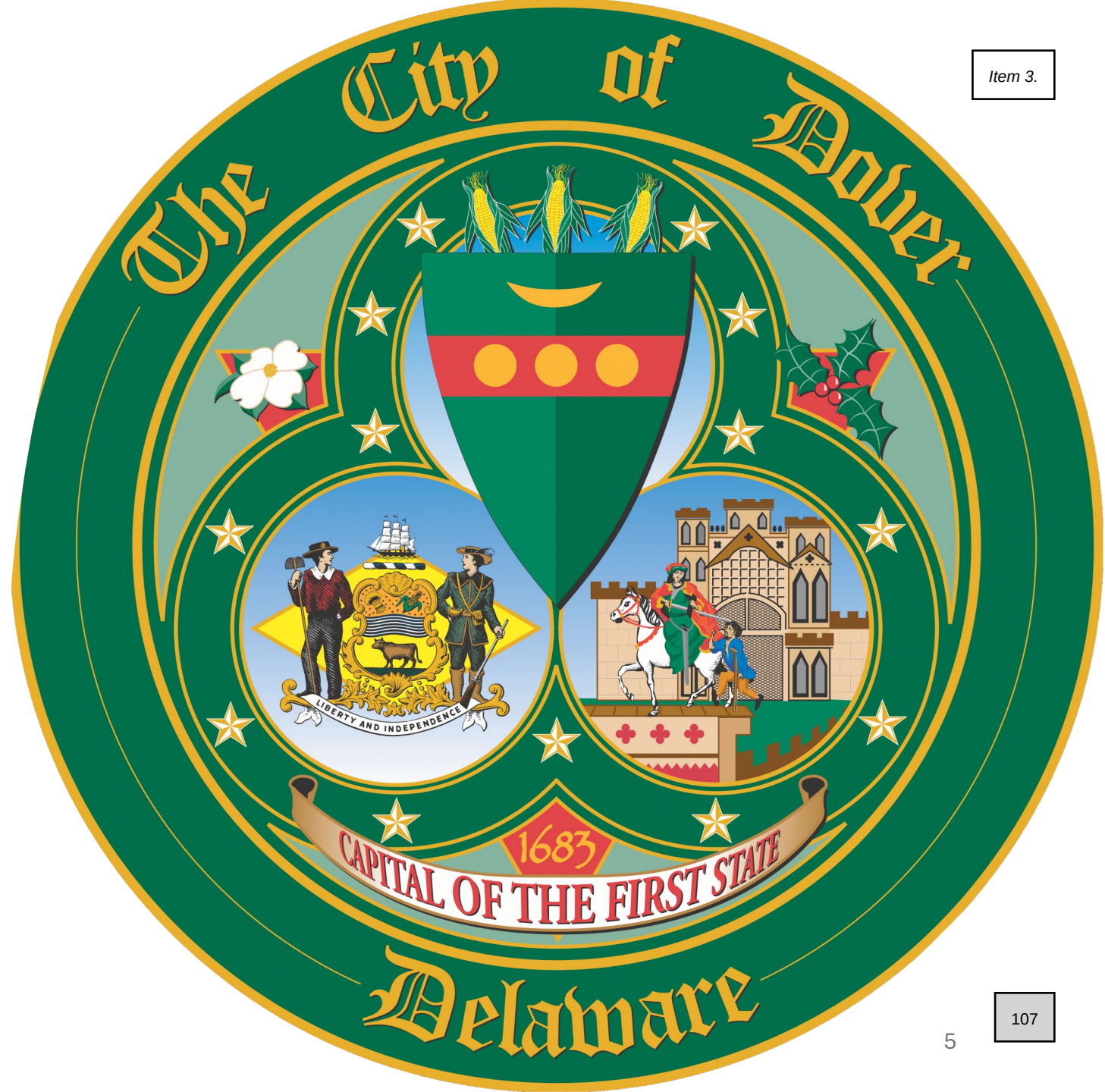
How will PBB be implemented?

PBB will be implemented this year by examining the FY27 operating budget in terms of programs or services provided in relation to certain priorities. As we do not have a software module in place at this point, tracking will be performed manually. PBB can then expand for FY28 decision making.



