

CITY OF DOVER

CITY COUNCIL - AGENDA

Meeting Type: **Workshop Session**
Meeting Location: **City Hall, Council Chambers**
Meeting Date: **Wednesday, January 7, 2026**
Meeting Time: **7:00 pm**

1. CALL TO ORDER

2. MOMENT OF SILENCE

3. PLEDGE OF ALLEGIANCE

4. ROLL CALL ATTENDANCE

5. 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.

6. DISCUSSIONS

A. UPDATE ON PROGRESS OF 9/11 MEMORIAL

B. UPDATE ON ACTIVE PUBLIC PRIVATE PARTNERSHIPS

1. COCHECHO WATERFRONT DEVELOPMENT

2. LITTLEWORTH ROAD DEVELOPMENT

7. ADJOURNMENT

City of Dover 9/11 Memorial Project

At the September 10th City Council meeting, as part of the City's annual 9/11 remembrance ceremony, the Mayor publicly announced a collaborative effort to design and construct a permanent 9/11 Memorial. The memorial will honor those who lost their lives on September 11, 2001, and preserve the meaning of that day for generations to come. A 9/11 Memorial Committee has been formed, with Mayor Carrier serving as Chair.

The goal of this effort is to complete and dedicate the memorial on the 25th anniversary of September 11, 2001, in September 2026. From the outset, the project has been intended to be tasteful, meaningful, and achievable—a memorial that allows the public to reflect, remember, and learn.

For the fire service and public safety community, this project is deeply personal. September 11th fundamentally changed our profession and our nation. We owe it to our fallen firefighter brothers and sisters, law enforcement partners, civilians, military members, and Dover residents who perished that day to ensure their sacrifice is never diminished. “Never Forget” is not just a phrase—it is a responsibility.

Purpose and Vision

The memorial is envisioned as a place of reflection, remembrance, unity, and learning. It will resonate with those who remember the events of 9/11 firsthand while also educating younger generations who did not experience that day. Above all, it is intended to be field-trip worthy, serving as an educational and contemplative space for students and visitors for decades to come.

Location

The proposed site is the Cocheco Mill Courtyard on Central Avenue, within a raised brick planter composed of three interlocking circles capped with granite. The urban setting, framed by historic brick buildings, offers strong visibility, natural light, and the potential for subtle lighting or interpretive elements. The memorial will be viewable from 360 degrees, with any primary orientation facing inward toward the courtyard.

Design Principles

The memorial design will:

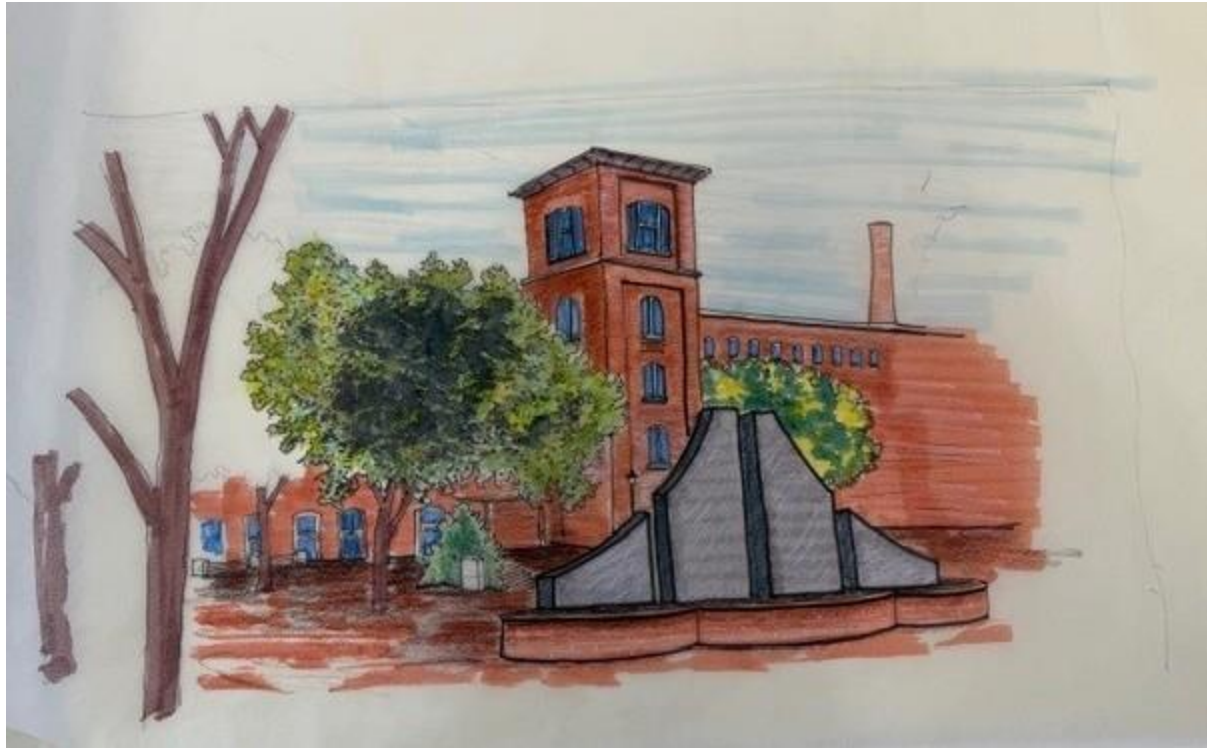
- Honor all three 9/11 sites: New York City, Washington, D.C., and Shanksville, Pennsylvania
- Pay tribute to firefighters, police officers, civilians, military members, and potentially Dover residents
- Be symbolic, modern, timeless, and inclusive

