



City of Dover
Board of Adjustment
August 19, 2026

V-26-05

Title: Property at 1131 S. Bay Road Known as Kings Cliffe Manufactured Home Park - Application for a Use Variance

Location: Lots #31, 120, 118 and 142

Address: 1131 S. Bay Road, Dover, DE, 19901

Owner: Kings Cliffe MHP, LLC

Tax Parcel: ED05-086.00-01-08.000

Application Date: July 14, 2026

Present Zoning: Residential Area: MH (Manufactured Housing Zone)
Part of parcel also in AEOZ (Airport Environs Overlay Zone):
Noise Zone A
Non-Residential Area: Part of parcel in C-4 (Highway Commercial Zone)

Present Use: Manufactured Home Park with 17 RV Spaces

Proposed Use: Manufactured Home Park with 21 RV Spaces

Reviewed By: Christopher Salzano, AICP, Planner II
Dawn Melson-Williams, AICP, Principal Planner

Variance Type: Use Variance

Variances Requested: A Request has been made for a Variance from the use limitations of *Zoning Ordinance*, Article 3 Section 8.41 and the non-conforming use provisions of *Zoning Ordinance*, Article 7 §1.1 as associated with the placement of Recreational Vehicles (RVs) on four (4) existing non-conforming Recreational Vehicle (RV) sites/lots. Seventeen (17) Recreational Vehicle (RV) sites/lots were authorized in Appeal Application V-26-03 on June 17, 2026 by the Board of Adjustment. The property is zoned MH (Manufactured Housing Zone) and partially subject to the AEOZ (Airport Environs Overlay Zone): Noise Zone A.

Project Description

The subject property (parcel) is located on the east side of S. Bay Road and south of Lafferty Lane. It is known as the Kings Cliffe Manufactured Home Park (also previously referenced as the Kings Cliffe Mobile Home Park). It consists of individual unit placements (referred to as 'stands' and 'lots' by the Code) which have lot numbers and may also be referenced by the named internal street network. This portion of the property is zoned MH (Manufactured Housing Zone). There is a portion of the southeast corner of the parcel that is subject to the AEOZ (Airport Environs Overlay Zone): Noise Zone A. The southwest corner of the overall parcel includes other non-residential uses and is zoned C-4 (Highway Commercial Zone).

The development of Kings Cliffe Manufactured Home Park began prior to 1954 and the parcel was part of a larger area annexed into the City of Dover on December 15, 1970 (Application #70-2). In the non-residential area a mini-storage facility was created prior to 1992. See Exhibit 3 – Aerial Map.

An appeal (V-26-03) was heard in June for the retention of seventeen (17) existing legal non-conforming RV parking spaces and was granted by the Board of Adjustment on June 17, 2026.

Property and Adjacent Properties: Zoning and Land Use

The 32.28 acre (1,406,118 SF) +/- property is zoned MH (Manufactured Housing Zone) and C-4 (Highway Commercial Zone). The property is also partially subject to the AEOZ (Airport Environs Overlay Zone, Noise Zone A). However, none of the buildings or homes on the property are within the Noise Zone. Adjoining properties southwest of the subject site are zoned C-4 and include business uses. To the north and across Lafferty Lane, there are properties zoned C-3 (Service Commercial Zone) and IPM (Industrial Park Manufacturing Zone), that also have businesses operating. To the south, is Dover Air Force Base Zoned R-20 (One-Family Residence Zone) and IPM, and to the east is another property zoned IPM operating a business.

A Map Exhibit (Exhibit 2) prepared by Staff is attached to this Report. It shows the subject property's (project area) location and the surrounding zoning.

Code Citations

MH (Manufactured Housing Zone)

The subject area is zoned MH (Manufactured Housing Zone). *Zoning Ordinance*, Article 3 Section 8 lists the permitted uses, conditional uses, and other provisions of the MH zone. See the following excerpt of the permitted uses in the MH zone.

Article 3 Section 8

8.1 *Uses permitted.* In a manufactured housing zone, no building or premises shall be used, and no building or part of a building shall be erected, which is arranged, intended, or designed to be used, in whole or in part, for any purpose, except the following:

8.11 Manufactured homes on individual lots, held in any type of ownership.

8.12 Multiple manufactured homes on a lot, provided that:

- (a) The lot is operated as a condominium, including, but not limited to, condominiums formed pursuant to 25 Del. C., Chapter 71; or
- (b) The lot is operated as a land lease community; and
- (c) There are at least 15 manufactured homes on the lot, or else sufficient home sites for rent or sale on the lot to accommodate 15 manufactured homes. Such home sites need not be expressly delineated but must be improved so as to be

complete and ready for occupancy by a manufactured home. There shall be no mixing of manufactured homes and permanently placed manufactured homes on one lot.

8.13 Permanently placed manufactured homes on individual lots, provided that the home and the lot are under common ownership.

8.14 Multiple permanently placed manufactured homes on a lot, provided that:

- (a) The lot is operated as a condominium including, but not limited to, condominiums formed pursuant to 25 Del. C., Chapter 71; or
- (b) The lot is operated as a land lease community; and
- (c) There are at least 15 permanently placed manufactured homes on the lot, or else sufficient home sites for rent or sale on the lot to accommodate 15 permanently placed manufactured homes. Such home sites need not be expressly delineated but must be improved so as to be complete and ready for occupancy by a permanently placed manufactured home. There shall be no mixing of manufactured homes and permanently placed manufactured homes on one lot.

8.15 One-family detached homes on individual lots, held in any type of ownership.

Article 8 also outlines uses prohibited in the MH zone, because the nature of this application involves specifically prohibited uses Article 3, Section 8.4 is provided below.

8.4 *Uses prohibited.* The following uses are specifically prohibited:

8.41 Mobile homes, house trailers, and recreational vehicles as principal uses on a lot. Any such structures or vehicles located within the zone and being used as dwellings shall upon the effective date of this ordinance be deemed non-conforming uses in accordance with [article 7](#).

8.42 Any other kind of factory-built housing that does not meet the Manufactured Home Construction and Safety Standards of the U.S. Department of Housing and Urban Development (HUD) Code as approved June 15, 1976, unless it can be demonstrated that such housing is constructed to the standards of the Dover Code of Ordinances, Chapter 22, Buildings and Building Regulations. Any such housing located within the zone and being used as dwellings shall upon the effective date of this ordinance be deemed non-conforming uses in accordance with [article 7](#).