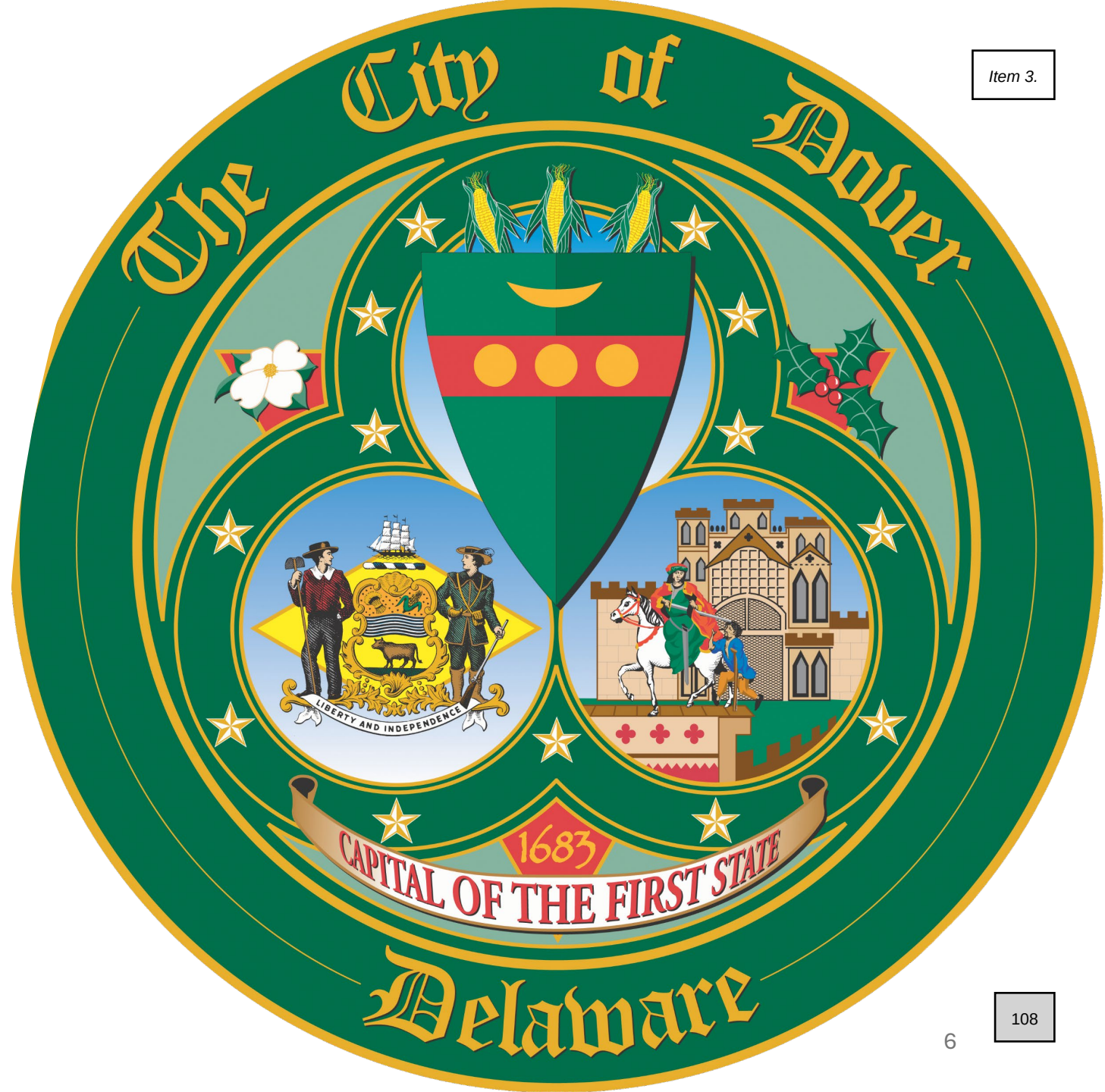
Who will implement PBB?

All Department Heads will be responsible tracking the costs of their established programs on a monthly basis. This information will be reported to the City Manager's Office and quarterly reports will then be developed for discussion with City Council.



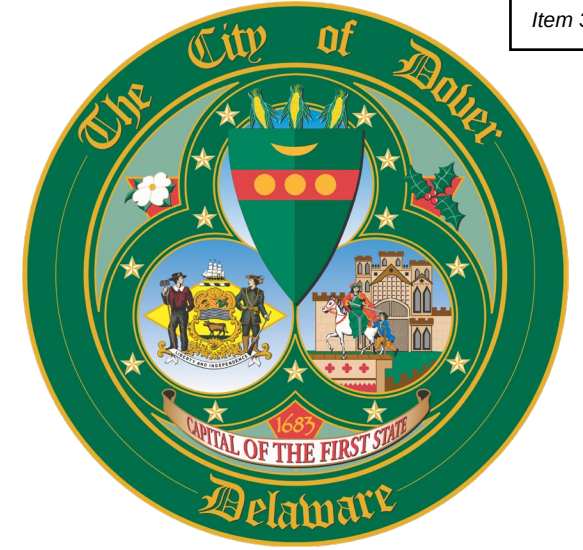
When will PBB be implemented?

The implementation of PBB for FY27 will occur upon acceptance by City Council.



Key Steps in Process for FY27

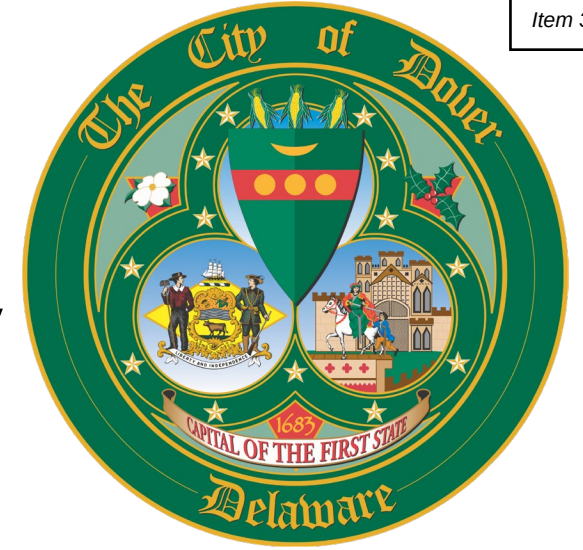
- Define Priorities
- Create and Assign Programs to Priorities
- Discuss Priorities
- Allocate Funds to Programs from Line Item Budgets
- Track Operating Expenses by Program on a Monthly Basis
- Prepare Quarterly Summary Reports
- Discuss Reports



