



## POLICE ADVISORY BOARD MEETING

The Police Advisory Board (PAB) Meeting was held on November 20, 2025 at 7:20 p.m. at the Dover Police Department in the James L. Hutchison Public Assembly Room with Chairperson Dr. Chanda Jackson presiding. Members of the PAB in attendance were Rev. Dr. Carol Boggerty, Mr. Waverly Debraux & Mr. Arqum Rashid. Mrs. Courtney Ford, Dr. Charlisa Holloway-Edelin. And Mr. Robby Sheehan were absent.

Ex-Officio Members in attendance Chief Thomas A. Johnson, & Sgt. Ian Thompson (Dover Police Department) & Deputy Chief David Spicer (Delaware State University).

### **PUBLIC COMMENT PERIOD**

Mr. Chris Asay (League of Women Voters of Delaware / Dover Resident) stated that the reconfigured Police Advisory Board has now been operating for approximately 18 months. During this period, the board has focused on establishing its structure and processes, and that foundational work is largely complete. With that groundwork in place, now is the appropriate time for the board to fully engage in the purpose for which it was created. Each member serves as a volunteer committed to providing an important service to the community, and naturally wants to see that this work is making a meaningful difference. The board has two key responsibilities: first, to engage with and listen to the community regarding their experiences with policing; and second, to represent and convey those concerns to the police department in the form of recommendations on policies and procedures. These responsibilities reflect the mandate established under Senate Bill 206 of 2023, which required the creation of police accountability committees. To assess whether these tasks are being fulfilled—and to ensure the community can see that they are being fulfilled—it is essential to document the board's work in the form of a report, ideally an annual report. Such a report should be presented to the community to demonstrate responsiveness to their concerns, and to the police department and city council with specific recommendations for policy or procedural changes, including the rationale for each recommendation. Now is the time for the board to set this as a priority and establish a target date for completing its first annual report to the community, the police department, and city leadership.

### **ADOPTION OF AGENDA**

Mr. Waverly DeBraux moved to accept the Agenda, seconded by Rev. Dr. Boggerty. and unanimously carried.

### **ADOPTION OF MINUTES FROM SEPTEMBER 18, 2025 MEETING**

Mr. Arqum Rashid moved to accept the Minutes, seconded by Mr. Waverly DeBraux and unanimously carried.

**CITIZEN COMPLAINTS** - None Reported

### **REVISED RESOLUTION 24-01 (TO ALLOW UP TO TWO STUDENTS ATTENDING CITY HIGH SCHOOLS TO HAVE DESIGNATED SEATS ON THE POLICE ADVISORY BOARD)**

Mr. Arqum Rashid moved to revise Resolution 24-01, to allow up to two students attending City High Schools to have designated seats on the Police Advisory Board, seconded by Mr. Waverly DeBraux and unanimously carried.

The board discussed the number of student members permitted under its current structure. It was noted that the board regulates its own composition, and while the existing language allows for up to two high school students, any increase beyond that would require a vote to amend the bylaws. The group also clarified that this provision applies specifically to high school students and does not affect the separate collegiate-level student position. It was mentioned that Delaware State University is expected to have a student representative, per communication from Dr. Charlisa Holloway-Edelin, who could not attend the meeting.

**MEMBERSHIP APPLICATION REVIEW (STUDENTS) - LILLYROSE GRANGER  
AYRUE LIN**

Mr. Arqum Rashid moved to accept LillyRose Granger and Ayrue Lin into the Police Advisory Board pending a criminal history check and approval by Mayor Robin Christiansen, seconded by Reverend Dr. Carol Boggerty and unanimously carried.

Rev. Dr. Boggerty requested that the two students introduce themselves to the Board. Miss Granger stated that she is the President of the Dover High School Class of 2028, describes herself as a caring and community-minded student who is passionate about how young people can contribute to local decision-making. She is actively involved in school life, serving as president of the Debate Club and participating in multiple sports. Miss Lin stated that she is a 10th-grade student athlete and the vice president of the Class of 2028 Student Council. She is also the founder and president of the Youth for Mental Wellness Club, which focuses on supporting youth mental health and educating the community. Passionate about advocacy, she hopes to serve on the board to help elevate sensitive conversations and address issues that affect student safety.

**MEMBERSHIP – APPOINTMENT RECOMMENDED BY MAYOR CHRISTIANSEN – MELYNDA A. CAMERON**

Mr. Arqum Rashid moved to accept the membership of Melynda A. Cameron, effective immediately to serve a modified three year term to expire on May 31, 2028, seconded by Mr. Waverly DeBraux and unanimously carried.

**COMMUNITY MEETING UPDATES – None Provided**

**ANNOUNCEMENTS** It was noted that there are several upcoming turkey giveaways in the community, though specific dates were not available. Members noted that many local organizations are reporting reduced access to donated items this year, resulting in a lower overall volume of giveaways. Residents in need are encouraged to monitor social media for event flyers and to arrive early at distribution sites to ensure they can take advantage of available resources.

In Dr. Holloway-Edelin's absence, it was shared that Delaware State University has a significant number of students who have aged out of foster care and remain on campus year-round. The university is seeking support to ensure these students have consistent access to food during the holidays and throughout the year, as many do not have family resources to rely on.

Deputy Chief Spicer stated that Delaware State University has a MEAC Conference Championship football game on Saturday, the 22nd, which is expected to draw thousands of attendees. Despite a rainy forecast in the morning, conditions are expected to clear by game time.

Rev. Dr. Jackson mentioned that approximately 95% of jurisdictions in the state now have police advisory boards, whether formed independently or collaboratively. While there is still room for improvement, this level of participation reflects a strong statewide commitment to accountability and progress. Dover's leadership and early work in this area continue to be recognized. Members expressed hope that, as these boards mature, they will begin systematically collecting and sharing data to better inform the public about their ongoing efforts.

