

CITY OF DOVER, DELAWARE
COUNCIL COMMITTEE OF THE WHOLE MEETING
Tuesday, May 12, 2026 at 6:00 PM

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

AGENDA

THIS AGENDA AND PACKET HAVE BEEN REVISED BY REMOVING LEGISLATIVE, FINANCE, AND ADMINISTRATION COMMITTEE ITEM #1 – PROPOSED ORDINANCE #2026-04 WITH STAFF AMENDMENT #1 – AMENDING CHAPTER 22 – BUILDINGS AND BUILDING REGULATIONS, ARTICLE XII – VACANT BUILDINGS

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/mxquE>

Event number: 2530 563 5060

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. State Joint Resolution 8 - Land Use Reform - Overview and Schedule (Jason Lyon, Water/Wastewater Director, and Ann Marie Townsend, ACIP, Senior Project Manager, Rossi Group)**

(Committee Action Not Required)

COUNCIL REPORTS - APRIL 2026

1. First District
2. Second District
3. Third District
4. Fourth District
5. At-Large
6. Council President

UTILITY COMMITTEE**ADOPTION OF THE AGENDA**

- 1. Evaluation of Proposals - Underground Utility Locating Services (Jason Lyon, Water/Wastewater Director)**

(Staff Recommendation: Award a three (3) year contract with the option for two (2) one (1) year extensions to Century Engineering, LLC, a Kleinfelder Company, as per the proposal submitted in response to RFP #26-0017COD.)

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

- 1. Proposed Ordinance #2026-05 - Amending Chapter 70 - Offenses and Miscellaneous Provisions, Sec. 70-4. - Throwing and kicking objects and playing games in streets and public places (Eddie Kopp, Chief Code Enforcement Officer)**

(Staff Recommendation: Forward Proposed Ordinance #2026-05 to council for approval)

- 2. Proposed Ordinance #2026-06 - Amending Chapter 106 - Traffic and Vehicles, Article III. - Stopping, Standing, and Parking, Division 1. - Generally, Sec. 106-123. - Vehicle parking time limited where carrying capacity is in excess of one ton, and trailer and recreational vehicle parking (Eddie Kopp, Chief Code Enforcement Officer)**

(Staff Recommendation: Forward Proposed Ordinance #2026-06 to council for approval)

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

City of Dover

DSHA Technical Assistance for

Housing and Land Use Reform

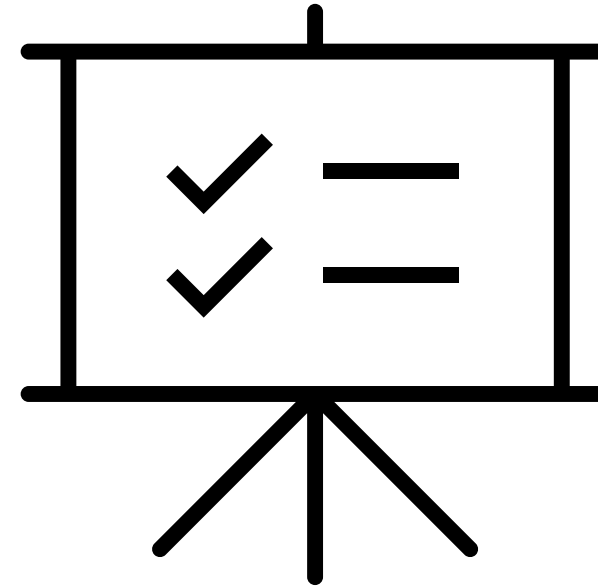
Council Committee of the Whole Meeting

May 12, 2026



Agenda

- Background
- Our Approach
- Housing Resources Committee (HRC)
- Participating Jurisdictions
- Housing Affordability in Dover
- Chosen Reform
- Questions/Next Steps