- Utilize durable, permanent materials
- Reflect national unity and remembrance
- Incorporate a representational American flag element, if possible
- Be significant and meaningful while remaining appropriate to the site and community.

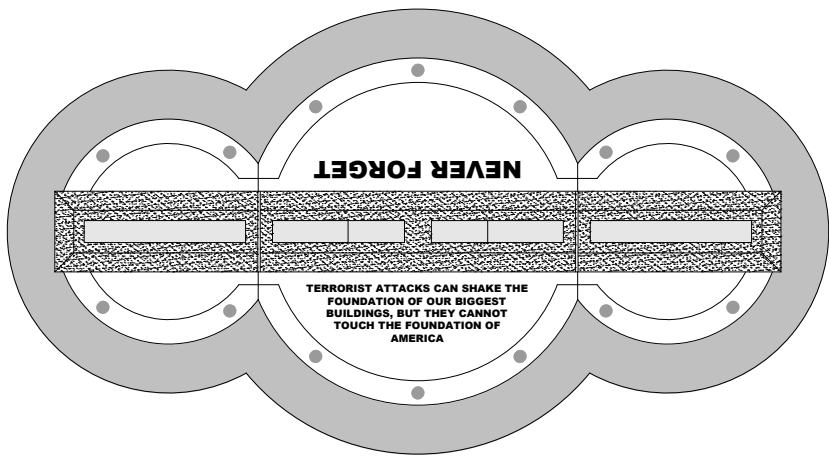
Timeline

- Groundbreaking: April 2026
- Completion and Dedication: September 11, 2026

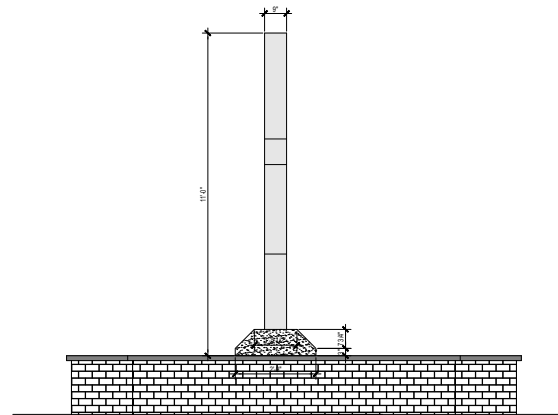
This project represents an opportunity for Dover to honor the past, educate the future, and reaffirm our shared commitment to remembrance and unity.



