

**CITY OF DOVER, DELAWARE
COUNCIL COMMITTEE OF THE WHOLE MEETING
Tuesday, April 28, 2026 at 6:00 PM**

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

AGENDA

THIS AGENDA AND PACKET HAVE BEEN REVISED BY UPDATING THE ACTION ON LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE MEETING ITEM # 2 – PROPOSED DUAL EMPLOYMENT POLICY TO COMMITTEE ACTION NOT REQUIRED

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/e1Yi9>

Event number: 2538 983 5701

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

SAFETY ADVISORY AND TRANSPORTATION COMMITTEE

ADOPTION OF THE AGENDA

- 1. Group Violence Intervention (GVI) Presentation (Councilman Boggerty, and GVI Delaware Members)**

(Committee Action Not Required)

- 2. Discussion on the Annexation/Rezoning Request of Property Lands of United Worldwide Express, LLC at 1624 N. Little Creek Road and the Rezoning Request of Property Lands**

of United Worldwide Express, LLC at 1600 N. Little Creek Road and an Adjacent Parcel at 0.509 AC N. Little Creek Road

(Committee Action Not Required)

- 3. Loockerman Plaza Pedestrian / Bicycle Lane Improvement Project (Jason Lyon, Water/Wastewater Director, and Paul Moser, Delaware Department of Transportation, Program Manager I)**

(Committee Action Not Required)

ADJOURNMENT OF THE SAFETY ADVISORY AND TRANSPORTATION COMMITTEE MEETING

UTILITY COMMITTEE

ADOPTION OF THE AGENDA

- 1. FY 24 Inflow & Infiltration Rehabilitation Project - Change Order (Jason Lyon, Water/Wastewater Director)**

(Staff Recommendation: Approve change order request from Insituform Technologies, LLC for up to \$402,300, in accordance with the City of Dover Purchasing Policy and Procedures.)

ADJOURNMENT OF THE UTILITY COMMITTEE MEETING

LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE

ADOPTION OF THE AGENDA

- 1. Silver Lake Dam Emergency Action Plan - Change Order (Jason Lyon, Water/Wastewater Director)**

(Staff Recommendation: Approve change order request from Remington & Vernick Engineers for \$21,067, in accordance with the City of Dover Purchasing Policy and Procedures.)

- 2. Proposed Dual Employment Policy (Naomi Poole, Human Resources Director)**

(Committee Action Not Required)

- 3. Review of Council President Duties (Councilman Lewis and Councilman Anderson)**

(Committee Action Not Required)

- 4. Project Authorizations and Budget Amendments - Stoney Creek Alley Camera Installation, Floor Scrubber Replacement, and Library Green Roof Replacement (Sharon Duca, Acting City Manager)**

(Staff Recommendation: Authorization of projects and associated budget amendment requests totaling \$127,500, in accordance with the Budget Administration - Guidelines for Operating Departments procedure.)

5. Proposed Ordinance #2026-09 - Amending Chapter 102 - Taxation, Article I. - In General, Sec. 102-1 - Valuation and assessment (Sharon Duca, Acting City Manager)

(Staff Recommendation: Forward Proposed Ordinance #2026-09 to council for approval.)

6. Proposed Ordinance #2026-10 - Amending Appendix B - Zoning, Article 3 - District Regulations, Section 19 - Manufacturing zone (M), Section 20 - Industrial park manufacturing zone (IPM), Section 20A - Industrial park manufacturing zone - Business and Technology Center (IPM2), Section 20B - Industrial park manufacturing zone - Industrial aviation and aeronautics center (IPM3), and Article 12 - Definitions regarding Clean Hydrogen (Sharon Duca, Acting City Manager and Dawn Melson-Williams, Principal Planner)

(Staff Recommendation: Forward Proposed Ordinance #2026-10 to council for approval.)

7. FY26 Weyandt Hall Stairwells/Basement Flooring Project - Change Order (Sharon Duca, Acting City Manager)

(Staff Recommendation: Approval of the budget amendment request for \$13,500, in accordance with the City of Dover Purchasing Policy.)

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

Strategy 101

Group Violence Intervention (GVI)

2026



Agenda

-
- 01. History
 - 02. How It Works
 - 03. Key Systems & Tools
 - 04. Outcomes
 - 05. Q & A

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Item 1.



History

Evidence-Based Approach

In 2019, Delaware began implementation of an evidence-based program called Group Violence Intervention (GVI), with the goal of reducing gun violence.

Group Violence Intervention (GVI) was created by the National Network for Safe Communities (NNSC) at John Jay College



**National Network
For Safe Communities
at JOHN JAY COLLEGE**

GVI proactively deters and reduces community gun violence by focusing specifically on a small group of individuals driving violence: those considered **group** and gang members and at **high-risk** with **the aim of keeping them safe, alive, and out of prison** by offering them a meaningful alternative to group-affiliated violence.

National Network for Safe Communities (NNSC) use of the term “group” instead of “gang”

“All gangs are groups, but not all groups are gangs. [...]”¹

“[...] many high-rate offenders associate in groups and that these groups drive serious violence. Many (and often most) such groups will not fit the statutory definition of a gang. Nor will they meet even the common perception of what constitutes a gang. **Such groups may or may not have a name, common symbols, signs or tags, an identifiable hierarchy, or other shared identifiers.**”¹

Group Violence Intervention in Delaware

Item 1.

The Family Services Cabinet Council (FSCC) decided to adopt the GVI model.

The Office of the Governor (OGov) launches GVI in Wilmington.

The Mayor of Dover reaches out expressing interest in exploring collaboration.

Due to spikes in violence in Kent County (beyond Dover) and Sussex County, GVI begins exploring expansion into these areas.

Problem analysis completed with Laurel, Seaford, and Milford; partners now advancing strategy and coordination

2018

2020

2022

2024

2017

2019

2021

2023

2025

FSCC started planning the GVI approach for Wilmington

GVI starts providing services for juveniles and their families.

GVI begins expansion into Dover, and establishes a statewide governance model.

GVI begins expansion planning and works to document tools and processes.

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Item 1.



How It Works

GVI creates trust, leverages intelligence, and **Forges Change**

Community engagement to change norms around violence

Provide accompaniment, support, and delivery of anti-violence messaging



Innovative support & outreach with social services

Social service and assistance beyond referrals, track outcomes, intensive case management, engagement with families

Targeted consequences with law enforcement

Updated intelligence information provision, connection to care and targeted arrests, coordinate safety plans for sanctions when necessary

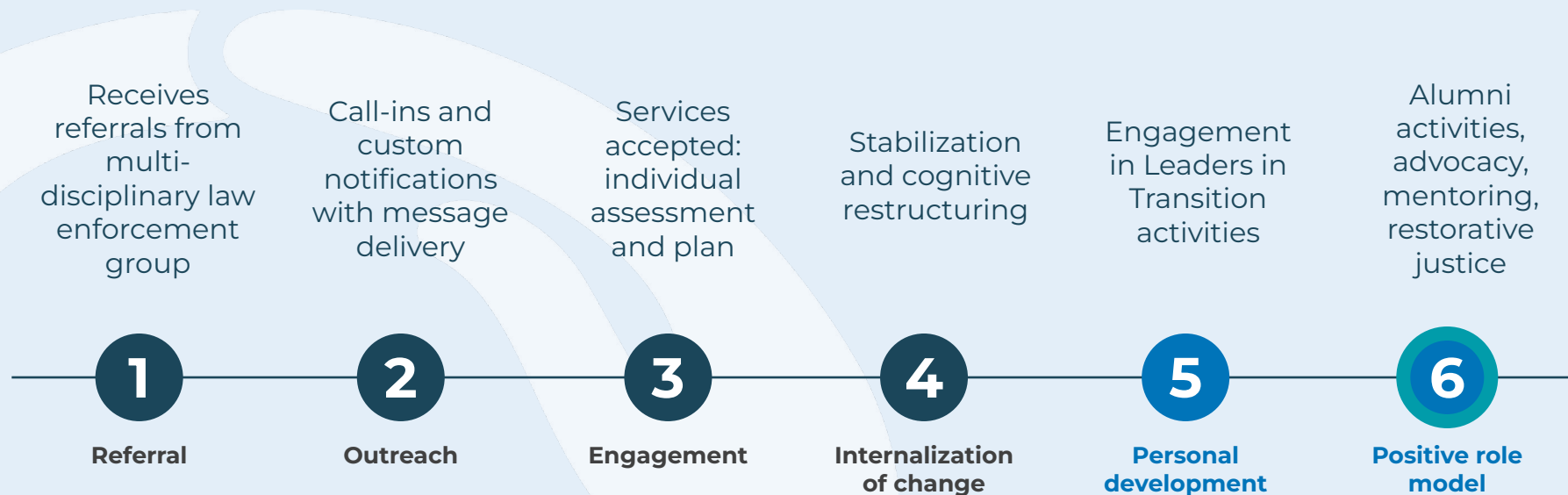
Component 1: Support and Outreach

This component centers on the provision of **integrated support and assistance services to high-risk individuals by deeply committed and caring staff**. Some of these services include:



Support and Outreach Service Client Engagement Journey

Item 1.



Partners

DHSS in collaboration with the DSCYF; DOC; families and household members of individual participants

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LEADERS IN TRANSITION

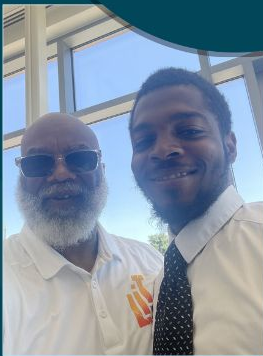
Item 1.



Kent County Leaders in Transition

Leaders in Transition (LIT) provides GVI members with training and experiential learning opportunities directed toward leadership, advocacy and personal development





A Snapshot of Success

GVI Support and Outreach brings together two opposing groups from different counties, to have an articulate conversation with prosecutors, demonstrating that collaboration and understanding can overcome even the deepest divisions.



Prosecutors meeting with Leaders in Transition, held at the Black Box Theater within the Route 9 Library

A Snapshot of Success

Item 1.

This unprecedented unity and cooperation would not have been possible without the transformative efforts of GVI



Back to School Resource Fair Event

Component 2: Targeted Consequences

Item 1.

This component focuses on law enforcement **implementing sanctions and deterrence** with a focus on individuals who continue to perpetuate violence.

Law enforcement agencies work together on this component by coordinating on:



Partners

Police Departments, Department of Corrections (DOC), Department of Justice (DOJ), United States Attorney's Office (USAO), Department of Homeland Security (DSP), Department of Services for Children, Youth, and their Families (DSCYF)

Component 3: Community engagement

Item 1.