Chief Johnson reported that an upcoming opportunity for the board to engage with the community is the Hometown Holiday event on December 13th, taking place on Loockerman Street between State and Governor's. This holiday-themed event has grown rapidly and features numerous activities in collaboration with other

community organizations. Attendance provides a great chance for advisory board members to interact with community members and experience the department's outreach efforts firsthand.

Additionally, the department is in the midst of its four-year accreditation review by the CALEA. This assessment involves a thorough, in-person inspection of facilities, processes, documentation, and stakeholder interviews. Preliminary feedback from the assessment team has been very positive, with no concerns raised regarding policy or compliance. A formal report is expected in December or early January. The final step will involve the accreditation manager and department leadership presenting findings to the regional subcommittee in the spring, after which the agency anticipates renewing its accreditation for another four-year term. The department has maintained accredited status for nearly two decades, reflecting consistent adherence to professional standards and organizational excellence.

#### **ADJOURNMENT**

The meeting adjourned at 7:42 pm

#### **Attachments**

#1 - Minutes from September 18, 2025 Meeting

#2 – Revised Resolution 24-01



## POLICE ADVISORY BOARD MEETING

The Police Advisory Board (PAB) Meeting was held on September 18, 2025 at 7:00 p.m. at the Dover Police Department in the James L. Hutchison Public Assembly Room with Chairperson Dr. Chanda Jackson presiding. Members of the PAB in attendance were Rev. Dr. Carol Boggerty, Mrs. Courtney Ford, & Dr. Charlisa Holloway-Edelin. Mr. Robby Sheehan & Mr. Waverly Debraux. & Mr. Arqum Rashid were absent.

Ex-Officio Members in attendance Chief Thomas A. Johnson, & Sgt. Ian Thompson (Dover Police Department) & Chief Donald Baynard (Delaware State University).

### **PUBLIC COMMENT PERIOD**

Mr. Chris Asay (League of Women Voters of Delaware / Dover Resident)

- Mr. Asay reported attending two public police reform town halls at Dover Public Library (Aug 7 & Sept 2); a third is scheduled for Nov 4. Two PAB members attended the Sept 2 meeting.
- Noted strong public engagement at the town halls (30–40 attendees) compared to low attendance at PAB meetings (typically 1–2 members of the public).
- Raised concerns about the public's lack of participation in PAB meetings and questioned possible reasons:
  - Lack of public awareness about the PAB and its role
  - Inadequate meeting notice distribution
  - Intimidation due to meetings being held in a police facility
- Suggested expanding PAB training beyond local police input to include collaboration with other advisory boards.
  - Recommended connecting with the **National Association of Police Advisory Boards** for training and best practices.
- Emphasized the PAB's role in building public trust in policing and called for actionable steps to engage the community more effectively.

### **ADOPTION OF AGENDA**

Mrs. Courtney Ford moved to accept the Agenda, seconded by Dr. Charlisa Holloway-Edelin. and unanimously carried.

### **ADOPTION OF MINUTES FROM AUGUST 21, 2025 MEETING**

Dr. Charlisa Holloway-Edelin moved to accept the Minutes, seconded by Mrs. Courtney Ford and unanimously carried.

**CITIZEN COMPLAINTS** Although there were no citizen complaints, Dr. Holloway-Edelin wanted to advise Mr. Asay that full board attendance at public town halls is not possible due to quorum rules, which would trigger public notice requirements and could discourage open community discussion. Dr. Holloway-Edelin agreed with concerns about low public attendance at PAB meetings despite strong turnout at town halls and acknowledged the need to find ways to attract more community members to PAB meetings and committed to discussing potential new outreach strategies with fellow board members, she emphasized the board's openness to public input and the desire to create a more engaged, participatory environment and affirmed shared goals of listening to the community and fostering dialogue in alignment with the board's mission.

Dr. Boggerty advised that "Community Meeting Updates" were added to the PAB Agenda so that the Board Members could publicly discuss/share when they attend these meetings.

Dr. Jackson expressed appreciation for the public comments and emphasized that public suggestions are taken seriously and thanked Mr. Asay for his input..

Dr. Boggerty questioned the lack of complaints submitted to the board, noting that there appear to be many

concerns circulating in the community and wondered whether the current system is functioning as intended and whether the public is engaging with it as expected.

Dr. Jackson attended the recent town hall noted that many community members are unaware of the Police Advisory Board's existence, its role, or how to engage with it. She emphasized the need for improved outreach and communication to ensure the public knows they are welcome to attend meetings and submit complaints through the proper channels. Dr. Jackson stated, based on town hall feedback she observed that the public may feel discouraged from participating due to a belief that their concerns won't lead to meaningful change. She further stated that part of increasing engagement includes clarifying the board's role and limitations—especially regarding citizen complaints—and the constraints imposed by legislation and public meeting requirements and stressed that even when the board cannot act directly on individual complaints, hearing them is still valuable to inform the board's ongoing development. Dr. Jackson agreed that questions about the meeting location (inside the police building) potentially deterring attendance are worth further discussion. Dr. Jackson commented that the sooner the PAB was advised of community meetings the better as quorum notices can be posted and attendance worked out.

Dr. Charlisa Holloway-Edelin acknowledged ongoing public discussion on social media and emphasized the importance of engaging with it and proposed posting PAB meeting notices on social media, in addition to the website, to increase visibility. Dr. Holloway Edelin further suggested formally ensuring at least two board members attend future town halls, staying within quorum limits and recommended that attending members bring PAB materials or graphics to raise awareness about the board's role. It was further discussed to post meeting notices on the Dover Police Department's Facebook page and adding content to the Delaware State University (DSU) website, noting that DSU Police currently lacks a dedicated social media presence, and members suggested creating one to support outreach efforts with emphasis being placed on ensuring coordination and inclusion of both municipal and university police entities in public communication.

