



CITY OF CONCORD

New Hampshire's Main Street™

General Services Department

Engineering Services Division

REPORT TO MAYOR AND CITY COUNCIL

FROM: Jeffrey K. Hoadley, General Services Director
Karen Hill, P.E., Transportation Engineer, staff representative for the Traffic Operations Committee and Transportation Policy Advisory Committee

DATE: December 24, 2025

SUBJECT: Response to City Council Referral (2): Request for crosswalk at 211 Loudon Road and Paving/Traffic Safety Improvements at Loudon Road @ Woodcrest Heights Drive Neighborhood

Recommendation

Accept this report.

Background

On July 14 2025, City Council referred a communication from the Woodcrest Heights Homeowners Association, requesting consideration for street paving/reclamation and traffic safety improvements at their neighborhood entrance/exit, to the General Services Department (GSD), the Traffic Operations Committee (TOC) and Transportation Policy Advisory Committee (TPAC) for review.

On August 11, 2025, City Council referred a communication from Suraj Budathoki requesting installation of a crosswalk on Loudon Road between Concord Adult Day Care and Goodwill to improve pedestrian safety for seniors and individuals with disabilities to the Traffic Operations Committee (TOC) and Transportation Policy Advisory Committee (TPAC) for review.

TOC discussed the referrals at their August 19, 2025 meeting. TPAC discussed the referrals at their August 28, 2025 meeting. Approximately one dozen members of the public attended both meetings to speak on the requests. The meeting minutes are attached. A summary of public comments are as follows:

- Pavement conditions are awful, pothole repairs are not consistent and not sustainable.
- The neighborhood has not been paved in almost 50 years.
- Safety concerns at the intersection with Woodcrest Heights Drive and Loudon Road. Increased accidents since the development was constructed across from Woodcrest Heights Drive, especially since the car wash opened.

- Concerns with future development on Loudon Road and effects on their neighborhood intersection as well as many others along Loudon Road.
- Concerns that the subject intersection is the only egress out of the neighborhood consisting of 90 homes. Neighbors mentioned that neighboring developments have gates that allow them into the Woodcrest Heights neighborhood but Woodcrest Heights owners cannot access the other streets as they are private.
- Homeowners in the neighborhood feel trapped as they essentially can only take right hand turns, and drivers leaving the development across Loudon Road trying to take lefts almost always fail to yield.
- There are many residential communities with dense populations with no egress other than Loudon Road.
- Request to study a new connector road to the north of the developments along Loudon Road that allows for alternative travel routes and to reduce traffic on Loudon Road, similar to Branch Turnpike, Regional, Pembroke to the south.
- Suggestion for an additional I-393 Exit between Exits 2 and 3.
- Many of the homes since initial development have expanded, and since become multi-generational, leading to even more people living in the neighborhood.
- Concerns that the lane striping of the development across the street has faded, making it difficult for drivers to know lane assignments, or other drivers to anticipate which way they will be turning.
- Request that Loudon Road be expanded to facilitate a 5-lane roadway.
- Reservations with the previously proposed “road diet” which would have reduced Loudon Road from 4 to 3 lanes.
- Request that the pedestrian signal be relocated to the other side of this intersection. Every time it is used, traffic blocks the intersection of Woodcrest Heights Drive making it more difficult to exit.
- Request for a double yellow line to be added to the Woodcrest Heights Drive exit to clearly delineate the turning lanes, and refresh of the existing pavement markings and symbols at the intersection of Loudon Road and Woodcrest Heights and the development across the street.
- Request for a lane designation sign to be added along Woodcrest Heights Drive to help to address driver confusion as it is unclear which way vehicles plan to turn and there are many conflicts.

Discussion

Staff understands that residents have raised three separate concerns in the recent referrals regarding the Woodcrest Heights area:

1. overall pavement condition of several streets in the neighborhood;
2. traffic safety at their neighborhood entrance/exit;
3. and a separate referral requesting a crosswalk at 211 Loudon Road.

1. Pavement Condition

Road Life Cycle & Pavement Assessment

The average life span of a roadway in the Northeast is typically 20 to 25 years. This range is dependent on several factors, including winter severity, traffic volume, and vehicle load

weights. Roads in our region are especially vulnerable to environmental impacts such as freeze-thaw cycles and snow plowing.

To manage the condition of roadways, the City conducts a visual assessment of all streets every two years. Each road is assigned a Pavement Condition Index (PCI), a standardized rating that helps determine the type of maintenance or reconstruction needed and when it is required. Based on the most recent assessments, the streets within the Woodcrest Heights area (Woodcrest Heights Drive, Chesterfield Drive, Pine Acres Road, and Wedgewood Road) are currently scheduled for pavement reclamation in FY 2030. For informational purposes, the paving process cycle that GSD follows is below.

