



TOWN OF GREENWOOD
TOWN COUNCIL MEETING
100 W. Market St; Greenwood, DE 19950
Thursday, January 15, 2026, 8:30 a.m.
SPECIAL MEETING / PUBLIC HEARING
MINUTES

COUNCIL PRESENT:

Mayor Branden Cessna, Secretary Mike Moran, Councilor Donnie Donovan, Councilor Dan Nelson.
Absent: Vice Mayor Anthony Massey.

OFFICIALS and COUNSEL PRESENT:

Hearing Officer Aaron Shapiro; Court Reporter Diane Houlihan.
On Behalf of Town of Greenwood: Anthony Delcollo, Esq. and Roopa Sabesan, Esq.
On Behalf of Janet Todd: Ronald Poliquin, Esq.; Janet Todd, Greenwood Town Manager

WITNESSES:

John Campanella, Investigator; David Walton, Chief of Police, Town of Greenwood

CALL TO ORDER/PLEDGE OF ALLEGIANCE:

Mayor Cessna opened the meeting at 8:30 a.m. with the Pledge of Allegiance.

PUBLIC COMMENT:

None.

PUBLIC HEARING PURSUANT TO TOWN CHARTER SECTION 19(C)(2)(D):

Mayor Cessna introduced hearing officer Mr. Shapiro and turned the hearing over to him. Mr. Shapiro explained the hearing was to consider a challenge by Janet Todd to the Town's notice of intent to dismiss her. Under the Town's Charter, the decision rested with the Town Council. The purpose of the hearing was to develop a full record upon which the Council would make its decision. Members of the public were provided an opportunity to make a statement. Witnesses were sequestered and required to testify under oath.

Mr. Poliquin wanted to put in the record that his request for a change in venue was denied.

Mr. Delcollo wanted the record to reflect that he shut the doors to the acting Town Manager & clerk's office, and to the Council room. Mr. Shapiro confirmed that the room was sealed.

OPENING STATEMENTS:

Mr. Delcollo made opening statements on behalf of the Town. He stated that information would be presented that outlined independent, direct, non-hearsay basis to sustain each of the 9 allegations that were asserted in the Notice of Intent to Terminate, and there would be significant documentary support for each of the noted allegations.

Mr. Poliquin made opening statements on behalf of Mrs. Todd. He stated that the basis for the 9 charges is a flawed administrative investigative report. The investigator, a former police officer, talked about multiple witnesses and documentary records, but didn't state who he interviewed or what documents confirmed this. Mr. Poliquin said he thought that the evidence would show that a lot of the charges were trumped up, and that the investigator believed who he wanted to believe and ignored a lot of evidence.

TOWN PRESENTATION:

TESTIMONY OF JOHN CAMPANELLA:

The first witness, John Campanella, outlined his experience as an investigator. He stated that he has been self-employed as a consultant conducting workplace investigations for the past 8.5 years. Prior to that, he spent 32 years with the Delaware State Police, where he was engaged in investigative functions at many different levels, including external and internal investigations. He holds a senior certification in human resources management as well as a certification and badge to conduct workplace investigations. He estimated that he has conducted hundreds of investigations throughout his 2 careers.

Mr. Campanella explained how he generated his report. He identified and interviewed witnesses. He gathered documentation including videos, printed documents, and online documentation. He conducted his analysis, reached conclusions, and summarized them in a report. He testified that Mrs. Todd did not provide any documents, even though she had said during her interview that she had documentation she could provide and she was given Mr. Campanella's email address to send them to him. That evening after her interview, Mr. Campanella sent an email confirmation of the information she had agreed to send him, requesting her to submit documentation within a certain time frame. Receiving no reply, he reached out again the following week. When he sent a second email later that afternoon, it immediately kicked back with an error: email had been blocked. Mr. Delcollo asked Mr. Campanella to outline what each allegation is, how he concluded that there was a relevant standard against which to make the allegation or where the standard was coming from that he thought might be an issue, and then explain how he gathered the evidence and what he considered.