Specific terms are defined in the *Dover Code of Ordinances*, Appendix B – Zoning (*Zoning Ordinance*), Article 12 – Definitions. See below some of the terms related to this Appeal Application.

Zoning Ordinance excerpt of Definitions:

Dwelling unit: A building or entirely self-contained portion thereof containing complete housekeeping facilities for only one family, including any domestic servants employed on the premises, and having no enclosed space (other than vestibules, entrance or other hallways or porches) or cooking or sanitary facilities in common with any other dwelling unit. A boarding[house] or roominghouse, convalescent home, dormitory, fraternity or sorority house, hotel, inn, lodging, nursing, or other similar home, travel trailer, recreational vehicle, or other similar structures or vehicles shall not be deemed to constitute a dwelling unit.

Dwelling, one-family: A permanent dwelling unit placed on a permanent foundation and designed and intended for use by only one family. One-family dwellings shall not include manufactured homes or mobile homes but shall include modular homes constructed to the standards of the Dover Code of Ordinances, Chapter 22—Buildings and Building Regulations.

Land lease community: A residential development typified by single ownership of the land within the development, with the landowner retaining the rights of ownership. Home sites or individual lots within the community are leased to individual homeowners, who retain customary leasehold rights.

Manufactured home means a factory-built, single-family dwelling:

- a. Transportable in one or more sections, which is either eight body feet or more in width and 40 body feet or more in length, or, when erected on site, has more than 400 square feet in living area; and
- b. Designed to be used as a year-round dwelling when connected to the required utilities; and
- c. Manufactured after June 15, 1976, and built in accordance with manufactured home construction requirements promulgated by the federal Department of Housing and Urban Development (The HUD Code).

Mobile home means a factory-built, single-family dwelling:

- a. Transportable in one or more sections, which is either eight body feet or more in width and 40 body feet or more in length, or, when erected on site, has more than 400 square feet in living area; and
- b. Designed to be used as a year-round dwelling when connected to the required utilities; and
- c. Manufactured before June 15, 1976, and not built in accordance with manufactured home construction requirements promulgated by the federal Department of Housing and Urban Development (The HUD Code). Prior to the HUD code, mobile homes were not subject to uniform construction or safety standards.

Modular Home: A factory built housing unit constructed to the standards of the Dover Code of Ordinances, Chapter 22—Buildings and Building Regulations.

Permanently placed manufactured home means a manufactured home that has been placed upon a permanent, unmovable foundation.

Trailer, house: Any vehicle mounted on wheels, movable either by its own power or by being drawn by another vehicle, and equipped to be used for living or sleeping quarters or so as to permit cooking. The term "house trailer" shall include vehicles if mounted on temporary or permanent foundations with the wheels removed

In the MH zone, the set of bulk standards for development is outlined in *Zoning Ordinance*, Article 4 Section 4.12 including setbacks, parking, height, FAR (Floor area ratio), lot coverage, etc. These regulations define the overall width, yard requirements, and off-street parking requirements for both the home sites and office.

AEOZ (Airport Environs Overlay Zone)

Part of the subject project is located within the AEOZ (Airport Environs Overlay Zone) – Noise Zone A. *Zoning Ordinance*, Article 3 §22 lists the permitted land uses, exemptions, development standards, and other provisions of the AEOZ zone. A portion of this property is located within Noise Zone A of the AEOZ. However, the subject RV sites are not located within Noise Zone A of the AEOZ.

Applicant's Proposed Project and Variances Requested

The applicant has submitted a site survey identifying the Recreational Vehicle (RV) sites (Exhibit A). This survey depicts the approved non-conforming RV sites within the Kings Cliffe MH Park, and the four (4) additional non-conforming RV Sites/lots that this application seeks approval for.

In June, the applicant Appealed an administrative order issued by the City's Code Enforcement Division. This case was heard by the Board of Adjustments as appeal V-26-03. The Board of Adjustments in their June 17, 2026 meeting decided that there was a case for seventeen (17) legal-nonconforming RV lots to be allowed to continue operating as RV sites/lots. This led to the

applicant's variance request, identifying an additional four (4) lots that they feel should be allowed to remain as non-conforming RV spaces.

The Applicant has requested a Use Variance from the requirements of the *Zoning Ordinance*, Article 3 §8.41 associated with the placement of Recreational Vehicles on pad sites within the Manufactured Housing park which is specifically prohibited by the zoning ordinance.

8.4 *Uses prohibited.* The following uses are specifically prohibited:

8.41 Mobile homes, house trailers, and recreational vehicles as principal uses on a lot. Any such structures or vehicles located within the zone and being used as dwellings shall upon the effective date of this ordinance be deemed non-conforming uses in accordance with [article 7](#).

This Use Variance is also associated with the requirements of the *Zoning Ordinance*, Article 7 §1.11 associated with the increase in number of currently allowed non-conforming RV Parking Spaces as permitted by the Board of Adjustments under Appeal V-26-03.

Article 7 Section 1. - Nonconforming buildings and uses.

The following provisions shall apply to all buildings and uses existing on the effective date of this ordinance, which buildings and uses do not conform to the requirements set forth in this ordinance; to all buildings and uses that become nonconforming by reason of any subsequent amendment to this ordinance and the zoning map which is a part thereof; and to all conforming buildings housing nonconforming uses:

1.1 Any nonconforming use, except those nonconforming uses specified in [sub)section 1.5, may be continued indefinitely, but:

1.11 Shall not be enlarged, extended, reconstructed or placed on a different portion of the lot or parcel of land occupied by such uses on the effective date of this ordinance, nor shall any external evidence of such use such as traffic, noise, vibration, smoke, dust, odor, heat or glare be increased by any means whatsoever; or

1.12 Shall not be changed to another nonconforming use without a special permit from the board of adjustment, and then only to a use which, in the opinion of said board, is of the same or a more restricted nature; or

1.13 Shall not be reestablished if such use has been discontinued for any reason for a period of one year or more, or has been changed to, or replaced by, a conforming use. Intent to resume a nonconforming use shall not confer the right to do so.

Exceptional Practical Difficulties Tests

Zoning Ordinance, Article 9 §2 dictates the specific powers and duties of the Board of Adjustment with regard to granting variances. Specifically, the Board must determine:

Article 9

2.1 Variance – The board shall have the authority to authorize variances from provisions of the Zoning Ordinance that are not contrary to public interest where the board determines that a literal interpretation of the Zoning Ordinance would result in undue hardship or exceptional practical difficulties to the applicant. In granting variances, the board shall determine that the spirit of the Zoning Ordinance is observed and substantial justice is done.

