

CITY OF DOVER, DELAWARE
COUNCIL COMMITTEE OF THE WHOLE MEETING
Tuesday, March 10, 2026 at 6:00 PM

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

AGENDA

THIS AGENDA HAS BEEN REVISED BY ADDING PRESENTATION #2 – SPRINGBOARD DELAWARE PROPOSAL TO PARTNER WITH NEWCITY CHURCH TO CREATE A FACILITY WITH SHELTER AND WRAPAROUND SERVICES FOR HOMELESS WOMEN AND CHILDREN (MIKE OSBORNE, PASTOR, NEW CITY CHURCH, AND JUDSON MALONE, EXECUTIVE DIRECTOR, NEW CITY CHURCH FAMILY VILLAGE)

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/OqHQy>

Event number: 2530 525 0221

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

PRESENTATIONS

- 1. Discussion on Affordable Housing (Michelle Williams, Executive Director, Fuller Center for Housing of Delaware)**
- 2. Springboard Delaware Proposal to Partner with New City Church to Create a Facility with Shelter and Wraparound Services for Homeless Women and Children (Mike Osborne, Pastor, New City Church, and Judson Malone, Executive Director, New City Church Family Village)**

COUNCIL REPORTS - February 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. Dedication of Water Infrastructure – S. Bay Road (Jason Lyon, Director of Water and Wastewater)**

(Staff Recommendation: Acceptance of water infrastructure within the right-of-way of Bay Road. Dedication is to include all of the referenced water infrastructure.)

- 2. Dedication of Water and Wastewater Infrastructure – Oak Shadows (Jason Lyon, Director of Water and Wastewater)**

(Staff Recommendation: Acceptance of water and wastewater infrastructure within the rights-of-way of the Oak Shadows development. Dedication is to include all of the referenced water and wastewater infrastructure.)

ADJOURNMENT OF THE UTILITY COMMITTEE MEETING**LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE****ADOPTION OF THE AGENDA**

- 1. Update from the American Federation of State, County, and Municipal Employees (AFSCME) on Membership Priorities (Matt Carey, President of the AFSCME Union)**

(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



THE PALLET VILLAGE



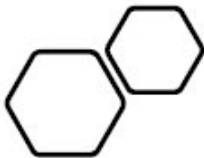


October 17th
Pallet Village
Build Out

We had great volunteers from Ocean Atlantic, Nickel Electric, and George & Lynch to assist with assembling the Pallet Cabins.

Many thanks to Ruth Briggs King and Charlie Timmons of the Association of Builders and Contractors.

A special thanks to Preston Schell and the Town of Georgetown





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Item 2.



METRIC	RESULT	BENCHMARK / NATIONAL AVERAGE
Total Clients Served	202 (160 exited, 42 active)	—
Permanent / Supportive Housing Placements	40%	25-35%
Employment Among Working-Age Participants	62%	53%
Benefit Income Secured	22%	10-15%
Substance-Use Treatment Accessed	48% of participants who were screened for substance use disorder received care	24%
Mental-Health Care Accessed	97% of individuals who were screened for mental-health and found to have an SPMI (serious and persistent mental illness) received care	—
Recidivism (6-month follow-up)	5%	12% (≤10% = Excellent)
Identification Documents Issued	156	—
Average Length of Stay	4 months	6 - 9 months
Primary Care Provider Secured	86%	35-60%

KEY IMPACT AREAS

Mental Health Access:

97% of residents with diagnosed conditions received professional care.

Substance-Use Recovery:

48% entered treatment, doubling the national participation rate.

Healthcare Access:

Increasing connections to primary-care physicians reduced ER dependency and healthcare costs to the State of Delaware.

Identification Restoration:

156 essential documents issued, enabling employment, benefits, and housing eligibility.



IV. IMPACT AND OUTCOMES

INTERPRETATION OF FINDINGS

Housing Stability:

Outcomes are in line with national averages for programs of similar scale and funding.

Exits to Unsheltered Conditions:

Slightly above benchmark; program adjustments underway.

Emergency Shelter/Hotel Exits:

Strong performance well under national norms.

Length of Stay:

4 months, acceptable for high-acuity clients.

Data Integrity:

Supported by integrated Airtable and HMIS systems.

Resident Spotlights



JOHN (“The Village Artist”) transformed his time in the program into a platform for creativity and healing. Beginning as a Resident Steward, he now leads art classes for others in recovery through Impact Life and plans to move into permanent housing soon.



SARAH, once isolated and struggling to communicate, is now a daytime Resident Steward known for her compassion and reliability. She will soon be hired as a Peer Specialist, a role made possible through her own growth and recovery.



JENN, one of our most inspiring success stories, entered Springboard seeking help with alcohol addiction. After completing rehab and engaging with our recovery network, she reunited with her children and will spend Thanksgiving with them for the first time in years.