Background



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



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



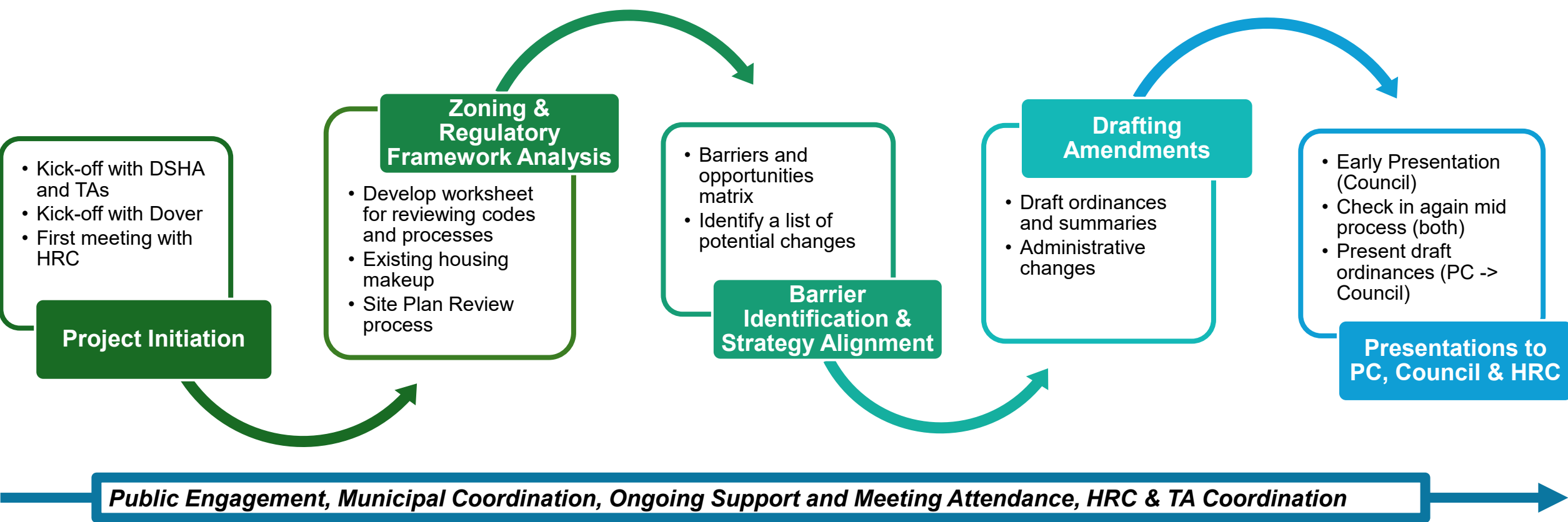
The General Assembly passed [Senate Joint Resolution 8](#) (SJR8), directing the DSHA to create a pilot program to provide technical assistance for municipal governments related to zoning reform.



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



Our Approach



HRC = Housing Resources Committee

Housing Resources Committee (HRC)

Advisory group of non-participating jurisdictions and state agencies who have deep understanding of local development processes

Role

- ✓ Support technical assistance (TA) providers and local jurisdictions
- ✓ Provide expertise and guidance on challenges and solutions
- ✓ Engage and convene TA providers and municipalities via monthly meetings
- ✓ Evaluate proposed solutions
- ✓ Support development of public engagement



Participating Jurisdictions & TA Providers

Rossi Group

- Newark
- Dover
- Lewes
- Laurel

Smart Growth America

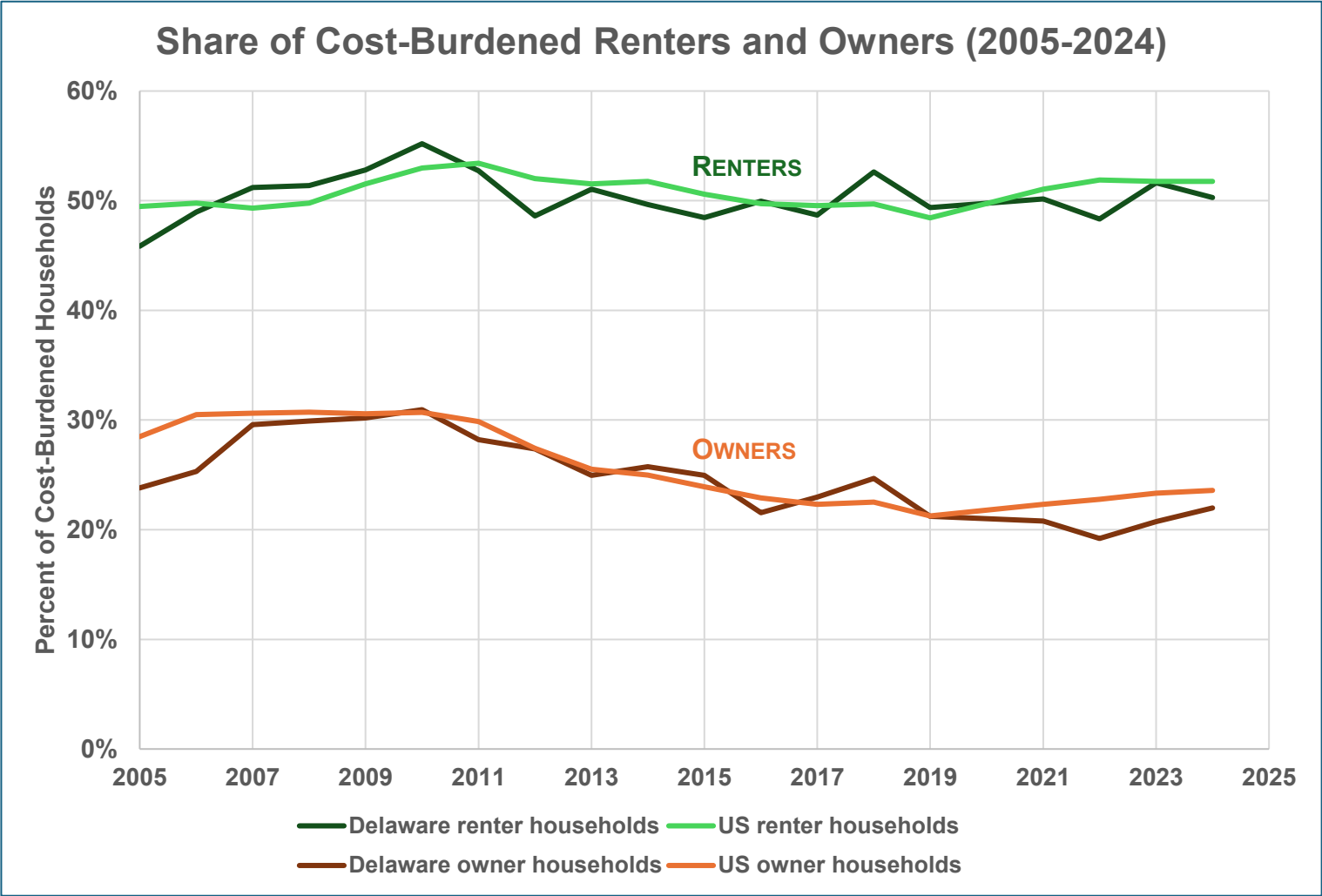
- Milford
- Rehoboth Beach
- Georgetown
- Bridgeville

