

A special meeting of the Board of Aldermen was held Monday, April 25, 2022, at 7:00 p.m. in the aldermanic chamber as well as via Zoom teleconference.

President Lori Wilshire presided; Deputy City Clerk Allison Waite recorded.

Prayer was offered by Deputy City Clerk Allison Waite; Alderman Richard A. Dowd led in the Pledge to the Flag.

To join by Zoom – please refer to the agenda or the website for the meeting link and telephone number.

Let's start the meeting by taking a roll call attendance. When each member states their presence, please indicate if participating via Zoom state why you are not meeting in person and whether there is anyone in the room with you during this meeting which is required under the Right-To-Know Law.

Deputy City Clerk Waite called the roll and asked them to state the reason he or she could not attend, confirmed that they could hear the proceedings, and stated who was present with him or her.

The roll call was taken with 10 members of the Board of Aldermen present: Alderman O'Brien, Alderman Sullivan, Alderman Klee, Alderman Jette, Alderman Comeau, Alderman Dowd, Alderman Gouveia, Alderman Cathey, Alderman Thibeault, Alderman Wilshire.

Alderman Moran, Alderman Lopez, Alderman Clemons, Alderwoman Kelly, and Alderwoman Timmons were recorded absent.

Mayor James W. Donchess, Dan Hudson, City Engineer, Mark Saunders, Senior City Engineer, and John Griffin, CFO/Treasurer/Tax Collector were also in attendance.

President Wilshire to turn the meeting over to Chairman of Budget Review Committee Richard A. Dowd.

### **PUBLIC HEARINGS**

#### **R-22-020**

#### **AUTHORIZING THE MAYOR AND THE CITY TREASURER TO ISSUE BONDS NOT TO EXCEED THE AMOUNT OF THIRTY-SEVEN MILLION FIVE HUNDRED THOUSAND DOLLARS (\$37,500,000) TO FUND THE SECOND FIVE YEAR PHASE OF A TEN YEAR PAVEMENT MANAGEMENT PROJECT**

#### **Chairman Dowd**

I believe the Mayor would like to speak first.

#### **Mayor Donchess**

Thank you Mr. Chair. We have Mr. Hudson here who is going to follow up with many of the details. What happened is for those who weren't here five years ago, by evaluating the condition of the city streets, street by street according to a paving condition index, we found that the condition of our streets was not good. That had resulted from many years of underinvestment in infrastructure, particularly in the paving of city streets. At that point, we've been paving a few miles a year - five or six miles a year and there are 300 miles of streets. So we maybe we're on a 50-60 year replacement schedule.

Based upon the evaluation that was done, we came forward with a paving plan of action - a ten year plan. We propose that over ten years we would spend \$7,500,000 per year for 10 years and if we did that, the condition of Nashua streets would be dramatically improved. We decided to seek authority for five years of the plan so that we could evaluate the situation at the end of five years. We are about five years in now. We've paved nearly 125 miles of streets and through another preservation procedure called "crack sealing", we've crack sealed over 100 miles of streets. Crack sealing preserves the street for a period of about five years.

Now it is time to undertake the second phase of the ten year paving plan of action. In doing so, we are seeking your authority to bond for a second \$37,500,000. That's \$7,500,000 a year for five more years and if you authorize that, we can again pave over another 100 miles of street and we can again dramatically improve the condition of our basic infrastructure. I think this is a plan that I believe this is a program that the citizens of Nashua have broadly endorsed. Certainly there are streets still in bad shape but in terms of evaluating which streets should be paved, Public Works uses the paving condition index that was originally developed and which is updated year by year so that the condition of each street is monitored and reevaluated on a two-year cycle.

