

CITY OF DOVER

CITY COUNCIL - AGENDA

Meeting Type: **Workshop Session**
Meeting Location: **City Hall, Council Conference Room**
Meeting Date: **Wednesday, September 3, 2025**
Meeting Time: **7:00 pm**

1. CALL TO ORDER

2. MOMENT OF SILENCE

3. PLEDGE OF ALLEGIANCE

4. ROLL CALL ATTENDANCE

5. DISCUSSIONS

- A. FIRE DEPARTMENT APPARATUS REPLACEMENT UPDATE AND PROPOSED AMBULANCE SERVICES CONTRACT WITH ROLLINSFORD**
- B. REVIEW OF ACTION PLAN FOR IMPLEMENTATION OF HOUSING COMMITTEE REPORT RECOMMENDATIONS**

6. PUBLIC FORUM

Taxpayers, Business owners, and Residents are invited to speak on the subject matter of the Workshop. Statements shall be limited to five minutes.

7. ADJOURNMENT

Proposal for Ambulance Service Contract Between City of Dover Fire & Rescue and the Town of Rollinsford, NH

Background

For many years, the Town of Rollinsford has contracted with York Ambulance Service to provide 911 emergency medical response and ambulance transport. While York Ambulance has served the community with dedication, changes in regional EMS capacity and sustainability have created a need for Rollinsford to secure a long-term, reliable partner to ensure uninterrupted emergency medical coverage.

The City of Dover Fire & Rescue Department is uniquely positioned to assume this role. Dover Fire & Rescue has the resources to provide consistent, professional ambulance service with the same level of care currently afforded to Dover residents.

This proposal outlines the terms of a five-year contract under which Dover Fire & Rescue will provide ambulance service to the Town of Rollinsford, effective January 1, 2026.

Scope of Service

- Dover Fire & Rescue will provide 911 emergency ambulance service to the Town of Rollinsford beginning January 1, 2026.
- Services will be staffed, equipped, and operated in accordance with all federal laws, New Hampshire state laws, and City of Dover policies.
- Dover provides full-time, top-level paramedic service, ensuring Rollinsford residents receive an enhanced level of care compared to prior service arrangements.
- Dover will bill ambulance users based on the Dover City Council–approved EMS rate schedule, identical to Dover residents.
- Hardship applications and abatements will be handled in the same manner as Dover residents, ensuring fairness and consistency.

Contract Terms

1. Annual Contract Fee
 - Rollinsford will pay the City of Dover \$75,000 per year for EMS coverage.
 - This fee ensures guaranteed service availability and offsets staffing, readiness, and response costs.
2. User Billing
 - The City of Dover will bill patients or their insurers directly for transport services.
 - Revenue collected from user billing will remain with the City of Dover.
3. Contract Length
 - The agreement will be for five (5) years, beginning January 1, 2026, and ending December 31, 2030.

4. Annual Escalator
 - Beginning in Year 2, the annual contract fee will be adjusted annually based on the Consumer Price Index (CPI), Northeast Region, with the following safeguards:
 - Minimum annual increase: 3%
 - Maximum annual increase: 7.5%
5. Performance Standards
 - Dover Fire & Rescue will provide the same level of service and response commitment in Rollinsford as provided in Dover.
 - Regular reporting of response statistics and service outcomes can be provided upon request.

Service and Staffing Impact

While this contract will result in an increase in workload for Dover Fire & Rescue, it also creates an opportunity to strengthen the department overall. The funds received from Rollinsford could be used strategically to support increased response capabilities for Dover Fire & Rescue. This would directly benefit the citizens of Dover by enhancing daily coverage, improving response reliability, and ensuring sustainable long-term service delivery for both communities.

Revenue Projection

EMS/Ambulance Coverage

- Estimated annual calls: 180
- Average bill per call: \$1,500
- 80% collection rate
- Annual billing revenue: \$216,000
- Contract fee: \$75,000
- Total annual revenue: \$291,000
 - Note: This equates to the ambulance billing rate plus approximately \$413 per call.

Fiscal Year Impact

- FY 26 (6 months revenue): \$145,500
- FY 27(12 months revenue based on 5% increase in contract and anticipated 5% fee increase): \$305,550.

Conclusion

This partnership will provide the Town of Rollinsford with reliable, professional ambulance service through Dover Fire & Rescue, including the enhanced benefit of full-time, top-level paramedic coverage. The cost-sharing structure balances a stable annual contract fee with user-based billing, while protecting both communities with a fair and predictable rate adjustment process.