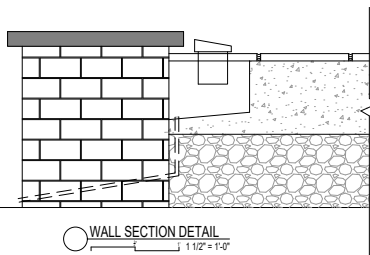




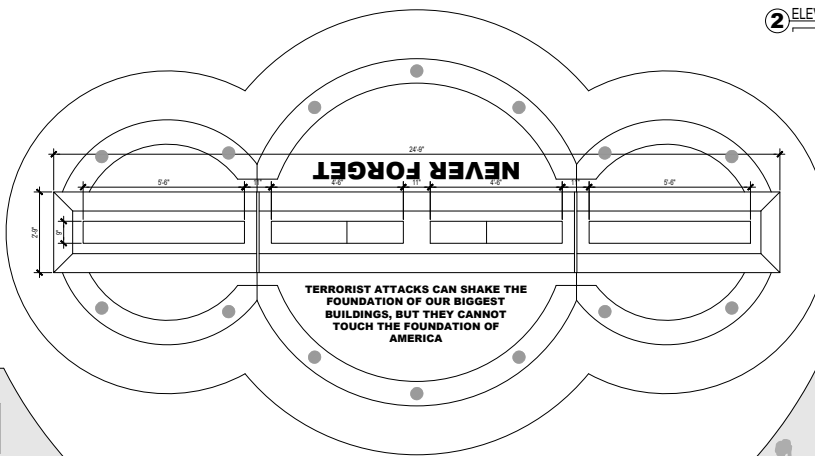
1 PLAN VIEW
1/2" = 1'-0"



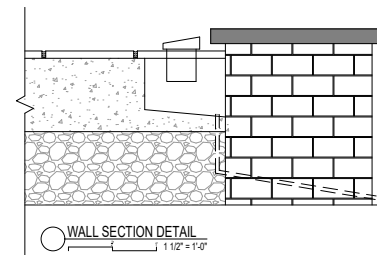
2 ELEVATION (SIDE VIEW)
1/2" = 1'-0"



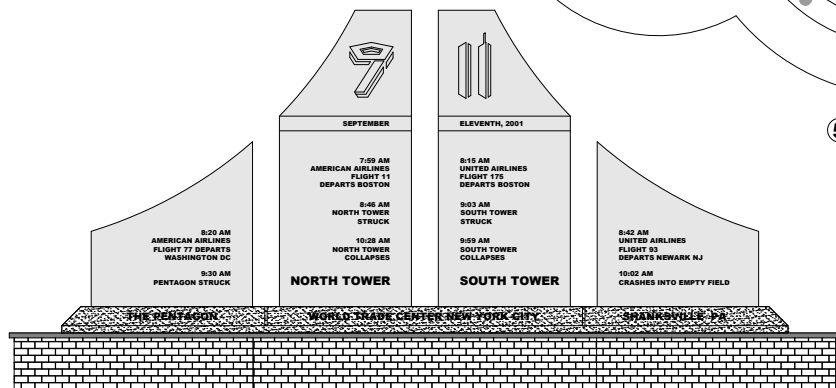
WALL SECTION DETAIL
1 1/2" = 1'-0"



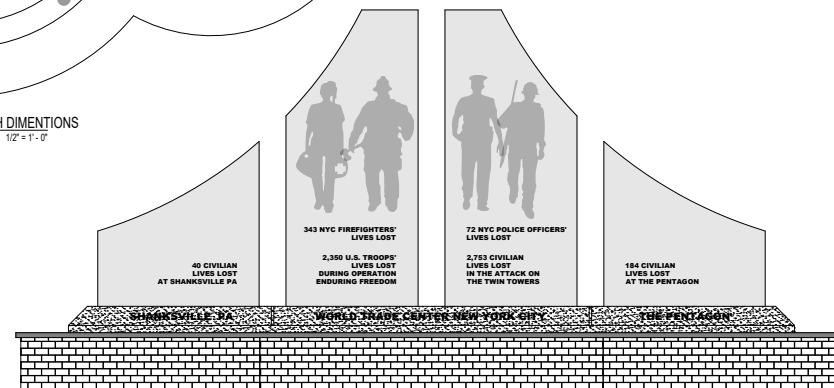
5 PLAN VIEW WITH DIMENSIONS
1/2" = 1'-0"



WALL SECTION DETAIL
1 1/2" = 1'-0"