KEY PARTNERS

Government & Agency Partners

- Delaware Department of Health & Social Services (DHSS)
- Division of Social Services (DSS)
- Division of Substance Abuse & Mental Health (DSAMH)
- Delaware Department of Labor – Division of Vocational Rehabilitation
- Sussex Tech Adult Education
- Delaware Psychological Services LLC
- DSAMH BRIDGE Clinic
- Recovery Innovations
- Resources for Human Development
- IMPACT LIFE
- YMS Mental Health
- Fellowship Health Resources
- Brandywine Counseling
- Beebe Healthcare



2023 - 2025 Budget Summary

PUBLIC FUNDING SOURCES

State Operations Grants:	\$ 1,145,000
State ARPA CRF:	\$ 998,000
Federal (UDSA):	\$ 750,000
Georgetown ARPA:	\$ 500,000
State Opioid Grant:	\$ 200,000
Sussex County Gov.:	\$ 5,400
Total Public Funding:	\$ 3,598,400

PRIVATE FUNDING SOURCES

Foundations:	\$ 2,173,000
Health / Insurance:	\$ 650,000
Philanthropic:	\$ 321,000
Bank CRA:	\$ 227,000
Other Unrestricted:	\$ 139,000
Corporate:	\$ 108,000
Churches:	\$ 97,000
Online:	\$ 30,000
Total Private Funding:	\$ 3,745,000



Community Partners

- First State Community Action Agency
- Lewes-Rehoboth Association of Congregations
- Del-One Credit Union
- Great Outdoor Cottages & Tiny Estates
- Grief Share
- Seashore Striders
- All Saints Parish Thrift Shop
- Caesar Rodney Rotary Club
- Friendship House
- Long Neck Methodist Church, Inc.

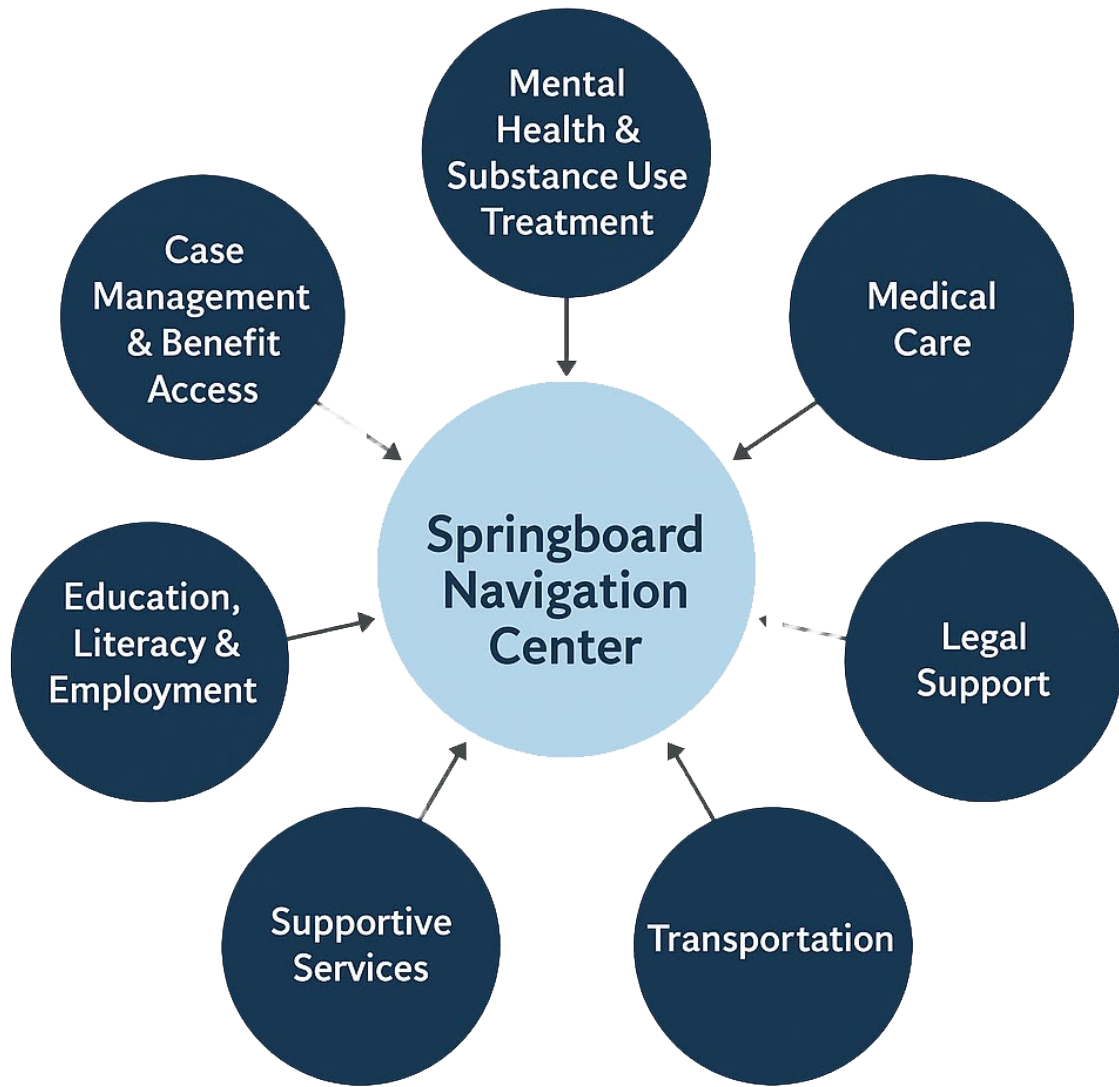
Nonprofit, Faith-Based, & Philanthropic Partners

- Charities Aid Foundation America
- Renaissance Charitable Foundation
- The New York Community Trust
- Schell Family Foundation



A Deployable Village Kit for Low-Barrier Navigation Centers

A Springboard Village — modular cottages, landscaped pathways, and wraparound services on site.