McCormick/Taylor

- Sussex County



Housing Affordability in Delaware



Cost-burdened households:

Households who spend at least 30% of their total income on rent or mortgage payments and utilities.

According to 2024 ACS data, 50% of renters and 22% of homeowners are cost-burdened in Delaware.

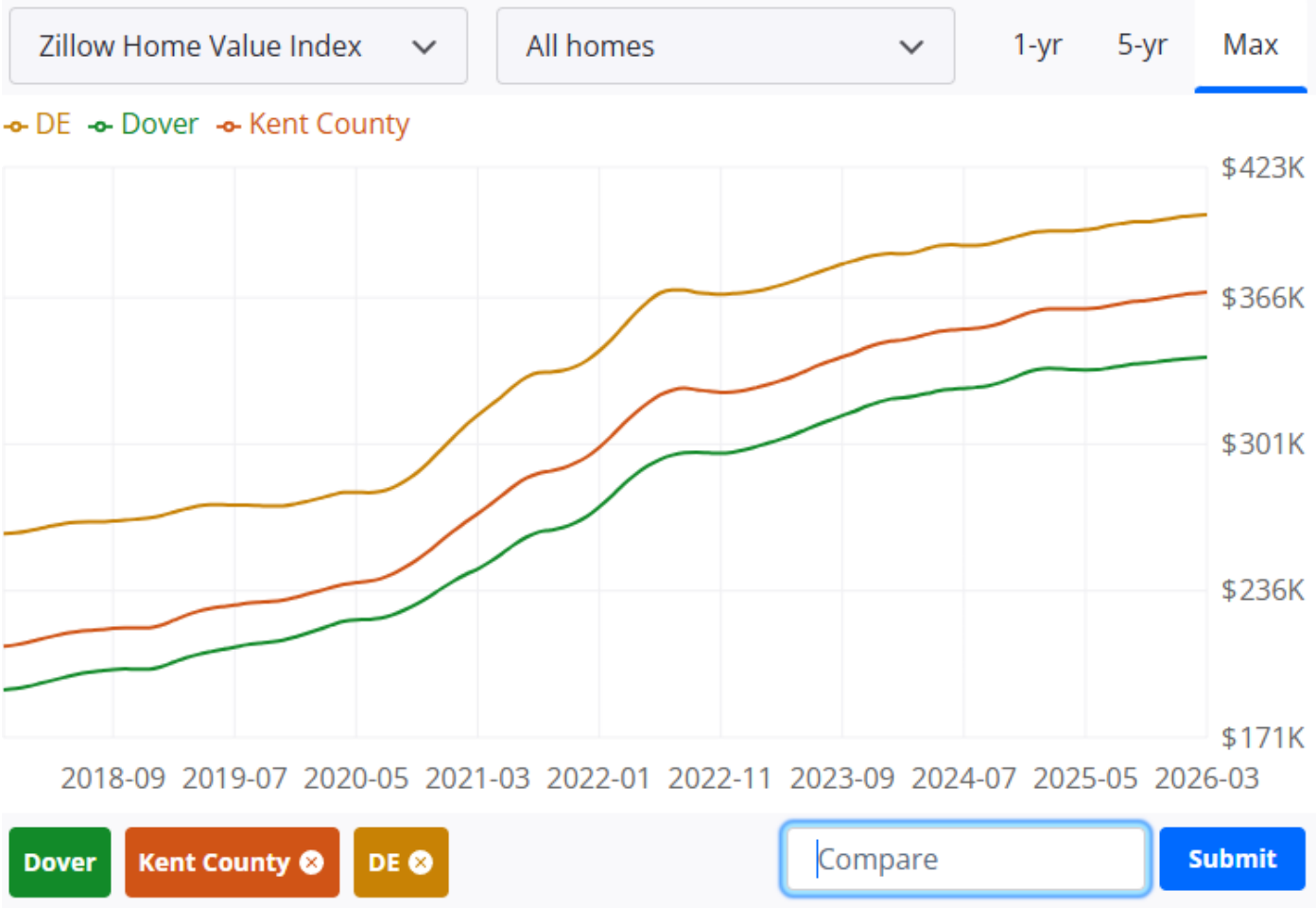
Median monthly housing cost in Dover: **\$1,337**

An individual would need to make **\$4,457** a month to afford the median housing cost in Dover



Zillow Home Value Index (ZHVI)

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



Dover Rental Market (ZillowRentals)

- Average overall monthly rent in Dover is **\$1,800**
- Average rent for a one-bedroom apartment \$1,450

Compare average rent in markets

Rent in Delaware is 6% higher than Dover, DE.

