



CITY OF DOVER

CITY COUNCIL - AGENDA

Meeting Type: **Special Meeting**
Meeting Location: **City Hall, Council Chambers**
Meeting Date: **Wednesday, June 3, 2026**
Meeting Time: **6:00 pm**

1. CALL TO ORDER
2. MOMENT OF SILENCE
3. PLEDGE OF ALLEGIANCE
4. ROLL CALL ATTENDANCE
5. PUBLIC HEARINGS
 - A. **AUTHORIZATION FOR BONDING AND FY2024 CAPITAL IMPROVEMENTS APPROPRIATION FOR WATERFRONT TIF DEVELOPMENT SITE IMPROVEMENTS – VALIDATING, RATIFYING AND ADOPTING RESOLUTION R-2023.03.29-051 (THIS RESOLUTION REQUIRES A 2/3 MAJORITY VOTE) (VOTE TO OCCUR ON JUNE 10, 2026)**
SPONSORED BY MAYOR SHANAHAN BY REQUEST
6. PUBLIC FORUM

Taxpayers, Business owners, and Residents are invited to speak on the subject matter of the Special Meeting. Statements shall be limited to five minutes.
7. NEW BUSINESS
 - A. **CITY OF DOVER'S RESOLUTION IN SUPPORT OF HOUSE BILL 1491 CONCERNING GOVERNMENT RISK POOLS**
SPONSORED BY MAYOR SHANAHAN
 - B. **CITY OF DOVER'S RESOLUTION IN OPPOSITION OF HOUSE BILL 1588 CONCERNING LOSS OF LOCAL CONTROL REGARDING ZONING**
SPONSORED BY MAYOR SHANAHAN
8. ADJOURNMENT



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 5.A.

Resolution Number: **R – 2026.05.27- 204**

Resolution Re: Authorization for Bonding and FY2024 Capital Improvements Appropriation For Waterfront TIF Development Site Improvements – Validating, Ratifying and Adopting Resolution R-2023.03.29-051

WHEREAS: The City Council desires to make public improvements and to finance these improvements with the sale of general obligation bonds.

WHEREAS: On March 16, 2023 the City received bid responses for B23006 Cochecho Waterfront Improvement Construction; and

WHEREAS: Based on the bid results the City has determined that additional appropriations are required for the Waterfront Development project to proceed; and

WHEREAS: Resolution [R-2023.03.29-051](#) was taken up by City Council on March 29, 2023, referred to public hearing on April 12, 2023, and adopted on April 26, 2023. However, it was recently discovered that the newspaper failed to publish the notice for the public hearing in March 2023, as procedurally required by the City Charter C 6-14 *Borrowing Procedure* and NH RSA 49-C:24 *Local Option-City Charters Borrowing Procedure*. Accordingly, the intent of this resolution is to cure that procedural error by the newspaper and validate, ratify and adopt R-2023.03.29-051.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND DOVER CITY COUNCIL THAT:
R-2023.03.29-051 is hereby validated, ratified, and adopted, retroactive to April 26, 2023.

AND FURTHER BE IT RESOLVED THAT:

The following capital project funding is appropriated, with estimated useful lives in excess of the length indicated, as part of the FY2024 Capital Improvements Program:

Item #	Description	Proposed	Life/Yrs	Department	Fund
		Appropriation			
1	Waterfront Development Site Improvements	\$6,000,000	20	TIF - Waterfront	TIF
	Total	\$6,000,000			

AND FURTHER BE IT RESOLVED THAT:

To meet the appropriations of this resolution there is authorized, under and pursuant to the City Charter and the New Hampshire Municipal Finance Act and any other enabling authority, the issuance and sale of general obligation bonds of the City of Dover in a principal amount equal to the total of the appropriations. The full faith and credit of the City is hereby pledged for the principal and interest on said bonds. The bonds are to be signed by the City Manager and countersigned by the City Treasurer, with the Finance Director and City Treasurer having the discretion of fixing the dates, maturities, denominations, place of payment, interest rate or rates and form, and to provide for the sale of the bonds.



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 5.A.

Resolution Number: **R – 2026.05.27- 204**
Resolution Re: Authorization for Bonding and FY2024 Capital
Improvements Appropriation For Waterfront TIF
Development Site Improvements – Validating, Ratifying and
Adopting Resolution R-2023.03.29-051

NOTE: This resolution requires a duly advertised public hearing and a 2/3 favorable vote of all members for passage with the vote deferred until at least three (3) days after public hearing.