Builds trust and connection by engaging with the community through:

Events

Community &
beautification
activities

Resource Fairs

Clear and consistent anti-violence messaging with key information about:

Impacts & pain
from family
members of
homicide victims

Possibility, hope,
transformation,
and improved
community life

Limits & risks of
the “street code”

Legal risks and
exposure risks

Partners

Community-based organizations, community leaders, other gun violence intervention programs, Department of Health and Social Services (DHSS), Department of Justice (DOJ)

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Governance and operations model*

Group	Role
Principals	Oversee GVI's Statewide Violence Reduction Strategy
Executive Committee	Advisory & oversight role for agency operational teams
Operations Leads	Strategic & Tactical Planning and execution
Agency/Site teams	Day-to-day & social services/law enforcement
Workgroups	Responsible for delivering on Specific Strategic Goals



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Item 1.



Key Systems + Tools

A Custom Notification happens when...

GVI leaders and/or law enforcement visit with key adult group members at their homes or on the streets to keep the anti-violence message and offer of support alive between call-ins.

GVI leaders and/or law enforcement visit with juveniles and their legal guardians to introduce or reinforce the anti-violence message and offer support for the entire family.

A Call-In is...

A face-to-face meeting of law enforcement representatives, community figures, social service providers, and group-involved adults; typically those on probation.

The call-in is a communication strategy; its primary purpose is to deliver key messages clearly to the group members present, and through them, back to the entire group with which they are associated.

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Item 1.



Outcomes

GVI by the numbers

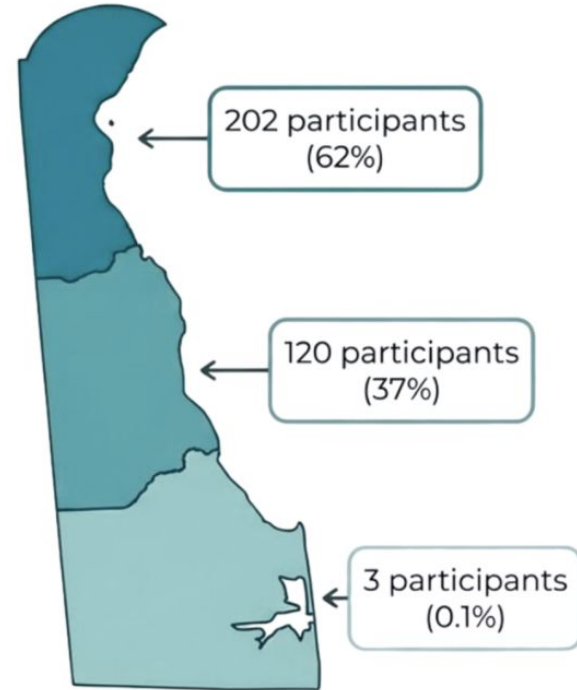
374

Individuals have accepted services at some point between 2019 and 2025*

- 345 adults
- 41 juveniles

284

Individuals (87%) were classified as active participants in 2024, meaning they had recent touchpoints or ongoing service plans.



* Up to April, 2025

Figure 1. Geographical Representation of GVI Participants in 2024

GVI Delaware is starting to show **promising** impact trends²

A positive indication of the program's reception among participants: In 2024, 80% report feeling safer in their daily lives.

Promising trend towards gun violence reduction: Most GVI Delaware participants (87%) did not receive new gun charges in 2024.

GVI Delaware has helped participants **access permanent and safe housing** that removes them from risks and contexts of group- and gang-related gun violence.

Increasing access to stable housing and employment through GVI support & outreach, generally correlates to lower recidivism rates

Trends continued to show positive momentum in 2024.

Gun Charges
are trending
down ↓
among GVI
participants
statewide

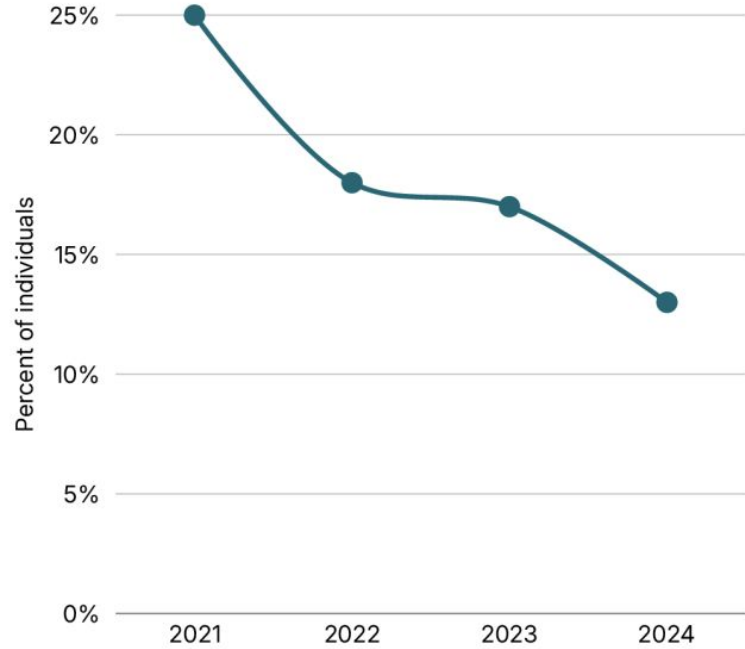


Figure 2. Percent of individuals with new gun charges by year

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Item 1.



Q&A

Thank you!

Item 1.



GROUP VIOLENCE
INTERVENTION
2026



SCOTT ENGINEERING, INC.
Consulting Engineers • Surveyors • Land Planners

April 20, 2026

Linda Parkowski
Executive Director
Kent Economic Partnership
Dover, DE 19901

RE: Proposed U.S. Route 1 Southbound On-Ramp off North Little Creek Road
Lands of United Worldwide Express, LLC
Tax Parcel Nos. 2-05-068.20-01-61.00-00
2-00-068.20-01-15.00-000
2-00-077.00-01-07.00-000

Dear Ms. Parkowski:

Thank you for your recent correspondence regarding the Dover-Kent MPO and Kent Economic Partnership's recommendation to locate a Southbound on-ramp to U.S. Route 1 through our client's property identified above. Our client is willing to grant DelDOT the necessary easement or right-of-way to construct and maintain the proposed on-ramp, subject to the parties reaching agreement on appropriate financial consideration. Our client recognizes the public benefit of the project; however, the on-ramp will materially affect the size, configuration, access, and highest-and-best-use development potential of the property. Accordingly, any agreement to convey the right-of-way must include fair and reasonable compensation that reflects the fair market value of the land taken, any severance damages to the remainder, and the impact on the client's planned development.

Upon receiving approval from the City of Dover to annex and rezone our client's property for the proposed use, our client is willing to develop a plan that takes into consideration the proposed on-ramp. At some time in the future, should DelDOT choose to move forward with the recommended on-ramp, our client respectfully requests that DelDOT provide its appraisal or valuation analysis so they may review it and, if necessary, engage their own appraiser to ensure the compensation is equitable.

Sincerely,

SCOTT ENGINEERING, INC.

Gregory R. Scott, P.E.

CC: United Worldwide Express, LLC

Council Committee of the Whole: Loockerman Plaza Sidewalk and Crosswalk

Tuesday, April 28, 2026

Presented by Paul Moser, PE



Downtown Dover Pathways Plan *July 2024*

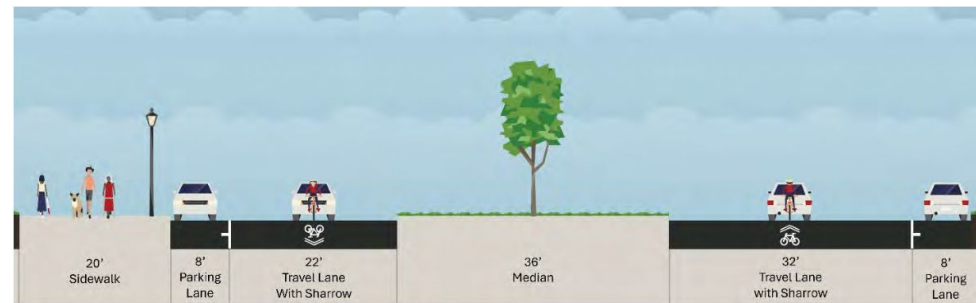
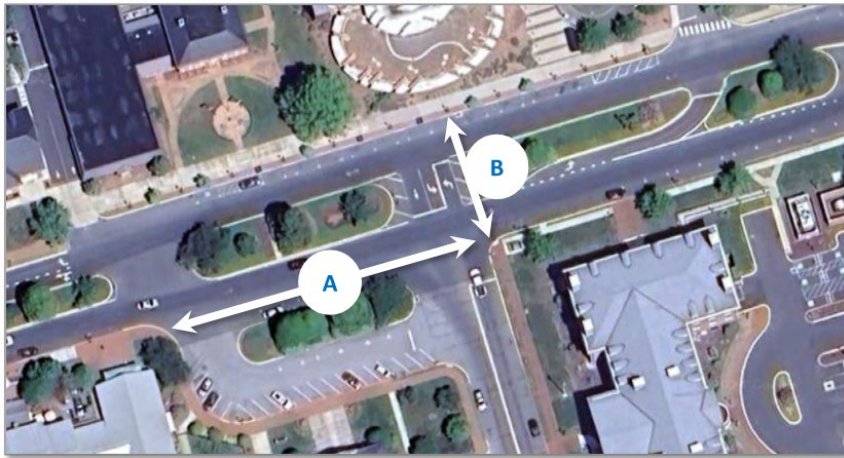
- Identified gaps in sidewalks and bike lanes, focusing on creating a connected, low-stress network for cyclists and pedestrians
- Focused on reducing vehicular speeds and adding high-visibility crosswalks
- Conducted public workshops and charrettes with residents, businesses, and officials
- Developed specific concepts for improving the corridor to enhance walkability and integrate infrastructure



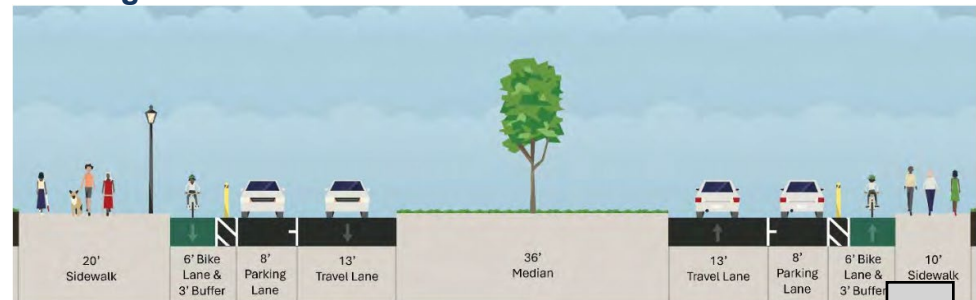
Downtown Dover Pathways Plan: Reimagine Loockerman Plaza

Short-Term Improvements

- Implement separated bicycle lanes
- Fill sidewalk gap (see arrow “A”)
- Add crosswalk at Federal Street (see arrow “B”)



Existing Cross Section of Loockerman Plaza



Proposed Cross Section of Loockerman Plaza

Downtown Dover Pathways Plan: Reimagine Lookerman Plaza

Potential Long-Term Improvements

- Transform Lookerman Plaza into a flexible festival/shared street
- Enhance accessibility and connectivity with design elements (materials, planters, bollards) to guide movement
- Reconfigure parking and street space to support events, increase public use, and boost economic activity while leveraging nearby parking resources