That gives you the overview, but Mr. Hudson and I want to thank him and the Engineering staff for all of the work that they have done over these years in supervising the work. We did adopt a new procedure about one year in. In addition to, I mentioned this the other night, in addition to checking the condition of the paving as it is applied on the site based upon the recommendation of a very experienced paving contractor, we began to evaluate the quality of the asphalt at the plant. So we knew at production and at application that the quality was not specs. This is very important because a slight alteration in the recipe of the paving, a little more sand or other elements can cause a deterioration in the quality of the paving that eventually is applied. But that procedure will continue and with that I give you Mr. Hudson, City Engineer.

Dan Hudson, City Engineer

Thank you Mr. Mayor, Chair, and members of the Board. I am pleased to be here tonight to speak about the paving program. I am going to try to share a brief presentation via the Zoom. So again we're here to speak about the multi-year paving program as the Mayor outlined. So this evening we'll talk briefly about the history. We'll talk about the methodology of the program, different treatments, budgetary needs, and then wrap-up with conclusion.

Paving history as the Mayor spoke to prior to 2017, the City paved 68 miles annually. We embarked on this 10 year paving program \$75 million in total. The first half funded under R-17-092. The first five years we surfaced over 100 miles and that average PCI has increased pretty dramatically up to about 10 points. Again, this is a 0 to 100 scale. From a just about failing grade to a C average or so and then as currently proposed, R-22-020 which is to address the second half of the program. The map on the right shows the streets that have been paved during the initial years of the program. With that I'm going to turn it over to Senior Staff Engineer Mark Saunders who will go over some details of the program.

Chairman Dowd

Mr. Saunders?

Mark Saunders, Senior Staff Engineer

Thank you Dan. So Nashua has about 300 miles of public accepted roadways. These 300 miles are broken into segments that are graded on PCI score of 0 to 100. There's about 1,500 segments that we survey a third of the City every year, so every 3 years we're getting a whole picture of the network as a whole. Each one of these PCI scores all within a treatment band. Understand that this condition of the roadway segments allows models to be developed to determine budget recommendations that reflect those conditions. The treatment band examples here - there are five. They range from "do nothing" to "base rehab". As the treatment bands get more extensive, they also get more expensive. Right here, so the top left is Danforth Road over off DW Highway. That was paved in 2020. So that is in a "do nothing" condition where in the bottom right is French Street off of Manchester, which needs to be base rehabilitated.

Street selection – the street selection process is very dynamic and requires coordination between multiple parties. The first step in this street selection process is to analyze that PCI data to develop a preliminary street list. The PCI data is a first tool used in the selection process. Once a preliminary street is developed, it needs to be cleared and reviewed for utility conflicts. Under the pavement is a vast network of utilities that consist of gas, water, sewer, and storm facilities that need to be cleared through coordination screening efforts between the DPW and the other service providers - Liberty and Pennichuck. We do work with Liberty and Pennichuck to align their capital projects with our paving schedule so that paving is the last operation on the road and these productive paving lists are sent to these utility companies for screening before final street selection. In conjunction with clearing the roads, any utility conflicts are field reviewed and confirmed that the proposed treatment matches what has been prescribed. The construction ability aspect is also used to determine other roads in neighborhoods that are in similar condition that will limit the impact and disruption to neighborhoods. This also builds an attractive contract for our competitive bids.

Along with the paving of the roads, we do preventive maintenance. As a road network improves, preservation and maintenance activities should be increased to keep the good roads good. Several preservation techniques are currently being used in the City. The goal is to pilot several other treatments to determine which one works best for the community and the network. The first one we use pretty regularly is crack sealing. This is the application of an asphalt rubber compound seal to prevent moisture from entering the cracks to prevent further degradation. The next treatment we are starting to use is a fog seal. This is a full whipped topical rejuvenator that penetrates the pavement to soften the asphalt binder and bind this aggregates sole oxidation, limit graveling, and seal minor cracks. This technology was recently piloted last year and we are looking to do around five miles this upcoming year.