2.12 *Use variance.* A variance shall be considered a use variance if it would permit a use of the subject property that would otherwise not be permitted on the subject property. In considering a request for a use variance, the board shall determine that the following criteria exist and document them in their findings of fact:

- (a) That there are physical conditions applying to the land or building for which the variance is sought, which conditions are peculiar to such land or building, and have not resulted from any act of the applicant or any predecessor in title; and
- (b) That the aforesaid circumstances or conditions are such that the strict application of the provisions of this ordinance would deprive the applicant of all reasonable use of such land or building and the granting of the variance is necessary for the reasonable use of the land or building, and that the variance as granted by the board is the minimum variance that will accomplish this purpose; and
- (c) That the granting of the variance under such conditions as the board may deem necessary or desirable to apply thereto will be in harmony with the general purpose and intent of this ordinance, will not represent a radical departure therefrom, will not be injurious to the neighborhood, will not change the character thereof and will not be otherwise detrimental to the public welfare.

Review of Application

As part of the Application, the applicant was asked to summarize how the requested Variance relates to the above criteria. The applicant's response (Exhibit 4) along with a Staff assessment of the application in accordance with the required criteria is provided below.

- 1. That there are physical conditions applying to the land or building for which the variance is sought, which conditions are peculiar to such land or building, and have not resulted from any act of the applicant or any predecessor in title.**

Applicant Response:

- Kings Cliffe MHP is a 126-lot manufactured home and RV community at 1131 S. Bay Road (Tax Parcel part of ED-05-086.00-01-080.000-000), operating consistently since the 1950s, prior to annexation into the City of Dover. Twenty-one (21) sites were specifically designated and physically built as RV sites and are a legal nonconforming use. See the attached ALTA Survey (Exhibit A) identifying all 21 RV sites — the 17 approved for use following the June 17, 2026 Board of Adjustment appeal (Application #V-26-03), plus the 4 sites for which this variance is requested.
- These 21 RV sites are physically smaller than the manufactured home sites in the community and cannot accommodate a manufactured home — they can only be used as RV sites.
- The electrical hookups on these 21 RV sites (inclusive of the 4 sites at issue) are configured specifically for RVs (30/50 amp), differing from the manufactured home hookups (100–200 amp) located elsewhere in the park, which require a hardwired, permanent conduit connection. See Exhibit B for photos comparing the electrical pedestals for the two unit types.
- The lot dimensions, pad configuration, and utility infrastructure were established by a prior owner well before the current ordinance and cannot be repurposed for any other use.

- Neither the applicant nor any predecessor in title created this condition — these sites have been built and used as RV sites since their construction, decades before the ordinance now being applied.
- If use of these RV sites is denied, the 4 sites cannot be used for anything else and will become dead space on the property — depriving ownership of expected income and eliminating affordable housing that would otherwise be available in the area.

Staff Response: Aerial photography suggests that these lots were not all originally constructed with the intent of being RV sites, and that they may have been converted at some point however the aerial is unclear. The MHP was purchased by the applicants as a Manufactured Housing and RV park. There have been code cases in the past and appeals related to the use of spaces within the property as RV parking, due to it being specifically prohibited by the provisions of the *Zoning Ordinance*. The current non-conformity is a result of improvements or developments done to the property by previous owners, and not the applicant themselves. The allowable uses within the MH zone have evolved over time. Today it specifically prohibits the parking of RVs or mobile homes within an MH zone. Prior to 2016, this was not the case and the use of RV spaces was not listed as a use in the then MHP (Mobile Home Park Zone) zone. In 2016, the specific prohibition on RV parking was added into the *Zoning Ordinance* by Ordinance No. 2016-16.

The applicants have provided dimensions of the smallest manufactured housing unit on the market currently the TRU Mini “Buttercup” (Exhibit C). They have also provided the dimensions of the RV sites/lots included in this request (Exhibit C). While 3 of the 4 lots would feasibly be able to accommodate the smallest possible unit on the market, Lot 31 is still too small to even accommodate the Buttercup unit, the lot being 30x30 and the unit being 12x36. It is also noted in the Zoning Ordinance Definitions that a “Manufactured Home” has a minimum body length of 40 feet. These lots were laid out before the applicant took ownership of the Kings Cliffe MHP, and therefore the applicant had no control over the Park’s overall configuration.

- 2. That the aforesaid circumstances or conditions are such that the strict application of the provisions of this ordinance would deprive the applicant of all reasonable use of such land or building and the granting of the variance is necessary for the reasonable use of the land or building, and that the variance as granted by the board is the minimum variance that will accomplish this purpose.**

Applicant Response:

- These 4 RV sites are physically incapable of any other use. They are too small to accommodate a manufactured home and are served by RV-specific above-ground electrical pedestals (30/50 amp), not the hardwired 100–200 amp connections manufactured homes require. Under the City’s interpretation, the sites can be used neither as RV sites nor for any other purpose — a total deprivation of all reasonable use, which is precisely the harm this criterion addresses.

- The requested variance is the minimum necessary to relieve that deprivation. The request does not include adding any additional RV sites; it is limited to the 4 existing RV sites within the original footprint of the 126-site community — no expansion, no new infrastructure, and no change of use. There is no lesser variance that would restore reasonable use of these specific sites.
- The Board, through a majority vote, already recognized the City's code interpretation to be inaccurate when it approved 17 of the 21 RV sites at the June 17, 2026 hearing (Appeal Application #V-26-03). The same physical facts, legal history, and reasoning apply equally to the 4 remaining sites; granting the variance simply extends consistent treatment to identical sites.
- We are asking the Board to approve the remaining 4 RV sites under the same principles and criteria as the 17 sites approved at the June 17, 2026 hearing. In 2021, prior to the current owner's purchase, the City of Dover approved the use of RVs under the legal nonconforming use. Current ownership relied on that decision to proceed with the purchase in January 2022 and secured a federally backed Freddie Mac loan. Denying reasonable use of these sites now — sites that can serve no other purpose — imposes ongoing loss on an owner who reasonably relied on the City's own prior approval.
- As of July 13, 2026, more than 60 individuals and families have inquired about living at Kings Cliffe MHP and are on a waiting list to move in — a figure that does not include family members of current residents who wish to live closer to relatives. There is clear, unmet demand in the affordable housing space that these 4 sites would directly serve.