#### **MEMBERSHIP – APPLICATION REVIEW**

**DENISE DUDLEY**

**MELYNDA A. CAMERON**

**OTIS HARRIS**

Dr. Jackson reported that three applications have been received for board membership so far. However, several mandated representation areas under House Bill 206 are still unfilled. These include: individuals impacted by the criminal justice system (either as victims or otherwise), a youth representative from Delaware State University (DSU), a high school student, and a local business owner. While the board was open to discussing the current applicants, it was suggested that a vote be postponed until all board members are present to ensure everyone has an opportunity to provide input. The potential board members in attendance were given the opportunity to speak if they so chose.

Melynda A. Cameron stated her professional background includes extensive experience working with law enforcement and emergency response and she currently works in emergency management, responding to aviation accidents and mass casualty crimes, and coordinates with federal and local agencies. Her responsibilities include next-of-kin notifications, family assistance, and ensuring compliance with relevant protocols. She noted that her role bridges citizen experience with direct law enforcement collaboration and may fulfill one of the board's required representation categories, depending on how the criteria are interpreted.

Denise Dudley introduced herself as a lifelong Dover resident and current Substance Abuse Navigator with the Connect Recovery Program. She shared that both she and her family have been impacted by the justice system, which has shaped her perspectives and life choices. With over 25 years of experience in human services, she

works directly with women and children affected by substance use, conducts programming, distributes Narcan kits, and actively engages with individuals in the community and encampments to encourage treatment and recovery.

Mrs. Courtney Ford reminded the group that her term has ended and clarified that roles such as youth development or community relations may be mandatory for applicant representation and emphasized the importance of being aware of which roles need to be filled as the board reviews applications.

Chief Thomas A. Johnson, Jr. emphasized the importance of compliance with state law mandates requiring a clergy representative and a representative impacted by the criminal justice system and also noted that the board's bylaws require seats for a high school and college-level member, which are currently being filled. Beyond these mandated positions, the board traditionally seeks diverse representation from areas such as academia, healthcare, and business. Members were reminded to consider these required seats when assessing vacancies and to recognize the flexibility available for filling remaining positions.

#### **YOUTH**

Dr. Charlisa Holloway-Edelin stated the school year has started, and students are settling in and the board will coordinate with Chief Baynard and Officer Wilkerson, the School Resource Officer at ECH, to identify potential high school candidates for board membership, including possible cadets and she will update with candidate names at the next meeting. Dr. Holloway-Edelin further mentioned that she has a positive outlook on campus safety, noting students have settled in well with minimal criminal behavior so far. While some student behavior issues and occasional weekend incidents occur, coordination between Chief Baynard and Chief Johnson has helped maintain order. Compared to the same time last year, overall safety has improved. Chief Baynard concurred that progress is being made.

#### **REVIEW OF MEMBER BIO TEMPLATE**

Mrs. Courtney Ford recommended standardizing applicant biographies by presenting them in paragraph form with a word limit of approximately 300 to 500 words. She suggested using prompts along with resumes and applications to create consistent and balanced bios. The focus should highlight key values such as community engagement, collaboration, and professionalism. Dr. Charlisa Holloway-Edelin moved to accept the Bio Template as presented, seconded by Dr. Carol Boggerty and unanimously carried.

#### **COMMUNITY MEETING UPDATES**

Dr. Chanda Jackson attended the town hall meeting and found it very informative. The event aimed to address police advisory boards across the state. Attendees were divided into groups to answer five questions, focusing on community awareness of police advisory boards, their perceived versus actual roles, and community-police relations. Many attendees were unaware of the existence of police advisory boards, giving Dr. Jackson an opportunity to share information about Dover's board, which was established prior to state legislation and is more advanced than others in the state. She described the discussion as valuable and insightful and deferred further details to Courtney Ford.

Mrs. Courtney Ford agreed that the discussion was the highlight of the town hall. She thanked Mr. Chris Asay for bringing the event to their attention, allowing the board to engage with the community. One key question asked was, "What should policing look like?" which many found difficult to answer, reflecting the complexity and tension around policing issues. Personal stories shared were enlightening and important for feedback. Mrs. Ford expressed interest in attending the November town hall and possibly bringing board materials to help bridge the conversation.

She also noted that when she introduced herself as a police advisory board member, there was noticeable discomfort and hesitation from participants, indicating that many do not feel comfortable attending such meetings at police or public venues. She asked if others had similar experiences.

Dr. Chanda Jackson stated that she had the opposite experience—people were more open and welcoming when she introduced herself and thought it was interesting that Mrs. Ford's group felt differently. Overall, she is glad that this event is happening in our community and that it was held at an accessible location like the public library. She further mentioned that her group was curious and engaged, asking questions about the board's purpose, meeting times, and how to submit complaints. The challenge in their group was staying focused on the assigned questions while navigating broader community concerns. Members agreed that these conversations were valuable.

Ms. Lynne Sweeney with Moms Demand Action advised that they went to Governor's Listening Tour held in Dover, which focused on addressing gun violence. The event brought together representatives from various organizations working on this issue. The Governor primarily listened to feedback and insights from attendees. Members found the discussion enlightening and expressed admiration for the many community organizations doing meaningful and impactful work in this area.

Ms. Crystal Chapman, a Smart Justice Ambassador with the ACLU, announced the launch of a new Community Lounge in partnership with NeighborGood Partners. The lounge will begin on September 25th and take place from 5:30 PM to 7:00 PM (potentially extending to 7:30 PM depending on participation and discussion). The location is NeighborGood Partners on Division Street, formerly known as NCALL.

## **ANNOUNCEMENTS**

Chief Donald Baynard stated that the Delaware State University's upcoming Homecoming is scheduled for October 5th–11th. The busiest period is expected toward the end of the week and weekend. Last year, the event drew approximately 15,000 attendees, significantly impacting the campus and surrounding areas. The board was advised to be mindful of increased activity and coordination needs with the City of Dover and law enforcement during this time.