Item 2.



Rapid Interim Housing: The 4-Month Launch Blueprint

Item 2.



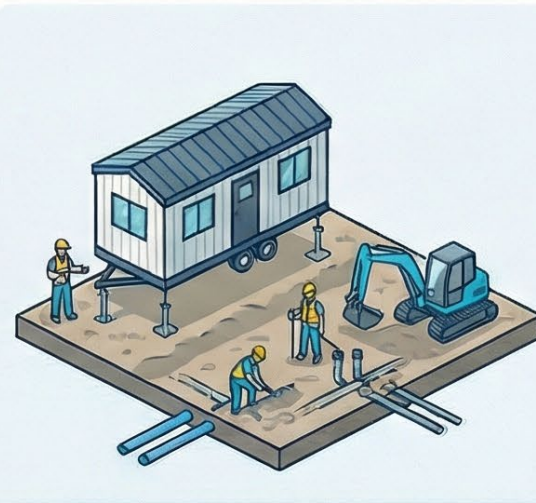
MONTH 1:

Lock Permission & Start Everything

Finalize land-use, secure Fire Marshal concurrence, and confirm trailer procurement production slots.

THE IRREVERSIBILITY GATE:

Month 1 focuses on making the project irreversible through legal and procurement commitments.



MONTH 2:

MONTH 2: Approvals & Site Prep

Secure legal site approval while beginning light grading, anchor installation, and utility stubbing.



MONTH 3:

MONTH 3: Set, Connect, and Inspect

Batch trailer delivery, execute under-trailer utility hookups, and complete fire and health inspections.



MONTH 4:

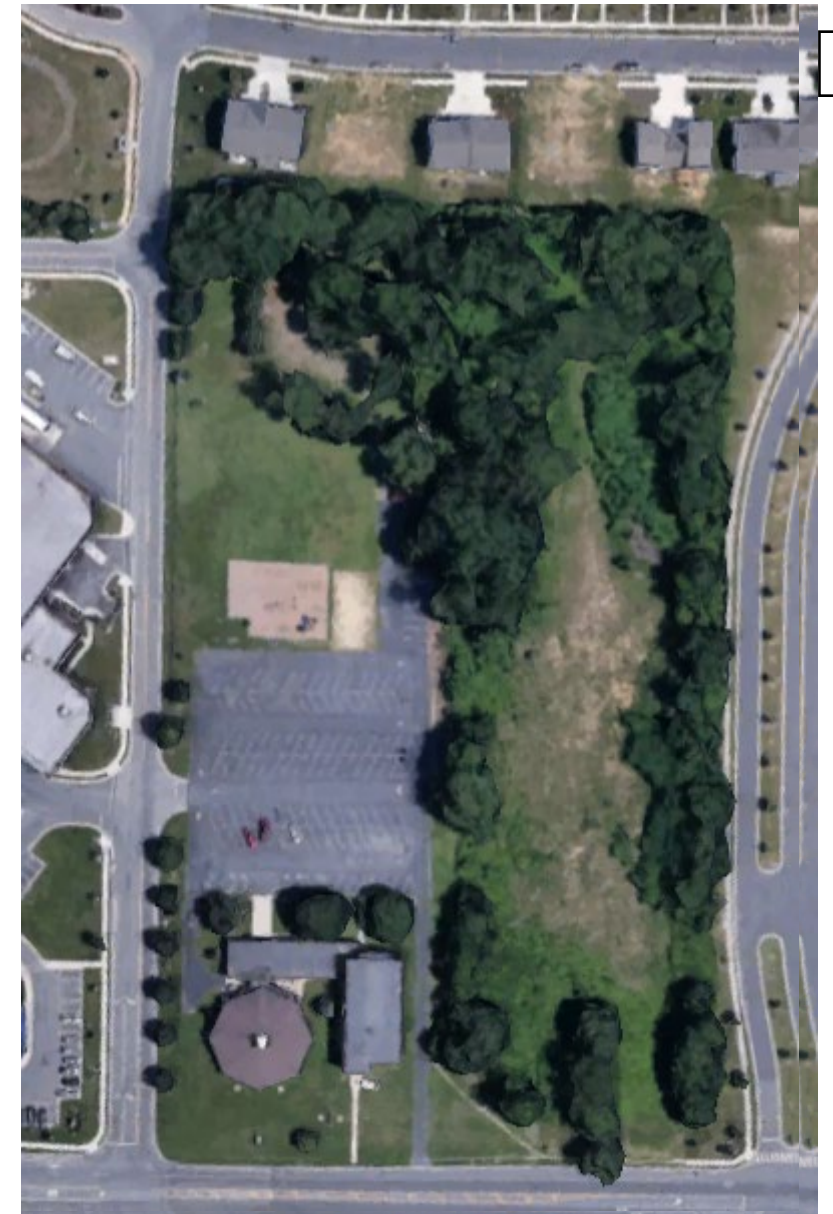
MONTH 4: Open and Stabilized

Secure occupancy approval, begin phased resident move-in, and initiate operational tuning.