AUTHORIZATION

Approved as to Funding: Daniel R. Lynch
Finance Director

Sponsored by: Mayor Dennis Shanahan
By Request

Approved as to Legal Joshua M. Wyatt
Form and Compliance: City Attorney

Recorded by: Jerrica Vanslyvong-Bizier
City Clerk

DOCUMENT HISTORY:

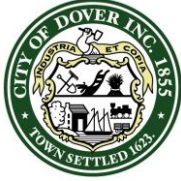
First Reading Date:	Public Hearing Date:
Approved Date:	Effective Date:

DOCUMENT ACTIONS:

VOTING RECORD		
Date of Vote:	YES	NO
Mayor Dennis Shanahan		
Deputy Mayor Lindsey Williams		
Councilor S. April Richer, Ward 1		
Councilor Lucas Veitch, Ward 2		
Councilor Anthony Retrosi, Ward 3		
Councilor Timothy Granfield, Ward 4		
Councilor Richard Robison, Ward 5		
Councilor Fergus Cullen, Ward 6		
Councilor Bret Carmichael, At Large		
Total Votes:		
Resolution does does not pass.		

RESOLUTION BACKGROUND MATERIAL:

Document Created by: Finance Department	R-2026.05.27 Authorization for Bonding and FY2024 CIP Appropriation for Waterfront TIF Site Improvements - Validating Ratifying Adopting Resolution R-2023.03.29-051
Document Posted on: May 29, 2026	Page 2 of 4



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 5.A.

Resolution Number: **R – 2026.05.27- 204**
Resolution Re: Authorization for Bonding and FY2024 Capital
Improvements Appropriation For Waterfront TIF
Development Site Improvements – Validating, Ratifying and
Adopting Resolution R-2023.03.29-051

This resolution makes appropriations for the Waterfront Development Site Improvement project as part of the FY2024 Capital Improvements Program financed by debt and authorizes the sale of bonds.

This resolution makes appropriations for the Waterfront Development project which is scheduled to be completed over multiple years. The Finance Department will coordinate with the department overseeing the project to submit cash flow requirements for the project. These cash flow projections are used to determine the amount for upcoming bond issuance. Those projects that are not financed or are only partially financed remain as authorized unissued debt and bonded (financed) when the cash need is determined.

Debt Authorization versus Debt Retirement

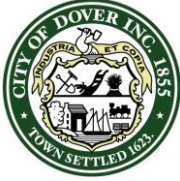
The following table compares the tentative authorization amount to the amount of debt being retired:

	Waterfront TIF
Description	Fund
Pending Authorization	6,000,000
Prior FY2024 CIP Authorization	4,000,000
FY2024 Principal Retirement	227,542
Net Change	9,772,458

Legal Debt Limits

The following table summarizes the amount of debt outstanding & authorized-unissued, as of March 29, 2023. Tax increment finance districts are exempt from statutory debt limits.

	Waterfront TIF
Description	Fund
Debt Outstanding	4,260,704
Authorized - Unissued	13,812,500
Total Issued & Unissued	18,073,204
This Authorization	6,000,000
Grand Total	24,073,204



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 5.A.

Resolution Number: **R – 2026.05.27- 204**

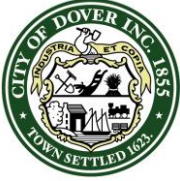
Resolution Re: Authorization for Bonding and FY2024 Capital
Improvements Appropriation For Waterfront TIF
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Waterfront Development Authorized-Unissued Debt and Available Appropriations

The following table summarizes the existing debt authorizations for the Waterfront Development project that are unissued at this time. This table also shows the available appropriations for those authorizations made for prior years' Capital Improvements Programs.

Description	Appropriations	Available Balance	Authorized Unissued Debt	CIP Authorization
Cochecho Riverbank Stabilization	\$ 600,000	\$ 599,500	\$ -	FY2017 CIP Appropriation
Cochecho Riverfront Park Development	1,412,500	1,324,464	1,412,500	FY2018 CIP Appropriation
Waterfront Development Site Improvements	8,400,000	8,239,736	8,400,000	FY2023 CIP Appropriation
Site Improvements - Waterfront	4,000,000	4,000,000	4,000,000	FY2024 CIP Appropriation
	\$ 14,412,500	\$14,163,700	\$ 13,812,500	

The repayment of the Waterfront TIF Fund debt obligations are to be funded through the Tax Increment retained in the TIF Fund. The Tax Increment to be retained in the TIF Fund will be generated from the growth in the retained captured assessed value resulting from the guaranteed assessed value established in the Waterfront Land Development agreement.



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 7.A.