Staff Response: The applicant must demonstrate that the Use Variance is necessary, demonstrating that applying all the provisions of the ordinance would deprive the applicant of all reasonable use of such land or building. The variance granted must be the minimum variance that would accomplish reasonable use of the land. As stated above, 3 of the 4 available lots can accommodate the Buttercup unit, which is the smallest manufactured housing unit on the market. The applicant estimates a price of \$48,499 - \$63,000 to convert existing RV sites to Manufactured Home sites (Exhibit C), while financially difficult is not a complete deprivation. Lot 31 however cannot accommodate even the smallest unit, therefore a strict application would completely deprive the applicant of any use of that specific site/lot.

Furthermore, the applicant has demonstrated that for a full conversion of the three lots that could accommodate the Manufactured Home (Buttercup unit), it would cost between \$7,500 and \$9,000. The applicant has also provided a list of families looking to acquire housing within the MHP, which they state consists largely of small families in need of at least two bedrooms. Customer demand may not necessarily be there for the 1-bedroom configuration of the small manufactured home unit. A lack of demand however, does not consist of the Board completely depriving the land owner of economic use.

- 3. That the granting of the variance under such conditions as the board may deem necessary or desirable to apply thereto will be in harmony with the general purpose and intent of this ordinance, will not represent a radical departure therefrom, will not be injurious to the neighborhood, will not change the character thereof and will not be otherwise detrimental to the public welfare.**

Applicant Response:

- The park has operated with all 21 RV sites for decades without harm to the surrounding neighborhood. Restoring the final 4 sites returns the community to its long-standing configuration rather than introducing anything new.
- The 4 sites sit within the same original footprint as the 17 sites already approved at the June 17, 2026 hearing — identical use, identical character, and identical impact. Approving them is consistent with the Board's own recent determination on the same property.
- There is no new infrastructure, no new sites, no increase in density, and no change to traffic patterns or site appearance. Because nothing about the physical or operational character of the community changes, the variance is not a radical departure from the ordinance and does not alter the character of the neighborhood.
- Granting the variance is in harmony with the general purpose and intent of the ordinance, which protects established lawful (nonconforming) uses. Restoring the 4 sites is not a departure from that intent but a continuation of the status quo the ordinance is designed to preserve.
- Granting the variance also affirmatively serves the public welfare by preserving affordable housing in Dover at a time of significant, documented demand. Conversely, denying the variance removes 4 units of affordable housing from the market — sites that can serve no other purpose — with no corresponding public benefit.

Staff Response: If the restriction on RV parking for these four lots were lifted it would not seriously impact the neighborhood character. As stated by the applicant, the condition of RVs and Manufactured Homes within this specific MHP has existed for many years. Therefore, it will also not change the character or be injurious to the neighborhood, because the condition exists and has existed since prior to the applicant taking ownership. However, granting this would be directly in conflict with the *Zoning Ordinance*, which specifically prohibits recreational vehicle uses within the MH zone unless they can be deemed non-conforming. The Applicant has provided information on the location and format of the existing sites/lots designed for RV placement as they exist in Kings Cliffe MHP (Exhibit C).

The granting of this variance will not be injurious to public health, safety or welfare, as it will provide people looking for this kind of affordable housing four additional opportunities to find housing.

Variance Recommendations

Staff recommends approval of the Variance to allow the use of 4 Recreational Vehicle (RV) sites/lots for a total of 21 RV spaces within the Kings Cliffe MHP, provided that the applicant does not modify any other spaces within the park to accommodate additional RVs.

Staff recommends **approval** of the variance for reasons as follows:

- The Applicant received the MHP in the condition it is currently in, with the RV lots configured. The RV sites/lots have been identified as the following: Lots 31, 120, 118 and 142.
- Prior to 2016, the long-term parking of Recreational Vehicles was not prohibited in the MHP (MH) zone, as clearly evidenced by Ordinance 2016-16. Therefore, the inclusion of RV lots may have been deemed non-conforming at the time that the MHP was annexed into the city.
- The applicants have demonstrated 1 of 4 lots cannot be utilized if the variance is not granted.
- Because the condition has existed for a significant period of time, it is part of the character of the neighborhood and granting the variance will not impact or injure the neighborhood.
- The proposed Use Variance will not be injurious to public welfare, as it is contained to within one specific property, and is a simple continuation of an existing condition.

Advisory Comments to the Applicant

- If granted, the variance becomes null and void if work has not commenced within one (1) year of the date the variance was granted. At present there is no provision for extension.
- The Applicant should provide an updated RV site map to city staff for future reference of Code Enforcement officials.
- The Applicant should be aware that if Granted, this Use Variance is site-specific, no additional or alternate sites/lots within the MHP should be modified to accommodate RVs.
- The Applicant should be aware that whenever the Board of Adjustment denies an application for a variance, such application for a variance, or an application on the same property, which is substantially similar, shall not be accepted for reconsideration by the Board of Adjustment sooner than one year from the date of denial (*Zoning Ordinance*, Article 9 §3.8).

GUIDE TO ATTACHMENTS

Exhibit	Description/Author	# Pages
1	BOA Application Form & Letter from Property Owner	2
2	Zoning Map Exhibit (Staff)	1
3	Aerial Map Exhibit (Staff)	1
4	Applicant's Written Responses: Narrative	4
A	Site Map Showing Location of Requested RV Sites	1
B	Electrical Hookup Differentiations and Site Demonstration	2
C	Dimensions, Costs, and Smallest Available Models	4
D	Waiting List	3



Board of Adjustment Application

Application Information

Property Address: 1131 S. Bay Road, Dover, Delaware 19901

Tax Parcel Number: Part of ED-05-086.00-01-080.000-000

Owner Name: Kings Cliffe MHP, LLC

Property Zoning: MH (Manufactured Housing Zone)

Variance (s) Requested: Approval to place recreational vehicles on the four (4) remaining legal nonconforming RV sites at Kings Cliffe Manufactured Home Park. These four sites are part of the original 21 legal nonconforming RV sites; the other seventeen (17) were approved

*Provide eight (8) copies of any survey, drawings, photos, site plan, etc. that may help support your application, and your response to the criteria. The criteria for a use variance and appeal are on the back of the form.

by the Board of Adjustment on June 17, 2026 (V-26-03). This application seeks approval for the four remaining sites under the same facts and reasoning.

☒ Area Variance

An area variance shall be evaluated on the following criteria: Please state how your request meets each of these four (4) criteria.