Chief Thomas A. Johnson, Jr. announced that the police academy graduation will take place September 19, 2025 at the middle school auditorium, featuring nearly 20 graduates from various departments statewide, including four new officers from Dover PD.

Chief Johnson facilitated networking introductions, suggesting that Ms. Melynda Cameron connect with the department's Victim Services Coordinator and Ms. Denise Dudley connect with the department's Behavioral Health Unit, as their work aligns closely with the Departments. Chief Johnson also expressed interest in connecting Ms. Crystal Chapman (ACLU/Smart Justice) with the Community Policing Unit to potentially support her community lounge initiative.

Chief Johnson highlighted ongoing recruitment efforts, emphasizing the need for individuals with strong moral character and a service mindset. He encouraged board members to share opportunities with young people nearing age 21. He noted both Dover PD and DSU PD are actively hiring and emphasized a collaborative approach in attracting candidates committed to 21st-century policing.

Chief Johnson shared that the Citizens Police Academy recently began and held its second session out of approximately ten. The program runs once a year on Wednesday evenings through November and is currently accepting additional participants due to a smaller cohort size.

He invited anyone interested, including board members, to join the remaining sessions. He noted that participation in the Academy can count toward the required 20 hours of training for Police Advisory Board members. Those interested were encouraged to contact him directly to be connected with the training sergeant for enrollment.

**ADJOURNMENT**

The meeting adjourned at 7:51 p.m.





## POLICE ADVISORY BOARD MEETING

The Police Advisory Board (PAB) Meeting was held on August 21, 2025 at 7:00 p.m. at the Dover Police Department in the James L. Hutchison Public Assembly Room with Chairperson Dr. Chanda Jackson presiding. Members of the PAB in attendance were Rev. Dr. Carol Boggerty, Mrs. Courtney Ford, Dr. Charlisa Holloway-Edelin, Mr. Robby Sheehan & Mr. Waverly Debraux. Mr. Arqum Rashid was absent.

Ex-Officio Members in attendance Chief Thomas A. Johnson, & Sgt. Ian Thompson (Dover Police Department) & Chief Donald Baynard (Delaware State University).

### PUBLIC COMMENT PERIOD

Mr. Chris Asay (League of Women Voters of Delaware / Dover Resident) informed the group of recent community developments related to policing over the past six weeks, noting the lack of a current mechanism for board members to stay informed about such issues unless raised during meetings. Key updates included:

- NO CAP Announcement: Neighbors Organized for Credibility and Accountability in Policing (NO CAP), a statewide advocacy group with Dover residents, launched an independent program to receive concerns and complaints about police encounters, outside of the formal complaint process.
- Public Commentary: Dover City Council President Fred Neal published an op-ed titled "*Dover Police Under Siege*" in the *Delaware State News*.
- Public Forum: Tide Shift Justice Project hosted a community event, "*Let's Talk About Policing*," at the Dover Public Library. Approximately 30 people attended, including one City Council member.
- Police Response: On the day of the public forum, Dover Police Chief Johnson issued a Facebook statement criticizing "a small but vocal group" for making dramatic claims of police misconduct at City Council meetings.
- Union Response: The following day, the Dover Police Union released a letter announcing a vote of no confidence in Chief Johnson, citing multiple complaints and opposition to his hiring from outside the department five years ago.
- Leadership Support: The Dover Mayor and City Council President subsequently issued statements in support of Chief Johnson.

Mr. Asay emphasized the importance of establishing a mechanism to keep the board informed about community-police relations.

Responding to Mr. Asay, Mayor Robin Christiansen commented that the statement he made supported the Chief of Police and the Police Officers to assure the community that public safety would be maintained.

Mr. Asay stated that he was presenting his statements to inform the PAB that discussions and events relating to policing in Dover have been happening and he thinks that it is important that the Board is aware.

Responding to Chairwoman Jackson's invitation to Mayor Christiansen to comment, he expressed appreciation for the board's formation and ongoing work, acknowledging its establishment prior to being mandated by legislation. He thanked board members for their time and commitment, as well as the civilian attendees for their engagement. Mayor Christiansen emphasized the board's role in guiding the Dover Police Department toward the goals of 21st Century Community Policing, describing the board as a long-awaited step toward meaningful progress.

## **ADOPTION OF AGENDA**

Mr. Robby Sheehan moved to accept the Agenda, seconded by Mr. Waverly Debraux and unanimously carried.

## **ADOPTION OF MINUTES FROM JUNE 26, 2025 MEETING**

Mr. Waverly Debraux moved to accept the Minutes, seconded by Mrs. Courtney Ford and unanimously carried.

## **REVISED BY-LAWS FINAL READING (FIRST READING/DISCUSSION JUNE 26, 2025)**

Mrs. Courtney Ford moved to accept the revised by-laws as presented, seconded by Mr. Robby Sheehan and unanimously carried (this will constitute the first reading).

## **COMMUNITY ENGAGEMENT/RESEARCH – FINAL APPROVAL ON ADVERTISEMENTS & SURVEY, TO PROMOTE AND EDUCATE THE PUBLIC ON THE POLICE ADVISORY BOARD**

Mrs. Ford stated that the QR codes are finalized and live. As previously discussed, both codes will be combined on a single printed poster to save costs but may be shared separately on social media and digital platforms. The associated survey is linked to the QR code. The group is now seeking any final comments or suggestions. Pending approval, the next steps include publishing the materials on social media and the website, and determining printing logistics and distribution locations. Mr. Sheehan asked if there was a way to get the QR code out to the advocacy groups that Mr. Asay had mentioned and also stated the presence of those groups would be welcome at the PAB Meetings. Mr. Sheehan moved for final approval of the advertisement/survey and to push it out to the community, seconded by Mr. Debraux and unanimously carried.