3 FRONT ELEVATION (COURTYARD SIDE)
1/2" = 1'-0"



3 BACK ELEVATION (CENTRAL AVE. SIDE)
1/2" = 1'-0"



ARTWORKS STUDIOS
55 ROXMONT RD.
ROCKPORT MAINE 04861
603-231-1495

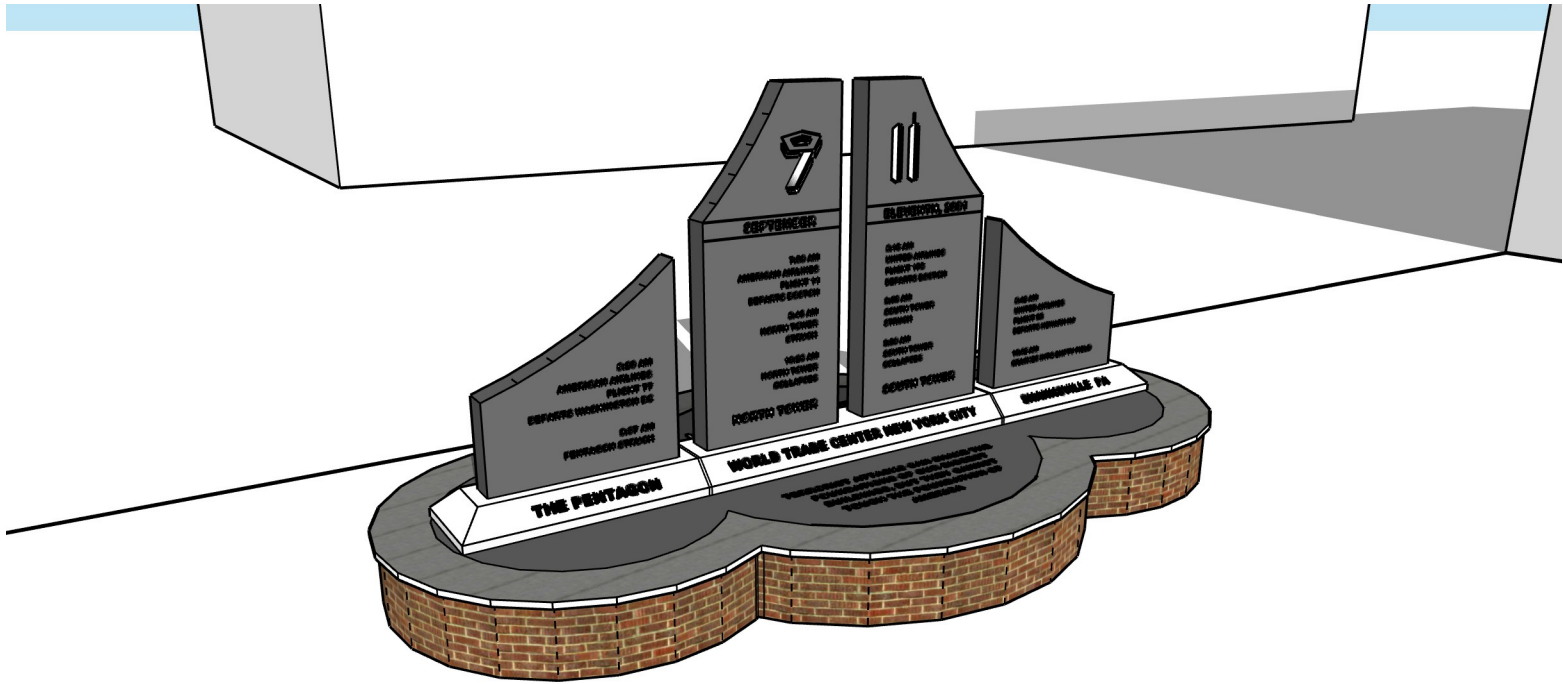
SEPTEMBER 11TH MEMORIAL
431 CENTRAL AVE.
DOVER NH