Lancaster Boulevard in Lancaster, California (Source: City of Lancaster)

- **Safety**

- Reduce vehicular travel lane widths
- Install high visibility crosswalk with Rectangular Rapid Flashing Beacon (RRFB)
- Potential crossover modifications/closures



RRFB Example

- **Connectivity**

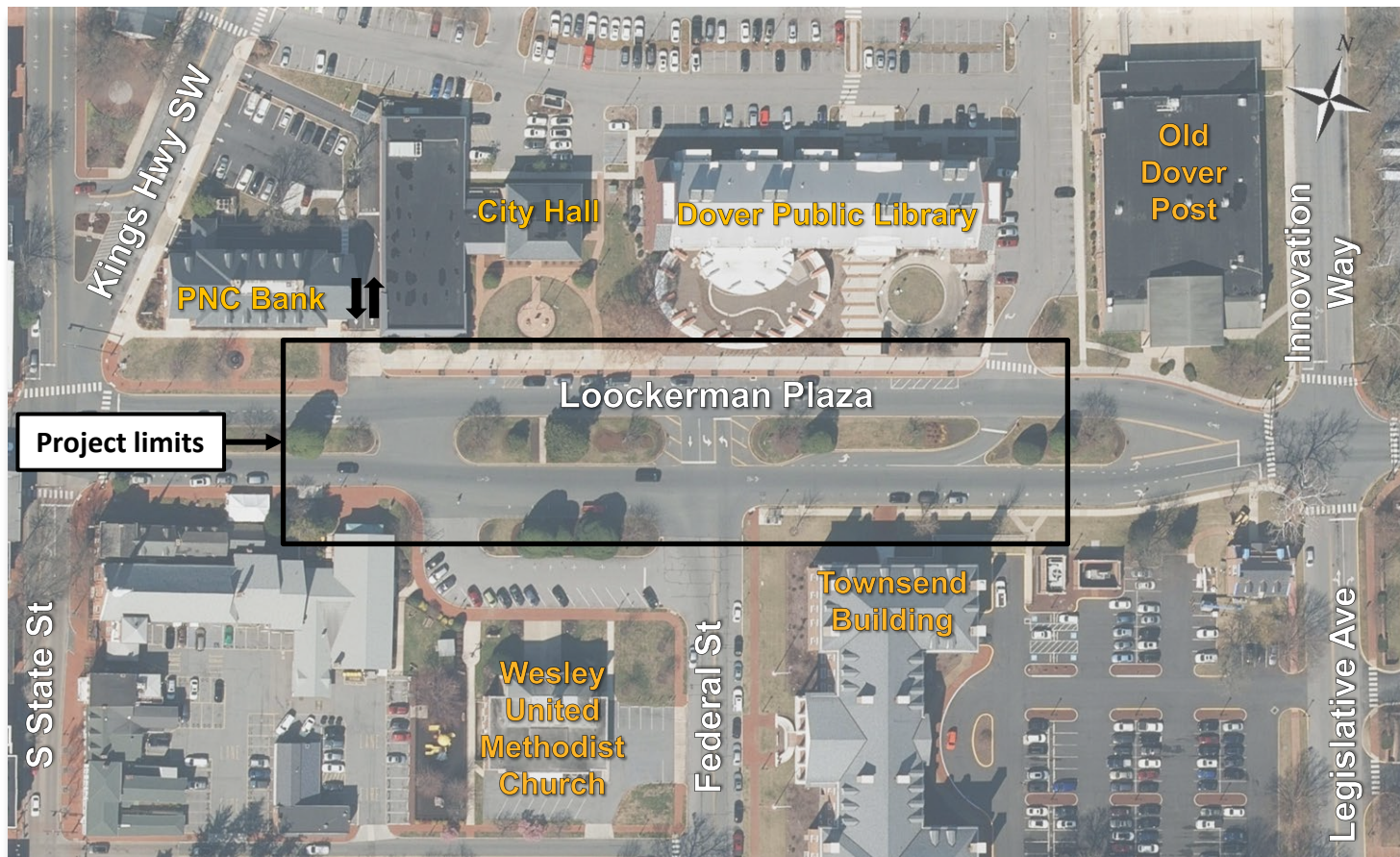
- Fill sidewalk gap
- Potential for buffered bike lane installation, if desired



South side of Loockerman Plaza, looking east

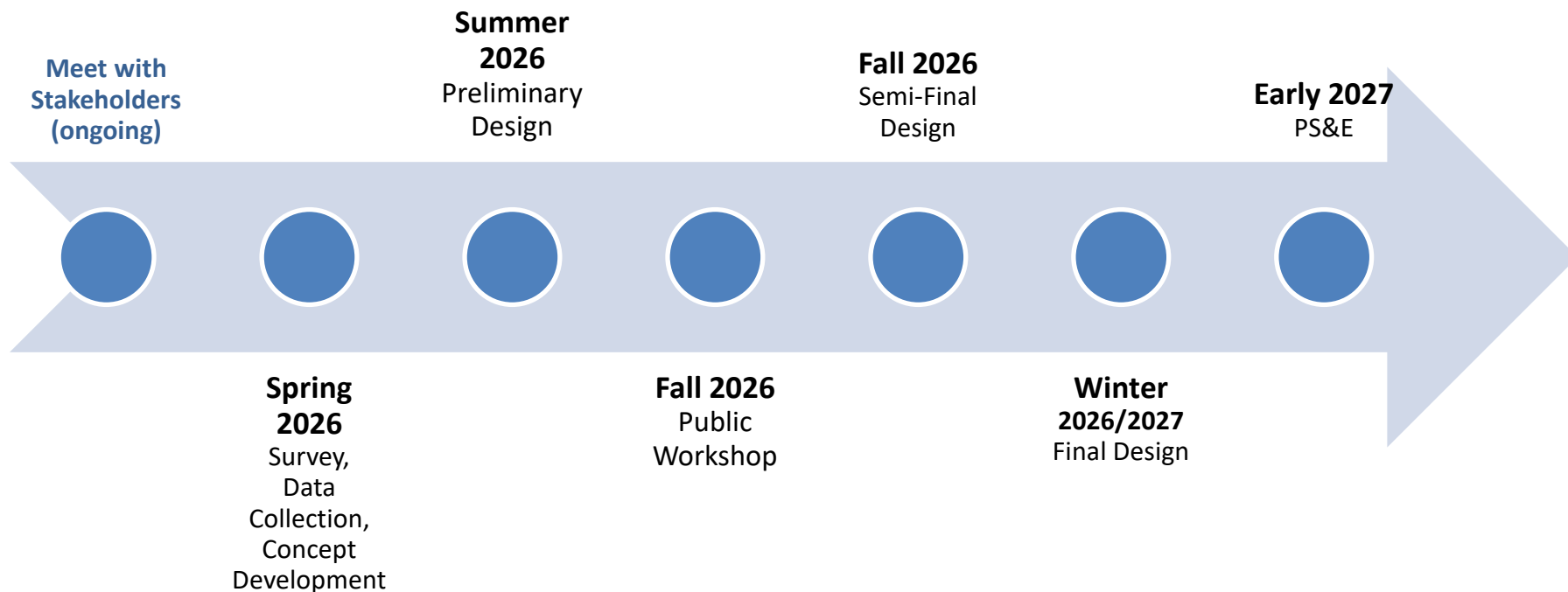
Existing Conditions

- Two-way traffic at PNC bank entrance
- Narrow median sidewalk / non-compliant pedestrian crossing in front of City Hall
- Large trees with year-round lighting



Anticipated Project Schedule

Item 3.



Project Contact

Paul Moser, PE

Paul.Moser@delaware.gov





CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Utility)

DEPARTMENT OF ORIGIN: Water & Wastewater

SUBMITTED ON: April 17, 2026

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

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

SUBJECT: Change Order – FY 24 Inflow & Infiltration Rehabilitation Project

TIMETABLE: Approve change order within seven (7) days of Council approval.

RELATED PROJECT: X

REFERENCE: X

EXPENDITURE REQUIRED: \$402,300

AVAILABLE BUDGET: \$25,170

FUNDING SOURCE (Dept./Page in CIP & Budget): Department of Water & Wastewater, Wastewater Division, WW2401 Inflow/ Infiltration Removal, Account No.: 403-41-69-99-000-54031. Shortfall to be covered by WW2602 Lepore Road Sanitary Sewer Upgrade, Account 403-41-69-99-000-54031 and WW2605 Kings Cliffe Pump Station Replacement, Account 403-41-69-99-000-54031.

STAFF RECOMMENDATION:

Approve change order request from Insituform Technologies, LLC for up to \$402,300, in accordance with the City of Dover Purchasing Policy and Procedures.

BACKGROUND AND ANALYSIS:

This project was awarded to Insituform Technologies, LLC to rehabilitate failing sanitary sewer infrastructure throughout the City of Dover. There was a discrepancy between the bid form quantity submitted by the contractor and the appendix map for the quantity of manholes that required rehabilitation. In accordance with Section 3.11 of the City of Dover Purchasing Policy, Council approval is required for any change order that is 15% greater than the original approved budget.

The shortfall will be covered by the following breakdown:

Funding Source	Description	Current Budget	Spent / Encumbered	Savings / Remaining	Requested Change	Proposed Budget Remaining
Wastewater	WW2401 – Infiltration/Infiltration Removal	\$393,800	\$368,360	\$25,170	\$377,130	\$402,300
Wastewater	WW2602 – Lepore Road Sanitary Sewer Upgrade	\$370,000	\$0	\$370,000	(\$370,000)	\$0
Wastewater	WW2605 – Kings Cliffe Pump Station Replacement – Feasibility Study	\$18,000	\$8,500	\$9,650	(\$7,130)	\$2,520

The Lepore Road Sanitary Sewer project would conflict with the recent Delaware Department of Transportation pedestrian improvements in the area. The project will need to be reprogrammed, and the funding is now available. The Kings Cliffe Pump Station Replacement project costs came in under budget, and savings are available to assist with the shortfall.

City staff recommends the authorization of the proposed change order for the additional rehabilitation improvements.



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Leg & Fin)

DEPARTMENT OF ORIGIN: Water & Wastewater

SUBMITTED ON: April 17, 2026

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

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

SUBJECT: Change Order – Silver Lake Dam Emergency Action Plan

TIMETABLE: Notice to proceed to be issued within seven (7) days of Council approval.

RELATED PROJECT: X

REFERENCE: X

EXPENDITURE REQUIRED: \$21,067

AVAILABLE BUDGET: \$32,900

FUNDING SOURCE (Dept./Page in CIP & Budget): Department of Public Works – Engineering – Account No.: 100-12-26-99-000-53031. FY26 has \$17,900 available and FY27 has \$15,000 budgeted

STAFF RECOMMENDATION:

Approve change order request from Remington & Vernick Engineers for \$21,067, in accordance with the City of Dover Purchasing Policy and Procedures.