## **HIGH RISK PATROL PROCEDURES – CHIEF THOMAS A. JOHNSON, JR.**

Chief Johnson emphasized the importance of understanding police practices in the age of social media and constant video documentation. Key points included:

- **Context Matters:** Video clips often lack full context. Public interpretation may be incomplete without understanding the events leading up to or following a recorded incident.
- **The “Why” Behind Police Actions:** Officers operate based on available information, training, and policy. Understanding the rationale behind their actions can lead to more productive community dialogue, even if those actions are unsettling to witness.
- **Use of Authority:** Officer response levels vary based on circumstances. Some situations require a more authoritative approach from the outset; others may escalate or de-escalate depending on new information.
- **Priority of Life and Special Populations:** Officers are trained to prioritize life and are provided with specialized training to recognize and respond appropriately to individuals with special needs or vulnerabilities (e.g., mental health conditions, developmental disabilities, juveniles, elderly).
- **Limitations of Arrest:** Not every encounter results in an arrest. Legal standards—such as requiring a willing victim in many cases—guide these decisions, even when public expectations differ.
- **Impact of Incomplete Video Evidence:** Selective or partial sharing of video can lead to misunderstandings. Officers rely on procedures and training, not impulse or entertainment, and physical confrontations carry risks to all involved.
- **Procedural Obligations:** In situations such as domestic violence, officers are legally required to act even if involved parties wish otherwise, which can lead to further misunderstandings or escalation.

Chief Johnson concluded by urging a broader understanding of law enforcement procedures and the complexity involved in real-time decision-making by officers.

Dr. Boggerty highlighted a key challenge: the broader community often lacks access to the internal knowledge the board has received through training and briefings. They noted that while the Citizens Police Academy offers valuable insight, its time commitment limits community participation and emphasized the importance of finding

alternative, accessible ways to educate the public on police processes, particularly around sensitive topics like the release of video evidence and Department of Justice protocols.

Dr. Boggerty shared a personal example of how understanding such procedures helped de-escalate a situation in the community, underscoring the value of informed, trusted voices and suggested exploring ways to empower Citizens Police Academy participants to share their knowledge within their networks and encouraged ongoing efforts to educate the public through every available opportunity.

Mr. Sheehan acknowledged the shared perspective, noting that scrutiny of police administration and officer behavior can reach a tipping point and recognized this dynamic may be contributing to recent narratives in local media coverage.

Responding, Chief Johnson shared concerns about the impact of constant scrutiny on police officers, noting a pattern of frequent complaints—often lacking direct witnesses or substantiated evidence. While emphasizing the importance of accountability and addressing all legitimate concerns, he highlighted several key points:

- **Vetting & Professional Standards:** Officers are thoroughly vetted and held to high professional standards before joining the department. Only those demonstrating maturity, professionalism, and sound judgment are selected.
- **Internal Reviews:** The department often identifies and addresses minor policy violations during reviews—even if those issues are not raised in public complaints—demonstrating proactive oversight.
- **Stress & Morale:** The continuous cycle of criticism, particularly when it lacks context or fairness, has a compounding effect on officer morale and mental health.
- **Discipline Process:** Disciplinary actions, including training or suspension, are taken when appropriate but remain confidential due to employment law and the need to support an officer's opportunity for recovery and growth.
- **Call for Balanced Oversight:** The speaker advocated for continued transparency and community input but urged that evaluations be professional, fair, and maintain the presumption of good intent until facts are established.

Mr. Sheehan emphasized that community advocacy and concerns should be addressed collaboratively through the board, as originally intended. They noted the board's role in fostering education, dialogue, and bridging gaps between the community and law enforcement. The member stressed the importance of building trust and called for a clear plan to support reconciliation and facilitate community understanding, aligning with the board's purpose and volunteer commitment.

Chief of Delaware State University Police, Donald Baynard shared that policing is a challenging role that requires balancing community expectations with internal department responsibilities. Drawing from experience in both law enforcement and higher education, they emphasized the importance of educating students about police procedures, legal requirements, and areas of discretion. He highlighted the value of body-worn cameras in ensuring accountability and noted that many complaints are resolved through video review, often confirming that officers acted within policy. Education remains key, especially for younger individuals who may not fully understand policing protocols.

Mr. Debraux acknowledged the challenges law enforcement faces in building and maintaining public trust. They noted that, while local departments like Dover PD may be effective and professional, national incidents and media portrayals heavily influence community perceptions. Mr. Debraux reflected on his own initial hesitation in joining the board due to distrust in policing, which changed positively through personal interactions with Chief Johnson and department staff. He emphasized the importance of context in evaluating police actions, particularly

regarding video clips that may not show full incidents. Despite efforts, they expressed concern that overcoming broken trust in policing remains a difficult and ongoing challenge.

Dr. Jackson shared her personal journey from distrust of police to building trust through community engagement efforts led by Chief Johnson. She emphasized the importance of individual relationship-building over generalizations of law enforcement as a whole. Dr. Jackson supports continued partnerships with community organizations and highlighted the need for education and awareness and noted that Dover Police's proactive community involvement, particularly with youth and families, has been effective in fostering trust. She encouraged using the board as a platform to support and expand these efforts, recognizing the work as challenging but achievable through sustained, one-on-one connections.

Dr. Boggerty emphasized the importance of remembering the origins of the Police Advisory Board. The Board was established during the early weeks of Chief Johnson's tenure, not as a result of external suggestions or legislation, but as a direct response to a recognized need for community engagement. Chief Johnson identified early on that rebuilding trust and fostering relationships between the police and the community required advisory input from within the community itself.

It was noted that Chief Johnson sought to "lead from the midst" of the community—getting to know both his officers and the residents they serve. This foundational vision was not about political mandate but about proactive, community-driven engagement.

Dr. Boggerty reiterated that recalling these roots can help guide the Council's actions during challenging times and reinforce its purpose when facing public pressure or criticism. Remembering why and how the Council was formed will strengthen its ability to serve effectively and authentically.