1. The nature of the zone in which the property lies;
2. The character of the immediate vicinity and the contained uses therein;
3. Whether, if the restriction upon the applicant's property were removed, such removal would seriously affect neighboring properties and uses; and
4. Whether, if the restriction is not removed, the restriction would create unnecessary hardship or exceptional practical difficulty for the owner in his efforts to make normal improvements in the character of that use of the property that is permitted uses under the provisions of the zoning ordinance.

Signature

I Robert B. Shue do affirm that I am the property owner on which the variance is sought and that all the information provided in this application is accurate to the best of my knowledge and belief.

Robert B. Shue Managing Partner 7-14-26
Signature Title Date



City of Dover, DE

Department of Planning and Inspections

P.O. Box 475, Dover, Delaware 19903

(302) 736-7010 Fax: (302) 736-4217

www.cityofdover.com

Exhibit 1

Board of Adjustment Application- cont.

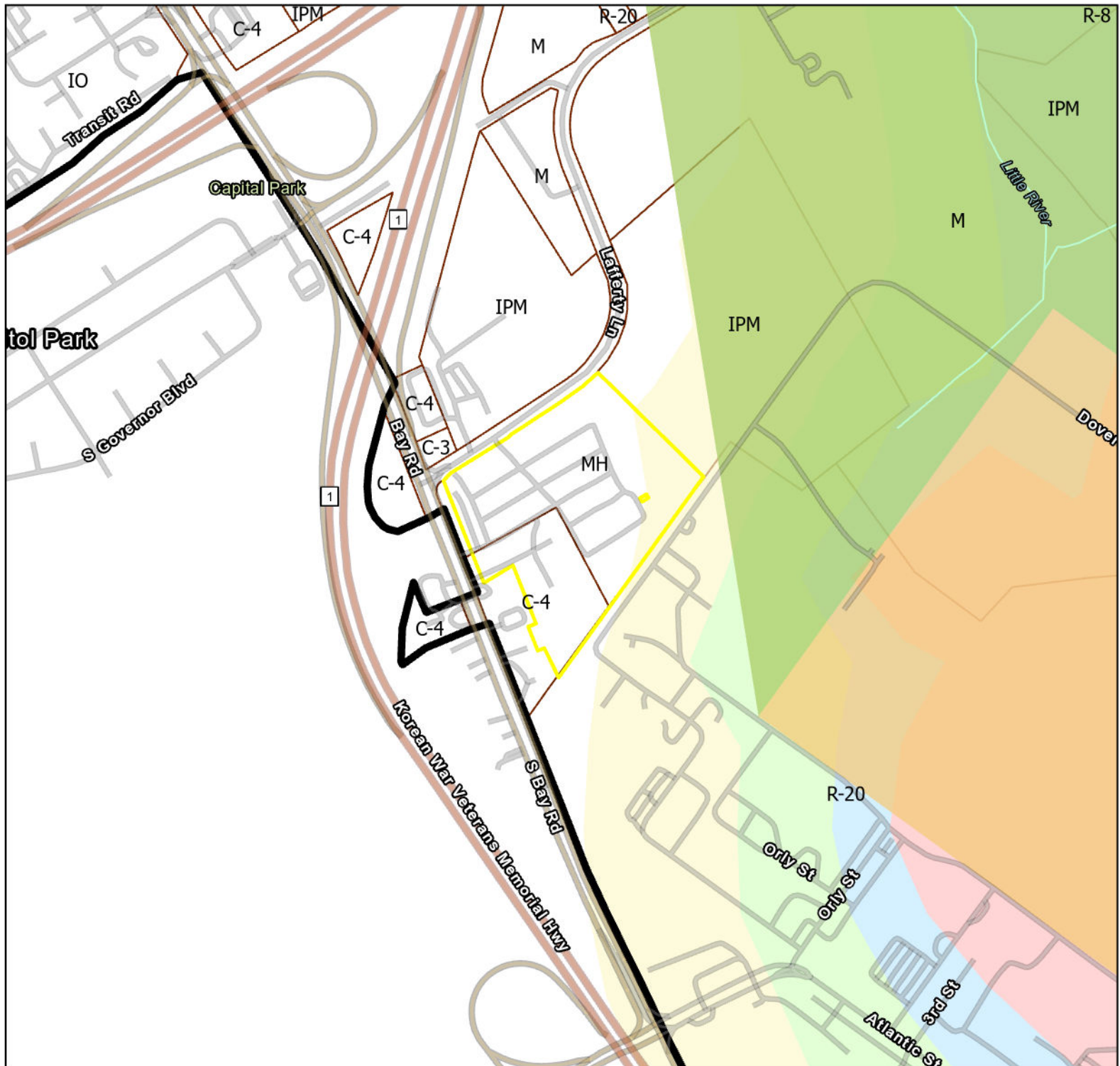
☒ Use Variance

A use variance shall be evaluated on the following criteria. Please state how your request meets each of these criteria.

1. That there are physical conditions applying to the land or building for which the variance is sought, which conditions are peculiar to such land or buildings, and have not resulted from any act of the applicant or any predecessor in title; and
2. That the aforesaid circumstances or conditions are such that the strict application of the provisions of this ordinance would deprive the applicant of all reasonable use of such land or building and the granting of the variance is necessary of the reasonable use of the land or building, and that the variance as granted by the board is the minimum variance that will accomplish this purpose;
3. That granting of the variance under such conditions as the board may deem necessary or desirable to apply thereto will be in harmony with the general purpose and intent of this ordinance, will not represent a radical departure therefrom, will not be injurious to the neighborhood, will not change the character thereof and will not be otherwise detrimental to the public welfare.