RAPID DEPLOYMENT INFRASTRUCTURE:

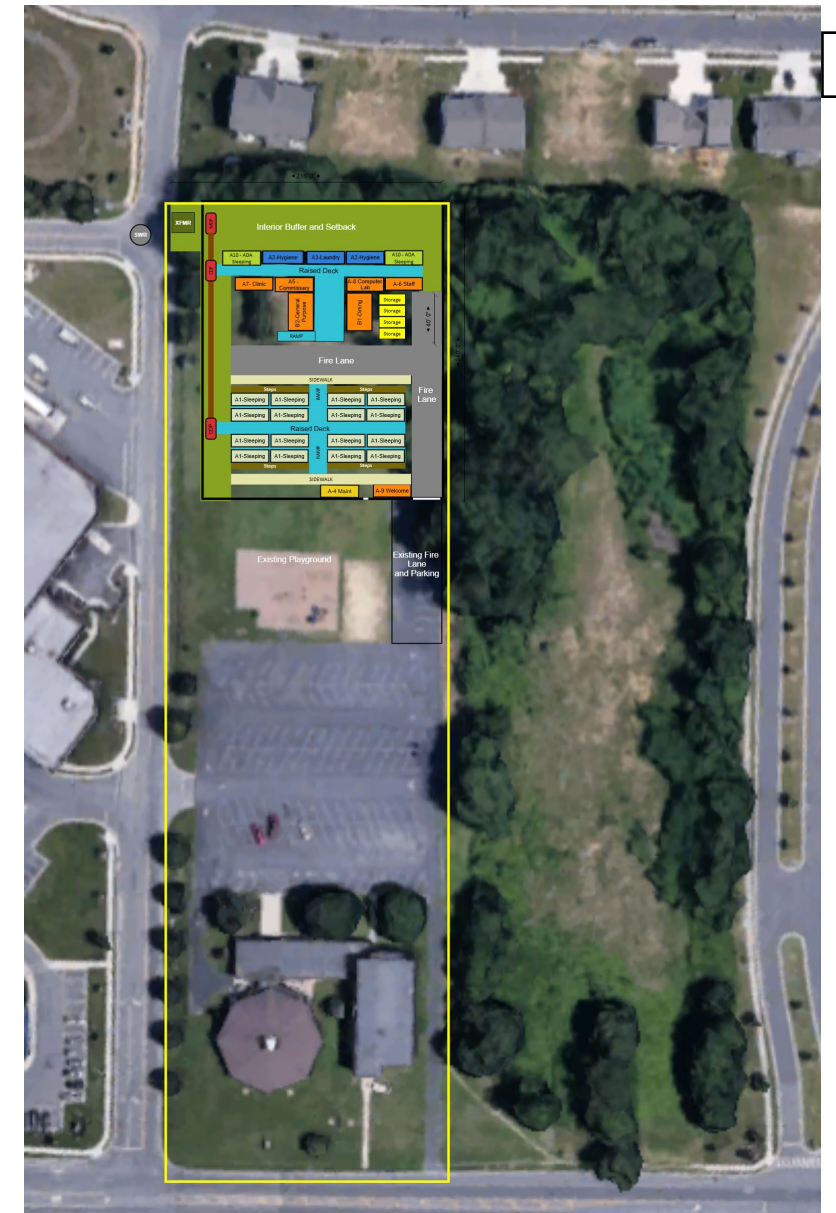
Timeline is maintained by using relocatable trailers and avoiding permanent foundations or trenching.

New City Church Dover DE



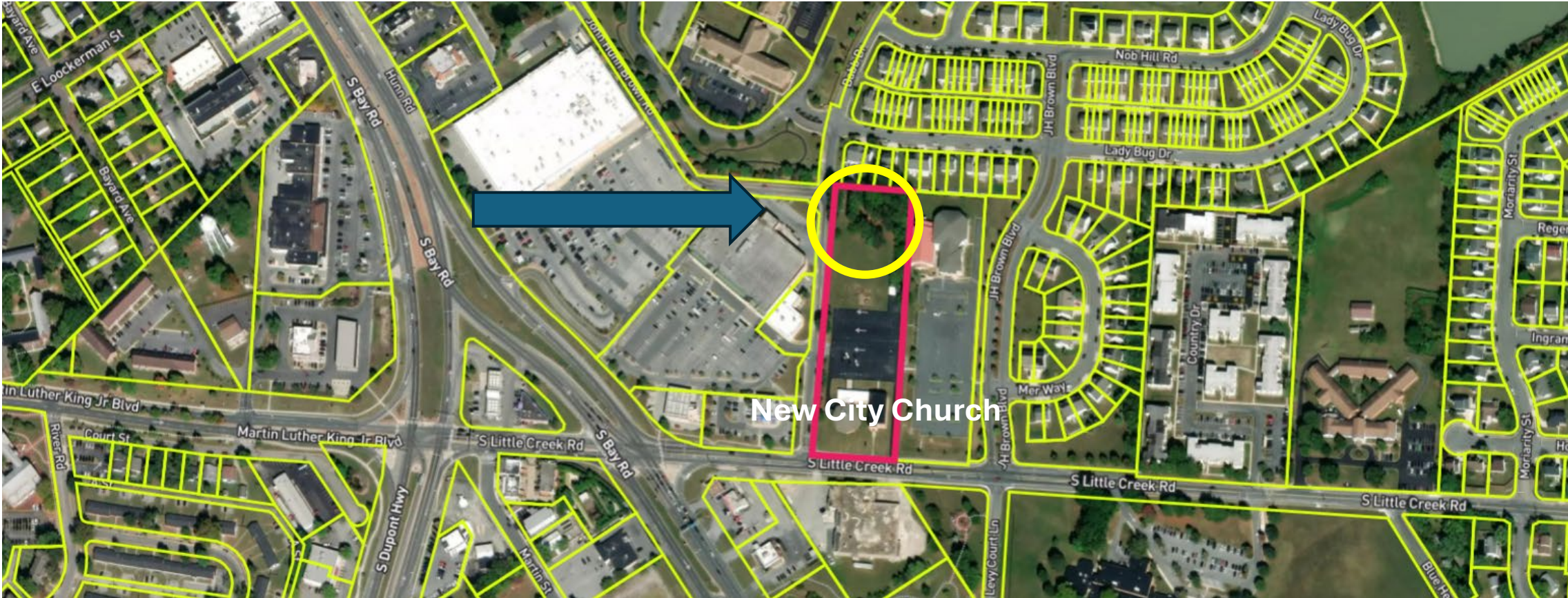
Item 2.