Resolution Number: **R – 2026.06.03 – 206**

Resolution Re: City of Dover's Resolution in Support of House Bill 1491
Concerning Governmental Risk Pools

- WHEREAS: The City of Dover is a participating member of HealthTrust, a non-assessable governmental risk pool created by political subdivisions to pool risks and provide stable, cost-effective health coverage for municipal employees and retirees; and
- WHEREAS: House Bill 1491 establishes a new statutory framework accommodating the continued operation of non-assessable risk pools such as HealthTrust, subject to the oversight of the New Hampshire Department of Insurance; and
- WHEREAS: The legislation allows municipalities to retain local-decision making and flexibility; and
- WHEREAS: Maintaining access to non-assessable risk pools supports predictable budgeting, financial stability, and long-term planning for municipalities such as Dover, and avoids unexpected assessments and volatility in health coverage costs; and
- WHEREAS: The continued availability of multiple risk pool models creates more carrier options and strengthens the overall municipal health coverage marketplace in New Hampshire.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF DOVER THAT:

The City of Dover hereby expresses its support for House Bill 1491, as currently passed by the House of Representatives and Senate, and its establishment of an updated regulatory framework for continued operation of non-assessable risk pools.

BE IT FURTHER RESOLVED:

That the City of Dover respectfully urges Her Excellency, Governor Kelly Ayotte, to sign House Bill 1491 into law.

BE IT FURTHER RESOLVED:

That a copy of this resolution be transmitted by the Dover City Manager or designee to the Office of the Governor and Dover's legislative delegation, with a copy to the New Hampshire Municipal Association.

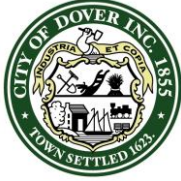
AUTHORIZATION

Approved as to Funding: Daniel R. Lynch
Finance Director

Sponsored by: Mayor Dennis Shanahan

Approved as to Legal
Form and Compliance: Joshua M. Wyatt
City Attorney

Recorded by: Jerrica Vanslyvong-
Bizier
City Clerk

 CITY OF DOVER	CITY OF DOVER - RESOLUTION	
	Agenda Item#: 7.A.	
Resolution Number: R – 2026.06.03 – 206 Resolution Re: City of Dover’s Resolution in Support of House Bill 1491 Concerning Governmental Risk Pools		

DOCUMENT HISTORY:

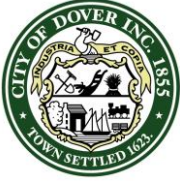
First Reading Date: _____ Approved Date: _____	Public Hearing Date: _____ Effective Date: _____
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DOCUMENT ACTIONS:

VOTING RECORD		
Date of Vote:	YES	NO
Mayor Dennis Shanahan		
Deputy Mayor Lindsey Williams		
Councilor S. April Richer, Ward 1		
Councilor Lucas Veitch, Ward 2		
Councilor Anthony Retrosi, Ward 3		
Councilor Timothy Granfield, Ward 4		
Councilor Richard Robison, Ward 5		
Councilor Fergus Cullen, Ward 6		
Councilor Bret Carmichael, At Large		
Total Votes:		
Resolution does does not pass.		

RESOLUTION BACKGROUND MATERIAL:

Non-school City employees, spouses, dependents, and retirees rely on HealthTrust to provide health coverages. HealthTrust issues fixed premium rates each year to fund its services and does not rely on periodic member assessments to address funding needs. Thus, HealthTrust is a so-called non-assessable risk pool. HealthTrust has operated as such for decades. House Bill 1491 is intended to create a new statutory framework to accommodate the continued existence and operation of such non-assessable risk pools, regulated by the Insurance Department. House Bill 1491 has been passed by both the House of Representatives and the Senate. The text of the bill can be found at this link: https://gc.nh.gov/bill_status/billinfo.aspx?id=1598&inflect=2 The NHMA supports House Bill 1491.



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 7.B.

Resolution Number: **R – 2026.06.03 - 207**

Resolution Re: City of Dover's Resolution in Opposition to House Bill 1588 Concerning Loss of Local Control Regarding Zoning

- WHEREAS: In the current legislative session, House Bill 1588 is on the verge of an important vote by both the New Hampshire House of Representatives and the New Hampshire Senate; and
- WHEREAS: House Bill 1588 is aimed at local zoning and threatens significant loss of local control over zoning by: (1) requiring municipalities to allow multi-family residential development by right in zones that permit commercial uses, (2) exempting proposed residential development on land zoned to permit commercial uses from all zoning ordinance requirements (e.g., density) except dimensional requirements; and (3) prohibiting municipalities from adopting zoning ordinances for residential development in commercial zones that differ from those for commercial development, effectively tying residential regulations to commercial regulations; and
- WHEREAS: The New Hampshire Municipal Association strongly opposes House Bill 1588 because of the drastic loss of local control over zoning and its adverse disruption of land use planning within towns and cities across New Hampshire; and
- WHEREAS: The New Hampshire Legislature has long recognized the importance of local control over zoning—[RSA 672:1](#) declares, among other things, that “[p]lanning, zoning, and related regulations have been and should continue to be the responsibility of municipal government” and that zoning is “a legislative tool that enables municipal government to meet more effectively the demands of evolving and growing communities.”