#### **DISCUSSION ON PLACEMENT OF BOARD MEMBER BIO'S & PICTURES ON DOVER POLICE DEPARTMENT'S WEBSITE.**

The board revisited a prior suggestion to include members' bios and photos on their dedicated page on the Dover Police Department's website. Members expressed support, noting that:

- Including bios and photos promotes transparency and strengthens community relationships.
- It allows the public to put names to faces and fosters a sense of openness and approachability.
- It serves as an additional resource for those who may not attend meetings but wish to learn more about the board.

Mrs. Ford moved to add bios and photos to the website, seconded by Mr. Debraux

#### **ANNOUNCEMENTS**

Chief Johnson final remarks for the record, clarifying a point for future context. He acknowledged Bishop Boggerty's earlier comments but noted that upon his arrival in 2020, he found a highly functioning police department with strong community engagement and a dedicated community policing unit. His goal was not to create from scratch, but to enhance and build upon existing strengths. He emphasized that his approach aligned with the *Good to Great* philosophy—improving what was already working well.

Additionally, Chief Johnson shared an update regarding the upcoming **100th Anniversary Gala** for the Dover Police Department:

- **Date:** September 12

- **Venue:** Bally's
- **Cocktail Hour:** 5:00 PM
- **Dinner & Program:** 6:00 PM, followed by live music and dancing until 10:00 PM

The Chief noted that while the event is open to those wishing to celebrate with the department, tickets must be purchased due to limited resources:

- **Individual ticket:** \$100
- **Couple (plus one):** \$150

Due to budget constraints, complimentary tickets were limited to the Chair and City Council President only. Interested attendees were encouraged to email Chief Johnson directly for ticket arrangements.

Chief Baynard reported that student move-in is currently underway and in full swing. This is day two of a four-day move-in process, with two days remaining. Classes are set to begin next Monday, marking the full return to campus activities.

#### **ADJOURNMENT**

The meeting adjourned at 8:05 p.m.

# **BY-LAWS OF THE POLICE ADVISORY BOARD CITY OF DOVER, DELAWARE**

## **ARTICLE I – OFFICES AND MEETINGS**

- Section 1. The registered office of the **Police Advisory Board** (hereafter referred to as the “Board”), for the City of Dover, in the State of Delaware, shall be at the City of Dover Police Department, 400 South Queen Street, Dover, DE 19904. This shall be the primary meeting location of the Board. In most instances, the James L. Hutchinson Public Assembly Room.
- Section 2. The Board may also have offices, or meetings, at such other places as the members may, from time to time direct, or the business of the Board may require. In all cases, meetings will be properly advertised, conducted and documented in compliance with the adopted standards of the City of Dover and as directed by any applicable law of the State of Delaware.
- Section 3. The Board will conduct a regular business meeting on the third Thursday of each odd-numbered month. A workshop meeting will occur on the third Thursday of each even-numbered month. Workshop meetings are held to discuss issues facing the community and the respective police agencies. Board-related business can be discussed and recommendations can be crafted for consideration at the next full business meeting.
- Business meetings provide a second opportunity to consider any recommendations coming from the previous workshop meeting and to take formal action on matters concerning the Board. Complaints can be addressed and topical presentations can be made at either meeting.

## **ARTICLE II – GOVERNANCE**

- Section 1. The activities of the Board will be governed:
- a. first by the applicable laws of the State of Delaware;
  - b. second, by the applicable regulations of the Police Officer Standards and Training (POST) Commission;
  - c. third, by the Charter and applicable Ordinances of the City of Dover;
  - d. fourth, by the appropriately adopted By-Laws of the Board;
  - e. and lastly, by *Roberts Rules* of parliamentary procedure in the event no other guidance is available for governance.

- Section 2. The Board is available to any law enforcement agency, other than agencies functioning in the direct interest of the government of the State of Delaware, so long as the following factors are true:
- a. The agency is authorized to function in the State of Delaware, and;
  - b. The agency is required to adhere to the regulations of the POST, and;
  - c. The agency has their main headquarters established within the corporate limits of the City of Dover.

Newly created agencies must request the services of the Board, in writing, before any official consideration can occur.

## **ARTICLE III – MEMBERS**

- Section 1. The business of this Board shall be managed by its members, the number of which shall be determined by the Board and approved by the Mayor. The number shall not be less than nine (9), nor more than thirteen (13), at any given time. The Mayor and a two-thirds majority of the Board must concur on any new member.

The Board has the authority to designate any of the seats on the Board to a specific stakeholder interest [Example: A staff or student representative from Delaware State University] until such time the Board deems it is no longer indicated.

Section 2. Members need not be residents of the City of Dover, but must be residents of the State of Delaware. Members that do not reside in the City must have a full time interest in the success of the City. They shall be approved by the Mayor upon the completion of a standard vetting process. Individuals holding an elected office in Municipal, County, State or Federal government **are not** eligible to be members. Individuals holding an elected office on a public Board or Commission **are eligible to** ~~can~~ serve as a member.

Section 3. Each member shall serve for a term of three (3) years or until their earlier resignation or removal. The Board will accept applications for service on the Board at all times. Members shall be replaced as soon as practical from the file of pending applications. Emphasis will be placed on applicants that represent the voice of stakeholder groups not currently on the Board.

The term of the members shall be staggered so that a number closest to one-third of the total number of members shall be up for reconsideration each year. Should no vacancies occur during the mid-term windows, the Members shall consider whether any changes are in the best interest of the Board. The criteria for consideration will include the strength of the candidate(s) reaching expiration, their attendance record, their continued willingness to serve, and the strength(s) of the pending applicants. Typically, this assessment process will occur each year during the May meeting.

Section 4. Ex-Officio members: The Chief of the City of Dover Police Department is a permanent consulting member of the Board and will designate an alternate,



Executive Staff Officer, to be available as a proxy, on command-level concerns, in the event of an unavoidable absence.

The Dover PD Chief will assign a frontline Supervisor, and designated alternate, as a second consulting member of the Board to represent the perspective of operational Police Officers. One sworn member, either the Chief, or a designee, of the Delaware State University Police Department will also have a consulting voice on the Board as long as the agency is in existence.