BACKGROUND AND ANALYSIS:

The City of Dover is required to complete an emergency action plan related to the potential failure of the Silver Lake Dam. This plan was awarded to Remington & Vernick Engineers for the amount of \$94,400. In accordance with Section 3.11 of the City of Dover Purchasing Policy, Council approval is required for any change order that is 15% greater than the original approved budget. The reviewing agency of this plan, Delaware Department of Natural Resources and Environmental Control (DNREC), has requested a larger evaluated drainage area than originally anticipated by the consulting firm and the City of Dover. This, in addition to the fact that eight (8) separate submissions, due to DNREC review comments, with review cycles extending up to a year to receive feedback, has contributed to the increased costs of the design.

City staff recommends the authorization of the proposed change order to complete the design of the Silver Lake Dam Emergency Action Plan.



**The City of Dover
ACTION FORM**

Revised 4/

Item 2.

Action Form

PROCEEDING: Legislative, Finance and Administration Committee	AGENDA ITEM NO.:
DEPARTMENT OF ORIGIN: Human Resources	DATE SUBMITTED: 4/21/2026
PREPARED BY: H. Naomi Poole, Human Resources Director	
SUBJECT: Dual Employment Policy	
REFERENCE: n/a	
RELATED PROJECT: n/a	
REVIEWED BY: Sharon J. Duca, P.E., ICMA-CM, Acting City Manager	
EXHIBITS: Office of Human Resources Memorandum and Dual Employment Policy	
EXPENDITURE REQUIRED: 0 AMOUNT BUDGETED: 0	
FUNDING SOURCE (Dept./Page in CIP & Budget): n/a	
TIMETABLE: To be implemented upon City Council approval.	
RECOMMENDED ACTION: Discussion only.	

BACKGROUND AND ANALYSIS

Background - The City of Dover does not currently have a formal policy governing dual employment. Recent audit findings identified that practices have been inconsistent, did not fully meet state regulations, and lacked a standardized policy framework.

This proposed policy is intended to address those findings and establish clear expectations to ensure compliance with Delaware Code § 5955 and Federal requirements under the Fair Labor Standards Act (FLSA).

Analysis – The proposed policy establishes a standardized process for approval, oversight, and monitoring of dual employment. It strengthens compliance with state and federal law, ensures proper timekeeping and payroll controls, and reduces the risk of conflicts of interest. Adoption will provide consistency across departments and align the City with best practices.

Please see the packet for additional details.



**The City of Dover
HUMAN RESOURCES
COUNCIL MEMORANDUM**

Office of Human Resources Memorandum

To: Council, City Clerk, City Management

From: H. Naomi Poole, Human Resources Director

Date: April 21st, 2026

Subject: Dual Employment Policy – Adoption and Implementation

The attached packet presents the City of Dover’s proposed Dual Employment Policy, consistent with Delaware Code Title 29 § 5955 and best practices in municipal government.

This policy establishes clear guidelines for employees who seek to hold more than one paid position within the City or in combination with other public employers, while ensuring compliance with state law, federal law, and ethical standards.

The packet includes:

1. Draft Policy Statement
2. Employee Request Form

We are requesting Council’s review and approval of this policy to ensure uniform application, prevent conflicts of interest, and safeguard the City’s resources and reputation.

With appreciation and respect,

H. Naomi Poole, MMHR

Human Resources Director, City of Dover



The City of Dover
HUMAN RESOURCES POLICY
DUAL EMPLOYMENT POLICY

POLICY NUMBER: 003	LAST REVIEWED: TBD
EFFECTIVE DATE: TBD	APPROVED BY: Council
REVISED: N/A	RESPONSIBLE DEPARTMENT: Human Resources

PURPOSE

The purpose of this policy is to establish clear rules and procedures regarding dual employment for City of Dover employees. This policy ensures compliance with Delaware state law, promotes transparency, prevents conflicts of interest, and supports accountability in the use of City resources.

SCOPE

This policy applies to all City of Dover employees, including full-time, part-time, temporary, and seasonal employees, who seek to engage in dual employment either within the City or with another public employer.

This policy does not prohibit outside private employment, provided such employment complies with the standards outlined herein.

DUAL EMPLOYMENT POLICY

For purposes of this policy, dual employment occurs when:

- A City of Dover employee holds two or more paid positions within the City; or
- A City employee is simultaneously employed by another State of Delaware agency, political subdivision, or public employer.

Employees may not engage in dual employment unless:

1. Prior approval is obtained from the City Manager;
2. The arrangement complies with Delaware Code Title 29 § 5955; and
3. The employment does not interfere with primary City duties.



The City of Dover
HUMAN RESOURCES POLICY
DUAL EMPLOYMENT POLICY

APPROVAL PROCESS

Employees must submit a Dual Employment Request Form to Human Resources that includes:

- Nature of the secondary employment
- Work schedule and hours
- Compensation details
- Identification of any potential conflicts with City duties

Human Resources will review the request for compliance with applicable laws, policies, and conflict-of-interest standards within 10 business days. Final approval authority rests with the City Manager, with consultation from Human Resources and Legal as necessary. Requests will be evaluated based on operational need, scheduling feasibility, potential conflicts of interest, and overall risks to the City. For employees covered by a collective bargaining agreement, this policy will be applied in a manner consistent with applicable agreement provisions.

COMPENSATION AND OVERTIME

- Dual employment does not automatically qualify an employee for overtime across positions.
- Overtime eligibility will be determined in accordance with the Fair Labor Standards Act (FLSA) and applicable City policies.
- In cases where dual employment involves multiple City or public positions, hours may be combined for overtime purposes only when required by law.
- Compensation for all secondary employment must be pre-approved and charged to the appropriate departmental budget.

TIMEKEEPING AND PAYROLL CONTROLS

- Employees engaged in dual employment must accurately record all hours worked for each position separately, in accordance with City timekeeping procedures.
- Time worked in one position must not overlap with time worked in another position. Employees may not be compensated by the City for the same time period under multiple roles.
- Each position must have its own supervisor approval of time worked. Supervisors are responsible for verifying that hours reported are accurate and do not conflict with other employment assignments.
- Hours worked across multiple City positions will be reviewed in accordance with the Fair Labor Standards Act (FLSA) to determine whether overtime applies.
- Human Resources and Payroll will monitor time records to ensure compliance with this policy and applicable laws.



The City of Dover
HUMAN RESOURCES POLICY
DUAL EMPLOYMENT POLICY

- Any discrepancies, unauthorized overlap, or improper reporting of time may result in disciplinary action, up to and including termination.
- All hours worked must be recorded in the City's official timekeeping system (UKG/Kronos). Use of alternate or off-system tracking methods is prohibited.

OUTSIDE PRIVATE EMPLOYMENT

Employees may engage in outside private employment provided that:

- It does not interfere with City job duties or assigned work schedule;
- City resources, equipment, uniforms, or confidential information are not used;
- No actual or perceived conflict of interest is created; and
- The employee must disclose the employment to Human Resources if it is related to their City role.

RESTRICTIONS

Dual employment will not be approved if it:

- Creates a conflict of interest under Delaware Code (29 Del. C. Ch. 58);
- Results in overlapping or excessive work hours that may impact performance or safety;
- Involves supervisory authority of one role over another; or
- Undermines public trust, operational efficiency, or the integrity of City services.
- Violates any applicable collective bargaining agreement (CBA).

COMPLIANCE AND ENFORCEMENT

- Employees must obtain approval prior to engaging in dual employment.
- Failure to disclose or obtain approval may result in disciplinary action, up to and including termination.
- The City reserves the right to revoke approval at any time if the arrangement creates conflicts, performance concerns, or operational risks.
- Employees may request reconsideration of a denial through Human Resources.
- Nothing in this policy is intended to conflict with applicable collective bargaining agreements.



The City of Dover
HUMAN RESOURCES POLICY
DUAL EMPLOYMENT REQUEST FORM

EMPLOYEE INFORMATION

Name: _____

Department: _____

Job Title: _____

Supervisor: _____

TYPE OF DUAL EMPLOYMENT☐ Second position within the City of Dover☐ Employment with another public entity☐ Outside private employmentEmployer Classification: ☐ Public ☐ Private ☐ Quasi-Public**SECONDARY EMPLOYMENT DETAILS**

Employer/Agency Name: _____

Position/Job Title: _____

Job Duties Summary: _____

Start Date: _____ End Date: _____

Work Schedule: _____

Location: _____

Supervisor/Contact Person: _____

On-Call Requirements (if any): _____

☐ Safety-sensitive duties involved



The City of Dover
HUMAN RESOURCES POLICY
DUAL EMPLOYMENT REQUEST FORM

COMPENSATION (SECONDARY POSITION)

Hourly Rate/Salary: _____

Anticipated Hours Per Week: _____

Funding Source/Department (if City role): _____

Pay Type: ☐ Hourly ☐ Salary

CONFLICT OF INTEREST & COMPLIANCE (INITIAL EACH)

___ Does not interfere with City duties

___ No use of City property, badge, uniform, or confidential info

___ No conflict of interest under Delaware Code or City policy

___ Employer is not a City vendor/contractor/grantee overseen by employee

___ Will notify HR of any changes

APPROVALS

Employee Signature: _____ Date: _____

Supervisor: ☐ Approve ☐ Deny

HR: ☐ Complies ☐ Further Review Needed

City Manager: ☐ Approve ☐ Deny

Sec. 15 of the Charter shall be amended by deleting the present Sec. 15 in its entirety and by inserting a new section to read as follows:

Sec. 15. Vice-Mayor, Duties of.

At the annual meeting to be held on the second Monday in May of 1988 and 1989, the Council shall elect one of their number to the office of Vice- Mayor. Commencing with the annual meeting to be held on the second Monday in May of 1990 and each year thereafter, Council shall elect one of their number as Council President who shall also serve as Vice-Mayor. During a vacancy in the office of Mayor or during the absence or disability of the Mayor the Vice-Mayor shall retain his right to vote as Councilman at all times although he may be acting as the Mayor, unless the Mayor's absence appears to be indefinite or extended, in which case Council shall pass a resolution appointing the Vice-Mayor as Mayor until the Mayor's position is either filled in accordance with Sec. 13 hereof or the Mayor returns to his duties, which resolution shall provide that the Vice-Mayor shall have the right to approve or disapprove Council action in accordance with Sec. 10 hereof, in which case the Vice- Mayor shall lose his vote as Councilman until further action is taken by Council.

Sec. 47 of the Charter is amended in the fifth paragraph thereof, third line, by striking the word "Mayor" and by substituting therefor the words "Council President."

Sec. 57 of the Charter is amended by deleting the first paragraph thereof and by substituting therefor the following:

The Mayor and members of Council at the time of approval of this act to revise the Charter shall retain their elected terms of office until re-elected or failure to be re-elected under the provisions and terms established herein.

Sec. 61 of the Charter is amended by deleting in its entirety the existing section and by substituting therefor the following:

Sec. 61 Severability.