New City Church and Springboard Family Village Dover DE



Item 2.

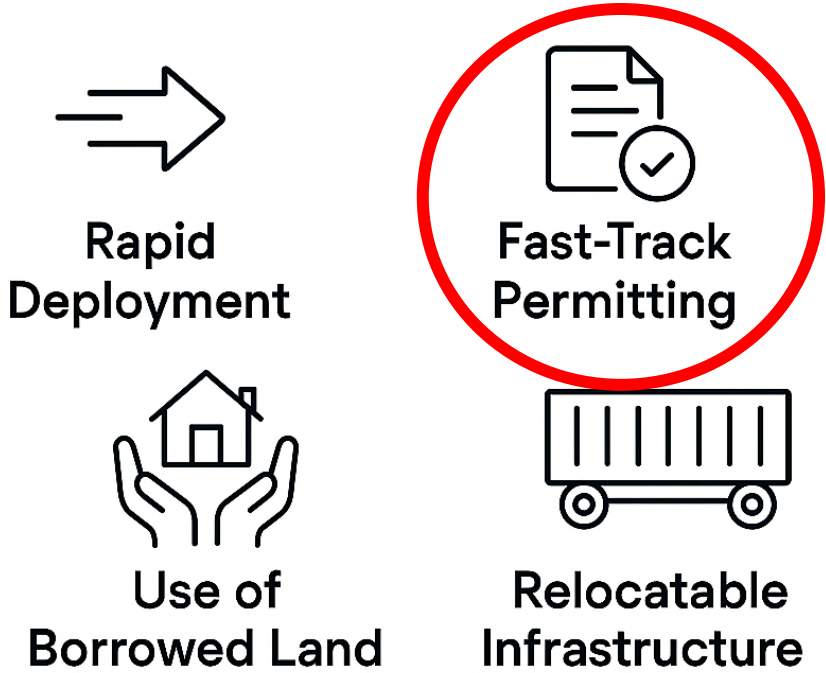
A Central Location (S Dupont, S Bay Rd, S Little Creek)



Water, Sewer, and Power and Rear buffer area

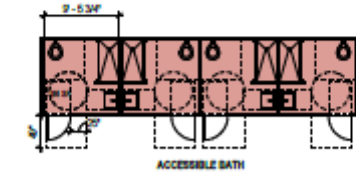
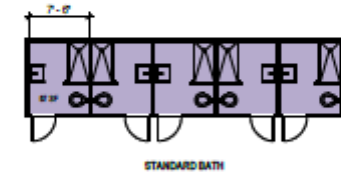
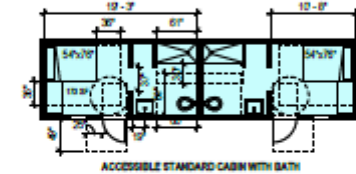
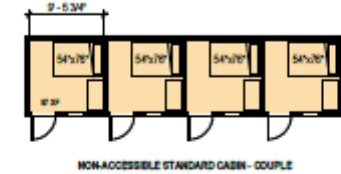
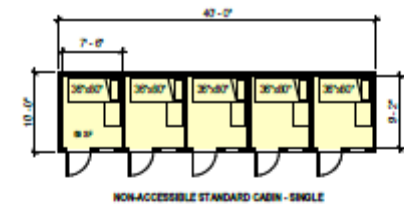