Define Priorities

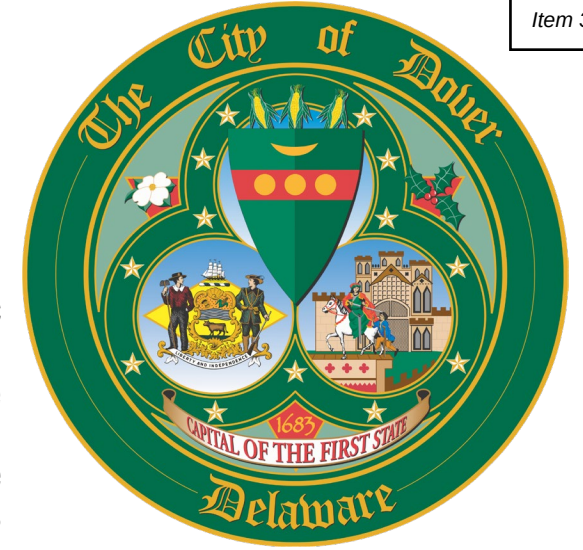
The Department Head Team met to discuss the key priorities for the City of Dover. The following was established:

- Economic Development & Public Policy
- Public Safety
- Community Livability
- Land Use & Urban Design
- Administrative Service & Support
- Public Utilities & Infrastructure



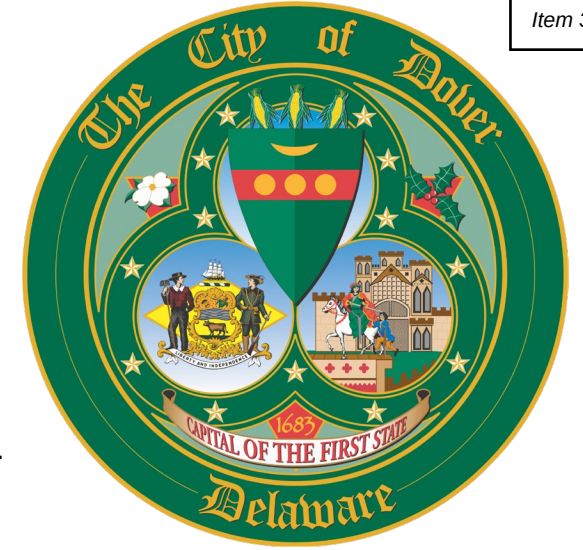
Priority Definitions

- **Economic Development & Public Policy** - Promotes economic growth and community investment by supporting business development, attracting new investment, encouraging job creation, and strengthening the municipality's economic base. Develops, implements, and evaluates laws, ordinances, policies, and regulations that advance community priorities while balancing economic opportunity, public interest, and quality of life. Engages residents, businesses, and community stakeholders through outreach, communication, and collaboration to identify needs, share information, and support informed decision-making.
- **Public Safety** - protects the health, safety, and welfare of residents, businesses, and visitors through effective police, fire, emergency medical, and related services. The program emphasizes prevention, preparedness, emergency response, enforcement, and community partnerships to create a safe and secure community.
- **Community Livability** - enhances the overall quality of life by supporting attractive neighborhoods, recreational opportunities, cultural activities, parks, and community services. The program seeks to create a welcoming, inclusive, and vibrant community where residents can live, work, and participate successfully.



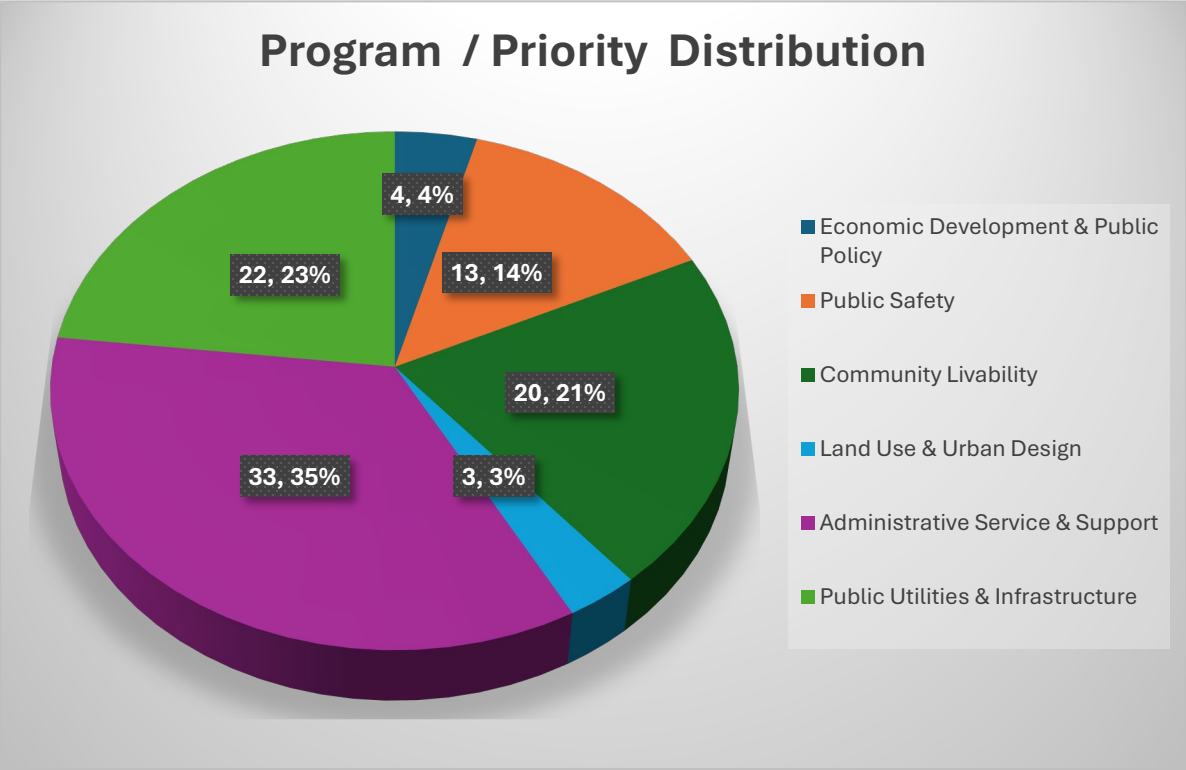
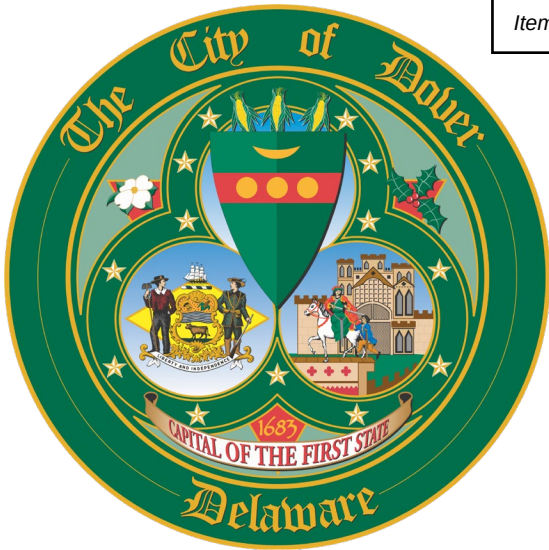
Priority Definitions (continued)