If any part of this act to amend the 1929 Charter of the City of Dover, or of the unamended portions of the original Charter, are held to be unconstitutional, such holding shall not be deemed to invalidate the remaining portions of this act or the Charter it amends.

ADOPTED: March 28, 1988

UTILITY COMMITTEE REPORT

The Utility Committee met on March 16, 1988 with Chairman Richter presiding.

Water Franchise Service Areas

The Committee reviewed the status of its application for a water franchise area, where many

From: [Stein, Jody](#)
To: [McDowell, Traci](#)
Cc: [City Clerks Office](#)
Subject: RE: Call Friday, please?? RE: Automatic reply: State News story ...
Date: Thursday, May 2, 2013 2:50:04 PM
Attachments: [03-28-1988-min.pdf](#)

Traci,
 Shall I send to Craig, or do you want to combine with your answers?

Jody Stein
 Administrative Assistant
 City Clerk's Office - City of Dover
 P.O. Box 475
 Dover, DE 19903
 (302) 736-7008

On March 28, 1988, Council adopted a charter amendment that significantly altered the structure of the City. Among the changes was the establishment of four voting districts and an at-large member of Council. Following are excerpts from the minutes that address the establishment of the office of Council President and provisions regarding election:

Sec. 9 of the Charter is amended by striking the existing section in its entirety and by inserting in its place the following new section:

At the annual meeting held on the second Monday in May in 1990, and each year thereafter, the members of Council shall elect one of their members to serve as Council President, such term to be in effect until the next regularly scheduled annual meeting or until a successor is elected. The Council President shall serve as Vice-Mayor. Council President shall preside over regular and special Council meetings.

The complete minutes of this meeting are attached for your reference.

We did note that on May 11, 1931 and prior, the Council President presided over Dover Town Council meetings. As of May 25, 1931, the minutes indicate that it was the Mayor who presided at these meetings. This transition occurred during the service of Mr. Woodford, who was referenced in the minutes as Council President and subsequently the Mayor. Please let us know if you have any additional questions.

From: McDowell, Traci
Sent: Thursday, May 02, 2013 12:29 PM
To: Stein, Jody
Subject: Fwd: Call Friday, please?? RE: Automatic reply: State News story ...
 Jody, could you please research when the council president was instituted? I think it started with the consent decree in 1987. I can answer the other questions.
 Hope you're having a great day!

Traci McDowell
 Sent from my iPhone

Begin forwarded message:

From: Craig Anderson <canderson@newszap.com>
Date: May 2, 2013, 10:39:12 AM EDT
To: "McDowell, Traci" <tmcdowell@dover.de.us>
Subject: Call Friday, please?? RE: Automatic reply: State News story ...

Hi Traci:

Mayor Carey said you were a good contact for info on upcoming city council president election. Trying to find out when this system of election started, voting format, votes needed to win, absentee issues, etc.
Could you please call Friday when available?
Thanks!

Craig Anderson
Delaware State News
302-741-8296 or canderson@newszap.com
-----Original Message-----
From: McDowell, Traci [<mailto:tmcdowell@dover.de.us>]
Sent: Thursday, May 02, 2013 10:32 AM
To: Craig Anderson
Subject: Automatic reply: State News story ...

I am out of the office until Friday, May 3, 2013. If you have any questions or need immediate assistance, please call (302) 736-7008.

Traci

CITY OF DOVER, DELAWARE



*PRESIDING OFFICER/
COUNCIL PRESIDENT
INFORMATION*

SELECTING A COUNCIL PRESIDENT

CITY OF DOVER CHARTER - ARTICLE II. MAYOR AND COUNCIL

Sec. 9. Meetings of Mayor and Council--generally.

At the annual meeting held on the second Monday in May, the members of council shall elect one of their members to serve as council president, such term to be in effect until the next regularly scheduled annual meeting or until a successor is elected. The council president shall serve as vice-mayor. Council president shall preside over regular and special council meetings.

The mayor shall preside over the annual meeting and quarterly town meetings, and at the annual meeting present a state of the city message and offer mayoral appointments for council confirmation. The mayor, upon recommendation from the council president, will present council appointments for council approval.

In the event of absence of the council president, then the senior member of council in terms of length of service as a councilman shall assume the duties of the council president and shall be designated council president acting. In the event that two or more members of council have the same seniority in terms of length of service as a councilman, then the members of council shall vote and elect one of those as council president acting. Council president acting shall fulfill all of the duties and responsibilities of council president during his/her period of unavailability or absence.

(Amd. of 7-12-2005 (S.B. 126))

Sec. 15. Council president/vice-mayor, duties of.

At each annual meeting, the council shall elect one of their number as council president who shall also serve as vice-mayor. During a vacancy in the office of mayor or during the absence or disability of the mayor, the vice-mayor shall have all the powers and duties of the mayor, except as hereinafter provided. The council president and vice-mayor shall retain his/her right to vote as councilman at all times although he/she may be acting as the mayor, unless the mayor's absence appears to be indefinite or extended, in which case council shall pass a resolution appointing the vice-mayor as mayor until the mayor's position is either filled in accordance with section 13 hereof or the mayor returns to his/her duties, which resolution shall provide that the vice-mayor shall have the right to approve or disapprove council action in accordance with section 10 hereof, in which case the vice-mayor shall lose his/her vote as councilman until further action is taken by council.

(Amd. of 7-12-2005 (S.B. 126))

PRESIDING OFFICER
(Robert's Rules of Order)

- A. The presiding officer of an assembly - especially of a large one - should be chosen principally for the ability to preside. This person should be well versed in parliamentary law and should be thoroughly familiar with the bylaws and other rules of the organization - even if he or she is to have the assistance of a parliamentarian. At the same time, any presiding officer will do well to bear in mind that no rules can take the place of tact and common sense on the part of the chairman.
- B. Among the duties of the presiding officer are to maintain order, to expedite the business of the assembly, and to see that the rules of the assembly are enforced.
- C. To perform these duties, it is important that the presiding officer be familiar with the fundamental rules of parliamentary law, the charter, bylaws and standing rules of the organization.

The President should:

- D. Open the meeting at the appointed time by taking the chair and calling the meeting to order, having ascertained that a quorum is present.
- E. Announce in proper sequence the business that comes before the assembly.
- F. During debate, keep his/her seat and pay attention.
- G. Make clear the precise question the assembly is to decide, take the vote, announce the results, and then announce the next business in order. The chair should take special care to make sure that the members always understand what the immediately pending business is - the exact question to be voted on the next time a vote is taken. Failure of presiding officers to do so is one of the greatest causes of confusion in meetings. It is far better to risk taxing the patience of an assembly by repeating the wording of a motion on which all may be clear, than to risk taking a vote whose effect may be unclear to even a few members.
- H. Take the affirmative and negative votes on all questions, except courtesy resolutions.
- I. Remain impartial and fair.
- J. Protect the assembly from obviously frivolous or dilatory motions by refusing to recognize them.

- K. Not exercise their rights as a member when doing so would lessen the confidence of the assembly in their fairness. While a commanding presence and knowledge are essential in procedural matters, the president of an ordinary deliberative assembly, especially a large one, should, of all the members, have the least to say upon the substance of pending questions. While providing strong leadership, they should be fair. The president should never be technical or more strict than is necessary for the good of the meeting. Good judgment is essential; the assembly may be of such a nature, through its unfamiliarity with parliamentary usage and its peaceable disposition, that strict enforcement of the rules, instead of assisting, would greatly hinder business. But in large assemblies where there is much work to be done, and especially where there is likelihood of trouble, the only safe course is to require a strict observance of the rules.
- L. Not express their opinion or debate while in the chair.
- M. Recognize members who are entitled to the floor.
- N. Enforce the rules relating to debate and those relating to order and decorum within the assembly.
- O. Expedite business in every way compatible with the rights of members, including unanimous consent.
- P. Decide all questions of order, subject to appeal - unless, when in doubt, the presiding officer prefers initially to submit such a question to the assembly for decision.
- Q. Respond to inquiries of members relating to parliamentary procedure or factual information bearing on the business of the assembly.
- R. Authenticate by his/her signature, when necessary, all acts, orders, and proceedings of the assembly.
- S. Declare the meeting adjourned when the assembly so votes or - where applicable - at the time prescribed in the program, or at any time in the event of a sudden emergency affecting the safety of those present.
- T. Be thoroughly familiar with the duties of the presiding officer of an assembly.

Joint Committee (City of Dover and Dover Fire Department) Recommendation

The firm of Haggerty and Haggerty, Public Accountants and Management Consultants, was commissioned by city council to review funding provided to the Dover Fire Department from the City of Dover. Upon completion of the review both members of city council and the fire department raised concerns about funding allocated to the fire department and current procedures.

A joint committee of council members and fire department personnel was created to review and recommend policies, procedures, and standards dealing with City of Dover financial contributions to the Dover Fire Department. These recommended policies, procedures, and standards will allow for improved fire department operations, and provide a transparent monitoring of allocated funding.

After numerous meetings, the committee has developed the following proposed agreement. The committee firmly stands behind this agreement as a means to improve the working relationship between the city council and the fire department.

1. City of Dover Employees:

- a. All current and future City of Dover employees assigned to the Dover Fire Department will remain City of Dover employees assigned to the Dover Fire Department.
- b. All items pertaining to City of Dover employees will remain under the city budget, and will follow the current budgeting and financial procedures. These items are listed under 110-100-514.10 and include, but are not limited to, salaries, overtime, temporary help, FICA taxes, health insurance, LID insurance, workers compensation, educational assistance, and pension.
- c. The City of Dover will cover all upgrades, maintenance, and repairs needed to the Dover Fire Department communications center. This includes any upgrades needed to allow the City of Dover employees to effectively complete their duties.
- d. All City of Dover employees assigned to the Dover Fire Department will remain under the authority of the company elected volunteer Fire Chief. With the approval of city council a Supervisor / Administrative Assistant position will be created to fill the vacancy of the current fire department administrative assistant. If approved by city council this position will be tasked with the supervision of the fire dispatchers, and will act as the Fire Chief's administrative assistant. The company elected volunteer Fire Chief will supervise the new position.
- e. The company elected volunteer Fire Chief; while reporting directly to the City Council President, will consult with the City Manager in an advisory role on matters of personnel policy as set forth in the Employee Handbook, Labor Contracts, and other adopted personnel policies of the City of Dover.