Main Features of Interim Housing



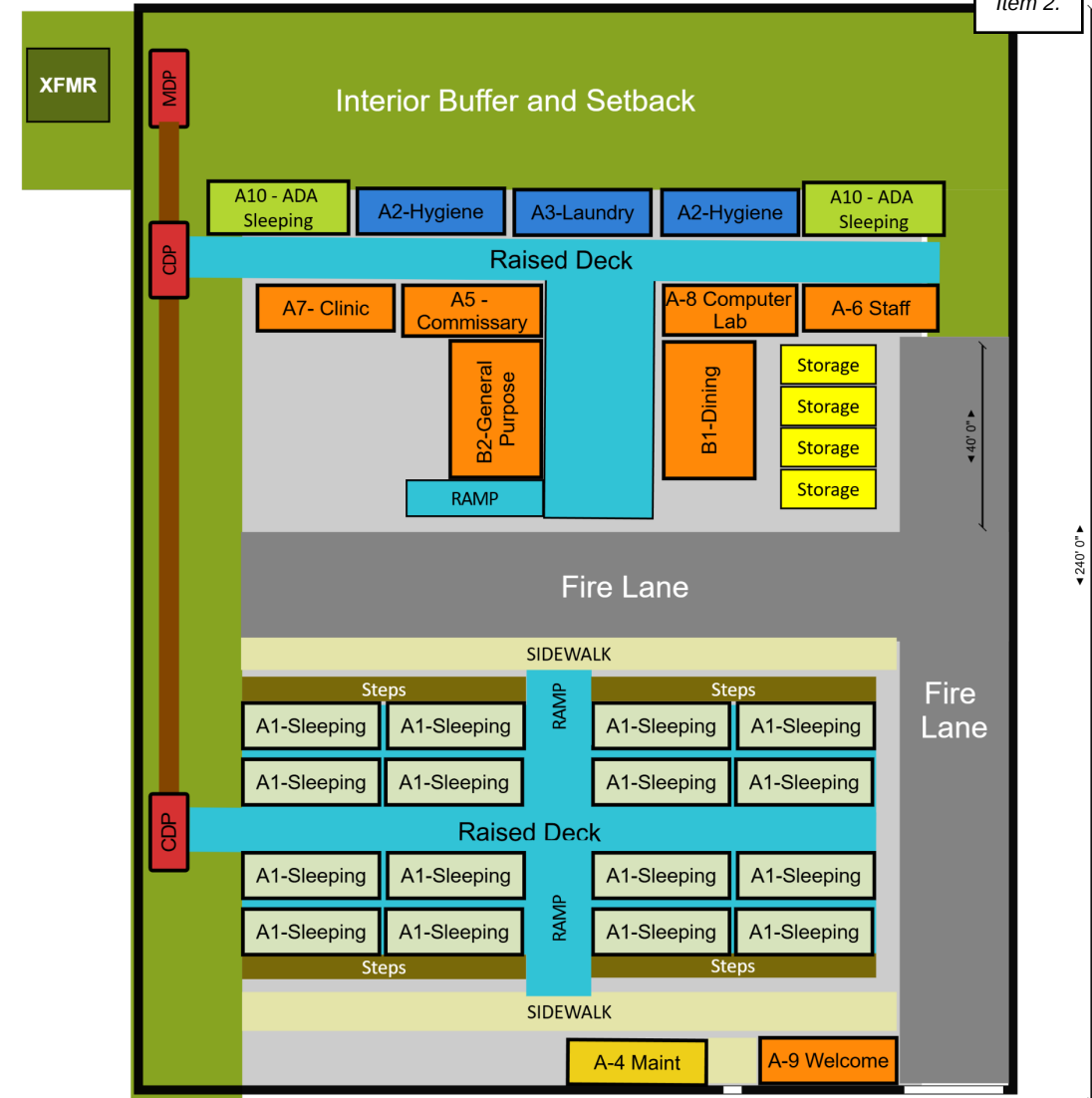
Interim Housing Trailer System

Trailer ID	Trailer Name	Use Category
A1	Standard Low-Barrier Sleeping Trailer	Sleeping – adults, including partners, pets, possessions
A10	ADA Low-Barrier Sleeping Trailer	Sleeping – ADA-accessible, low-barrier adults
A11	Family Low-Barrier Sleeping Trailer	Sleeping – families with small children (pets allowed)
A2	ADA Hygiene Bathhouse Trailer	Hygiene – single-occupancy ADA bathrooms
A3	Universal-Design Laundry Trailer	Hygiene / Support – Resident and Operations Laundry
A4	Maintenance / Storage Trailer	Back-of-House Support – facilities, tools, outdoor equipment
A5	Commissary / Basic Needs Trailer	Resident Support – donated goods, shelf-stable food, toiletries
A6	Staff Offices Trailer	Administrative / Resident-Facing Support – offices and meeting space
A7	Provider / Clinic / Telehealth Trailer	Clinical / Behavioral Health / Care Coordination
A8	Computer Lab / Training Trailer	Resident Services – digital access, learning, small group meetings
A9	Welcome Center / Security Trailer	Entry, Reception, Safety & Campus Coordination
B1	Dining + Warming Kitchen Trailer	Food Service / Assembly – meals, groups, gatherings
B2	General Purpose Meeting Room Trailer	Assembly / Program Space – meetings, groups, classes



Item 2.