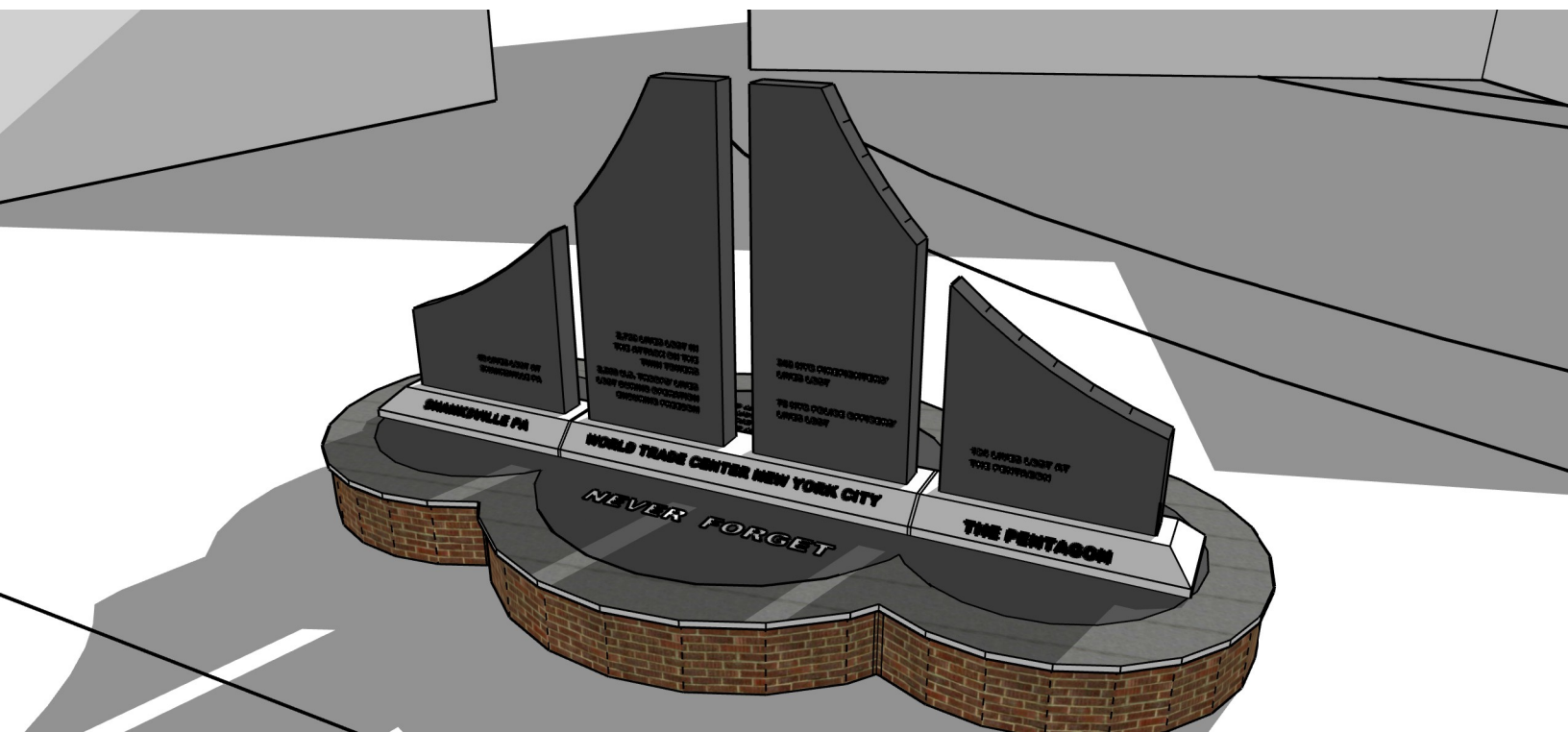
REVISION:

- 1.
- 2.
- 3.
- 4.
- 5.

PROJECT NR. 25-008
DATE: 12-12-2025
SHEET: 2 OF 8
FILE: 25-007 A3.1
SCALE: AS NOTED
SHEET NUMBER:

A3.1





To: Dennis Shanahan, Mayor

From: Christopher G. Parker

Cc: City Council
J. Michael Joyal, Jr.

Date: January 2, 2026

Re: P3 Background

ISSUE:

The January 7th Council workshop includes an agenda item reviewing two highly visible investments the City is making through public private partnership. This memo will walk you through the handouts provided ahead of the workshop.

INTENT:

This memo will provide context for the attached summaries.

GOALS:

Provide a summary of staff related elements that have occurred since the last meeting.