There is no mandatory attendance requirement for consulting members, but the Dover PD Chief shall make every effort to ensure that an Executive-level Officer is in attendance at each meeting.

Section 5. Removal: Any member can be removed from the Board, with cause, by a two-thirds majority recommendation of the members and the concurrence of the Mayor. The Mayor also has the discretion to call for the removal a member without cause should there be a real, or perceived, conflict of interest or significant verifiable community concern. The same two-thirds majority of the Board will need to concur with the Mayor's recommendation for the removal of a member.

A position will be declared vacant, and the member removed by default, should any member have three consecutive unexcused absences. The same two-thirds majority will be required to establish that the three consecutive absences lacked reasonable explanation. The Board will list the vacancy issue on the agenda following the third absence for its consideration and possible action.

#### **ARTICLE IV – OFFICERS**

Section 1. The members of the Board shall chose a Chairperson and Vice-Chairperson. A simple verbal consensus shall be sufficient unless a member wishes that a paper

ballot be created and utilized. The Dover PD Chief, or their designee, will facilitate the election process and tabulate the results. The longest and shortest serving members will witness the tabulation so long as they are not named on the ballot. In such circumstance, the next appropriate, eligible, senior or junior member will serve as a witness. In the unlikely event of a tie, the Mayor will break the tie. Both positions will be chosen during the September meeting each year.

Section 2. Salaries: No member shall receive any salary for their services. However, they may be reimbursed by the City for authorized expenses.

Section 3. Additional Officers: The Board may create additional titles when necessary for members to serve in specified roles only until the completion of the specified task or project. The Dover PD Chief will assign staff support to ensure that the Board is in compliance with all laws, regulations and rules.

Section 4. Chairperson: The Chairperson (Chair) shall preside at all meetings. The Chair shall have general management responsibilities and serve as the point of contact for the Board. The Chair will see that all decisions of the Board are carried into effect, subject, however, to the right of the Chair to delegate any specific powers to the Vice Chairperson or other member in good standing. The Chair shall be an Ex-Officio member of all sub-committees, and shall have the general power and duties of supervision and management usually vested in the Chairperson of a private entity.

Section 5. Vice-Chairperson: The Vice-Chairperson shall assist the Chair as requested and shall perform the functions of Chair when the Chairperson is absent or on leave.

## **ARTICLE V – FUNCTIONS**

Section 1. Policy: The Board will engage concerns related to Police Department policy and procedure when necessary. Discussions and recommendations may arise from items brought to the Board by any stakeholder or from the Office of the Chief of Police of any participating agency. The Board serves in an advisory capacity.

Section 2. Training: The Board will engage concerns related to the Police Department training programs when necessary. Discussions and recommendations may arise from items brought to the Board by any stakeholder or from the Office of the Chief of Police of any participating agency. The Board serves in an advisory capacity.

Section 3. Administration: The Board will engage certain concerns related to the administrative decisions of the participating Police Departments when appropriate. Allegations of criminal conduct will be referred to the Delaware Department of Justice – Office of Civil Rights and Public Trust for investigation. Items related to disciplinary decisions will be referred to the Office of the Mayor in the event of a case involving a DPD Officer.

Cases related to a DSUPD Officer will be referred to the DSU Vice President in charge of Public Safety for the University. The next higher link of the chain of command will be the referral point for any other agency. Discussions and recommendations may arise from items brought to the Board by a stakeholder or from the Office of the Chief of Police of any participating agency. The Board serves in an advisory capacity.

Section 4. Research: The Board may, at its own discretion, participate in research activity in furtherance of its recommendations to the Police Chiefs so that

evidence-based decisions can be made on strategic issues. Research can be either a scan for existing literature or a proactive survey for information.

Section 5. Resource: The Board may, at its own discretion, individually, or as a group, but always with the consent of the majority, or the Chair, serve as a community resource for independent information related to the activities of the participating police agencies. This role would be limited to areas where the member or members have direct knowledge of the topic at hand.

Section 6. Sub-Committees: The Board has the authority to establish and maintain the number of sub-committees as might be deemed necessary to function more effectively in service to the City. Sub-committees can support both the research and resource functions as well as serving as a pathway of communication to specified, and often underrepresented, stakeholders within the City.

## **ARTICLE VI – POST COMMISSION MATTERS**

Section 1. Complaints: Administrative complaints will be accepted and listed on the next available agenda so long as they meet the established criteria for consideration. A complaint form will be developed, and revised as necessary over time, to accurately and effectively document any complaints. A member of the community is not obligated to use the official form and has the option to use alternate means. Board members will receive a copy of the form complaint for review prior to the hearing.

Named complainants will be directed to the complaint process established by the applicable police agency before any action is taken. This is in the interest of time as the agency might be able to resolve the complaint, or at the very least, gather enough information about the concern so that the Board can make a proper determination assessment when the agenda item is being considered. If a named party refuses to engage the police agency complaint process, the complaint can

still be considered. If the issue can be immediately addressed by an appropriate command staff officer, the Chair can allow dialogue in an attempt to resolve the complaint. If it becomes clear that research or ~~but will most likely require~~ investigation by the respective agency is necessary, dialogue will be suspended and the complaint will be ~~a second listing~~ listed on a subsequent agenda.

Anonymous and third-party complaints can be reviewed and archived by the Board, but there is no obligation to take any specific action. If the agency Chief is not already aware of an anonymous complaint, a copy will be forwarded to their office for administrative review.