Delaware

vs.

dover

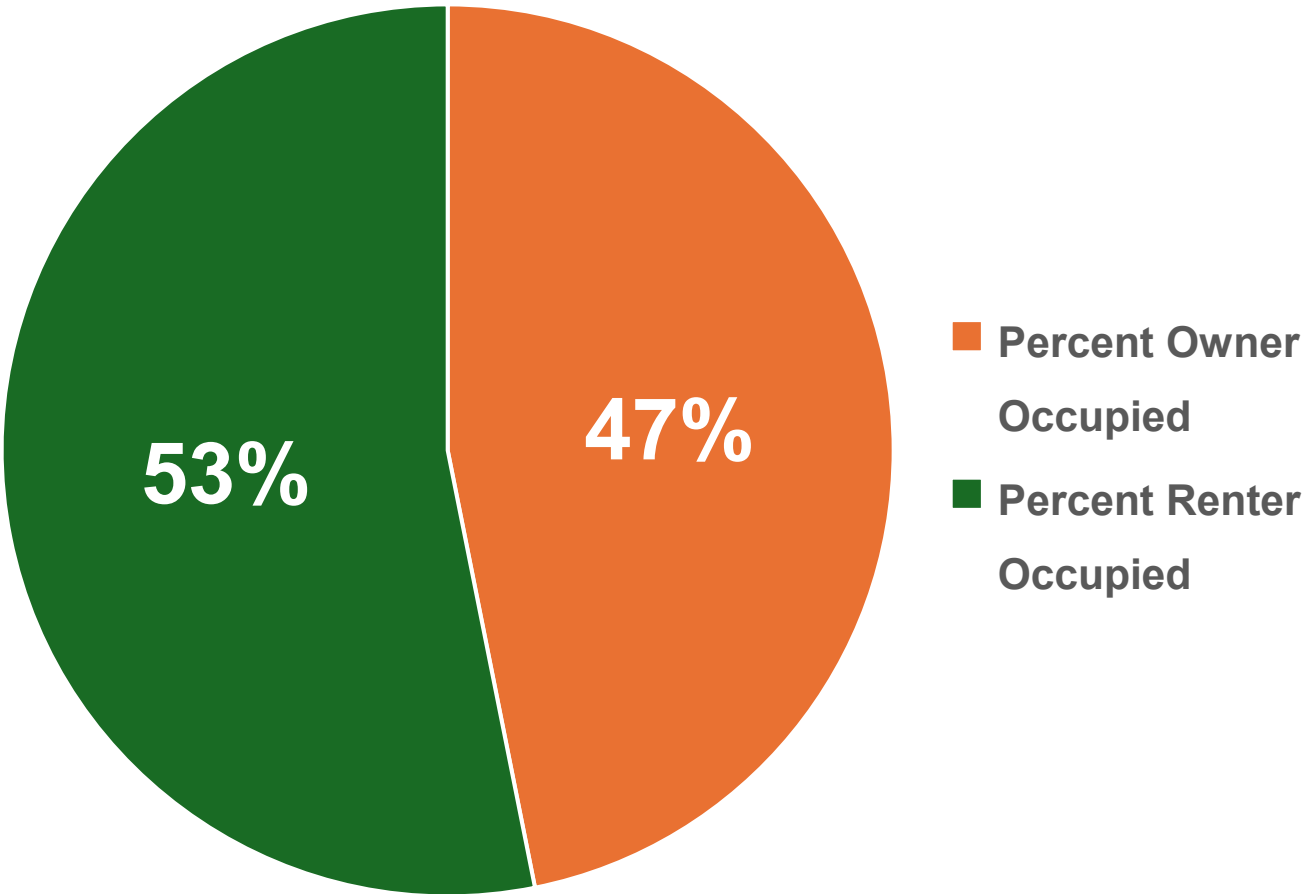
\$1,900

\$1,800

Dover, DE average rent

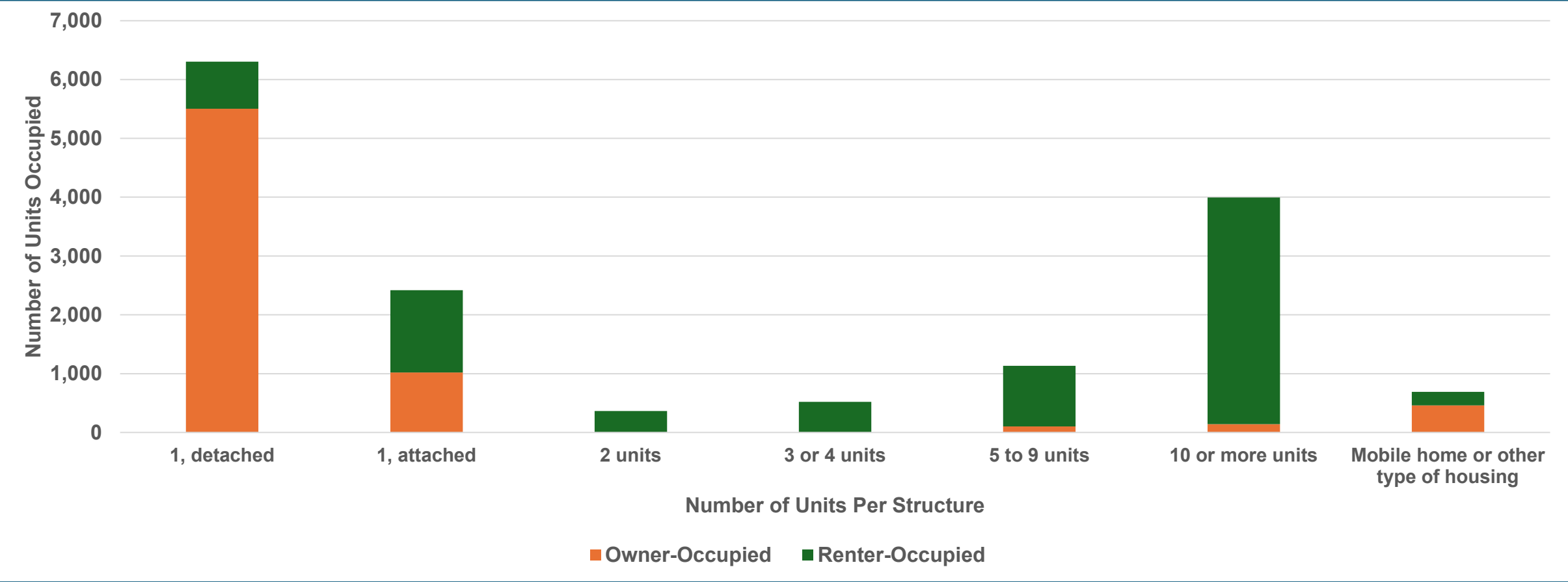


Owner and Renter Occupancy in Dover



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

Occupancy by # of Units* per Structure

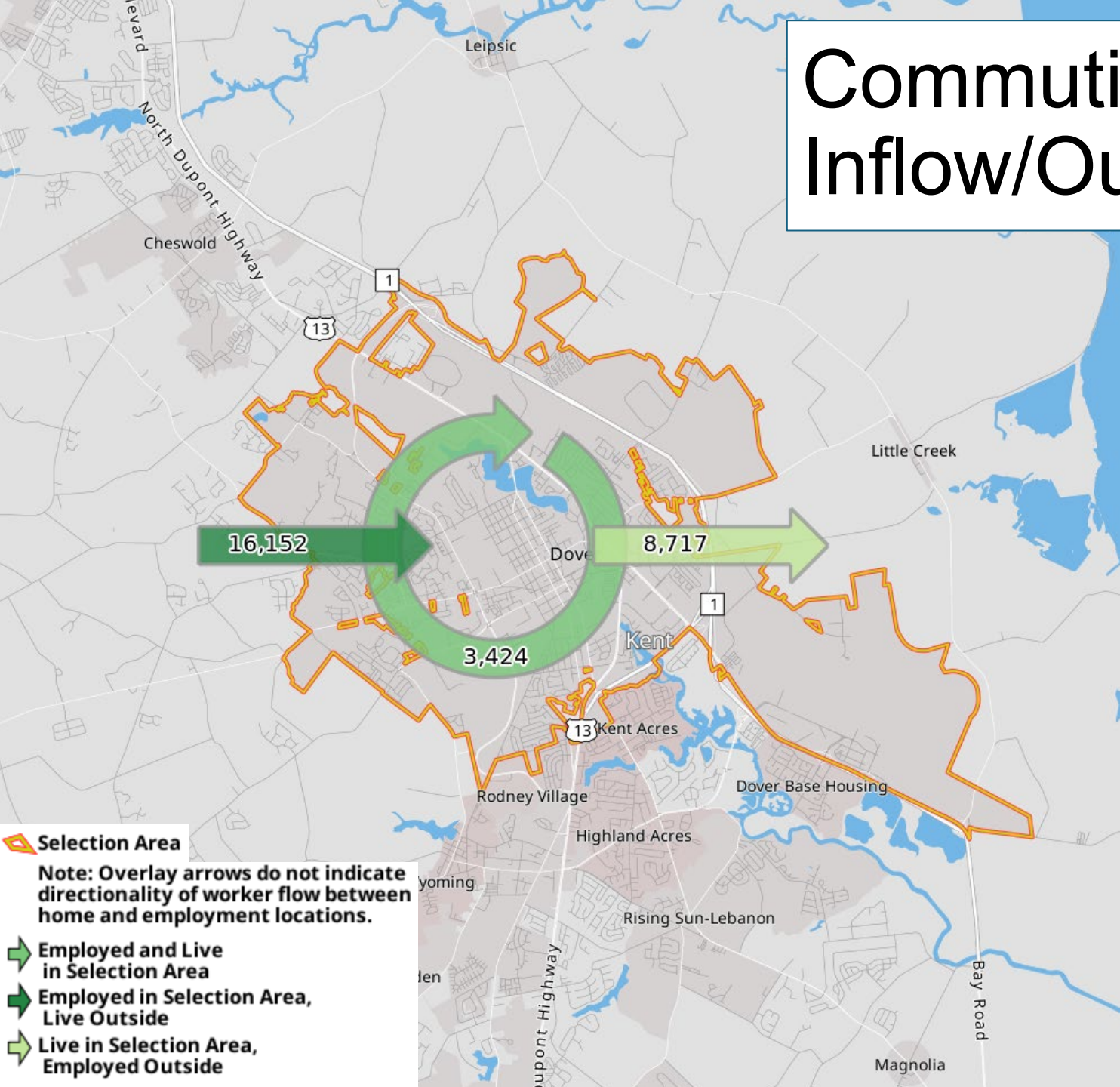


**A housing units refers to a house, a condo, an apartment, a mobile home or trailer, a group of rooms, or a single room that is occupied*

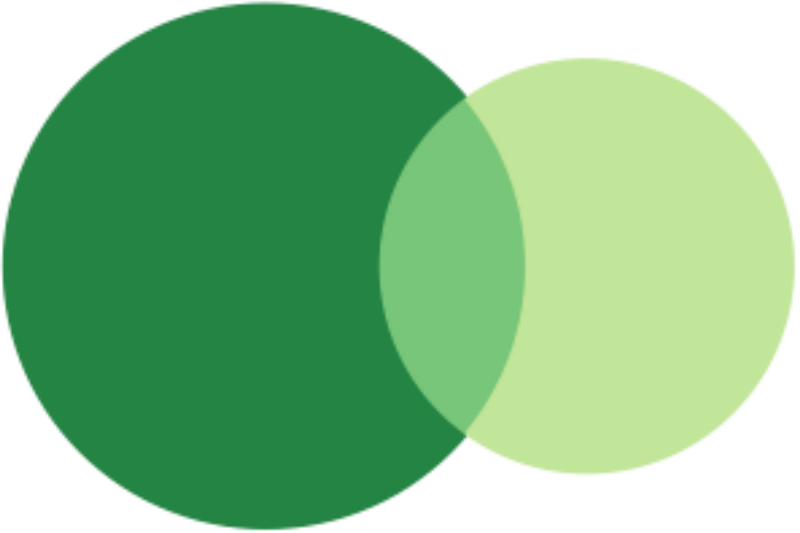
2024 ACS, 5-Year Estimates



Commuting Patterns: Inflow/Outflow of Workers



Inflow/Outflow Job Counts in 2023
All Workers



- 16,152 - Employed in Selection Area, Live Outside
- 8,717 - Live in Selection Area, Employed Outside
- 3,424 - Employed and Live in Selection Area



Local Barriers vs. Local Levers*

Local Barriers

- Zoning and Land-use constraints limiting small-scale housing
- Permitting timelines and development friction increasing project costs