- **Land Use & Urban Design** - guides the responsible growth and physical development of the city through comprehensive planning, zoning, development review, and design standards. The program balances growth and redevelopment with community character, environmental sustainability, transportation needs, and the efficient use of public infrastructure.
- **Administrative Service & Support** - provides the organizational systems, resources, and professional services necessary for the effective operation of municipal government. The program includes functions such as finance, human resources, information technology, customer services, central services, legal services, purchasing, and organizational management that support all other municipal programs.
- **Public Utilities & Infrastructure** - provides and maintains the essential systems and services that support the community's daily operations and long-term growth. The program includes water, wastewater, electric, stormwater, streets, and other infrastructure necessary to ensure reliable, safe, and sustainable services.



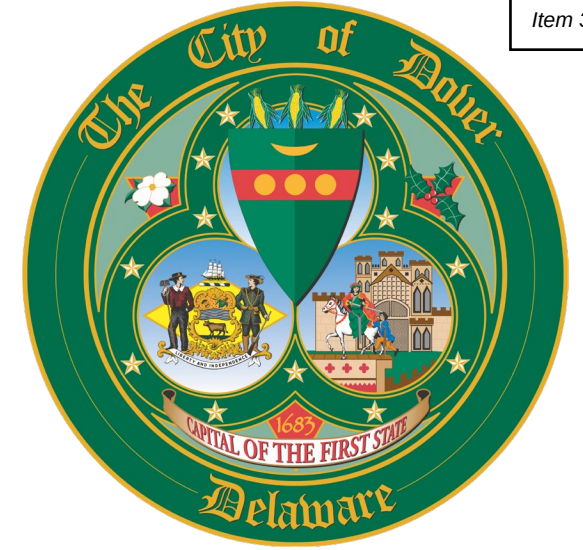
Create and Assign Programs to Priorities

Each Department defined program(s) that their team is responsible for and are provided to residents, businesses and customers. In total, 95 distinct programs were created.

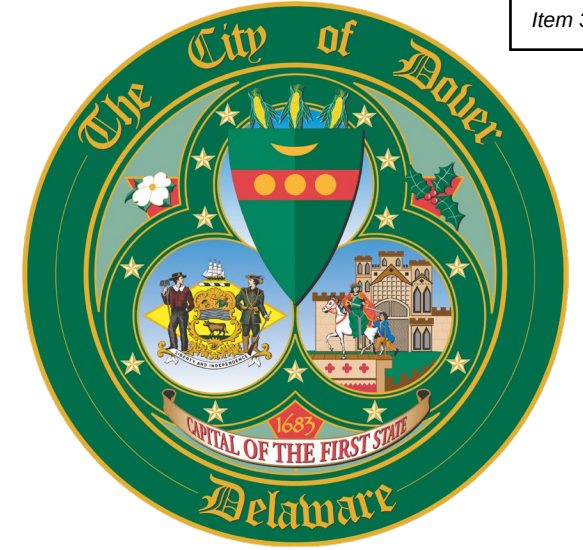


Next Steps

- Discuss priorities to obtain feedback and consensus for FY27.
- Allocate funds to programs from line item budgets.
- Track operating expenses by program on a monthly basis.
- Prepare quarterly summary reports.
- Discuss reports to obtain feedback.
- Define priorities for FY28 at a Council Workshop.
- Create and assign programs to priorities.
- Rank programs.



Questions?



Item 3.