Public Private Partnerships

Background:

Public-private partnerships (PPPs) are collaborative arrangements in which the City of Dover and private-sector organizations share responsibility for delivering public infrastructure. Partnerships leverage the strengths of each party: the public sector provides long-term planning, lower bond rates, and public accountability, while the private sector contributes capital, technical expertise, and construction efficiency. By aligning incentives and allocating risk to the parties best equipped to manage it, PPPs can accelerate project delivery and control costs. Dover's agreements are structured transparently and create durable, mutually beneficial outcomes that advance public objectives while ensuring financial and operational sustainability.

Examples:

In 2014, the City began, in earnest, to work with developers to create public private partnerships. The first major project was the redevelopment of the First Street parking lot (now 100 and 150 First Street). Other examples include the development of the Third Street parking lot, the Orpheum building (104 Washington Street), Silver Square, Stonewall Kitchen, Pointe Place, the Cochecho Waterfront Development, the Old Court House and the Littleworth Road Development.

Background Materials

Cochecho Waterfront Development:

The Cochecho Waterfront Development is overseen by the Cochecho Waterfront Development Advisory Committee (CWDAC) a committee established by the Dover Housing Authority. At the request of the Dover City Council in 2007, CWDAC developed a vision and guidance documents for the redevelopment of 29 acres of land in downtown Dover.

In 2017 Cathartes was selected to develop the site, and in 2019 the Dover City Council and the Dover Housing Authority approved the Land Development Agreement for the development of the project.

The fundamental terms of the agreement include the City providing up to \$20,000,000 for environmental remediation, development of pad ready sites, a public park and roadway and utility improvements. In exchange for this outlay of capital, the private partner, over a 7-year period, is required to develop 420 residential units and 20,000 square feet of commercial space. The partner has agreed to a tax assessed value for the buildings, which cover the debt service is obligated to pay.

Littleworth Road Development:

In 2021 Chad Kageleiry approached the City about developing a project combining aspects of Stonewall Drive (commercial/manufacturing) and Pointe Place (a mixed use neighborhood). The goal was to provide employment and residential opportunities upon 160 acres of land.

The fundamental terms of the agreement include the City reimbursing the developer for development of utility and roadway networks necessary to open the raw land for development. In exchange for this outlay of capital, the private partner is required to develop 800 residential units and at least 600,000 square feet of commercial space. The partner has agreed to a tax assessed value for the buildings, which cover the debt service is obligated to pay. Further, the City provided a 14 acre parcel in exchange for the create of up to 80 attainable residential units within the project.

Summaries of agreements are provided for the City Council to review.

**Summary of Development Agreement between the City of Dover, Dover Housing
Authority and CPI Management, LLC
September 2019 – Revised 2025**

Purchase Price: Total: \$3,372,500 Phase 1: \$1,420,000 (200 units at \$7,100 each)

Deposit: \$100,000 (credited towards purchase price in phases at closings)

Private Improvements:

- Mixed-use development including multi-family residential, office, retail, restaurant and hotel
- Approximately four hundred and seventy-five (420) multi-family residential units and hotel rooms.
- Approximately 20,000 leasable square feet of street level office, commercial, retail, or restaurant space

Public Improvements:

- Excavation of the “Bluff” area,
- Grading of the Project Site to raise the elevation in anticipation of sea level rise and create building pads
- Shoreline stabilization
- The development of a public park along the waterfront
- Completion of environmental remediation in accordance with a Remedial Action Plan (RAP)
- Street, Streetscape and Utilities Improvements

Surety for City:

- Tax Guarantee: \$35,000,000 for Phase I, \$65,000,000 for Phase II, \$75,500,000 for Phase III
- If property tax assessed for a parcel are less than the guaranteed tax assessment value, the Developer must make up the shortfall.
- A Performance Mortgage will be conveyed to the City for the tax obligation and will be recorded at SCRD
- Development Agreement (DA) runs with the land and binds any future purchaser if the property is later sold before full recovery of the City’s reimbursement occurs.
- The City shall retain a right of reverter on any parcel transferred if the project is not completed

Timeline:

- Submission for site plan approval Phase I: December 31, 2019
- Developer must submit revised Concept Site Plan to CWDAC: June 1, 2020
- Commence Construction on Phase I: April 5, 2021 (May 8, 2024)
- Site Plan approval for Phase II: Six months after approval of RAP
- Purchase of Phase I: no later than December 29, 2023 (May 8, 2024)
- Purchase of Phase II: no later than December 26, 2025 (April 30, 2027 – Occurred 11/21/25)
- Purchase of Phase III: no later than October 29, 2027 (April 1, 2030)
- Beginning 18 months after Certificate of Occupancy for each parcel, the minimum guaranteed assessment value is in effect

Other:

- Creates and promotes additional downtown residential and commercial economic activity
- The purchase price is based upon a per unit value of \$7,100. The price of each parcel will vary depending on the unit count.