The next treatment show is our micro surfacing. This is a proven treatment used by other neighboring communities. Micro-surfacing is a mixture of polymodified asphalt emulsion and aggregates installed in two thin lifts on a properly prepared surface. This provides skid resistance, restricts moisture intrusion, protects the underlying structure from

oxidation graveling, and restores the roadway appearance. We are looking to do about a mile of micro surfacing this year as a pilot program.

The last one is a bonded wearing course. This is the closest to a hot mix overlay. This is a spray pair application of polymodified asphalt emulsion combined with an ultrathin gap rated hot mix asphalt overlay. This seals the underlying pavements, small cracks, minor rutting, and surface imperfections, and restores the roadway appearance. So part of this process we look to do a complete street. So once we leave the road after paving, the road is complete. In addition to resurfacing the roadway, we're looking to address one possible sidewalk access, roadway drainage, traffic detection, sign replacement, pavement markings and casting replacements. An effort is being made to reconstruct access ramps to existing sidewalks within the project limits to be compliant with the American with Disabilities Act. Existing drainage issues are evaluated before and during construction to correct where feasible. The extent of the drainage correction is directly related to the specified treatment for the road. Major intersections are evaluated for traffic detection systems. Other locations have underground protection replaced. An effort is being made to replace damaged or faded regulatory signs. Once the road is final paved, thermal plastic and retroreflective pavement markings are used to reestablish the pavement markings. Lastly, non-standard sewer drain and catch basin castings are being replaced. At this time, I will turn the presentation over the City Engineer Dan Hudson.

#### Dan Hudson, City Engineer

Thank you Mark. I just want to summarize again work completed to-date. The City has resurfaced over 100 miles the first five years of the program on 520 streets, crack sealed over 100 miles on 400 streets, and we've increased the average PCI or "Paving Condition Index" 11 points. This graph shows you that change in that amount of time. Clearly there has been a significant change. The 2022 paving program this year, we plan to resurface about 14 miles of roadway on 65 roads and then we have about 3 miles that we didn't complete last year because of utility issues, or weather, or what not so we'll complete that work. Then crack sealing, fog sealing, and micro sealing as shown.

If we go forward and fund the second five year bond for the ten year program, this is how we project conditions will change. PCI will continue to improve. Back log, which is basically the blank checks for our scenario, if we're going to write a check to solve everything that is how much it would be at that point in time. Of course, it's important to know that roadways continually degrade. It's not a static thing so when you pave a road, it does have a deterioration cycle. It's a continually evolving thing. So our recommendation is to fund the second five years of the 10-year program and expand the preventive maintenance. We are improving roads and now we want to keep the good roads good versus letting them slide back into a deteriorated state and continue this approach that we've been on pavement management where it's a continual cycle of review and condition, determine what the appropriate treatment is, making that treatment before it slides into a more expensive category, and so on over and over again. That in the long term saves the City money by doing this process. It's a fiscally responsible way of addressing the roadways. That's the end of the presentation we had prepared and we'd be happy to address some questions.

#### Chairman Dowd

Do any of the Aldermen have questions for either the Mayor or Mr. Hudson?

#### Alderman Cathey

Thank you Mr. Chair. My question is for Mr. Hudson. I understand that road conditions do change over time, but if you could what is the average life span of this particular project? So if we get done in the next 5 years, we'll be pretty much completed this program. It will be X amount of years until we get to this point again.

#### Dan Hudson, City Engineer

I don't have specific years for you. Obviously we played catch-up and made a vast improvement. The years depend on what the treatment was. In some cases, a lot of roads we only crack sealed so we've prolonged the surface life of that roadway deferring the cost of paving. Where we have been paving with the milling and paving on a residential roadway that could last 15-20 years. On an arterial roadway, it might last 10-12 because that sees much heavier vehicle loading and subjected to trucking and those sorts of things. So it really depends. We haven't projected what the scenario would be if we do nothing. Maybe we would hope and expect that the City continue to do the paving work to keep, as I said, keep the good roads good. We made this large investment and we really want to maintain that by doing preservation treatment. Through this program, we won't likely get to every road. So there will still be roads to pave and we'll be at the end of the 10-year program and some of these roads that we done at the beginning of the program will begin to show some aging especially arterials and those more heavily used roadways.