PRIORITY TITLE AND DESCRIPTION	NUMBER OF PROGRAMS
Economic Development & Public Policy- Promotes economic growth and community investment by supporting business development, attracting new investment, encouraging job creation, and strengthening the municipality's economic base. Develops, implements, and evaluates laws, ordinances, policies, and regulations that advance community priorities while balancing economic opportunity, public interest, and quality of life. Engages residents, businesses, and community stakeholders through outreach, communication, and collaboration to identify needs, share information, and support informed decision-making.	4
Public Safety- protects the health, safety, and welfare of residents, businesses, and visitors through effective police, fire, emergency medical, and related services. The program emphasizes prevention, preparedness, emergency response, enforcement, and community partnerships to create a safe and secure community.	13
Community Livability- enhances the overall quality of life by supporting attractive neighborhoods, recreational opportunities, cultural activities, parks, and community services. The program seeks to create a welcoming, inclusive, and vibrant community where residents can live, work, and participate successfully.	20
Land Use & Urban Design- guides the responsible growth and physical development of the city through comprehensive planning, zoning, development review, and design standards. The program balances growth and redevelopment with community character, environmental sustainability, transportation needs, and the efficient use of public infrastructure.	3
Administrative Service & Support- provides the organizational systems, resources, and professional services necessary for the effective operation of municipal government. The program includes functions such as finance, human resources, information technology, customer services, central services, legal services, purchasing, and organizational management that support all other municipal programs.	33
Public Utilities & Infrastructure- provides and maintains the essential systems and services that support the community's daily operations and long-term growth. The program includes water, wastewater, electric, stormwater, streets, and other infrastructure necessary to ensure reliable, safe, and sustainable services.	22

Priority Category	Program	Definition
Economic Development & Public Policy	Legislative Governance and Policy Development	Conducts research, deliberates, establishes policy, adopts legislation, and conducts the city's legislative business.
Economic Development & Public Policy	Council Meetings & Pulbic Access	Conducts the city's public meetings and enables residents to observe, participate in, and access council proceedings through in-person and electronic/streaming platforms.
Economic Development & Public Policy	Community Relations & Constituent Engagement	Communicates and engages with residents, including community activities, professional organizations, recognition activities, district-based initiatives, constituent outreach, community relations, and the Dover Human Relations Commission.
Economic Development & Public Policy	Economic Development	Stimulates economic growth and development through strategic planning, business engagement and support, and partnerships
Public Safety	Emergency Management & Communication	Prepares the community for, responds to, and supports recovery from natural, technological, and human-caused emergencies through planning, training, exercises, coordination, and continuity efforts. Other focuses include maintaining essential preparedness and response capabilities, reducing community risk, and ensuring continuity of government and critical services.
Public Safety	Fire Prevention & Life Safety	Protects life and property. Specific aspects include; through annual fire and life safety inspections, reviewing permits for compliance, certificate of occupancy inspections, provide oversight to special events, and conduct origin and cause investigations.
Public Safety	Emergency Medical Services	Provides the community with reliable, timely emergency medical response through oversight of the contracted provider, performance and response monitoring, and coordination of system needs.
Public Safety	Fire Administration and Communication	Receives and responds to emergency and non-emergency calls, dispatches appropriate personnel and equipment and records essential information. Provides quality assurance audits and ensures regulatory compliance.
Public Safety	Conservator of the Peace	Appoints the Chief of Police, subject to City Council approval. Provides direction to police force through proper chain of command.
Public Safety	Property Maintenance Inspections	Conducts both reactive and proactive inspections to ensure compliance with the City of Dover Code of Ordinances and adopted codes impacting rental dwellings, dangerous or vacant buildings and property maintenance. Provides outreach to community on requirements.
Public Safety	Violation & Dangerous Building Abatement	Addresses and abates violations of the City of Dover Code of Ordinances and adopted codes to protect the health, safety, and welfare of residents and visitors. Abatement activities include addressing dangerous buildings, excessive vegetation, securing vacant buildings, and correcting general exterior property maintenance violations.
Public Safety	Building Permitting & Inspections	Reviews, approves, issues, and inspects permits for residents, businesses and contractors for construction and renovation projects to ensure they comply with applicable building codes, zoning requirements, and other regulations. Provides timely assistance to all applicants.
Public Safety	Police Administration	Provides the leadership, management, financial oversight, personnel management, planning, policy development, training coordination, and administrative support necessary to ensure the Police Department operates efficiently, effectively, and in compliance with City policies and applicable laws.
Public Safety	Police Patrol	Provides 24-hour police services to residents, businesses, and visitors throughout the City of Dover. Patrol officers respond to calls for service, prevent and deter crime, enforce laws, conduct proactive policing, and provide emergency assistance.
Public Safety	Criminal Investigations (CI)	Investigates serious and complex criminal offenses, identifying offenders, developing evidence, supporting prosecutions, and working with other law enforcement agencies to address criminal activity affecting the City of Dover.
Public Safety	Special Services Unit	Provides specialized public safety capabilities that support Patrol, Criminal Investigations, and the broader City of Dover public safety mission. These services address specialized operational, technical, community, and enforcement needs that require additional expertise or resources.
Public Safety	Police Academy	Provides comprehensive education, training, and professional development for statewide police recruits and other department personnel. The Academy is responsible for developing the knowledge, skills, competencies, ethics, and professional standards necessary to maintain a well-trained, capable, and accountable police workforce. As a stand-alone program, the Academy provides a direct investment in the City's long-term public safety capacity.