Section 2. Hearing of Complaints: A standard format will be adopted that can be updated or improved, over time, with the approval of the Board. Until the POST Commission provides specific direction on Complaints coming from the community, the issue will be addressed as an agenda item during a workshop meeting. ~~While not a court of law, there shall be structure that represents generally accepted due process principles and the rights of all parties to be heard. While not typically a setting where an attorney would represent a complainant, if a lawyer did appear as the voice of the complainant, the request of the police agency for a continuance of the hearing shall be granted so that the agency attorney can be present for the next listing of the complaint.~~

~~The Chair, or member designee, will preside over the hearing and follow the established format. The Chair has the option to pause a hearing at any time in order to obtain advice on process from an appropriate authority. In every circumstance, the complainant and the agency will receive equal time to outline their positions and respond to new assertions or information. The adopted format will guide the Board through discussion, deliberation and disposition.~~

~~Presuming that there is no reason to table the matter, the complainant will receive a verbal decision at the end of the hearing process. A written summary will be~~

~~drafted~~ Once the complaint has been vetted, if indicated, a recommendation can be offered by way of a standard floor motion. Should a recommendation be offered, it will be listed on the agenda ~~and approved~~ at the next Board business meeting. Should the complainant appeal to the full POST Commission, the ~~record~~ minutes of the ~~Dover hearing~~ applicable PAB meetings will be forwarded upon request.

## **ARTICLE VII – AMENDMENTS**

- Section 1. These By-Laws may be amended, or repealed, in whole or in part, by a two-thirds vote of the members. Any alteration shall be considered and passed in two consecutive business meetings before it is considered valid. One of the two consecutive meetings may be a special session, or a workshop meeting, but at least one meeting will be a regularly scheduled business meeting ~~one~~.
- Section 2. Should any section of the By-Laws be recognized as unlawful, that section alone will become invalid upon the recognition of the deficiency and an update to the By-Laws will be prepared as soon as practical. A simple majority vote of members present will be enough to adopt a temporary resolution at the time the defect is recognized. Once a temporary resolution is adopted, the Chair will ensure that a draft of a permanent solution is prepared for consideration at the next regularly scheduled meeting. The process outlined in Section 1 of this Article will then be followed.

## **ARTICLE VIII – MISCELLANEOUS PROVISIONS**

- Section 1. Definitions: The following definitions will be assigned to terms found in the preceding Articles. If a term is not defined in this Section, the legally acceptable default definition will prevail.

“Termination for Cause”: As described in Section II, Article 5, *Termination for Cause* includes, but is not limited to, gross negligence, fraud, criminal behavior, or behavior of ill-repute that shines a negative light on Dover and/or the Dover Police Advisory Board.

“Full Time Interest”: As described in Article III, Section 2, *Full Time Interest* includes, but is not limited to, full time employment, student, business interest or fiduciary duty that involves the City of Dover.

“Standard Vetting Process”: As described in Article III, Section 2, *Standard Vetting Process* includes a **background investigation** to determine the validity of a member’s “Full Time Interest”, potentially disqualifying criminal history, potential evidence of pre-existing behavior of ill-repute, or any other assessment that the Member’s deem necessary. Note: Not all criminal behavior is disqualifying, but certain behaviors are not compatible with service on the Board. As there exists the potential of juvenile-aged Members, their protection will be a paramount concern of the Board.

“Ex-Officio members”: As described in Article III, Section 4, *Ex-Officio member(s)* means **non-voting** members.

“POST” is the standard core meaning abbreviation for the Delaware **Police Officers Standards and Training** Commission

Section 2. Leave: As described in Article IV, Section 5, refers to an approved leave of absence. Members of the Board, at their collective discretion, may grant a leave of absence to an individual member. The member will request any leave of absence in writing. Such leave will have justification that is consistent with professional workplace practices. Acceptable reasons will include, but will not be limited to, health challenges, military deployment, caretaking of an ill immediate family member, temporary work assignment, and/or any temporary situation that could be perceived as a conflict of interest.

The request should provide the reason and an estimated duration of the leave but personally protected or confidential information is not required. The Mayor must also approve a leave of absence that would exceed 6 months, ~~which is the equivalent of three consecutive meetings.~~

First Reading – June 26, 2025

Final Reading/Adoption – August 21, 2025





# CITY OF DOVER, DELAWARE

## POLICE ADVISORY BOARD

### RESOLUTION 24-01

AS PER ARTICLE III, SECTION 1 OF THE BY-LAWS, THE BOARD HAS THE AUTHORITY TO DESIGNATE ANY OF THE SEATS ON THE BOARD TO A SPECIFIC STAKEHOLDER INTEREST UNTIL SUCH TIME THE BOARD DEEMS IT IS NO LONGER INDICATED.

THEREFORE; IT IS RESOLVED AT THIS TIME THAT THE VOICE OF **UP TO TWO STUDENTS** ATTENDING ~~ONE OF THE~~ **A CITY'S HIGH SCHOOLS** SHOULD HOLD DESIGNATED SEATS **S** ON THE POLICE ADVISORY BOARD.

AS PER ARTICLE V, SECTION 6 OF THE BY-LAWS, THE BOARD HAS THE AUTHORITY TO ESTABLISH AND MAINTAIN THE NUMBER OF SUB-COMMITTEES AS MIGHT BE DEEMED NECESSARY TO FUNCTION MORE EFFECTIVELY IN SERVICE TO THE CITY.

THEREFORE; IT IS RESOLVED AT THIS TIME THAT THE YOUTH SUB-COMMITTEE, PREVIOUSLY ESTABLISHED BY THE DOVER POLICE CHIEF'S ADVISORY COMMITTEE, WILL CONTINUE TO SERVE UNDER THE SUPERVISION OF THE CITY OF DOVER POLICE ADVISORY BOARD. THE HIGH SCHOOL STUDENT(S) SERVING ON THE BOARD WILL SERVE AS THE CHAIRPERSON/**Co-CHAIRPERSON** OF THE YOUTH SUB-COMMITTEE UNLESS OTHERWISE DIRECTED.

#### ACTIONS HISTORY

JULY 18, 2025 – INTRODUCTION  
JULY 18, 2025 – ADOPTED  
NOVEMBER 20, 2025 – REVISED