50 Sleeping Cabins on One Acre! + Wraparound Services



Interim Housing Trailer System

People shouldn't have to wait in the streets for housing

→ RAPID DEPLOYMENT →





CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Utility)

DEPARTMENT OF ORIGIN: Water & Wastewater

SUBMITTED ON: February 13, 2026

PREPARED BY: Jason A. Lyon, P.E., Director of Water & Wastewater / Engineering Services

REVIEWED BY: David S. Hugg, III, City Manager and Patricia M. Marney, Controller / Treasurer

SUBJECT: Dedication of Water Infrastructure – S. Bay Road

TIMETABLE: All water infrastructure within the right-of-way of Bay Road will become the responsibility of the City of Dover upon acceptance by City Council

RELATED PROJECT: X

REFERENCE: X

EXPENDITURE REQUIRED: \$0

AVAILABLE BUDGET: \$0

FUNDING SOURCE (Dept./Page in CIP & Budget): N/A

STAFF RECOMMENDATION:

Acceptance of water infrastructure within the right-of-way of Bay Road. Dedication is to include all of the referenced water infrastructure.

BACKGROUND AND ANALYSIS:

Pinnacle Development, the responsible party for completing the water infrastructure extension on S. Bay Road for the new Caliber Collision business, has requested that all water infrastructure within the right-of-way be dedicated to the City of Dover for permanent ownership and maintenance. Attachment A outlines the entire water infrastructure associated with this project. The total construction value of the infrastructure is \$161,670. Attachment B shows the general location and configuration of the infrastructure that is to be accepted. All work was completed in accordance with City standards and specifications. A one (1) year Maintenance Agreement and a Release of Liabilities has been submitted as part of the dedication process. Required as-built drawings of the infrastructure have been provided to staff.

DEDICATION OF WATER INFRASTRUCTURE
S. BAY ROAD

Item 1.

ATTACHMENT A

The following is a list of all water infrastructure which are to be accepted by the City of Dover:

Water Utility Infrastructure (Construction Value = \$161,670.00):

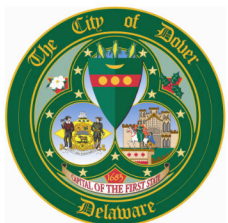
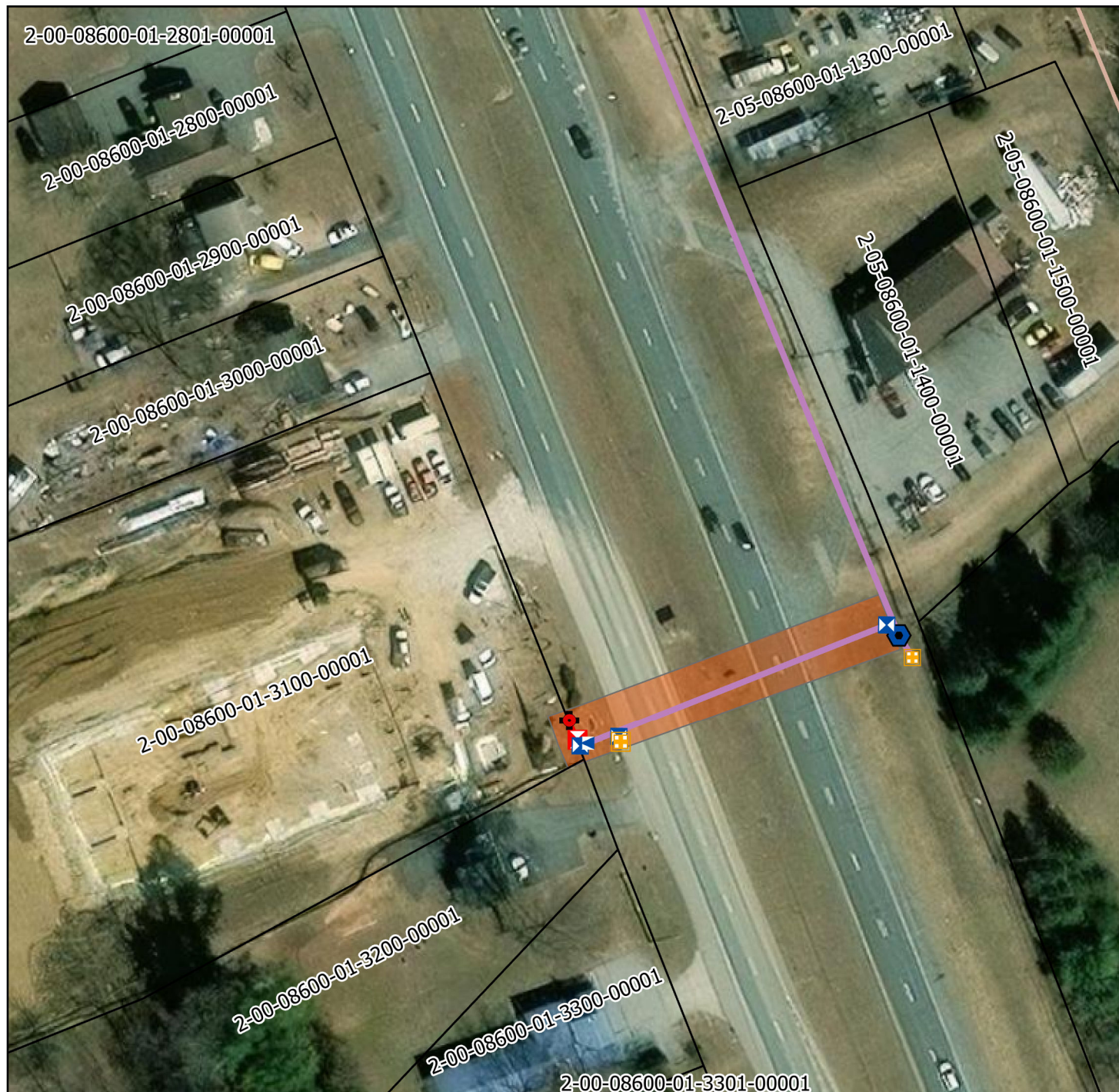
24" Steel Casing	-	156 l.f.
12" Tapping Sleeve & Valve	-	1 ea.
12" C900 DR18 Water Main	-	165 l.f.
6" Fire Hydrant Valve	-	1 ea.
Fire Hydrant	-	1 ea.
6" C900 DR18 Water Main	-	20 l.f.