- City will prepare subdivision plan to subdivide the site into parcels to be conveyed to Developer for each phase and create parcels for the public park, River Street pump station and street ROW's
- City is responsible for obtaining permits for public improvements and Developer is responsible for obtaining permits for private improvements
- Developer may conduct feasibility studies on the site and may terminate the agreement if an unacceptable condition of the site is revealed, on or before October 15, 2019
- Phase I Public Improvements must be completed for Developer to commence construction
- The water and sewer investment fees to be paid by occupants at time of connection
- Developer must pay school, police, fire, and recreation Impact Fees, but infrastructure improvements may be provided in lieu of Impact Fees.
- City to make public improvements using Waterfront TIF funding (currently \$6.6M appropriated). Public improvements shall not exceed \$20 million and will be done in phases.
- Developer may complete some of the public improvements for credit towards purchase price
- City will complete RAP for the site and submit it to NHDES after receiving a sign off from Developer. RAP required environmental remediation must be completed and approved by NHDES prior to purchase of any parcel by Developer.
- Agreement lists 5 conditions precedent that the Developer must satisfy and 11 conditions precedent that the City must satisfy prior to the sale of each parcel.
- Developer may extend the possession date for any phase for up to 24 months, the first 12 months at no cost and the second 12 months at a cost of \$5,000 per month, nonrefundable but credited against purchase price.
- Agreement contains a list of events that constitute the Developer's default and the City's remedies.
- The site will be developed consistent with the applicable design guidelines
- Agreement can be amended in writing upon agreement of both parties.
 - There have been 4 Amendments approved
 - Addressing dates, COVID related delays and permit requirements

Summary of Land Development Agreement between the City of Dover and Terra Nova and Westfield, LLC

Developer to complete assembly/manufacture, resident and mixed use buildings on two parcels known as Map G lots 2 and 29 located on Littleworth Road, at their cost.

Private Improvements:

- Development of G-2 to provide between 400,000 and 600,000 sf of industrial buildings
- Development of G-29 to provide a mixture of residential and commercial uses to be laid out with consultation by staff. Residential component will include a diversity of housing styles
- Creation of 14+ acres of open space

Public Improvements:

- Roadway connecting Industrial Park Road and Crosby Road
 - Associated utility connections, as necessary under the roadway
- Roadway intersection improvements at Industrial Park and Littleworth Roads and a proposed road accessing G-29
- New road and water and sanitary sewer utilities construction within Lot G-29
- Cleaning up outstanding utility easements across Map G lot 2.
- Creation of approximately 80 attainable housing units

Surety for City:

- City to reimburse the developer for public improvement costs after the CO has been issued for the building
- Tax Guarantee
 - For each phase, the property tax assessment shall be such to generate annual tax revenue equal to or above 1.5X annual bond cost for the public infrastructure.
- If tax shortfalls exist, the Developer must make up the shortfall.
- A Performance Mortgage will be conveyed to the City for the tax obligation
- Notice of DA will be recorded at SCRD, so DA runs with the land and binds any future purchaser if the property is later sold before full recovery of the City's reimbursement occurs.

Other Items:

- Creates additional residential and commercial economic activity along an existing State maintained roadway
- The water and sewer investment fees to be paid by occupants at time of connection
- Impact fees to be paid prior to issuance of a certificate of occupancy
- The Developer must justify any waivers or relief from land use regulations, and Planning Board must grant, as part of Site Plan approval. No implied consent.
- The City has the right to review pre-construction cost estimates before construction
- The City shall be under no obligation to reimburse Developer until there are private improvements on the Project Site generating tax revenue
- The Dover Business and Industrial Development Authority recommended approval of the Term Sheet at its January 27th 2022 meeting.
- The Developer will hold an abutter meeting prior to:
 - To the Planning Board approval,
 - Commencement of construction