- Infrastructure and site readiness issues
- Financing gaps for small developers and rehab projects
- Market pressures such as rising construction costs, taxes, and insurance

Local Levers

- Enable gentle density (ADUs, duplexes, and triplexes)
- Streamline approvals for small housing projects
- Launch programs to bring vacant units back online
- Support small-scale developers and rehab projects
- Expand attainable homeownership pathways

* From Fuller Center for Housing presentation of 3/10/2026



Chosen Reform

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

Additional Reforms Available

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



Additional Reforms Available – City Council Feedback

Item 1.

Reform	Support	Opposed	Undecided
ADUs	-	-	-
Missing Middle	-	-	-
Buildable Density	-	-	-
Building Heights	-	-	-
Inclusionary Zoning	-	-	-
Higher Density Mixed-Use Residential	-	-	-
Manufactured/Modular Homes	-	-	-
Pre-Reviewed Designs	-	-	-
Reduced Parking Minimums	-	-	-



Questions?





CITY OF DOVER, DELAWARE ACTION FORM

PROCEEDING: Council Committee of the Whole (Utility)

DEPARTMENT OF ORIGIN: Water & Wastewater

SUBMITTED ON: May 1, 2026

PREPARED BY: Jason A. Lyon, P.E., Director of Water & Wastewater and Paul Waddell, Electric Director

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

SUBJECT: Evaluation of Proposals – Utility Locating Services

TIMETABLE: Contract to be executed on July 1, 2026

RELATED PROJECT: N/A

REFERENCE: N/A

EXPENDITURE REQUIRED: As Needed

AMOUNT BUDGETED: N/A

FUNDING SOURCE (Dept./Page in CIP & Budget): Funding is provided within the operations budget. FY 27 budget includes \$36,500 in each of the Contractual Services accounts for Water Engineering (400-40-26-99-000-53031) and Wastewater Engineering (402-41-26-99-000-53031) and \$75,000 in Electric Engineering (410-42-26-99-000-53031). The total budget is \$148,000.