Priority Category	Program	Definition
Community Livability	Resources Program	Provides resources to the public, such as books and movies; spaces and equipment, computer labs or meeting rooms. Access to services, such as research assistance or book recommendations from a librarian.
Community Livability	Events Program	Provides events and programs held at the library that the public can attend, such as Story Time. Library programs are often partnerships with other community organizations and provide opportunities for information, discovery, and entertainment.
Community Livability	Library Facility Maintenance	Maintains and operates all library facilities.
Community Livability	Community Outreach / Participate in Assigned Organization	Represents the best interest of the city while attending relevant events, promoting assistance to constituents, and participating in assigned organizations to achieve the goals and missions of the city.
Community Livability	Youth and Adult Recreation	Provides recreational, educational, and wellness opportunities for residents of all ages through camps, sports leagues, fitness programs, and senior activities.
Community Livability	Community Events & Partnership	Plans, coordinates, and supports community events, festivals, concerts, and public gatherings that enhance quality of life. This program also builds partnerships with volunteers and community organizations to expand recreational opportunities and maximize community participation.
Community Livability	Parks & Recreation Facilities Maintenance	Maintains and operates all parks and recreation facilities.
Community Livability	Municipal Grounds and Tree Maintenance	Maintains city-owned grounds, landscaping, right-of-way, trees, flower beds and irrigation systems to preserve the appearance and safety of public spaces.
Community Livability	Parks & Recreation Snow & Ice Operations	Provides snow and ice removal services for designated public facilities and municipal properties to maintain safe access during winter weather events.
Community Livability	Community Development Management (ES)	Improves neighborhoods and expands opportunities for residents, specifically those with low and moderate incomes. Strengthen communities, improve housing conditions, and address important local needs.
Community Livability	Geographic Information System (GIS)	Tracks and analyzes city infrastructure, including parcel data and voting districts. It connects everyday tasks and assets to exact geographic coordinates to enhance decision making and community services through spatial analysis and mapping.
Community Livability	Trash Collection & Disposal	Performs curbside collection and disposal of household garbage and yard waste. Provides every other week bulk household trash and bulk yard waste collection.
Community Livability	Recycling Collection & Disposal	Manages and coordinates with recycling contractor to ensure compliance with all contract stipulations and environmental laws to provide collection and disposal of recycling materials.
Community Livability	Sanitation Snow & Ice Operations	Clears ice and snow from city right-of-way and parking lots. This includes pre-treating, plowing and snow removal operations to ensure safe travel during winter weather conditions.
Community Livability	Stormwater Regulatory Compliance (NPDES/MS4)	Provides regulatory compliance program for managing stormwater run off. This mandatory program ensures that rain and runoff entering City storm drains, ditches, and pipes flows into waterways without carrying harmful pollution. Planning, inspections and processes, including leaf collection, pollution prevention, and street sweeping, to ensure compliance with the regulatory permit to ensure clean stormwater.
Community Livability	Ditch Maintenance	Maintains, regrades, and clears ditches that guide rainwater, which includes tax ditches. Tax ditches are legally required to be maintained for the benefit of those within the associated watershed.
Community Livability	Stormwater Snow & Ice Operations	Clears ice and snow from city right-of-way and parking lots. This includes pre-treating, plowing and snow removal operations to ensure safe travel during winter weather conditions.
Community Livability	Streets Snow & Ice Operations	Clears ice and snow from city right-of-way and parking lots. This includes pre-treating, plowing and snow removal operations to ensure safe travel during winter weather conditions.
Community Livability	Water Snow & Ice Operations	Clears ice and snow from city right-of-way and parking lots. This includes pre-treating, plowing and snow removal operations to ensure safe travel during winter weather conditions.
Community Livability	Wastewater Snow & Ice Operations	Clears ice and snow from city right-of-way and parking lots. This includes pre-treating, plowing and snow removal operations to ensure safe travel during winter weather conditions.

Priority Category	Program	Definition
Land Use & Urban Design	Administration of Special Planning Programs (ES)	Administration of programs and regulations that identify, preserve, protect, and enhance specific resources. These include floodplains as a participating community of theNational Flood Insurance Program; historic buildings and properties with Historic District standards and guidelines, the Tax Credit Program for Historic Properties, and as a Certified Local Government of the National Historic Preservation Act; development incentives in the Downtown Development District and Downtown Development Target Area; transportation planning as part of Dover Kent County Metropolitan Planning Organization; stormwater management through cooperation with the Kent Conservation District; and evaluation of population projections with membership in the Delaware Population Consortium.
Land Use & Urban Design	Comprehensive Plan (and other Long Range Planning efforts) (ES)	Develop and implement plans and programs that envision and guide development in Dover. The Comprehensive Plan (and its topics) are requirements of State Code . This also includes specialized studies undertaken on certain topics such as the Senate Joint Resolution 8 (SJR8) Land Use and Housing Reform program. It also includes Memorandums of Understanding for the State’s Preliminary Land Use Service and with Kent County for the Kent County Aero Park.
Land Use & Urban Design	Land Use and Zoning Administration	Guide the pattern and form of land use, design of the built environment, and the orderly growth and balanced development of the City through administration and enforcement of adopted regulations/ordinances for land use and zoning as found in the Zoning Ordinance and Land Subdivision Regulations. This supports the goals of the Comprehensive Plan to maintain a quality of life for those who live, work, visit, and conduct business in the City.
Administrative Services & Support	Fleet Maintenance & Administration	Provides maintenance, repair, and service for 341 city-owned vehicles and equipment to ensure they are safe, reliable, and available for daily operations. The division also manages preventive maintenance programs, vehicle inspections, regulatory compliance, repair records, and fleet lifecycle planning to maximize operational efficiency and control costs.
Administrative Services & Support	Facility Maintenance & Administration	Provides maintenance, repair, and improvement of 14 primary structures, along with 36 utility city-owned buildings and infrastructure to ensure they are safe, functional, and well-maintained. The division oversees preventive maintenance, building systems (such as HVAC, electrical, and plumbing), custodial services, regulatory compliance, and capital improvement projects to support efficient and uninterrupted city operations.
Administrative Services & Support	Procurement Inventory & Administration	Acquiring goods, services, and equipment in accordance with applicable laws, regulations, and city purchasing policies while ensuring best value for city departments. The division also manages inventory, internal mail services, warehousing, fueling, distribution, and surplus assets to maintain adequate supplies, support departmental operations, and promote efficient use of public resources.
Administrative Services & Support	Legislative & Council Meeting Support	Provides administrative and procedural support for City Council and its meetings, including agenda/packet preparation and meeting coordination. Additionally, preparation of ordinances, resolutions, minutes, related legislative records, public notices, and legal advertisements.
Administrative Services & Support	FOIA Requests & Municipal Records Management	Maintains, organizes, preserves, and provides access to the city's official records in accordance with applicable retention and public-access requirements, including Freedom of Information Act requests.
Administrative Services & Support	Municipal Election Administration	Plans and administers elections and related election activities, including candidate filings, election materials, absentee voting processes, polling place coordination, and election-related expenses.
Administrative Services & Support	Budget Development and Monitoring	Develops and monitors the city's budget to ensure fiscal responsibility, regulatory compliance and alignment with strategic priorities.
Administrative Services & Support	Legal Consultation Management	Manages legal interactions involving the city, including, opinions, litigation, labor negotiations and strategies.
Administrative Services & Support	Intergovernmental / Outside Organization Collaborati	Participates in organizations and community organizations to benefit the city and its strategic mission.
Administrative Services & Support	Adminstration of Operations	Performs overall oversight of all operations for the city, consistently trying to improve functions for the community. Includes constituent concerns and resolutions.
Administrative Services & Support	Billing, Collections, and Account Reconciliation	Provides day-to-day customer account support, billing for utilities, taxes, general bills, account research, and service-related problem resolution. The program supports accurate customer records and timely responses to customer needs.