2. The Dover Fire Department will follow the City of Dover budgeting process. After completion of the fiscal year budget and adoption by City Council, the Dover Fire Department budget will be allocated to the department in equal quarterly financial contributions on or before July 31, October 31, January 31, and April 30. All personnel costs as outlined in item 1 of this agreement are not included in the quarterly allotment.
3. The company elected volunteer Fire Chief will report to Council President and will act as the liaison to the City of Dover from the Dover Fire Department.
4. All City of Dover financial contributions to the Dover Fire Department will be placed in a financial account maintained by the Dover Fire Department. This account will be for the sole purpose of managing City of Dover financial contributions.
5. Monthly financial reports from the Dover Fire Department will be provided to the City Council and Mayor. The report will cover all incoming / outgoing monies from the aforementioned account for the calendar month prior. Each report will be included with the monthly Fire Chief's report. The report format shall be approved by city council and Fire Chief.
6. The annual financial review, prepared for the State of Delaware, shall be provided to the city council. If requested by City Council, the Dover Fire Department will have an opinion audit conducted at the end of the fiscal year. The audit will be completed through an accountant firm of the City Council's choice. All associated costs of an audit will be paid for by the Dover Fire Department.
7. The Dover Fire Department will follow State of Delaware purchasing policies and procedures which all fire departments in the State of Delaware are required to follow.
8. Any capital needs beyond the City of Dover's yearly financial contributions that may arise will be brought to City Council for approval through a Committee Action Form (CAF). The Fire Chief will submit an updated 10 year Capital Investment Plan (CIP) in the January Fire Chief's report. All CIP allocations will be paid directly by the City of Dover to the financial institutions.
9. The Dover Fire Department will continue to utilize the City of Dover for the tax exempt rates.

From: [McDowell, Traci](#)
To: [Nick Rodriguez](#)
Cc: [City Clerks Office](#)
Subject: Request for Opinion - Election of Council President
Date: Thursday, May 8, 2014 2:07:58 PM
Attachments: [Resolution No. 2014-07 Resignation of Mayor Carey-Bonar Mayor-Williams CP.pdf](#)

Mr. Rodriguez:

On April 28, 2014, City Council adopted Resolution No. 2014-07 (attached) appointing the Vice Mayor (Mr. Bonar) as Mayor due to the resignation of Carleton E. Carey, Sr. At that time, Councilwoman Williams, the longest serving member, became the Council President. Councilman Slavin has submitted his name for consideration as Council President during the Annual Meeting on May 12th. Should Mr. Slavin with the Council President election, would he then, as Vice Mayor, become the Mayor and the next longest serving member become the new Council President?

Section 15 of the Charter is provided below for you convenience:

Sec. 15. Council president/vice-mayor, duties of.

At each annual meeting, the council shall elect one of their number as council president who shall also serve as vice-mayor. During a vacancy in the office of mayor or during the absence or disability of the mayor, the vice-mayor shall have all the powers and duties of the mayor, except as hereinafter provided. The council president and vice-mayor shall retain his/her right to vote as councilman at all times although he/she may be acting as the mayor, unless the mayors absence appears to be indefinite or extended, in which case council shall pass a resolution appointing the vice-mayor as mayor until the mayor's position is either filled in accordance with section 13 hereof or the mayor returns to his/her duties, which resolution shall provide that the vice-mayor shall have the right to approve or disapprove council action in accordance with section 10 hereof, in which case the vice-mayor shall lose his/her vote as councilman until further action is taken by council.

Traci A. McDowell, CMC

City Clerk

City of Dover, Delaware

e-mail: tmcdowell@dover.de.us

Ph: 736-7009

Fax: 736-5068

City of Dover

MAYOR AND COUNCIL



DRAFT PROPOSED COUNCIL RESOLUTION NO. 2014-07

A RESOLUTION APPOINTING THE VICE-MAYOR AS MAYOR UNTIL THE MAYOR'S POSITION IS FILLED

WHEREAS, Mayor Carleton E. Carey, Sr. whose term expires May 11, 2015, submitted his resignation as Mayor of the City of Dover effective April 28, 2014; and

WHEREAS, in accordance with Sec. 13 of the Charter, a special election to fill the vacancy is required no sooner than thirty (30) days from the date of vacancy and no later than (60) days after the date of vacancy; and

WHEREAS, in accordance with the provisions of Sec. 15 of the Charter, the Mayor's absence will be extended, in which case Council shall pass a resolution appointing the Vice-Mayor as Mayor until the Mayor's position is filled in accordance with Sec. 13, which resolution shall provide that the Vice-Mayor shall have the right to approve council action in accordance with Sec.10 hereof, in which case the Vice-Mayor shall lose his/her vote as Council person until further action is taken by Council.

NOW THEREFORE IT BE RESOLVED by Council of the City of Dover and in Council, met:

1. Council President and Vice-Mayor David L. Bonar shall serve as Mayor until the Mayor's position is filled, in accordance with the provisions of Sec. 13 of the Charter, due to the extended absence and resignation of Mayor Carleton E. Carey, Sr. and during this period of time David L. Bonar, acting as Mayor, shall have the right to approve or disapprove Council action in accordance with the provision of Sec. 10 of the Charter, in which case he shall lose his right to vote as Councilperson until further action is taken by Council. Upon the election and installation of a new Mayor, Vice-Mayor David L. Bonar shall return to his position as Vice-Mayor and shall regain his vote as Councilperson.
2. In accordance with Sec. 9 of the Charter, Beverly C. Williams, the senior member of Council, in terms of length of service, shall assume the duties of Council President and is hereby appointed as acting Vice Mayor and Council President.

ADOPTED: *

S:\RESOLUTIONS-PROCLAMATIONS-TRIBUTES\2014\Draft\Resolution No. 2014-07 Resignation of Mayor Carey-Bonar_Mayor-Williams_CP.wpd

DAVID L. BONAR
MAYOR

BEVERLY C. WILLIAMS
COUNCIL PRESIDENT/VICE-MAYOR
ACTING

Actions History:
April 28, 2014 - Scheduled for Introduction at City Council



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Legislative, Finance, and Administration Committee)

DEPARTMENT OF ORIGIN: City Manager

SUBMITTED ON: April 22, 2026

PREPARED BY: Sharon J. Duca, P.E., ICMA-CM, Acting City Manager

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

SUBJECT: Project Authorizations and Budget Amendments – Stoney Creek Alley Camera Installation, Floor Scrubber Replacement, and Library Green Roof Replacement

TIMETABLE: Complete required budget amendments upon Council approval. Start projects within seven (7) days of budget amendment completion.

RELATED PROJECT: n/a

EXHIBITS: n/a

REFERENCE: n/a

EXPENDITURE REQUIRED: \$127,500

AMOUNT BUDGETED: \$0

FUNDING SOURCE (Dept./Page in CIP & Budget): Funding available through a canceled project, project savings, a deferred project. Details are provided in the tables below.

STAFF RECOMMENDATION:

Authorize projects and associated budget amendments request totaling \$127,500, in accordance with the Budget Administration – Guidelines for Operating Departments procedure.

BACKGROUND AND ANALYSIS:

The Budget Administration – Guidelines for Operating Departments procedure states that “no funds authorized in capital outlay may be encumbered unless said purchase was detailed in the approved budget”. As such, the following projects, Stoney Creek Alley Camera Installation, Floor Scrubber Replacement, and Library Green Roof Replacement, are being brought forth for authorization. Funding is currently available through a canceled project, project savings, and a deferred project. Details of each are provided below.

Stoney Creek Alley Camera Installation

Installation of a camera in the alley within Stoney Creek, adjacent to Barrister Place, has been a request of Councilman Lewis since 2023 due to safety concerns within the alley. Funding has not previously been available within the Police Department's budget to cover this additional expense. Current estimates place the project at \$25,400 for camera installation in addition to pole/fiber installation. Funding is available through the FY26 Crossgates Park Playground project (PR2603, Account #101-13-15-12-000-54031). This project is now canceled due to lack of community interest.

Funding for the Stoney Creek Alley Camera Installation project (Project #PD2602, Account #101-11-17-00-000-54031) will be made possible as shown by the following breakdown:

Funding Source	Description	Available Budget	Spent / Encumbered	Savings / Remaining	Requested Change	Proposed Budget Remaining
General	PD2602 – Stoney Creek Alley Camera Installation	\$0	\$0	\$0	\$25,400	\$25,400
General	PR2603 – Crossgates Park Playground	\$40,000	\$0	\$40,000	(\$25,400)	\$14,600

Floor Scrubber Replacement

Replacement of a floor scrubber was requested in the Central Services Department Facilities Management Division's FY27 Capital Budget. Current estimates place the project at \$8,000. Due to savings available in the FY26 Street Program project (ST2601, Account #101-12-18-35-000-54031) the subject project has been removed from the preliminary FY27 budget with the intent of purchasing the floor scrubber out of available FY26 funds. These savings are available as the bid for the Street Program came in under budget.

Funding for the Floor Scrubber Replacement project (Project #CS2602, Account #101-15-27-99-000-54025) will be made possible as shown by the following breakdown:

Funding Source	Description	Available Budget	Spent / Encumbered	Savings / Remaining	Requested Change	Proposed Budget Remaining
General	CS2602 – Floor Scrubber Replacement	\$0	\$0	\$0	\$8,000	\$8,000
General	ST2601 – Street Program	\$61,204	\$0	\$61,204	(\$8,000)	\$53,204

Library Green Roof Replacement

Replacement of the Library's Green Roof was requested in the Library's FY27 Capital Budget. Components of this project include replanting and media replacement, irrigation system replacement and one-year of maintenance. Current estimates place the project at \$94,100. Due to savings available in the FY26 Pitt Center Floor project (PR2602, Account #101-13-15-12-000-54031) the subject project has been

removed from the preliminary FY27 budget with the intent of replacing the green roof out of available FY26 funds. Due to the current condition of the floor and projected useful life, the Pitt Center Floor project will be reprogrammed for approximately FY32.

Funding for the Library Green Roof Replacement project (Project #LB2600, Account #101-13-15-11-000-54031) will be made possible as shown by the following breakdown:

Funding Source	Description	Available Budget	Spent / Encumbered	Savings / Remaining	Requested Change	Proposed Budget Remaining
General	LB2600 – Library Green Roof Replacement	\$0	\$0	\$0	\$94,100	\$94,100
General	PR2602 – Pitt Center Floor	\$150,000	\$0	\$150,000	(\$94,100)	\$55,900

Recommendation

City staff recommends the authorization of the above projects and associated budget amendments, which reallocates a total of \$127,500, in accordance with the Budget Administration – Guidelines for Operating Departments procedure.



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Legislative, Finance, and Administration Committee)

DEPARTMENT OF ORIGIN: City Manager

SUBMITTED ON: April 22, 2026

PREPARED BY: Sharon J. Duca, P.E., ICMA-CM, Acting City Manager

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

SUBJECT: Amending Chapter 102 – Taxation, Article I. – In General, Sec. 102-1. – Valuation and assessment

TIMETABLE: April 28, 2026 - Recommendation from Council Committee of the Whole
May 11, 2026 – First Reading of Recommended Ordinance at City Council
June 8, 2026 – Final Reading of Recommended Ordinance by City Council

RELATED PROJECT: n/a

EXHIBITS: Proposed Ordinance #2026-09

REFERENCE: n/a

EXPENDITURE REQUIRED: \$0

AMOUNT BUDGETED: \$0

FUNDING SOURCE (Dept./Page in CIP & Budget): n/a

STAFF RECOMMENDATION:

That City Council approve proposed Ordinance #2026-09.