STAFF RECOMMENDATION:

Staff recommends awarding a three (3) year contract with the option for two (2), one (1) year extensions to Century Engineering, LLC a Kleinfelder Company as per the proposal submitted in response to RFP #26-0017COD.

BACKGROUND AND ANALYSIS:

The City of Dover is a member of the Utilities Service Protection Center of Delmarva, Inc., also known as Delmarva811. This is an organization that receives excavation requests from all parties and notifies the facility owners of locating requests in our service area.

Proposals were solicited and advertised according to City Policy by the City's Contract and Procurement Manager under RFP #26-0017COD and submissions were received from three (3) contractors. The proposals were evaluated

based on work experience with locating water, wastewater, electric and fiber lines; safety record; ability to meet response time; cost; geographical knowledge of Dover; ability to handle all aspects of ticketing and contractors and ability to sustain locators. The contractor will be responsible for locating underground utilities owned by the City of Dover and will be liable for damaged utilities due to incorrect locating. Additionally, the contractor will manage the Delmarva811 ticket process, which includes receiving the tickets directly from Delmarva811, marking the involved utilities, and entering the information on the web-based reporting system. Dover will be responsible for providing the contractor with periodic updated prints and files of newly installed utilities.

The proposal had two (2) methods of billing: the first is price per ticket, and the second is an hourly rate. Staff concluded that the hourly rate would be the cheaper option. The proposed contract from Century Engineering, LLC a Kleinfelder Company is for a period of three (3) years with two (2), one (1) year extensions. The proposal includes a static price for the first two (2) years of the contract and three percent (3%) increases on the remaining years of the contract.

The following is a summary of the average proposal score for the three (3) proposers:

Company Name	Location	Average Score
Century Engineering, LLC, a Kleinfelder Company*	Dover, DE	79.5
Danella	Plymouth Meeting, PA	77.0
J&M Locating, LLC	Hartly, DE	59.5

**=Century Engineering, LLC a Kleinfelder Company claimed Local Vendor Preference, which entitles a 3% reduction on the evaluation of prices, which is one aspect of the evaluation criteria.*



CITY OF DOVER, DELAWARE
ACTION FORM

PROCEEDING: Council Committee of the Whole- Legislative, Finance, and Administration Committee
DEPARTMENT OF ORIGIN: Planning, Inspections, and Community Development- Code Enforcement
DATE SUBMITTED: May 5, 2026
PREPARED BY: Eddie Kopp, CCEO, Chief Code Enforcement Officer
SUBJECT: Amendments to the Dover Code of Ordinances
REFERENCE: Chapter 70- Offenses and Miscellaneous Provisions, Section 70-4- Throwing and kicking objects and playing games in the streets and public places.
RELATED PROJECT: N/A
REVIEWED BY: Sharon J. Duca P.E., ICMA-CM, Acting City Manager/Interim Director of Planning, Inspections, and Community Development
EXHIBITS: Ordinance 2026-05
EXPENDITURE REQUIRED: N/A
AMOUNT BUDGETED: N/A
FUNDING SOURCE (Dept./Page in CIP & Budget): N/A
TIMETABLE: 5/12/2026 -Introduction to Council Committee of the Whole 6/08/2026 -First Reading at City Council 6/22/2026 -Final Reading at City Council
STAFF RECOMMENDATION: Approve the text amendments to the ordinance.

BACKGROUND AND ANALYSIS

- Basketball goals and play equipment in the street are frequent complaints to staff and elected officials.
- Play equipment in the street creates a life safety concern and disrupts traffic.
- Play equipment also interferes with street sweeping and trash collection.
- The amendments to this ordinance would provide enforceable language to prevent the storage of play equipment in the street.
- The text amendments clearly define play equipment.

PROPOSED ORDINANCE #2026-05

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

That Chapter 70- Offenses and Miscellaneous Provisions, Section 70-4- Throwing and kicking objects and playing games in the streets and public places, is amended by inserting the text indicated in bold, blue, italics, and deleting the text indicated in red strikethrough as follows:

Sec. 70-4. ~~Throwing and kicking objects and~~ **Playing games, and storing equipment in streets and public places.**

(a) It shall be unlawful for any person to throw, kick, or project, in any manner whatsoever, any stone, ball or other object in the city streets and public places, or to play or practice athletic games, quoits, pitching pennies, and like games on the city streets and public places, unless those places are specifically designated for those purposes by lawful authority.

(b) **It shall be unlawful for any person to set up or store at any time, play equipment or other similar objects in streets, public right-of-way, or any area where pedestrian or vehicular traffic could be hindered or impeded within the corporate limits of the city, unless those places are specifically designated for those purposes by lawful authorities.**

(c) **Play equipment is defined as any structure or object designed for recreational play use. This includes, but is not limited to, basketball goals, nets, ramps, swings, slides, and climbing frames.**

Charter reference - Power of council to regulate use of streets, subpart A, § 29.