City of Dover Fire & Rescue

Proposal to Address Aerial Apparatus Challenges and Improve Staffing Model

Background and Current Challenge

As we continue to evaluate and streamline Fire Department operations for both efficiency and fiscal responsibility, we are faced with a critical challenge.

Our 2018 100-foot Ladder Truck has experienced significant mechanical breakdowns and is now out of service for an extended period. Over the past several months, this multi-million-dollar apparatus has been out of service more often than in service.

When this occurs, the immediate questions are:

- 1. Do we have the funding to repair or replace the apparatus?**
- 2. What caused the failure, and how do we prevent it from happening again?**

The City wisely planned for this replacement in the current CIP at \$1.4 million. While funding exists, the larger problem is that if we simply replace the vehicle without addressing root causes, the same issues will reoccur.

Root Cause of the Problem

The Ladder is being used as both a ladder truck and a pumper/engine because of our staffing model. This requires the heaviest possible single-axle vehicle to respond to nearly every call. The result is accelerated wear and structural damage — now seen in frame and suspension failures.

We also own a Tower Truck that is safer, more efficient, and more versatile. However, it is currently kept in reserve and not staffed daily. If we place this vehicle in full service without changes to our operating model, it too will face premature degradation.

This leaves us with an immediate crisis: no frontline aerial in service and the looming risk of repeating costly mistakes.

Opportunity

Every challenge brings an opportunity. We can improve efficiency, enhance safety, extend apparatus service life, and reduce capital costs — while also creating new revenue.

The City has a unique opportunity to provide a contract for ambulance services with the Town of Rollinsford. This contract would generate new annual revenue that offsets staffing costs needed to resolve the aerial crisis. At the same time, we can save nearly **\$1 million in CIP costs** by restructuring our fleet and staffing model.

Proposed Solution

1. **Increase daily staffing by one firefighter per shift**
 - This allows us to staff the Tower Truck daily and dedicate it only to fire calls.
 - The Ladder would be repaired and placed into reserve status.
 - A new traditional pumper would replace the frontline role of the Ladder in our response plan.
2. **Financial Model**
 - Cost to hire 4 firefighters: \$357,916 annually
 - FY 26 (partial year if started Nov. 1): \$238,437

Offsetting Revenue – Rollinsford EMS Contract

- Annual call volume: ~180 calls
- Average bill: \$1,500, at 80% collection = \$216,000
- Annual contract fee: \$75,000
- **Total annual revenue: \$291,000**

Net City Cost After Revenue

- **FY26: \$93,610 (partial year)**
 - **FY27: \$52,366 (full year)**
 -
3. **CIP Adjustments and Savings**
 - Remove current Ladder replacement from 6-year CIP: **saves \$1,400,000**
(defer to Year 7)
 - Repair existing Ladder 3 for reserve status: **(\$75,000)**
 - Purchase a new pumper with 1,000-gallon tank: **(\$900,000)**
 - Use existing impact fees: **\$575,000**
 - **Net savings to CIP: \$1,000,000**

Advantages of This Plan

- Guarantees a staffed Tower for all fire incidents.
- Adds another pumper with large water capacity to our response plan.
- Reduces wear on our most technical and expensive apparatus (\$3M replacement cost).
- Improves firefighter and civilian safety.
- Provides long-term staffing stability.
- Reduces workload strain on existing crews.
- Maximizes return on City's public safety investments.

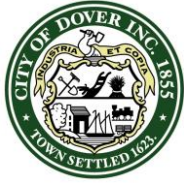
Summary

Dover Fire & Rescue is at a crossroads. Our frontline Ladder Truck is out of service due to preventable overuse. Simply replacing it would waste taxpayer money and repeat the same problem.

Instead, by slightly increasing staffing and restructuring apparatus use, we can:

- Improve service and firefighter safety,
- Preserve our most critical apparatus,
- Add capacity with another pumper,
- Offset nearly all staffing costs with new ambulance revenue, and
- Save the City **approximately \$1 million** in future CIP spending.

This proposal turns a crisis into a fiscally responsible opportunity to strengthen Dover's fire and rescue operations today and for years to come.



CITY OF DOVER

Action Plan for Implementation of Housing Committee Report Recommendations

Meeting Type: City Council Workshop
Meeting Location: Council Chambers, City Hall, 288 Central Avenue, Dover, NH 03820
Meeting Date: **Wednesday, September 3, 2025**
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AD-HOC COMMITTEE TO ADDRESS COMMUNITY HOUSING NEEDS FINAL REPORT: ACTION PLAN OF RECOMMENDATIONS

Below are examples of recommended actions identified in the Ad-Hoc Committee to Address Community Housing Needs final report. The bold # (eg: **4.1**) represents the Master Plan Vision Pillar addressed. The Action Plan for Implementation identifies a set of priority recommendations from the Ad-Hoc Housing Committee Report for immediate focus.