☒ Appeal

Please state the administrative order, requirement, decision, or determination that you are appealing. (Provide a copy of the original decision that is being appealed)



Title: Variance for Proposed RV Lots
Address: 1131 S. Bay Road
Parcel ID: ED05-086.00-01-08.00-000
Present Zoning: MH (Manufactured Housing Zone)
C-4 (Highway Commercial Zone)
AE0Z - Noise Zone 65 DNL A
Owner: King's Cliffe MHP, LLC
Date: 08/12/2026

0 325 650 1,300 Feet



Legend

- KingsCliffe
- Dover Boundary
- ZONE_NAME**
- APZ I
- APZ II
- CZ

Layer

- 65 DNL A
- 70 DNL B
- 75 DNL C
- 80 DNL D



Title: Variance for Proposed RV Lots
Address: 1131 S. Bay Road
Parcel ID: ED05-086.00-01-08.00-000
Present Zoning: MH (Manufactured Housing Zone)
C-4 (Highway Commercial Zone)
AEOZ - Noise Zone 65 DNL A
Owner: King's Cliffe MHP, LLC
Date: 08/12/2026

Legend

- KingsCliffe
- Dover Boundary

0 325 650 1,300 Feet



Kings Cliffe Manufactured Home Park

Exhibit 4

City of Dover, DE

Board of Adjustment Application

Response to Criteria

Application Information

Property Address: 1131 S. Bay Road, Dover, DE

Tax Parcel: Part of ED-05-086.00-01-080.000-000

Owner Name: Kings Cliffe MHP, LLC

Property Zoning: MH (Manufactured Housing Zone)

Variance(s) Requested: Approval to place recreational vehicles on the four (4) remaining legal nonconforming RV sites at Kings Cliffe Manufactured Home Park. These four sites are part of the original twenty-one (21) legal nonconforming RV sites; the other seventeen (17) were approved by the Board of Adjustment on June 17, 2026 (Appeal V-26-03). This application seeks approval for the four remaining sites under the same facts and reasoning.

**Provide eight (8) copies of any survey, drawings, photos, site plan, etc. that may help support your application, and your response to the criteria. The criteria for a use variance and appeal are on the back of the form.*

Use Variance

A use variance shall be evaluated on the following criteria. **Please state how your request meets each of these criteria.**

1. That there are physical conditions applying to the land or building for which the variance is sought, which conditions are peculiar to such land or buildings, and have not resulted from any act of the applicant or any predecessor in title; and

- Kings Cliffe MHP is a 126-lot manufactured home and RV community at 1131 S. Bay Road (Tax Parcel part of ED-05-086.00-01-080.000-000), operating consistently since the 1950s, prior to annexation into the City of Dover. Twenty-one (21) sites were specifically designated and physically built as RV sites and are a legal nonconforming use. See the attached ALTA Survey (Exhibit A) identifying all 21 RV sites — the 17 approved for use following the June 17, 2026 Board of Adjustment appeal (Application #V-26-03), plus the 4 sites for which this variance is requested.
- These 21 RV sites are physically smaller than the manufactured home sites in the community and cannot accommodate a manufactured home — they can only be used as RV sites.
- The electrical hookups on these 21 RV sites (inclusive of the 4 sites at issue) are configured specifically for RVs (30/50 amp), differing from the manufactured home hookups (100–200 amp) located elsewhere in the park, which require a hardwired, permanent conduit connection. See Exhibit B for photos comparing the electrical pedestals for the two unit types.
- The lot dimensions, pad configuration, and utility infrastructure were established by a prior owner well before the current ordinance and cannot be repurposed for any other use.
- Neither the applicant nor any predecessor in title created this condition — these sites have been built and used as RV sites since their construction, decades before the ordinance now being applied.
- If use of these RV sites is denied, the 4 sites cannot be used for anything else and will become dead space on the property — depriving ownership of expected income and eliminating affordable housing that would otherwise be available in the area.

2. **That the aforesaid circumstances or conditions are such that the strict application of the provisions of this ordinance would deprive the applicant of all reasonable use of such land or building and the granting of the variance is necessary of the reasonable use of the land or building, and that the variance as granted by the board is the minimum variance that will accomplish this purpose;**
- These 4 RV sites are physically incapable of any other use. They are too small to accommodate a manufactured home and are served by RV-specific above-ground electrical pedestals (30/50 amp), not the hardwired 100–200 amp connections manufactured homes require. Under the City's interpretation, the sites can be used neither as RV sites nor for any other purpose — a total deprivation of all reasonable use, which is precisely the harm this criterion addresses.
 - The requested variance is the minimum necessary to relieve that deprivation. The request does not include adding any additional RV sites; it is limited to the 4 existing RV sites within the original footprint of the 126-site community — no expansion, no new infrastructure, and no change of use. There is no lesser variance that would restore reasonable use of these specific sites.
 - The Board, through a majority vote, already recognized the City's code interpretation to be inaccurate when it approved 17 of the 21 RV sites at the June 17, 2026 hearing (Application #V-26-03). The same physical facts, legal history, and reasoning apply equally to the 4 remaining sites; granting the variance simply extends consistent treatment to identical sites.
 - We are asking the Board to approve the remaining 4 RV sites under the same principles and criteria as the 17 sites approved at the June 17, 2026 hearing. In 2021, prior to the current owner's purchase, the City of Dover approved the use of RVs under the legal nonconforming use. Current ownership relied on that decision to proceed with the purchase in January 2022 and secured a federally backed Freddie Mac loan. Denying reasonable use of these sites now — sites that can serve no other purpose — imposes ongoing loss on an owner who reasonably relied on the City's own prior approval.
 - As of July 13, 2026, more than 60 individuals and families have inquired about living at Kings Cliffe MHP and are on a waiting list to move in — a figure that does not include family members of current residents who wish to live closer to relatives. There is clear, unmet demand in the affordable housing space that these 4 sites would directly serve.

3. That granting of the variance under such conditions as the board may deem necessary or desirable to apply thereto will be in harmony with the general purpose and intent of this ordinance, will not represent a radical departure therefrom, will not be injurious to the neighborhood, will not change the character thereof and will not be otherwise detrimental to the public welfare.

- The park has operated with all 21 RV sites for decades without harm to the surrounding neighborhood. Restoring the final 4 sites returns the community to its long-standing configuration rather than introducing anything new.
- The 4 sites sit within the same original footprint as the 17 sites already approved at the June 17, 2026 hearing — identical use, identical character, and identical impact. Approving them is consistent with the Board's own recent determination on the same property.
- There is no new infrastructure, no new sites, no increase in density, and no change to traffic patterns or site appearance. Because nothing about the physical or operational character of the community changes, the variance is not a radical departure from the ordinance and does not alter the character of the neighborhood.
- Granting the variance is in harmony with the general purpose and intent of the ordinance, which protects established lawful (nonconforming) uses. Restoring the 4 sites is not a departure from that intent but a continuation of the status quo the ordinance is designed to preserve.
- Granting the variance also affirmatively serves the public welfare by preserving affordable housing in Dover at a time of significant, documented demand. Conversely, denying the variance removes 4 units of affordable housing from the market — sites that can serve no other purpose — with no corresponding public benefit.