Priority Category	Program	Definition
Administrative Services & Support	Tax Administration	Creates and distributes tax billings for city property owners.
Administrative Services & Support	Cashiering	Receives, processes, reconciles, and supports customer payments through available payment channels. The program helps ensure payments are accurately recorded and available for financial reconciliation.
Administrative Services & Support	Customer Services Communication & Administration	Provides the communications, supplies, technology, equipment, and contracted support needed to serve customers through phone, counter, written, and electronic channels.This program provides direct support to customer-facing service delivery.
Administrative Services & Support	Public Outreach	Provides timely, accurate, and coordinated information to the public, media, partner agencies, and employees during daily operations and emergencies. This includes emergency public messaging, crisis communications, community outreach, information systems, and maintaining public awareness before, during, and after emergencies.
Administrative Services & Support	Accounting and Financial Reporting	Maintains the city’s accounting records on a fund level. Ensure financial reporting processes are held in accordance with applicable accounting standards, laws, regulations, and city policies.
Administrative Services & Support	Budget Management and Financial Planning	Coordinates the development, monitoring, and administration of the city’s budget with the City Manager’s Office. Provides departments with budget guidance, monitors budget-to-actual activity, prepares financial analyses and
Administrative Services & Support	Compliance, Internal Controls and Audit	Provides financial compliance and internal control oversight across the organization. This includes maintaining appropriate financial policies and procedures, monitoring compliance with applicable requirements, coordinating responses to audit findings, and implementing corrective actions within area of responsibility.
Administrative Services & Support	Financial Analysis and Advisory Support	Provides financial recommendations to city management, Council, and operating departments. The Department provides financial analysis, forecasting, revenue and expenditure analysis, financial impact assessments, and guidance on the fiscal implications of proposed programs, rates, fees, contracts, collective bargaining agreements, and other initiatives.
Administrative Services & Support	Cash and Treasury Management	Manages the city’s cash and treasury management functions. This includes monitoring cash positions and liquidity, managing banking relationships and cash flows, investing available funds in accordance with applicable law and city policy, monitoring investment activity, and ensuring appropriate controls over the city’s cash and investments.
Administrative Services & Support	Payroll Compliance	Processes payroll for city employees and ensuring compliance with applicable federal, state, and local payroll requirements.
Administrative Services & Support	Collective Bargaining & Labor Cost Analysis	Provides financial analysis and support for the city’s collective bargaining negotiations in conjunction with the city budget analyst and city management team. This includes analyzing the fiscal impact of proposed wages, benefits, salary schedules, contractual provisions, and other compensation-related changes; developing cost projections and financial scenarios; and providing management with necessary information to evaluate the long-term budgetary impact of proposed agreements.
Administrative Services & Support	Pension & Deferred Compensation	Administers and manages the accounting, compliance and fiduciary support associated with the city's pension and deferred compensation programs.
Administrative Services & Support	Accounts Payable & Disbursements	Reviews and processes invoices and payment requests, verifies appropriate authorization and budget availability, ensures proper account coding, processes payments, maintains supporting documentation, and reconciles disbursement activity.
Administrative Services & Support	Accounts Receivable	Accounts for and reconciles the financial activity generated by receiving departments and ensures that related financial transactions are properly recorded to the general ledger and reported to the appropriate financial statements.