Mr. Campanella testified that he interviewed all Town employees, including Mrs. Todd, and Councilmembers. He spoke with representatives from PKS, the Town's auditor. He reviewed the Town Charter, the Employee Handbook, time sheets, QuickBooks entries, meeting minutes, audio files, video files, and email communications. Through his investigation, he made the following determinations: (1) Mrs. Todd failed to have the required annual audits completed in a timely manner. Monthly reconciliations of accounts were also not completed. (2) Mrs. Todd failed to notify PKS and take care of other audit-related tasks as required by Council in June 2025. (3) Mrs. Todd failed to provide requested information to members of Council. There were information requests from other department heads that didn't get a response. In addition, emails from PKS showed that they would request documentation and extended periods of time would go by where they did not receive information. (4) As a salaried employee, Mrs. Todd improperly claimed and authorized overtime. (5) Mrs. Todd failed to maintain professional conduct. (6) Mrs. Todd demonstrated a lack of candor and misrepresentation to the council regarding the K9 program. (7) Mrs. Todd failed to act on critical information concerning police personnel. (8) Mrs. Todd sought special favors from developers regarding hunting access. (9) Mrs. Todd falsely claimed that she had been subjected to harassment and retaliation. Mr. Campanella said the claims seemed to be responsive to attempts by Council to seek information, to manage processes, and to hold her accountable for her job functions. Mrs. Todd presented emails to Mr. Campanella as signs of harassment, and Mr. Campanella read them to be requests for information that were aligned with her responsibilities. (10) Mrs. Todd removed town records. Though Mrs. Todd had remote access to her business email, Mr. Campanella discovered that she forwarded Town emails to her personal Yahoo email account - emails which included Town records, copies of budgets, financial records, bank records, emails noted confidential from Town attorneys, police budgets, records about the K9, and information about pending matters before the Town, in particular with some Town folk. The standard is these are confidential records, and not properly safeguarding these emails was a serious breach of administrative responsibility. When asked for his characterization or understanding of Mrs. Todd's

testimony during the investigation, Mr. Campanella stated that throughout his interview with Mrs. Todd, her credibility started to slide, and after spending 3 hours with her, Mr. Campanella determined her credibility to be substantially diminished.

Exhibits were admitted, the hearing went off the record at noon, and Mr. Shapiro set the time to reconvene and begin Mr. Poliquin's cross-examination for 12:45.

Cross by Mr. Poliquin: Mr. Campanella conceded that Section 23 of the Charter states that the Mayor and Council are responsible for the audits of the Town. Mr. Campanella said he did not entirely agree with Mr. Poliquin's statement that Mrs. Todd shouldn't be held accountable for problems that happened prior to her becoming Town Manager in 2021, since Mrs. Todd had been hired as the financial clerk back in 2019.

For the record, Delcollo objected to the introduction of Todd Exhibit 2 and stated he would object to all similar exhibits. Testimony was heard from the investigator, and a representation was made by Mrs. Todd's counsel regarding her possession of documents. The investigator reached out to Mrs. Todd after his interview with her to ask for the provision of anything that would be helpful to assess and determine, and nothing was provided. Mrs. Todd had stated that she didn't have documents that were confidential, sensitive Town documents in her possession, and she should be stopped from relying on such documents now, having made multiple representations through counsel and other sources that she doesn't have any documents like this.

Mr. Poliquin stated that the Town Council has the documents, that there's no representation that they did not have these documents to provide to their independent investigator, and there's no representation that Mrs. Todd took documents that weren't already in the possession of the Town. Mr. Shapiro overruled it. A letter to the Town Council from Wigglesworth, Layton, Moyers & Chance dated 7/24/23 was entered as Todd Exhibit 2.

Mr. Poliquin presented that the auditors had hired another company to reconcile bank account statements from December 31, 2020, to 2024, but Mr. Campanella could not speak to that as he had been looking at the actions of Mrs. Todd. When pressed about issues delaying the auditing process prior to Mrs. Todd becoming Town Manager, Mr. Campanella said he looked at the previous 4 or 5 completed audits after being told by the auditors that the amount of time to complete an annual audit is 3-6 months. He looked for delays in the previous years by checking the submitted dates and found that they were all completed within that 6-month timeframe.

Regarding the overtime and wage theft report, Mr. Poliquin questioned who authored it and how it was drafted, who authorized putting it together and whether it had been presented to Council. Mr. Campanella testified that he did not know and his focus on it was whether she was entitled to overtime. He accepted it as accurate representation of her time records as time sheets contained Mrs. Todd signature and Mrs. Todd's own handwriting identified herself as a salaried employee on time sheets.

Addressing the failure to maintain professional conduct allegation, Mr. Poliquin stated that an incident on June 11, 2025, could not be verified by Cpl. Tucker, Lt. Thomas did not confirm the incident happened, Vice-Mayor Massey said it did not happen, and only the Chief said it happened. Mr. Campanella corrected him by stating that Mrs. Todd acknowledged she had a profanity-laced, angry discussion but claimed it was not about the Chief. The allegation was the conduct – the use of obscenities just after a meeting where employees and potentially constituents were present – which was confirmed by Mrs. Todd herself and Chief Walton. It was the language, the outburst, and it was about the appearance of professionalism, not necessarily who it was about.