Paving Cycle Process

To ensure the City gets the full value of its initial road investments, we use a combination of maintenance methods throughout a roadway's life. Below is a summary of our paving cycle approach:

1. Pavement Reclamation

Full-depth reconstruction by grinding and mixing the existing asphalt with the base. A new base is formed and overlaid with 3" of new pavement. Includes lowering/resetting manholes, curbing, and sidewalk repairs.

2. Crack Filling

Used in the early stages of pavement distress. Cracks are sealed with hot asphalt to prevent water infiltration and further deterioration.

3. Shim Overlay

Involves leveling the roadway with a shim course and applying a 1" asphalt overlay to strengthen the surface. Manholes and catch basins are adjusted, and gravel shoulders are placed where needed.

4. Cold Plane & Overlay

Milling of the existing surface is done to remove ruts or defects. A shim is applied to smooth the surface, followed by a 1" overlay and adjustments to manholes/catch basins. Gravel shoulders are added as necessary.

GSD appreciates the residents' ongoing patience and interest in maintaining their neighborhood. Although the roads in the Woodcrest Heights area are scheduled for full reconstruction in FY 2030, GSD will continue to monitor their condition and prioritize maintenance as funds become available.

2. Intersection Safety

The Committees reviewed a summary of four years of intersection crash data along Loudon Road. The data shows that in 2021 Woodcrest Heights/Loudon Road averaged about 1 accident/year. In 2023, the number of accidents jumped to 10, and in 2024 to 15 accidents.

Staff has been monitoring crash data along Loudon Road for a number of years. Crash data was presented to the Committees for all Loudon Road intersections. Crash data for the intersection of Loudon Road at Woodcrest Heights Drive is provided below:

Year	2025*	2024	2023	2022	2021
Total Crashes	7	15	10	1	0

**Data does not include December 2025*

TPAC recognized that the traffic study presented during the planning process for the 196 Loudon Road development confirmed that proposed traffic volumes did not warrant a traffic signal; however, at the time, crashes were negligible and they appear to have dramatically increased in 2023.

The Manual on Uniform Traffic Control Devices (MUTCD) requires specific warrants to be met regarding traffic volumes and accident type, as well as other considerations. Further analysis of the accident data would need to be performed to determine the causes and whether a traffic signal is warranted.

TPAC recognized that the increase in crashes at Woodcrest Heights at Loudon Road is concerning, but there are also many other intersections experiencing significant crash rates. TPAC had a lengthy discussion about the Loudon Road corridor as a whole and its history, but agreed that, although the discussion was significant, the discussion would not be accomplished in one TPAC meeting.

The Committee recommended to share the accident data with City Council and recommend that further study of the intersection be conducted in the short term with the need for a corridor study in the future.

3. Crosswalk Request

Rajesh Chauwan, owner of Concord Adult Daycare, attended the meeting to speak on his request. He summarized his request to have a crosswalk installed on Loudon Road between #211 and #204. He mentioned that their guests frequent the Goodwill business across Loudon Road. Currently they have to walk down the sidewalk to the crossing west of Woodcrest Heights, which can be challenging for some of their elderly visitors.

The Committees discussed some of the benefits and challenges of relocating the crosswalk and ultimately recommended that it be studied along with the intersection traffic signal warrant analysis.

At the August 28, 2025 TPAC meeting, a motion was approved to recommend to Council that the City perform a study to relocate the pedestrian traffic signal to be in front of the Sugar River Bank at #198 Loudon Road and to conduct the traffic study at the intersection of Woodcrest Heights and Loudon Road.

In summary, recommendations from all referrals and committee meetings resulted in the following:

- In September 2025, the General Services Department refreshed the pavement markings along the Woodcrest Heights Drive approach to Loudon Road.
- The Engineering Division has retained a quote to perform a Traffic Signal Warrant Analysis at the intersection of Loudon Road and Woodcrest Heights Drive totaling \$25,000.
- The Planning Division has engaged the owner of 196 Loudon Road to refresh the pavement markings along the private driveway approach to Loudon Road.

Looking ahead, the additional following actions will be pursued:

- The Engineering Division will confirm that a lane designation sign can be installed on Woodcrest Heights Drive; if so, will work with GSD to have it installed.
- Acceptance of this report would direct Staff to propose an appropriation in the amount of \$25,000 in the FY 2027 Capital Improvement Program to complete a Traffic Signal Warrant Analysis at the intersection of Loudon Road and Woodcrest Heights Drive.
- The Engineering Division envisions the Loudon Road corridor will be discussed at length during the City's Master Plan update due to the current crash rates and safety concerns.

cc: Traffic Operations Committee
Transportation Policy Advisory Committee