Exhibit A - Location of RV Lots*
Kings Cliffe Mobile Home Park
ALTA Survey (screenshot) - 6.2.2016

POB/POC
N: 415211.07
E: 633586.22
DE CONC.
MONUMENT



- = seventeen (17) approved RV lots per 06.17.26 appeal
- = four (4) RV sites

*for illustrative purposes only

Exhibit B

Electrical pedestal for **RV site** with a 50 amp hookup (Lot 142)



Electrical Pedestal for typical **MH home site** with a different mechanism for hooking up to electric



Exhibit B

RV site #142 showing the smaller site dimension relative to other MH sites in the community



Exhibit C

Response to Planning Office Request for Additional Information

Kings Cliffe Manufactured Home Park — Board of Adjustment Use Variance Application

Property: 1131 S. Bay Road, Dover, DE 19901

Tax Parcel: Part of ED-05-086.00-01-080.000-000

Owner of Record: Kings Cliffe MHP, LLC

Zoning: MH (Manufactured Housing Zone)

Prepared in response to: Request of Christopher Salzano, AICP, Planner II, City of Dover Department of Planning & Inspections

Date: August 5, 2026

1. Smallest manufactured housing model currently on the market

The smallest and most affordable model identified is the TRU Mini “Buttercup” (Model TRT12361PH), manufactured by TRU, a brand of Clayton Home Building Group — one of the largest manufactured housing producers in the United States. Clayton describes the TRU Mini series as offering one of the lowest home prices on the market today.

Specification	Detail
Living area	408 sq. ft.
Footprint	12 ft. × 36 ft.
Configuration	1 bedroom / 1 bathroom
Construction standard	HUD Code manufactured home
Lowest publicly listed retail price	\$37,499

TRU does not publish a manufacturer suggested retail price; pricing is set by individual retailers and varies by region. The \$37,499 figure is the lowest publicly listed retail price we were able to identify and should be treated as a floor rather than a delivered cost in Dover.

Estimated delivered and installed cost

Item	Estimated Cost	Basis
Home purchase	\$37,499	Retailer listing (see sources)
Freight / delivery to Dover	\$3,000–\$6,000	Internal estimate
Crane (if needed)	\$0–\$2,500	Internal estimate
Set, level & anchor	\$4,000–\$7,500	Internal estimate
Skirting & steps	\$2,000–\$4,000	Internal estimate
Utility hookups	\$1,500–\$4,000	Internal estimate
Permits, inspections & occupancy	\$500–\$1,500	Internal estimate
Estimated total per site	\$48,499–\$63,000	

Items other than the home purchase price are good-faith internal estimates based on the property manager's experience and are subject to change with fuel prices, contractor availability, and site conditions. Formal written quotes can be obtained and provided prior to the August 19, 2026 hearing if the Board or Staff would find them helpful.

Why this option does not represent a reasonable use of these four sites

- **The unit type does not match the housing need.** The Buttercup is a one-bedroom home. Many of the households currently inquiring about housing at Kings Cliffe are single parents with children, who require at least two bedrooms. A one-bedroom unit does not serve that demand at any price.
- **Availability and timeline.** The TRU Mini series debuted in March 2026 and is still being rolled out to retail partners nationally. Current factory lead time is approximately four months, followed by roughly eight weeks for delivery and setup. Setup is weather-dependent, as homes cannot be set in certain winter ground conditions. Even if this option were pursued today, these sites would remain vacant well into 2027.
- **It is inconsistent with how the community operates.** Kings Cliffe is a land lease community. Residents own or bring their own homes and lease the site. Ownership does not purchase new manufactured homes for placement, because homes at this price point do not serve the households the community houses. Purchasing four new homes at an estimated \$48,499–\$63,000 each would represent an investment of roughly \$200,000–\$250,000 in units that our residents could not afford to occupy.
- **It is not affordable to the residents these sites serve.** Even the least expensive new manufactured home on the market is beyond the reach of the households this community houses.

By contrast, ownership currently has four recreational vehicles available and ready to be placed on these four sites. These units include two-bedroom configurations, are available immediately rather than in 2027, and are affordable to the residents the community serves. Separately, a number of households have inquired about bringing their own recreational vehicles to Kings Cliffe — requests we have been unable to accommodate under the current determination.

2. Dimensions of the four (4) requested sites

Site	Approximate Dimensions
Lot 31	30 ft. × 30 ft.
Lot 118	40 ft. × 40 ft.
Lot 120	40 ft. × 40 ft.
Lot 142	40 ft. × 40 ft.

Dimensions were measured on site by the property manager and are approximate. See Exhibit A for the location of each site within the community.

3. Conversion costs for changing the electrical hookups

Per Louis of LR Electric, the licensed electrical contractor serving Kings Cliffe:

Item	Cost
Pedestal conversion (RV to MH or MH to RV)	\$2,000 per site
New wire — runs up to 20 ft.	\$500

Item	Cost
New wire — runs up to 40 ft.	\$1,000
Estimated range per site	\$2,500–\$3,000
Estimated total, four sites	\$10,000–\$12,000

We note that electrical conversion is only one line item within the total cost described in Question 1. The electrical work alone does not make manufactured home placement feasible on these sites; it is the combination of total delivered cost, unit configuration, and timeline that makes that alternative impractical.

4. Records of the four requested sites operating prior to 2020

Current ownership acquired Kings Cliffe MHP in January 2022. Records predating that acquisition are not in our possession, as they would have remained with the prior owner. We are therefore unable to produce our own occupancy records for these four sites for the period prior to 2020 and do not wish to represent otherwise.

We would respectfully note the following context bearing on the continuity of the recreational vehicle use at this property:

- Kings Cliffe has operated as a manufactured home and recreational vehicle community since the 1950s, predating annexation into the City of Dover in December 1970.
- The City’s January 2021 action of the Construction and Property Maintenance Code Board of Appeals addressed the recreational vehicle use at this property.
- The City’s own case file compiled for Appeal V-26-03 contains records predating our ownership, including a photograph series of recreational vehicles at Kings Cliffe dated November 13, 2020, November 23, 2020, January 4, 2021, and January 6, 2021 (Exhibit 2I), together with violation correspondence of November 2020 under Case #20-00003344.
- The recreational vehicle use at Kings Cliffe belongs to the community as a whole, not to any individual site or tenant. Sites sit vacant between tenants in the ordinary course of any rental community. That vacancy does not end the use — each of these four sites has remained improved, connected to utilities, and available for recreational vehicle occupancy throughout.