Mr. Poliquin proposed that Mrs. Todd could have just been mistaken and not purposely made misrepresentations about the K9 when she expressed concerns to members of Council, and Mr. Campanella agreed that she could have been.

On the failure to act on a complaint allegation, Mr. Poliquin questioned Mr. Campanella about Chief Walton's verification that no complaint, inquiry, investigation, email, or correspondence of any kind existed related to the allegation against that officer. Mr. Poliquin suggested that the Chief could have had some animus towards Todd; however, Mr. Campanella stated that he did not detect any animus and that he found Chief Walton to be a credible witness. Mr. Campanella testified that Mrs. Todd initially stated that she had sent it to POST, but Mr. Campanella could not verify that because POST had no record of it. She then said she may have given it to someone on Council, she didn't remember, and she didn't know what she did with it.

Pertaining to the developers and requested hunting access, when asked by Mr. Poliquin if he had any information to believe that Mrs. Todd exerted any influence over any decision in regard to those developers, Mr. Campanella stated that no, he did not have any information on that.

Mr. Campanella based his understanding of Mrs. Todd's complaint regarding harassment and retaliation on emails that Mrs. Todd sent. Mrs. Todd said that emails being sent by members of Council were creating a hostile work environment. Mr. Campanella said those emails were requesting financial documents and other information. Mrs. Todd said she felt that the tone of the way she was spoken to was hostile, and she felt that the Chief was creating a hostile work environment. She presented to Mr. Campanella that she felt her Performance Improvement Plan put in place by the Town was not about her performance, but a form of retaliation by the Council because she had made a complaint to the Public Integrity Commission. That complaint resulted in a change regarding check signing procedures so as not to create a conflict of interest, but there was no disciplinary action. Mr. Campanella said when he talked to Mrs. Todd about her PIP, she said she didn't see anything wrong with her performance and behavior and made no changes. Mr. Campanella's investigation did not substantiate retaliation, and Mrs. Todd did not identify any adverse employment action taken because of protected activity. Mr. Campanella specifically asked Mrs. Todd if Mr. Donovan had done anything to retaliate against her, and she said no. Mr. Campanella's finding was that when viewed in context and alongside her longstanding financial and administrative deficiencies, it is more likely than not that her PIC complaint served as a diversion from her own dereliction of duty rather than evidence of harassment and retaliation. It was a diversion from being accountable for her performance.

Mr. Poliquin asked Mr. Campanella about Mr. Massey's interview and if he talked about grievances that Mrs. Todd had filed. Mr. Campanella stated that Mr. Massey talked about the PIC, but not prior grievances, other than he claimed that she was involved in an incident with a prior council member. When asked by Mr. Poliquin if Mr. Massey made Mr. Campanella aware that Mrs. Todd filed grievances against the Mayor, Mr. Campanella said no; Mr. Massey didn't say she filed grievances against the Mayor, but he did say that he had gone to the Department of Labor and gotten some paperwork and dropped it off to her. Mr. Massey said he believed she might be going to file some sort of complaint, but he didn't know for a fact and Mr. Campanella would have to speak to Janet.

Re-direct by Delcollo: Mr. Campanella confirmed that he searched Mrs. Todd's email for any record that the complaint received about the officer had been forwarded anywhere, and there was no record of it being forwarded or shared by email. Mr. Campanella also confirmed that, looking at the Charter and the outline of Town Manager responsibilities, the only person who would be responsible for addressing the status of the audit or the status of any vendors responsible for addressing the audit, would be the Town Manager. Mr. Campanella reviewed the Employee Handbook while analyzing the overtime issue, and it states overtime needs to be approved by a supervisor. Hourly employees are entitled to it, but salaried employees are not. Mr. Campanella said he found no connection between the PIC complaint and Mrs. Todd's removal from the workplace, stating that the PIC complaint was at least a couple of years ago. Mr. Campanella stated that when Mrs. Todd was trying to explain how she felt she was subject to a hostile work

environment or retaliation, she described numerous emails coming at her with demands in a timeline she thought was unreasonable, and the Performance Improvement Plan. She said it was the way in which she was receiving requests from Council. There was nothing else pointed out, only her feelings that because of these emails, it was harassment, it was hostile.