Chairman Dowd

Somebody that was in logistics for four years, I can tell you that if you stay ahead of the game, you spend a lot less than what we unfortunately did and let the roads go for a number of years and then it costs you a lot of money to catch up. The idea is to formulate a plan once the majority of roads are done and stay ahead of it by doing a few roads every year so that you don't get in a position that you have hundreds of miles that you have to pave.

Alderman Sullivan

Couple questions. With the infrastructure bill that was passed by the federal government, I believe it was in 2022, and then with the ADA Compliance that we have to adhere to, are there any federal funds that could come to the City to help offset the cost?

Dan Hudson, City Engineer

Sure, that's a good question. We'll have to evaluate the recent federal funding to see if there is funding there to support. We do a lot of work in conjunction with this program. We had a lot of (inaudible) school projects we've done to improve ADA and sidewalks. One of the things that this paving program doesn't do much of is fund the sidewalks. It addresses the connection to the sidewalk systems which is the ADA part. We do look to leverage and combine projects and potentially maybe there is some funding to help offset this. It's something we'll have to look more into. A good case in point was Charlotte Ave. project where it was a Safe Routes Project. We built some new sidewalks. We consolidate pedestrian crossings and made all that system safe. Alongside of that, we timed our paving program for that street to come in and pave the road and restripe it to promote traffic calming. So there's many projects throughout the City and various funding avenues and we do look at all those.

Chairman Dowd

All set? Alderman Klee?

Alderman Klee

Thank you Mr. Chairman. Mr. Hudson you brought up the Charlotte Street. We have the Locke and Whitney Street, which is also the safe routes to school project that we're still waiting to get that money and hopefully a little bit more considering things have gone up since then. That particular project, and I'm sure the Charlotte Street was the same thing, that did not allow you to do the streets. Is that correct? So often times they'll give us funding, but it's only for the sidewalks. It's only for ADA compliance and I think bike paths are part of it, but they don't allow it to be used specifically for the roads and paving, is that correct?

Dan Hudson, City Engineer

Yes, that is correct. So that's a local project administered project basically funding past from Federal Highway through DOT managed by the City, but the various funding programs allow only lesser things. So it's hard to do a complete street project and do the whole thing. The State and these programs, they have a limited pot of money, so they divvy it up amongst communities. You can only do projects of a certain size. It's typically not enough to do a full project. So yes the Locke and Whitney area, we'll do a similar thing. Right now we're starting to look at the utilities because I know we have sewer issues up in that neighborhood and we'll talk to the other utility agencies about what they might need to do. We'll build the sidewalks and then very likely we'll tie in paving to follow some of that work as we did in the Charlotte Avenue project.

Chairman Dowd

Alderman Klee?

Alderman Klee

I think both Locke and Whitney two years ago actually ended up on your paving list and we had to take them off because we were waiting for this funding and we didn't to dig up the street as a result of having to widen the sidewalk and so on. I appreciate how frustrating this must be for you to have to time everything perfectly. Thank you.

Chairman Dowd

I will tell you that I put in for the Charlotte Avenue Project with Mayor Lozeau and it took us 5 years to get the money. Then when they do the project, you have federal and State oversight as Mr. Hudson contested. People looking over your shoulder making sure you spend the money right, but it takes a long time to get those funds in. Any other questions? Seeing none, I'll open up the Public Hearing.

TESTIMONY IN FAVOR – None

TESTIMONY IN OPPOSITION - None

TESTIMONY IN FAVOR - None

TESTIMONY IN OPPOSITION - None

Chairman Dowd closed the public hearing on Resolution R-22-020 at 7:24 p.m.