ADOPTED: *

SYNOPSIS

This ordinance amends provisions related to basketball goals and other play equipment. The amendments clarify requirements for the storage of such equipment, particularly prohibiting placement within the street, and establish a definition of play equipment.

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(SPONSORS: NEIL, SUDLER, AND DUCA)

35

36 Actions History

37 05/12/2026 - Introduction - Council Committee of the Whole/Legislative, Finance, and

38 Administration Committee



CITY OF DOVER, DELAWARE
ACTION FORM

PROCEEDING: Council Committee of the Whole- Legislative, Finance, and Administration Committee
DEPARTMENT OF ORIGIN: Planning, Inspections, and Community Development- Code Enforcement
DATE SUBMITTED: May 5, 2026
PREPARED BY: Eddie Kopp, CCEO, Chief Code Enforcement Officer
SUBJECT: Amendments to the Dover Code of Ordinances
REFERENCE: Chapter 106- Traffic and Vehicles, Article III.- Stopping, Standing and Parking, Division 1, Section 106-123.
RELATED PROJECT: N/A
REVIEWED BY: Sharon J. Duca P.E., ICMA-CM, Acting City Manager/Interim Director of Planning, Inspections, and Community Development
EXHIBITS: Ordinance 2026-06
EXPENDITURE REQUIRED: N/A
AMOUNT BUDGETED: N/A
FUNDING SOURCE (Dept./Page in CIP & Budget): N/A
TIMETABLE: 5/12/2026 -Introduction to Council Committee of the Whole 6/08/2026 -First Reading at City Council 6/22/2026 -Final Reading at City Council
STAFF RECOMMENDATION: Approve the text amendments to the ordinance.

BACKGROUND AND ANALYSIS

- The amendments to this ordinance are minor text changes to clarify the ordinance further.
- The current ordinances use the term carrying capacity, which includes the weight of the vehicle, cargo, and passengers.
- The average vehicle today weighs more than one ton, causing conflict within the ordinance.
- Updating the text to vehicle load capacity is aligned with the intent of the ordinance.

PROPOSED ORDINANCE #2026-06

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

That Chapter 106- Traffic and Vehicles, Article III.- Stopping, Standing and Parking, Division 1.
- Generally, Section 106-123. – Vehicle parking time limited where carrying capacity is in excess
of one ton, and trailer and recreation vehicle parking be amended by inserting the text indicated in
bold, blue, italics, and deleting the text indicated in red strikeout as follows:

Sec. 106-123. Vehicle parking time, **vehicle load capacity**, ~~limited where carrying capacity is in~~
~~excess of one ton, and~~ trailer, and recreational vehicle parking.

(a) It shall be unlawful for any person to park any vehicle with a ~~carrying~~ **vehicle load**
capacity of more than one ton, any trailer, which includes, but is not limited to, boat,
utility, construction or one that is used to carry goods regardless of weight capacity and
is designed to be towed or pulled by another vehicle, or any vehicle or trailer on the city
streets for a period longer than two consecutive hours.

(b) It shall be unlawful for any person to park any commercial vehicle with a ~~carrying~~
vehicle load capacity of more than one ton, any trailer, which includes, but is not
limited to, utility, construction or one that is used to carry goods regardless of weight
capacity and is designed to be towed or pulled by another vehicle, or any vehicle or
trailer combination thereof, in any residential zone in the city except for temporary
parking for immediate deliveries, pickups, and/or service calls to residences or for
construction work on residential properties. A commercial vehicle shall be one ~~which~~
that is used or maintained for the transportation of ~~persons~~ **people**, ~~or~~ property, **or**
goods, for hire, compensation, or profit, except taxicabs and **rideshare**.

(c) It shall be unlawful for any person to park a trailered boat under 25 feet on the streets of
Dover for a period longer than 12 consecutive hours. For any trailered boat **with a**
length of 25 feet or greater, refer to subsection (a).

(d) It shall be unlawful for any recreational vehicle to park on any residential street for a period longer than 12 consecutive hours without a permit. A resident owner of a recreational vehicle may request a parking permit from the city to park on a residential street in the vicinity of their residence for a period not to exceed 72 hours. The permit would be made available at no cost to the resident. The parking permit shall be displayed in the front window of the vehicle, visible from the street. A resident may only request such a permit three times in any 12-month period.

(e) Nonresidents are exempt from subsection (d) for a period of up to seven days as long as their recreational vehicle does not create a safety hazard or interfere with traffic in the residential area ~~that~~ where they are parked ~~in~~.

(f) All parking **shall comply with the regulations in** ~~allowed in this section only applies to streets that can accommodate parking in compliance with~~ **A** appendix A, **A** article VI, **S** section A.

ADOPTED: *

SYNOPSIS

This amendment clarifies and establishes a precise definition of vehicle capacity within the ordinance. The current language does not adequately identify or define vehicle capacity.

(SPONSORS: NEIL, ANDERSON, SUDLER AND DUCA)

Actions History

05/12/2026 - Introduction - Council Committee of the Whole/Legislative, Finance, and Administration Committee