Occupancy records during current ownership (January 2022 to present)

Site	Occupancy
Lot 31	09/01/22–11/01/23; 11/01/23–04/01/24; 01/01/24–12/09/24
Lot 118	08/09/25–10/09/25
Lot 120	No record of tenancy since our purchase of the community in January 2022
Lot 142	01/06/22–09/01/25

Resident names have been omitted from this exhibit for privacy; they can be provided to Staff on request. If there is a particular type of record or date range that would be most useful to the Department’s review, we are glad to search further and provide whatever we are able to locate.

5. Additional information: documented demand for affordable housing

Between July 24, 2025 and July 29, 2026, Kings Cliffe MHP received 71 inquiries from households seeking an RV site at the community. A redacted record of these inquiries is attached as Exhibit D; names have been reduced to initials to protect the privacy of the inquiring households, and complete records are available to Staff on request.

These inquiries fall into two groups:

- 36 households sought to bring their own recreational vehicle to Kings Cliffe.
- 36 households sought to rent a recreational vehicle from the community.

Two households indicated either option would work for them, and one did not specify, which accounts for the difference between these figures and the total of 71.

Both groups are seeking the same thing — the least expensive housing option available to them. Neither request could be accommodated under the current determination. Inquiries of this kind arrive nearly every week and are continuing to arrive today.

This figure does not include family members of current residents who have expressed interest in living closer to relatives.

Each of the four sites at issue represents a household that could be housed. The four recreational vehicles ownership currently has available could be placed and occupied within weeks of approval, rather than the timeline associated with any manufactured home alternative.

Sources and Notes

1. TRU Mini Buttercup (TRT12361PH) specifications — 408 sq. ft., 12 ft. × 36 ft. footprint, 1 bed / 1 bath. TRU (Clayton Home Building Group): <https://owntru.com/models/trt12361ph/>
2. TRU Mini series introduction and Clayton description of pricing — Clayton Home Building Group press release, March 17, 2026: <https://www.claytonhomes.com/newsroom/press-releases/Clayton-Debuts-TRU-Mini-Home-Collection>
3. Retail price of \$37,499 — Braustin Homes listing: <https://www.braustin.com/shop/tru-homes-mini-buttercup/> TRU does not publish MSRP; retailer pricing varies by region and this figure is presented as a floor.
4. Electrical conversion costs — Louis, LR Electric: <https://lrelectrical.co/about-us/>
5. Site dimensions — measured on site by Kings Cliffe MHP property management, August 2026. Approximate.
6. Freight, crane, set, skirting, utility hookup, and permit figures are good-faith internal estimates based on property management experience and are subject to change. Formal written quotes can be provided on request.
7. Prior City records referenced in Question 4 — City of Dover case file compiled for Board of Adjustment Appeal V-26-03, June 17, 2026.
8. Inquiry record — Kings Cliffe MHP property management inquiry log, July 2025 through July 2026. See Exhibit D.

Exhibit D

Record of RV Site Inquiries

Kings Cliffe Manufactured Home Park — 1131 S. Bay Road, Dover, DE

Inquiries received July 24, 2025 through July 29, 2026. Names have been reduced to initials to protect the privacy of the inquiring households; complete records are available to Staff on request.

#	Date	Initials	Bring Own	Rent from KC
1	07/24/25	L.C.	X	
2	07/29/25	A.S.	X	
3	08/05/25	H.L.	X	
4	08/19/25	S.M.		X
5	08/27/25	M.M.	X	
6	09/06/25	D.K.	X	
7	09/30/25	S.W.	X	
8	10/03/25	J.B.	X	
9	10/09/25	Z.L.	X	
10	10/10/25	T.C.		X
11	10/11/25	D.C.	X	
12	10/14/25	A.O.		X
13	10/21/25	Y.L.	X	
14	10/23/25	L.W.	X	
15	10/23/25	C.G.	X	
16	10/26/25	G.M.	X	
17	11/03/25	D.M.	X	
18	11/10/25	L.B.		X
19	11/14/25	W.K.	X	X
20	11/16/25	A.		X
21	11/24/25	J.H.		X
22	12/01/25	L.M.		X
23	12/01/25	A.G.	X	
24	12/03/25	S.M.		X
25	12/11/25	A.M.	X	
26	12/14/25	M.M.		X
27	12/16/25	R.L.	X	
28	12/30/25	C.H.		

#	Date	Initials	Bring Own	Rent from KC
29	01/05/26	N.T.	X	
30	01/07/26	A.C.		X
31	01/14/26	K.D.	X	
32	01/15/26	I.L.	X	
33	01/30/26	L.D.	X	
34	02/04/26	M.S.	X	
35	02/13/26	J.	X	
36	02/13/26	J.W.	X	
37	02/21/26	M.P.	X	
38	02/23/26	T.C.		X
39	02/27/26	N.F.		X
40	03/02/26	S.B.		X
41	03/10/26	S.	X	
42	03/16/26	C.S.		X
43	03/16/26	J.D.		X
44	03/20/26	G.G.	X	
45	03/22/26	H.C.	X	
46	03/30/26	L.M.		X
47	03/30/26	A.S.		X
48	03/31/26	J.J.		X
49	03/31/26	B.S.		X
50	04/01/26	M.G.	X	X
51	05/16/26	P.D.		X
52	05/12/26	J.P.		X
53	06/07/26	S.	X	
54	06/09/26	C.B.	X	
55	06/28/26	K.W.	X	
56	07/02/26	C.A.		X
57	07/03/26	K.R.		X
58	07/08/26	T.T.		X
59	07/10/26	J.R.	X	
60	07/10/26	A.H.	X	
61	07/07/26	R.C.		X
62	07/12/26	Z.Q.		X

#	Date	Initials	Bring Own	Rent from KC
63	07/13/26	K.B.	X	
64	07/19/26	A.D.		X
65	07/20/26	J.L.		X
66	07/22/26	J.P.		X
67	07/27/26	R.M.		X
68	07/27/26	S.M.		X
69	07/29/26	L.D.		X
70	07/29/26	M.W.		X
71	07/29/26	A.S.		X

Summary	Count
Total inquiries	71
Seeking to bring own RV	36
Seeking to rent RV from Kings Cliffe	36
Indicated either option acceptable	2
Did not specify	1

Source: Kings Cliffe MHP property management inquiry log, July 2025 through July 2026.