RECOMMENDATIONS ALIGNING WITH CURRENT CITY POLICY

4.1: ZONING AND REGULATIONS ALLOW FOR BALANCED HOUSING NEEDS.

Current policies are designed to promote equitable, sustainable, and diverse housing solutions that support affordability, accessibility, community growth, and economic development while preserving neighborhood character and environmental sustainability.

4.1: INCENTIVIZE DEVELOPMENT FOR AFFORDABLE/ATTAINABLE HOUSING.

TDR fees are reduced if a unit is size restricted. TDR fees are reduced to \$0 per unit deed-restricted to HUD rental rates. In the Gateway District, allowable density is increased if units are deed-restricted to HUD rental rates. Second ADUs are also allowed in most residential districts if the second unit is deed-restricted to HUD rental rates.

4.3: ENCOURAGE A MIX OF HOUSING STOCK IN OUR CODE & REGULATIONS.

Current Residential-Commercial Mixed Use Overlay districts allow for innovative developments and encourage diverse housing options within the same project. Pointe Place is an example of such a project.

4.5: ENHANCE PROPERTY TAX RELIEF PROGRAM FOR SENIORS.

Dover currently offers the maximum allowed by state statute for its senior property tax relief program.

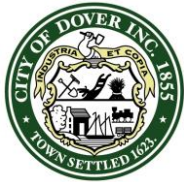
4.12: HIRE CITY STAFF MEMBER DEDICATED TO HOUSING AND COMMUNITY DEVELOPMENT.

Assistant City Planner Galloway-Burke joined the City of Dover staff in 2025.

RECOMMENDATIONS ALIGNING WITH POLICY AMENDMENTS CURRENTLY UNDERWAY

4.1: RELAX ADU REGULATIONS TO ALLOW FOR MORE FLEXIBILITY.

- **HB 577** was signed into legislation this session, effective JULY 1, 2025.
 - This bill expands accessory dwelling units by right to include detached units, adds definitions related to accessory dwelling units, and increases the maximum square footage.



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- Amendments to Dover's ADU regulations have been in process, and resulted in proposed amendments to the Zoning Ordinance which have been posted and may be ratified by the end of 2025. Adjustments include:
 - Increased square footage: 800 to 950 (suggested before state statute)
 - Detached structures no longer required to be a part of a garage.
 - Separate electrical panel for ADU
- ADU Community Outreach and Education: in collaboration with local financing institutions, offering financing options for ADU construction costs.

4.1: ESTABLISH A HOUSING COMMISSION.

- Ad-Hoc Committee to Address Community Housing Needs is pursuing the process of an Ordinance Change proposal to City Council, establishing a standing Housing Commission.

4.1: ESTABLISH A RENTAL REHABILITATION PROGRAM.

- Community Development Staff are in the process of establishing a CDBG-funded Rental Rehabilitation Program to incentive landlords willing rent to low-income households and subsidized voucher holders, preserving and expanding access to affordable housing options within Dover's existing housing stock.

4.3: RECENT ZONING AMENDMENTS PROPOSE EXPANDING THE DEFINITION OF A "SINGLE-FAMILY HOME" TO INCLUDE MANUFACTURED HOMES.

ATTAINABLE RECOMMENDATIONS NOT YET UNDERWAY

4.1: CONTINUE EXPLORING THE POSSIBILITY OF RESTRICTED WORKFORCE HOUSING FOR PURCHASE

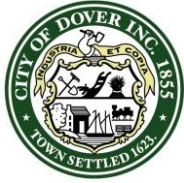
4.1: CONDUCT A COMPREHENSIVE HOUSING NEEDS ASSESSMENT FOR DOVER.

4.1: STUDY COMPARABLE COMMUNITIES THAT HAVE SUCCESSFULLY EXPANDED AFFORDABLE HOUSING AND IMPLEMENTED EFFECTIVE PROGRAMS TO ALLEVIATE HOUSING SHORTAGE.

4.3: INCORPORATE ADA INTO DISCUSSIONS WITH DEVELOPERS WHO HAVE ON-GOING OR UPCOMING NEW DEVELOPMENTS.

4.5: ESTABLISH "AGING IN PLACE" HOME MODIFICATION GRANT PROGRAM: CREATE A FINANCING PROGRAM TO ASSIST OLDER RESIDENTS IN MAKING THEIR HOMES ACCESSIBLE AND ENERGY-EFFICIENT.