BACKGROUND AND ANALYSIS:

On June 23, 2025, Section 102-1 of the City of Dover Code of Ordinances was amended by City Council to allow for the utilization of the Kent County property assessment values. Regarding such utilization, Title 22, Section 1102 of the Delaware Code provides various public notice requirements. One of the notice requirements states that election by the municipality to use county assessments must be given to the board of assessment for review prior to March 1 in the year in which such election occurs. In addition, this must be advertised at least once a week for two weeks prior to March 1 of each year in at least two newspapers in the municipality. Unfortunately, this notice did not occur by the required date thereby requiring the postponement of utilizing Kent County assessment values until 2028. The resulting Ordinance Amendment provides for this change.



PROPOSED ORDINANCE #2026-09

BE IT ORDAINED BY THE MAYOR AND COUNCIL OF THE CITY OF DOVER, IN COUNCIL MET:

That Chapter 102 – Taxation, Article I – In General, Section 102-1 – Valuation and assessment, be amended by inserting the text indicated in bold, blue, italics, and deleting the text indicated in red strikeout as follows:

Sec. 102-1. – Valuation and assessment.

Section 47 of the Charter provides that an impartial valuation and assessment of all real property within the city may be conducted by the city assessor or assessors. The council may also direct that, in lieu of the assessment and valuation by the city assessor, a reassessment and revaluation may be done by Kent County Levy Court, the assessor or assessors, or an outside mass appraisal company or a consortium of appraisers chosen by the council. Such contractor and tax office staff will be under the supervision of the city manager or his/her designee.

Commencing with the Fiscal Year 2026 City re-assessment values from the 2020 assessment will be used to calculate the 2025 tax bills, starting in Fiscal Year ~~2027~~ **2028** the City will use the Kent County values which will be reassessed in Fiscal Year 2029 and every 5 years after, unless otherwise directed, the revaluation and reassessment of all real property may be conducted, under the supervision of the assessor or in conjunction with the assessor and/or the city manager or his/her designee, by an outside mass appraisal company or a consortium or appraisers chosen by the council or by Kent County Levy Court. The mass appraisal company or consortium of appraisers shall be licensed to conduct business in the State of Delaware and the City of Dover and shall employ appraisers who are licensed by the Delaware Division of Professional Regulations. All property shall be valued as to its status; as of its ownership; as of its current market value as of the January 1 assessment date, and shall reflect fair market value.

ADOPTED: *

SYNOPSIS

This amendment will allow staff to begin adopting Kent County's tax values starting in Fiscal Year 2028.

(SPONSORS:)

Action History

04/28/2026 – Introduction – Council Committee of the Whole/ Legislative, Finance, and Administration Committee



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Legislative, Finance, and Administration Committee)

DEPARTMENT OF ORIGIN: City Manager

SUBMITTED ON: April 22, 2026

PREPARED BY: Sharon J. Duca, P.E., ICMA-CM, Acting City Manager and Dawn Melson-Williams, AICP, Principal Planner

REVIEWED BY: Sharon J. Duca, P.E., ICMA-CM, Acting City Manager

SUBJECT: Amending Appendix B – Zoning, Article 3 – District Regulations, Section 19 – Manufacturing zone (M), Section 20 – Industrial park manufacturing zone (IPM), Section 20A – Industrial park manufacturing zone- Business and Technology Center (IPM2), Section 20B – Industrial park manufacturing zone- Industrial aviation and aeronautics center (IPM3), and Article 12 – Definitions regarding Clean Hydrogen

TIMETABLE: April 28, 2026 - Recommendation from Council Committee of the Whole
 May 11, 2026 – First Reading of Recommended Ordinance at City Council for Referral and Setting of Public Hearing Date
 May 27, 2026 – Development Advisory Committee (Staff)
 June 3, 2026 – Development Advisory Committee (Applicant)
 June 15, 2026 – Public Hearing and Review for Recommendation of Proposed Ordinance by Planning Commission
 July 13, 2026 – Public Hearing and Final Reading of Recommended Ordinance by City Council

RELATED PROJECT: n/a

EXHIBITS: Proposed Ordinance #2026-10

REFERENCE: n/a

EXPENDITURE REQUIRED: \$0

AMOUNT BUDGETED: \$0

FUNDING SOURCE (Dept./Page in CIP & Budget): n/a

STAFF RECOMMENDATION:

Recommend forwarding Proposed Ordinance #2026-10 to City Council for First Reading and the establishment of Public Hearing dates including its referral to the Planning Commission for consideration.

BACKGROUND AND ANALYSIS:

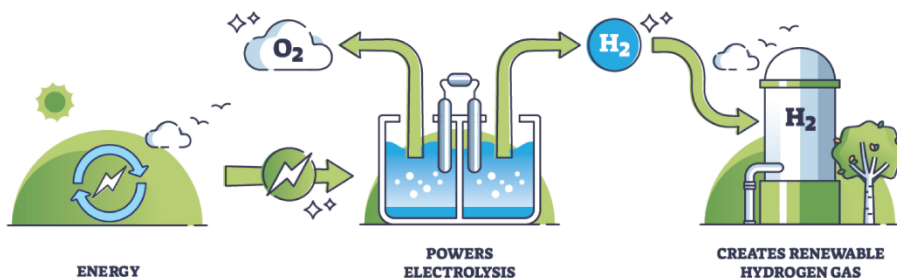
The proposed ordinance amendments to the manufacturing related zones (M, IPM, IPM2, and IPM3) address the City Code revisions needed to allow the manufacturing of clean hydrogen in pursuit of the Mid-Atlantic Clean Hydrogen Hub (MACH2) initiative within the City.

CLEAN HYDROGEN

The recently released *2025 Delaware Climate Action Plan* includes strategies related to clean hydrogen production. In particular, regarding clean hydrogen, it is noted that Delaware is exploring the potential uses of hydrogen and that it is the production method of hydrogen fuel that matters. It further states that “only clean hydrogen produced by methods that generate little to no greenhouse gas emissions should be advanced as part of Delaware’s strategies to reach net-zero emissions”. The following graphic provides further information regarding clean hydrogen.

What is clean hydrogen?

- Produced using low- or zero-emission energy sources, such as renewable electricity from wind, solar or nuclear
- Defined as 0.45 kilogram (kg) carbon dioxide equivalent (CO₂e) or less per kg of hydrogen produced compared to fossil fuels based energy which emits ~53 kg carbon dioxide/MMBtu
- A sustainable feedstock and energy carrier solution to significantly reduce industrial carbon emissions



**1 metric tonne
of clean
hydrogen can
displace up to
6.5 metric
tonnes of CO₂
emissions**

SAFETY

Today, more than 100M metric tons of hydrogen are manufactured throughout the world as a clean energy source. Electrolytic hydrogen is a clean manufacturing process with essentially no waste materials in production. There is NO toxic smoke, soot, or secondary combustion products. Hydrogen is fourteen (14) times lighter than air and readily disperses thus reducing accumulation risks. Although hydrogen has a similar safety profile to natural gas, there are physical differences between hydrogen and natural gas which require different engineering controls, detection and operating practices which are well established in the United States. In fact, there are 1,600 miles of operating hydrogen pipelines in the American Gulf Coast.

MACH2

MACH2 represents a significant opportunity to position Delaware, and Dover specifically, at the forefront of clean energy innovation and advanced manufacturing. As part of a federally supported network of

hydrogen hubs, this initiative connects Delaware with southeastern Pennsylvania and southern New Jersey to strengthen regional competitiveness while accelerating the transition to low-emission energy sources. By leveraging Delaware's established manufacturing base and strategic location, MACH2 enhances energy resilience, reduces environmental impacts, and creates a foundation for long-term, sustainable growth.

STATE OF DELAWARE SUPPORT

The State of Delaware has demonstrated strong, bipartisan support for MACH2 across multiple administrations, recognizing its potential for innovation, economic development, and clean energy production. Delaware actively pursued this designation in partnership with the Delaware Prosperity Partnership, with support from the Governor's Office and federal delegation, including funding for feasibility studies and targeted marketing. Securing a role in MACH2 against strong regional competition was a major achievement and the current Meyer administration continues to advance the effort through cabinet-level leadership and over \$1M in direct support for early-stage implementation. This sustained commitment underscores the importance of enabling projects at the local level.

CITY OF DOVER ECONOMY

Due to its central location in Delaware, the City of Dover has the opportunity to be the first Clean Hydrogen Manufacturing site in the State and the region. This delivers substantial economic and community benefits while supporting safe, modern industrial development. The project will generate significant private investment, create hundreds of construction jobs, and establish new permanent skilled positions (approximately thirty-five), while also attracting related industries to the area. Updating City Code to allow hydrogen and oxygen production will enable the deployment of advanced, proven technologies that operate with minimal emissions and strong safety controls. Taking this step positions Dover to capture immediate economic benefits while establishing itself as a leader in the emerging clean energy economy.

PROPOSED DRAFT ORDINANCE #2026-10

The proposed ordinance adds clean hydrogen production facilities into the manufacturing and industrial zoning districts (zones) and defines them. It is proposed to be added as a permitted use in the M, IPM, IPM2 and IPM3 zoning districts. It is noted that other zoning districts such as the Airport Environs Overlay Zone (Article 3, Section 22) and the Source Water Protection Overlay Zone (Article 3, Section 29) may also determine the compatibility of the clean hydrogen production facilities as a land use and the location of such facilities. The development and construction of clean hydrogen production facilities will be subject to other provisions of the *Zoning Ordinance*, State regulations, adopted Building Codes as well as Fire Codes for plan and permit review.

As part of the process of developing the proposed ordinance amendments, review was performed by the City Solicitor in addition to City staff. The formal review process for Text Amendments to the *Zoning Ordinance* is outlined in the *City of Dover Code of Ordinances*, Appendix B – Zoning, Article 10, Section 5. Amendments. Based on the above, staff recommend forwarding Proposed Ordinance #2026-10 to City Council for First Reading and the establishment of Public Hearing dates including its referral to the Planning Commission for consideration.

Proposed CITY OF DOVER ORDINANCE #2026-10

BE IT ORDAINED BY THE MAYOR AND COUNCIL OF THE CITY OF DOVER, IN COUNCIL MET:

That Appendix B – Zoning, Article 3 - District Regulations, Section 19 – Manufacturing zone (M) be amended by inserting the text indicated in **bold, blue font** as follows:

Section 19 – Manufacturing zone (M).

19.1 *Uses permitted.* No building or premises shall be used, and no building or part of a building shall be erected, which is arranged, intended, or designed to be used, in whole or in part, for any purpose, except the following, and in accordance with performance standards procedure as set forth in article 5, section 8 and subject to the site development plan approval as set forth in article 10, section 2:

19.191 Accessory Uses:

(a) On-site offices, clinics, food service facilities, recreation facilities and child day care services collocated within the permitted use and limited to exclusive use by employees, and such other accessory uses and structures clearly incidental to, and customary to and associated with the permitted use.