Priority Category	Program	Definition
Administrative Services & Support	Recruitment, Hiring & Onboarding	Provides job advertising, recruitment outreach and candidate sourcing to attract qualified applicants to the city. Performs interviews and onboards employees after hiring.
Administrative Services & Support	Personnel Benefit Administration	Manages and administers all benefit compensation and cases for city employees. This includes, but not limited to, hearings, appeals, documentation and employee interaction.
Administrative Services & Support	Labor Relations	Establishes and maintains a positive and productive relationship with employees. It includes strategies, policies, and practices to prevent and resolve employee-related problems as well as collective bargaining.
Administrative Services & Support	Core IT Infrastructure & Operations	Manages all critical technologies, systems, and processes that enable our organization’s digital environment to function reliably, securely, and efficiently. This includes network infrastructure, server and storage platforms, enterprise systems management and data center operations.
Administrative Services & Support	Software Applications & Digital Services	Manages software systems, platforms, and digital capabilities that directly support and enable the city’s operations, customer experiences, and strategic objectives.
Administrative Services & Support	Disaster Recovery & Continuity	Maintains critical operations and recovers essential systems in the event of a disruption, outage, or crisis. This program focuses on minimizing downtime, protecting data, and enabling rapid restoration of services after incidents such as cyberattacks, system failures, natural disasters, or human error.
Administrative Services & Support	End-User IT Support	Provides the services, resources, and processes dedicated to assisting employees and customers in effectively using of the city’s technology tools, systems, and devices.
Administrative Services & Support	Business Licensing & Rental Permitting	Administers business licenses and rental property permits to ensure that businesses and rental properties comply with applicable laws, regulations, and community standards while providing efficient and accessible services to business owners, landlords, tenants and the public.
Public Utilities & Infrastructure	Meter Reading, Maintenance & Field Service	Performs scheduled meter reading and field activities that support accurate utility billing and customer account maintenance. Maintenance and repair of necessary equipment to obtain utility billings.
Public Utilities & Infrastructure	Electric Utility Locating Services	Locates underground electric utilities in accordance with Delaware State Law.
Public Utilities & Infrastructure	Electric Infrastructure Vegetation Management	Performs vegetation management around transmission, distribution and substation locations. Utilized during storm response.
Public Utilities & Infrastructure	Electrical Engineering	Performs system design, utility upgrade, fault studies, modeling of transmission, distribution and substation systems, approval of solar applications and assistance in storm response. Additional services include, customer interface, outage reporting, system monitoring and multi-agency dispatch both during and after hours.
Public Utilities & Infrastructure	Transmission & Distribution	Provides maintenance, repair and installation of overhead, underground, transmission, distribution and metering equipment. Responds to trouble calls for business-hours repairs, customer assistance and after-hours on-call and storm or outage issues.
Public Utilities & Infrastructure	Electric Facility Maintenance	Maintains and operates all electric facilities.
Public Utilities & Infrastructure	Power Purchase	Purchase and generation of electric power for use by the customers. Aspects in this program include capacity and hedging purchases to reduce exposure to high real time market pricing, long term power purchase contracts, purchase or solar and regular renewable energy credits to comply with state requirements, purchase of credits for participation in the regional greenhouse gas initiative and the costs associated with generation of energy at Van Sant.
Public Utilities & Infrastructure	Stormwater Maintenance & Repair	Operates and maintains conveyances that handle stormwater. Some key duties include repairing pipes, catch basins, and clearing blocked pipes.
Public Utilities & Infrastructure	Right-of-Way Infrastructure Maintenance	Maintains and repairs sidewalks, city-owned streets, street signs, and markings to all applicable standards.
Public Utilities & Infrastructure	Water Utility Locating Services	Locates underground water utilities in accordance with Delaware State Law.
Public Utilities & Infrastructure	Wastewater Utility Locating Services	Locates underground wastewater utilities in accordance with Delaware State Law.
Public Utilities & Infrastructure	Infrastructure Inspection	Performs inspection of all right-of-way improvement projects, including, but not limited to, streets, sidewalks, water, wastewater and stormwater infrastructure.
Public Utilities & Infrastructure	Water Distribution Maintenance	Maintain and repair all infrastructure related to the water distribution system. This includes water distribution flushing to proactively remove sediment from the pipes.

Priority Category	Program	Definition
Public Utilities & Infrastructure	Meter Maintenance (Water Fund)	Maintain, repair and replace all meters to ensure accurate water & wastewater usage and billings.
Public Utilities & Infrastructure	Meter Maintenance (Wastewater Fund)	Maintain, repair and replace all meters to ensure accurate water & wastewater usage and billings.
Public Utilities & Infrastructure	Water Engineering Design	Performs infrastructure system design, utility upgrades, studies, modeling, and plan review for water infrastructure.
Public Utilities & Infrastructure	Wastewater Engineering Design	Performs infrastructure system design, utility upgrades, studies, modeling, and plan review for wastewater infrastructure.
Public Utilities & Infrastructure	Transportation & Stormwater Engineering Design	Performs infrastructure system design, utility upgrades, studies, modeling, and plan review for street and stormwater infrastructure.
Public Utilities & Infrastructure	Wastewater Maintenance	Maintains and repairs all infrastructure related to the wastewater transmission system. This includes proactive cleaning of all wastewater infrastructure to prevent wastewater backups.
Public Utilities & Infrastructure	Pump Station Maintenance	Performs maintenance on all components of wastewater pump stations, including generator testing and maintenance.
Public Utilities & Infrastructure	Water Treatment & Production	Performs actions necessary for the quality and quantity of water produced and supplied to the City of Dover for human consumption, domestic and industrial use, and fire suppression in accordance with regulatory requirements. This inlcudes collecting water samples for regulatory compliance.
Public Utilities & Infrastructure	Water Production Maintenance	Maintains all infrastructure necessary to produce potable water, including, but not limited to, wells, tanks, motors and pumps