Re-Cross by Mr. Poliquin: When asked by Mr. Poliquin if he thinks it's an appropriate action for an employer to remove a person via a suspension after that person complains about harassment and retaliation, Mr. Campanella responded that the context of Mrs. Todd's leave was not solely on the claim of harassment and retaliation. There were many other serious matters that the Council looked at, so he did not view it as an adverse action, but as an action to protect the integrity of the investigation.

TESTIMONY OF DAVID WALTON:

Chief Walton has been Chief of Police in the Town of Greenwood since December 2024 and has 24 years of prior law enforcement experience. He retired from Smyrna Police Department as a lieutenant, has served with the Camden Police Department, and was the Chief of Police for the Town of Frederica.

Chief Walton's testimony began with an overview of the K9 program, including the beginning discussions and financial planning decisions to try to ensure that there would be little cost to the Town. A kennel offered to donate a K9, and Mrs. Todd did not think that was a good idea. There was an executive session at the May Council meeting and the following morning, Councilman Massey came to the Police Department and said that they support the program but they're stopping it, and they don't want them to have this dog. The Chief said that Mr. Massey told him that they discussed it in Executive Session. The Chief was told that Mrs. Todd had made some comments and told them that the dog was sick and old. Chief provided Mr. Massey with some facts, and Mr. Massey asked him to come back to Council and give a presentation. Chief testified that at the June Council meeting, he gave his presentation to Council and they reversed their decision. Full medical records for the K9 were provided, and the decision was made to maintain the program and to continue with that specific dog. Chief said that the June meeting was tense; Mrs. Todd had an outburst at Councilman Nelson. After the meeting, Chief walked out of the Council chambers and heard Mrs. Todd state, "That two-faced motherfu**er! If he wants to play games, we'll fu**ing play games!". Chief said that she was in the office with Councilman Massey; the Lieutenant, who was directly behind the Chief, kind of hopscotched into there and said, "Look! I can play games!", in an apparent attempt to deescalate the situation. When Mr. Delcollo asked if anything transpired at the meeting that would have made Mrs. Todd upset, the Chief stated that it had been disclosed to Council that night that there were a lot of financial discrepancies, especially with the grants that were to be utilized to start the K9 program. That was brought to light publicly. The Chief described a couple other tense interactions. When he came in the next morning, the Chief's bin was filled with copious amounts of paperwork. He went to talk to Mrs. Todd about these papers that were dealing with management and things that he and Mrs. Todd had been working on together. Mr. Massey and Mrs. Todd were having a closed-door conversation, but Mr. Massey waved the Chief in. When the Chief asked Mrs. Todd why she had all that paperwork placed in his bin, she said her attorney advised her not to do anything that's not in her job description. When Chief asked Mr. Massey, who as a Councilmember is both of their boss, if he was okay with that, Massey shrugged. After this severing of cooperation and the unprofessionalism shown after the Council meeting the night before, the Chief knew that the working environment between them was going to be strained. He wanted to bring that to Council's attention, so he wrote a complaint to the Mayor. Chief also told of when he was looking at openly accessible old Council minutes, verifying Mrs. Todd was indeed responsible for financial transactions in 2021. When he came in to work the next day, Mrs. Todd had removed all the old Council minutes from sight.

Cross by Mr. Poliquin: Mr. Poliquin asked if the conflict between the Chief and Mrs. Todd was created when she found out that the police department had obtained a dog without Council approval. Chief's response was that he did not know when she decided there was conflict, but he didn't have conflict. The Chief also stated that his policies dictate that he can create and alter special units as he sees fit, as long as it doesn't require any other financial burden to the Town.

Re-direct by Delcollo: The Chief confirmed that Council does not have to approve everything he does in his capacity as the Chief of Police; he has policies and procedures that govern what he does as the Chief, and things like hiring, firing, and financials he would bring before the Council. No one had approached him to tell him he needed Council approval to accept the donated dog or anything to that effect.

Re-cross by Mr. Poliquin: Chief agreed that he got the dog, then Council had an executive session and said no dog, then a month later Council approved the dog.

The hearing record for the day concluded at 4:48 pm, and the time to reconvene was set for promptly 1:00 pm, the following day, January 16, 2026.

ADJOURNMENT:

Mr. Cessna stated they were bypassing numbers 3,4, and 5 on the agenda as they were unneeded. The hearing was set to continue the following day from 1:00 pm until 6:00 pm or later if needed to conclude the hearing.

Motion by Mr. Moran to adjourn the meeting at 4:55. Second, Mr. Donovan.

Nelson - Yes; Cessna - Yes; Moran - Yes; Donovan - Yes.



Town Manager