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF DOVER THAT:

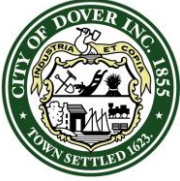
The City of Dover hereby expresses its strong opposition to House Bill 1588 due to the proposed legislation's significant harm to long-standing local control over zoning and the threatened disruption to the City of Dover's carefully planned land uses and the City of Dover's master plan, which is developed and continually refined with significant local community input and professional expertise.

BE IT FURTHER RESOLVED:

That the City of Dover respectfully urges all of its legislative delegates in the New Hampshire House of Representatives and the New Hampshire Senate to vote against House Bill 1588.

BE IT FURTHER RESOLVED:

That a copy of this resolution be transmitted by the Dover City Manager or designee to the Dover's legislative delegation, with a copy to the New Hampshire Municipal Association.



CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 7.B.

Resolution Number: **R – 2026.06.03 - 207**

Resolution Re: City of Dover's Resolution in Opposition to House Bill 1588 Concerning Loss of Local Control Regarding Zoning

AUTHORIZATION

Approved as to Funding: Daniel R. Lynch
Finance Director

Sponsored by: Mayor Dennis Shanahan

Approved as to Legal
Form and Compliance: Joshua M. Wyatt
City Attorney

Recorded by: Jerrica Vansylyvong-
Bizier
City Clerk

DOCUMENT HISTORY:

First Reading Date:
Approved Date:

Public Hearing Date:
Effective Date:

DOCUMENT ACTIONS:

VOTING RECORD		
Date of Vote:	YES	NO
Mayor Dennis Shanahan		
Deputy Mayor Lindsey Williams		
Councilor S. April Richer, Ward 1		
Councilor Lucas Veitch, Ward 2		
Councilor Anthony Retrosi, Ward 3		
Councilor Timothy Granfield, Ward 4		
Councilor Richard Robison, Ward 5		
Councilor Fergus Cullen, Ward 6		
Councilor Bret Carmichael, At Large		
Total Votes:		
Resolution does does not pass.		

RESOLUTION BACKGROUND MATERIAL:

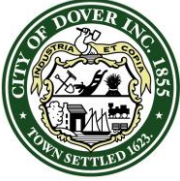
House Bill 1588 has recently come out of a committee of conference (i.e., a committee of selected House and Senate members to explore how to reconcile differences between the two legislative bodies). The amended bill is now expected to be voted upon by both bodies on Thursday, June 4, 2026.

The docket and current text of House Bill 1588 can be found here:

https://gc.nh.gov/bill_status/billinfo.aspx?id=2446&inflect=2

Document Created by: Joshua Wyatt, Esq.
Document Posted on: May 29, 2026

R-2026.06.03 City of Dover's Resolution in Opposition to
House Bill 1588 Concerning Loss of Local Control
Regarding Zoning
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CITY OF DOVER

CITY OF DOVER - RESOLUTION

Agenda Item#: 7.B.

Resolution Number: **R – 2026.06.03 - 207**

Resolution Re: City of Dover's Resolution in Opposition to House Bill
1588 Concerning Loss of Local Control Regarding Zoning

By way of background, New Hampshire first enabled local zoning in 1925. The need for local zoning controls gained wide acceptance with the landmark 1926 decision by the United States Supreme Court in *Village of Euclid v. Ambler Realty Co.*, 272 U.S. 365 (1926). That case is the legal basis for what is referred to today as “Euclidian” zoning powers. In the *Village of Euclid* case, the U.S. Supreme Court observed as follows:

Building zone laws are of modern origin. They began in this country about twenty-five years ago. Until recent years, urban life was comparatively simple; but with the great increase and concentration of population, problems have developed, and constantly are developing, which require, and will continue to require, additional restrictions in respect of the use and occupation of private lands in urban communities. Regulations, the wisdom, necessity and validity of which, as applied to existing conditions, are so apparent that they are now uniformly sustained, a century ago, or even half a century ago, probably would have been rejected as arbitrary and oppressive. Such regulations are sustained, under the complex conditions of our day, for reasons analogous to those which justify traffic regulations, which, before the advent of automobiles and rapid transit street railways, would have been condemned as fatally arbitrary and unreasonable. And in this there is no inconsistency, for while the meaning of constitutional guaranties never varies, the scope of their application must expand or contract to meet the new and different conditions which are constantly coming within the field of their operation. In a changing world, it is impossible that it should be otherwise.

Village of Euclid v. Ambler Realty Co., 272 U.S. 365, 386-387 (1926).

A history of zoning in New Hampshire can be found in the NHMA presentation available at the following link: https://www.nhmunipal.org/sites/default/files/uploads/webinars/2022-10-15_zoning_101.pdf

This resolution advances City Council Goal #1, concerning housing initiatives in Dover, as well as City Council Goal #2, concerning quality of life in Dover.