(b) The following uses may be permitted as conditional uses if approved by the planning commission in accordance with the provisions and procedures set forth in article 10, section 1 and any specified requirements set forth below:

(1) Associated retail uses in conjunction with and accessory to a permitted use, provided that the associated retail uses do not occupy more than 30 percent of the gross floor area of the building or group of buildings on a lot. Parking shall be provided at a rate of one parking space per 300 square feet of retail space for the exclusive use of retail customers in addition to the bulk parking requirements of this zoning district for a particular use.

(2) Outside storage which is incidental to the primary uses on the lot, within a completely enclosed and secure area appropriately screened from public view and not in any required setback from property lines.

19.192 Clean hydrogen production facilities for the production of clean hydrogen, as defined in article 12, shall be permitted, subject to compliance with article 5, section 8 (performance standards) and all applicable zoning and environmental regulations.

19.2 *Uses prohibited.* The following uses are specifically prohibited:

19.22 Manufacturing uses involving primary production of the following products from raw materials: asphalt, cement, charcoal, and fuel briquettes; chemicals: aniline dyes, ammonia, carbide, caustic soda, cellulose, chlorine, carbon black and bone black, creosote, hydrogen and oxygen (**except as expressly permitted under section 19.192 relating to clean hydrogen production facilities**), industrial alcohol, nitrates (manufactured and natural) of an explosive nature, potash, plastic materials and synthetic resins, pyroxylin, rayon yarn, and hydrochloric, nitric, phosphoric, picric, and sulphuric acids; coal, coke and tar products, including gas manufacturing; explosives; fertilizers; gelatin, glue and size (animal); linoleum and oil cloth; matches; paint, varnishes and turpentine; rubber (natural and synthetic); soaps, including fat rendering; [and] starch.

BE IT FURTHER ORDAINED:

That Appendix B – Zoning, Article 3 - District Regulations, Section 20 – Industrial park manufacturing zone (IPM) be amended by inserting the text indicated in **bold, blue font** as follows:

Section 20 – Industrial park manufacturing zone (IPM).

20.1 *Uses permitted.* No building or premises shall be used and no building or part of a building shall be erected, which is arranged, intended or designed to be used, in whole or in part, for any purpose, except the following, and in accordance with performance standards procedure as set forth in article 5, section 8, and subject to site development plan approval as set forth in article 10, section 2:

20.191 Marijuana cultivation facilities, marijuana manufacturing facilities, and marijuana testing facilities, subject to the requirements outlined in article 5, section 24.

20.192 Clean hydrogen production facilities for the production of clean hydrogen, as defined in article 12, shall be permitted, subject to compliance with article 5, section 8 (performance standards) and all applicable zoning and environmental regulations.

20.2 *Uses prohibited.* The following uses are specifically prohibited:

20.22 Manufacturing uses involving primary production of the following products from raw materials: asphalt, cement, charcoal, and fuel briquettes; chemicals: aniline dyes, ammonia, carbide, caustic soda, cellulose, chlorine, and carbon black and bone black, creosote, hydrogen and oxygen (**except as expressly permitted under section 20.192 relating to clean hydrogen production facilities**), industrial alcohol, nitrates (manufactured and natural) of an explosive nature, potash, plastic materials, and synthetic resins, pyroxylin, rayon yarn, and hydrochloric, nitric, phosphoric, picric, and sulphuric acids: coal, coke, and tar products, including gas manufacturing; explosives; fertilizers; glue, and size (animal); linoleum and oil

Proposed Ordinance #2026-10 – Amending Appendix B - Zoning, Article 3 – District Regulations, Section 19 – Manufacturing zone (M), Section 20 – Industrial park manufacturing zone (IPM), Section 20A – Industrial park manufacturing zone- Business and Technology Center (IPM2), Section 20B – Industrial park manufacturing zone- Industrial aviation and aeronautic center (IPM3) and Article 12 – Definitions regarding Clean Hydrogen

Page 3 of 5

74 cloth; matches; paint, varnishes, and turpentine; rubber (natural or synthetic); [and]
75 soaps, including fat rendering.

76 **BE IT FURTHER ORDAINED:**

77 That Appendix B – Zoning, Article 3 - District Regulations, Section 20A – Industrial park
78 manufacturing zone - Business and technology center (IPM2) be amended by inserting the text
79 indicated in **bold, blue font** as follows:

80 **Section 20A – Industrial park manufacturing zone- Business and Technology Center (IPM2).**

81 20A.1 *Uses permitted.* No building or premises shall be used and no building or part of a building
82 shall be erected, which is arranged, intended or designed to be used, in whole or in part, for any
83 purpose, except the following, and in accordance with performance standards procedure as set
84 forth in article 5, section 8, and subject to site development plan approval as set forth in article 10,
85 section 2:

86 20A.191 Indoor recreation and amusement establishments.

87 **20A.192 Clean hydrogen production facilities for the production of clean hydrogen,**
88 **as defined in article 12, shall be permitted, subject to compliance with article 5, section**
89 **8 (performance standards) and all applicable zoning and environmental regulations.**

90 20A.3 *Uses prohibited.* The following uses are specifically prohibited:

91 20A.32 Manufacturing uses involving primary production of the following products from
92 raw materials: Asphalt, cement, charcoal, and fuel briquettes; chemicals: aniline dyes,
93 ammonia, carbide, caustic soda, cellulose, chlorine, and carbon black and bone black,
94 creosote, hydrogen and oxygen (**except as expressly permitted under section 20A.192**
95 **relating to clean hydrogen production facilities**), industrial alcohol, nitrates
96 (manufactured and natural) of an explosive nature, potash, and synthetic resins, pyroxylin,
97 rayon yarn, and hydrochloric, nitric, phosphoric, picric, and sulphuric acids; coal, coke,
98 and tar products, including gas manufacturing; explosives, fertilizers, glue, and size
99 (animal); linoleum and oil cloth; matches; paint, varnishes, and turpentine; rubber (natural
100 or synthetic); and soaps, including fat rendering.

101 **BE IT FURTHER ORDAINED:**

102 That Appendix B – Zoning, Article 3 - District Regulations, Section 20B – Industrial park
103 manufacturing zone - Industrial aviation and aeronautics center (IPM3) be amended by inserting
104 the text indicated in **bold, blue font** as follows:

105 **Section 20B – Industrial park manufacturing zone- Industrial aviation and aeronautics**
106 **center (IPM3).**

20B.1 *Uses permitted.* In an IPMC3 zone, no building or premises shall be used and no building or part of a building shall be erected, which is arranged, intended or designed to be used, in whole or in part, for any purpose, except the following, and in accordance with performance standards procedure as set forth in article 5, sections 8.2 and 8.6, and subject to site development plan approval as set forth in article 10, section 2:

20B.17 Clean hydrogen production facilities for the production of clean hydrogen, as defined in article 12, shall be permitted, subject to compliance with article 5, section 8 (performance standards) and all applicable zoning and environmental regulations.

20B.3 *Uses prohibited.* The following uses are specifically prohibited:

20B.32 Manufacturing uses involving primary production of the following products from raw materials: Asphalt, cement, charcoal, and fuel briquettes; chemicals: aniline dyes, ammonia, carbide, caustic soda, cellulose, chlorine, and carbon black and bone black, creosote, hydrogen and oxygen (**except as expressly permitted under section 20B.17 relating to clean hydrogen production facilities**), industrial alcohol, nitrates (manufactured and natural) of an explosive nature, potash, and synthetic resins, pyroxylin, rayon yarn, and hydrochloric, nitric, phosphoric, picric, and sulphuric acids; coal, coke, and tar products, including gas manufacturing; explosives, fertilizers, glue, and size (animal); linoleum and oil cloth; matches; paint, varnishes, and turpentine; rubber (natural or synthetic); and soaps, including fat rendering.

BE IT FURTHER ORDAINED:

That Appendix B – Zoning, Article 12 – Definitions, be amended to read as follows:

Clean hydrogen: Hydrogen gas produced on-site, generating oxygen as a byproduct, through processes that do not involve the direct combustion or use of fossil fuels.

ADOPTED:

SYNOPSIS

This ordinance amends Appendix B – Zoning of the Dover Code of Ordinances by adding a definition for “clean hydrogen” in Article 12 and amends Article 3 Sections 19, 20, 20A and 20B to allow clean hydrogen production facilities to operate as permitted uses in certain zones and adding supplementary regulations by which these facilities must abide. The zoning districts for clean hydrogen production facilities include the M (Manufacturing Zone), IPM (Industrial Park Manufacturing Zone), IPM2 (Industrial Park Manufacturing Zone – Business and Technology Center), and IPM3 (Industrial Park Manufacturing Zone – Industrial Aviation and Aeronautics Center).

(SPONSORS: ANDERSON, NEIL and DUCA)

141 Action History

142 04/28/2026 Introduction – Council Committee of the Whole/Legislative, Finance, and
143 Administration Committee

144

DRAFT



CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Legislative, Finance, and Administration Committee)

DEPARTMENT OF ORIGIN: City Manager

SUBMITTED ON: April 22, 2026

PREPARED BY: Sharon J. Duca, P.E., ICMA-CM, Acting City Manager

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

SUBJECT: FY26 Weyandt Hall Stairwells / Basement Flooring Project – Change Order

TIMETABLE: Complete required budget amendment upon Council approval.

RELATED PROJECT: n/a

EXHIBITS: n/a

REFERENCE: n/a

EXPENDITURE REQUIRED: \$73,250

AMOUNT BUDGETED: \$60,000

FUNDING SOURCE (Dept./Page in CIP & Budget): Electric Department, Electric Administration Division, EA2601 Weyandt Hall Stairwells/Basement Flooring, Account No. 411-42-84-99-000-54031. Shortfall to be covered by EE2622 Small Cell Wireless, Account No. 411-42-26-99-000-54031.

STAFF RECOMMENDATION:

Approve the budget amendment request for \$13,500, in accordance with the City of Dover Purchasing Policy.

BACKGROUND AND ANALYSIS:

This project, approved as part of the FY26 budget, included the abatement of floor tile in the basement and stairwells of Weyandt Hall as well as the replacement of floor tile in these same areas. The abatement portion of the project cost \$15,200.00. A proposal for the replacement portion of the project was received, under DE State Contract GSS22108, in the amount of \$39,430.00. It was discovered that this did not cover the second and third floor of the stairwells. The additional amount required to complete the project is \$18,620.00. This would cause the total project cost to be \$73,250.00 which is twenty-two percent (22%) over budget for the project. In accordance with Section 3.11 of the City of Dover Purchasing Policy,

Council approval is required for any change order that is fifteen percent (15%) greater than the original approved budget.

The shortfall will be covered by the following breakdown:

Funding Source	Description	Current Budget	Spent / Encumbered	Savings / Remaining	Requested Change	Proposed Budget Remaining
Electric	EA2601 – Weyandt Hall Stairwells / Basement Flooring	\$60,000	\$54,630	\$5,370	\$13,500	\$73,500
Electric	EE2622 – Small Cell Wireless Improvements	\$30,000	\$0	\$30,000	(\$13,500)	\$16,500

The Small Cell Wireless Improvements project has not been utilized yet this year and there are no pending requests.

City staff recommends the authorization of the proposed budget amendment to fund the additional replacement costs.