4.12: BRING TOGETHER LOCAL DEVELOPERS TO DISCUSS THEIR FINANCIAL NEEDS AND BUILDING CODE RESTRICTIONS WITH LOCAL EMPLOYERS (HOSPITAL, RESTAURANTS,



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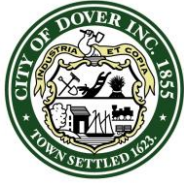
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RETAIL, SCHOOLS) SHARING THE HOUSING NEEDS AND SUPPORT SERVICE NEEDS (MEDICAL, CHILD CARE, TRANSPORTATION) REQUIRED TO ATTRACT EMPLOYEES.

As mentioned above, this Action Plan outlines a set of key recommendations from the Ad-Hoc Housing Committee Report for priority focus. While the Committee put forward a broad range of strategies to address Dover's housing challenges, not all recommendations are included here. Many of the additional strategies outlined in the full report remain valuable and may be appropriate for consideration in future phases, as resources, capacity, and circumstances allow.

For the full set of recommendations and supporting analysis, please refer to the [Ad-Hoc Housing Committee Final Report](#).

COMMUNITY VISION PILLAR 4.	WE HAVE AFFORDABLE AND ATTAINABLE HOUSING AND SUPPORT SERVICES THAT ARE ACCESSIBLE TO, AND UTILIZED BY, INDIVIDUALS, FAMILIES, AND HOUSEHOLDS OF DIVERSE BACKGROUNDS AND NEEDS.				
GOAL/ACTION		PRIORITY	RESPONSIBILITY	CHAPTER REFERENCE	STATUS
PILLAR 4.1	HOUSING IS AFFORDABLE, AND ATTAINABLE TO A VARIETY OF INDIVIDUALS, FAMILIES, AND HOUSEHOLDS AT A RANGE OF INCOME LEVELS.				
Zoning and regulations allow for balanced housing needs.		Immediate and ongoing	Planning and Zoning Boards	4.1	Achieved
Incentivize development for affordable/attainable housing.		Immediate and ongoing	Planning Board	4.1	Achieved
Relax ADU Regulations to allow for more flexibility		Immediate and ongoing	Planning and Zoning Boards	4.1	Achieved
Continue exploring the possibility of restricted workforce housing for purchase.		Short	Planning Department	4.1	In Process
Establish a Housing Commission.		Short	City Council	4.1	In Process
Establish A Rental Rehabilitation Program		Intermediate	Planning Department	4.1	In Process
Recent Zoning amendments propose expanding the definition of a "single-family home" to include manufactured homes.		Immediate and ongoing	Planning and Zoning Boards	4.1	In Process



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Conduct a Comprehensive Housing Needs Assessment for Dover.	Intermediate	Planning Department	4.1	Attainable
Study comparable communities that have successfully expanded affordable housing and implemented effective programs to alleviate housing shortage.	Intermediate	Planning Department	4.1	Attainable
PILLAR 4.3	HOUSING TYPES ARE INTERSPERSED TO FOSTER NEIGHBORHOODS THAT ARE MULTIGENERATIONAL AND SOCIOECONOMICALLY DIVERSE.			
Encourage a mix of housing stock in our code & regulations.	Immediate and ongoing	Planning and Zoning Boards	4.3	Achieved
Incorporate ADA into discussions with developers who have on-going or upcoming new developments.	Short and Ongoing	Planning Department	4.3	Attainable
PILLAR 4.5	HOUSING AND PROPERTY TAXES ARE AFFORDABLE TO OLDER RESIDENTS ON FIXED INCOMES SEEKING TO AGE IN PLACE IN DOVER.			
Enhance property tax relief program for seniors.	Immediate and ongoing	City Council	4.5	Achieved
Establish "Aging in Place" Home Modification Grant Program: Create a financing program to assist older residents in making their homes accessible and energy-efficient.	Intermediate	Planning Department	4.5	Attainable
PILLAR 4.12	COLLABORATIVE PUBLIC AND PRIVATE PARTNERSHIPS ADDRESS HOMELESSNESS AND HOUSING NEEDS IN DOVER, INCLUDING SUPPORTIVE RESOURCES AND SPECIALISTS WITHIN LOCAL GOVERNMENT AND DEPARTMENTS.			
Hire city staff member dedicated to housing and community development.	Immediate and ongoing	Planning Department	4.12	Achieved
Bring together local developers to discuss their financial needs and building code restrictions with local employers (hospital, restaurants, retail, schools) sharing the housing needs and support service needs (medical, child care, transportation) required to attract employees.	Intermediate	Planning Department	4.12	Attainable