Attachment B

Bay Road

Water Infrastructure

Item 1.



Date Printed: 1/16/2026

Scale: 1:1000

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CaliColli_UpdatedWat.aprx

Department: Water/Wastewater, City of Dover, Delaware

-  Reducer
-  Dead End
-  Hydrant
-  Hydrant Lead
- Valves**
-  Blow Off
-  Division
-  Hydrant

-  Manhole
-  8" Sewer Line
-  12" Water Main
-  Parcels
-  Project Area



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Utility)

DEPARTMENT OF ORIGIN: Water & Wastewater

SUBMITTED ON: February 27, 2026

PREPARED BY: Jason A. Lyon, P.E., Director of Water & Wastewater / Engineering Services

REVIEWED BY: Sharon J. Duca, Asst City Manager & Patricia M. Marney, Controller / Treasurer

SUBJECT: Dedication of Water and Wastewater Infrastructure – Oak Shadows

TIMETABLE: All water and wastewater infrastructure within the rights-of-way of the Oak Shadows development will become the responsibility of the City of Dover upon acceptance by City Council

RELATED PROJECT: X

ATTACHMENTS: Attachment A – List of all water and wastewater infrastructure.
Attachment B – Map of Oak Shadows

REFERENCE: X

EXPENDITURE REQUIRED: \$0

AVAILABLE BUDGET: \$0

FUNDING SOURCE (Dept./Page in CIP & Budget): N/A

STAFF RECOMMENDATION:

Acceptance of water and wastewater infrastructure within the rights-of-way of the Oak Shadows development. Dedication is to include all of the referenced water and wastewater infrastructure.

BACKGROUND AND ANALYSIS:

The Oak Shadows development started construction in the early 1990's. This was intended to be a private community with the water and wastewater infrastructure to be dedicated to the City of Dover. Utility easements are recorded for the city to access the utilities. Lots within the development were developed slowly over the next thirty (30) years. Throughout the construction of this subdivision, the city provided punch list items to be addressed by the developer. The current Oak Shadows Homeowners Association has requested that all water and wastewater infrastructure within the development be dedicated to the City of Dover for permanent ownership and maintenance and addressed the punch list items. Attachment A outlines the entire water and wastewater infrastructure associated with this project. The total construction value of the infrastructure is \$298,435 (based on 1994 prices – year of installation). Attachment B shows the general location and configuration of the infrastructure that is to be accepted. All work was completed in accordance with City standards and specifications. Required as-built drawings of the infrastructure have been provided to staff.

DEDICATION OF WATER AND WASTEWATER INFRASTRUCTURE
OAK SHADOWS

ATTACHMENT A

The following is a list of all water and wastewater infrastructure which are to be accepted by the City of Dover:

Wastewater Utility Infrastructure (Construction Value = \$170,010 – 1994 Prices):

8" SDR-35 PVC Sanitary Sewer Main	-	3,270 l.f.
6" PVC Sanitary Sewer Laterals (29)	-	932 l.f.
5' Diameter Manholes (15)	-	150 v.f.

Water Utility Infrastructure (Construction Value = \$128,425 – 1994 Prices):

8" Ductile Iron Pipe (Class 52 Cement Lined) Water Main	-	3,969 l.f.
1" Copper Water Services (29)	-	773 l.f.
6" Ductile Iron Pipe (Class 52 Cement Lined) Water Main	-	113 l.f.
8" Gate Valve	-	11 ea.
6" Gate Valve (Fire Hydrant)	-	4 ea.
Fire Hydrant	-	4 ea.

ATTACHMENT B

Oak Shadows: Water & Wastewater infrastructure to be Dedicated to the City of Dover

Item 2.



Date Printed: February 27, 2026
File: M:\GIS_DATA\DW\Pro_Projs\MiscMaps\
OakShadowsMap.aprx
Department: Public Works Water/Wastewater
City of Dover, Delaware

0 150 300 600 US Feet

- Cleanout
- Manhole
- Lateral
- 8" Sewer Line

- ⬡ Blow Off
- ⬢ Curb Stop/House
- ⬠ Division
- ⬢ Hydrant
- ⬢ Meter Pit

- Service Line
- ⬢ Hydrants
- Hydrant Leads
- 8" Water Main