Chairman Dowd opened the public hearing on Resolution R-22-021 at 7:24 p.m.

#### **R-22-021**

### **CHANGING THE PURPOSE OF UP TO ONE HUNDRED AND FIFTY-TWO THOUSAND AND THIRTY DOLLARS (\$152,030) OF UNEXPENDED BOND PROCEEDS FROM THE FIRE DEPARTMENT PUMPER TRUCK AND AERIAL LADDER TRUCK PURCHASES TO INFRASTRUCTURE IMPROVEMENTS TO THE MUNICIPAL FIRE ALARM SYSTEM**

Chairman Dowd

Chief, would you like to come up and give us an overview? By the way, I think I mentioned this before in bonding, you can either not spend the bonding money or to save a lot of time, money, and effort, you can repurpose the funds that you didn't spend. It's much more fluid to do that than rebond for something.

Steve Buxton, Fire Chief

Good evening. Steve Buxton, Nashua Fire Rescue. So what we're looking to do here, as Alderman Dowd said, is repurpose some money that we had left on the table from two of our apparatus purchases. Nashua Fire Rescue, Fire Alarm Division maintains a municipal loop system. Most people know these as the fire alarm pull boxes they see on telephone poles or commercial buildings within the City. These boxes actually provide a direct connection for roughly \$1.6 billion worth of property in City of Nashua. Two of these circuits as we refer to them are somewhat overloaded and have not kept pace with the expansion. Our system is very well maintained, however, the City is going to a point that some of our circuits are overloaded.

Two that need particular attention are the Amherst Street corridor what's known as "circuit 15" at this point in time. Utilizing the Veteran's Memorial Parkway, we can run cable out there and create an additional circuit out there which we would call "circuit 16". Just to give you an idea, best industry practices recommends 40 to 50 gain well boxes on a circuit. Currently the Amherst Street corridor has about 105 boxes on it. It is very well maintained. However, obviously we need to support that.

Another troublesome point there is that we don't have redundancy in our system in that area of town. We have a trunk line that runs up Main Street, goes across the Main Street Bridge, and then at the top of the hill it goes out Amherst Street or up Concord. By utilizing the Veteran's Memorial Parkway, it will give us another loop across the river to the north end of town. So if we were to suffer a catastrophic failure on Main Street for instance, right now as we currently stand that section of town would be cut off from the direct notification. By creating this loop in our system, it will give us redundancy so we'll still receive alarms from that area.

The other section that we're looking to utilize some of this funding for is in the southwest quadrant - circuit 12. As you know, that area of town is being developed. We're placing a middle school out there. We currently have 61 boxes on the circuit that is out in that area, so we're looking to start the process of reinforcing that circuit and allowing for some expansion. So this money would give us the ability to push up and reinforce the Amherst Street corridor as well as get another line underneath the highway to reinforce the southwest quadrant. I think that is about it. So we're requesting the repurposing of \$152,030. We have RFP'd this so we have a very good understanding of what money we're looking at to get the heavy lifting out of the way at this point in time. I can answer any questions anybody should have.

Chairman Dowd

Questions from the Aldermen for Chief Buxton? Thank you Chief. With that, I will open up the Public Hearing on R-22-021.

TESTIMONY IN FAVOR – None

TESTIMONY IN OPPOSITION - None

TESTIMONY IN FAVOR - None

TESTIMONY IN OPPOSITION - None

Chairman Dowd closed the public hearing on Resolution R-22-021 at 7:29 p.m.

ADJOURNMENT

**MOTION BY ALDERMAN O'BRIEN THAT THE APRIL 25, 2022, SPECIAL MEETING OF THE BOARD OF ALDERMEN BE ADJOURNED  
MOTION CARRIED**

The meeting was declared adjourned at 7:29 p.m.

Alderman-at-Large Michael B. O'Brien, Sr.  
Committee Clerk