

Elizabeth A. Bailey

From: Eric A. Maher <emaher@dtclawyers.com>
Sent: Monday, June 22, 2026 12:22 PM
To: Elizabeth A. Bailey
Subject: Londonderry Complaint - Number 2000528691 - Privileged and Confidential
Attachments: 2026 06 22 Letter Elizabeth Bailey Esq. re Review of Ethics Complaint w exhibits.pdf

Good Afternoon Attorney Bailey:

Attached please find the Full Investigative Report into Complaint 2000528691.

Please let me know if you have any questions.

All the best,

Eric

Eric Maher
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PLEASE RESPOND TO THE PORTSMOUTH OFFICE
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VIA EMAIL ONLY
Elizabeth Bailey, Esq.
Sheehan Phinney
1000 Elm Street, 17th Floor
Manchester, NH 03101

June 22, 2026

Re: Anonymous – Ethics Complaint Number 2000528691
Subject: Investigation Report

Dear Attorney Bailey:

The purpose of this report (“the Report”) is to provide a report on an anonymous complaint, assigned Incident Number 2000528691 and dated January 6, 2026 (“the Complaint”) against Town Manager Shaun Mulholland (“Mulholland”) and implicating Town Councilor Daniel Bouchard (“Bouchard”). I was retained by you, in your capacity as Town Counsel, to perform an investigation into the allegations in the Complaint.

I. **Executive Summary**

This Report addresses the Complaint. The Complaint alleges that Bouchard improperly participated in Town staff matters, that Mulholland used Bouchard’s presence to intimidate employees, that Mulholland created a hostile work environment, and that Mulholland rewarded favored employees with significant wage increases while treating others adversely.

The investigation included review of the Complaint, Town calendar information, compensation records for non-bargaining unit employees, relevant Town Charter and policy provisions, and other documentary materials identified in the Report. The investigation also included interviews of Town officials, department heads, employees, and the subjects of the Complaint. Based on that review, the evidence did not substantiate the allegations set forth in the Complaint.

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First, the evidence did not establish that Bouchard attended regular staff meetings or otherwise improperly interfered in Town administration. Instead, the evidence showed that Bouchard attended two issue-specific working groups – the Traffic Management Working Group and the ECC Working Group – and that his participation in those settings was limited and within the permissible confines with the Town Charter. Witness accounts did not show that Bouchard directed employees, interfered with administrative duties, or otherwise engaged in conduct constituting a violation of the Town Charter.

Second, the evidence did not substantiate the allegation that Mulholland used Bouchard to intimidate employees. While certain witnesses described tension surrounding the ECC Working Group specifically and criticized Mulholland's management style as direct, rigid, and/or demanding, the investigation did not reveal evidence that Bouchard's attendance was intended to silence employees or that employees were prevented from voicing concerns because of his presence. To the contrary, the record reflects that employees did voice disagreement regarding the subjects of the ECC Working Group and that the proposal was later put on hold when cost and feasibility concerns were developed.

Third, the evidence did not substantiate that Mulholland created a hostile work environment as that term is legally defined nor under the Town's policies. Although some witnesses expressed concern with Mulholland's management style, communication, and pace, the investigation did not reveal conduct directed at employees on the basis of any protected status, nor did it reveal corroborated evidence of threats, retaliation, or other conduct sufficient to support the allegations in the Complaint.

Fourth, the evidence did not substantiate the allegation that Mulholland rewarded employees who agreed with him by granting improper wage increases. The compensation information reviewed reflects that wage adjustments to certain non-bargaining unit employees were tied to market-based concerns, changed responsibilities, or related compensation issues, rather than favoritism. The timing of those adjustments—shortly after the beginning of Mulholland's tenure—also did not support a conclusion that they resulted from developed personal loyalty or favoritism.

In sum, while the investigation identified differing views among employees regarding Mulholland's management style and the pace of organizational change, the available evidence did not substantiate the misconduct alleged in the Complaint. The more persuasive evidence showed that the principal disputes reflected disagreement over management approach, policy direction, and workplace change rather than Charter violations, unlawful hostility, or favoritism in compensation. This Report does not comment on Mulholland's management style, the wisdom of any proposed initiative, or the reasonableness of Mulholland's expectations. I make no comment on such matters and such commentary is beyond the scope of this investigation.

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II. **The Complaint**

The Complaint was filed anonymously through the Town's online complaint portal. The Complaint states as follows:

During multiple staff and employee only meetings the Town Manager has invited Dan Bouchard a member of the Town Council. Never in my tenure [sic] has a Councilor participated in the daily operational meeting of the town hall. This has created a hostile work environment. Its [sic] obvious this is being done to intimidate the employees. This Town manager has rewarded those who fall in line and agreed with him with huge wage increases of Thousands of dollars. Bouchard attends the meetings with the Town Manager and backs up every word he says in an effort to silence the employees. If you speak your mind you are shunned by others, the Town Manager talks behind your back and certainly no big increases for you. Then you watch the [sic] Town Council meeting and you all do nothing. If you [sic] not among the blessed by the Town Manager its [sic] made clear its [sic] time for you to move on. The Town Charter calls for no interference then you see Bouchard working with the Town Manager to silence, intimidate and bully those of us who dare oppose there [sic] plan. This was a good place to work its [sic] being destroyed please do something.

Broken down into discrete allegations, I have identified the Complaint as alleging the following misconduct:

- A. Mulholland violated the Town Charter by inviting Bouchard to attend staff meetings.
- B. Mulholland sought to use Bouchard as a means by which to intimidate employees.
- C. Bouchard improperly interfered in Town operations in violation of the Town Charter.
- D. In doing so, Mulholland created a hostile work environment.
- E. Mulholland has inappropriately rewarded employees who agrees with him with raises and has not provided those raises to other employees.
- F. Mulholland shuns or talks behind the back of employees.

A full copy of the Complaint is attached as **Exhibit 1**.

III. **Factual Background and Investigation Process**

Bouchard is a former employee of the Town of Londonderry having previously worked as a law enforcement officer for 28 years. On March 11, 2025, Bouchard was elected to the Londonderry Town Council ("Council").

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Mulholland was hired by the Londonderry Town Council in February of 2025 as the Town Manager, with a start date of June 2, 2025. Prior to Mr. Mulholland, the Town was managed on an interim basis by Recreation Director Art Psaledas and Police Chief Kim Bernard. Prior to Bernard and Psaledas, the last three Town Managers were Michael Maligutti, Kevin Smith, and David Caron, in order of most-recent to least-recent.

While anonymous and stated in general terms, the Complaint makes two verifiable allegations. First, that Bouchard attended staff meetings, and second that Mulholland provided raises to employees. To ascertain what meetings Bouchard attended, I asked for calendar documentation reflecting meetings that Bouchard attended that involved staff. There is no record reflecting that Bouchard attended regular staff meetings, i.e. monthly department-head meetings conducted by Mulholland. All department heads interviewed reported that Bouchard had not attended any regular department head meetings. Rather, records reflect that Bouchard attended meetings of two distinct entities: the Traffic Management Working Group and the ECC Working Group. As the Complaint alleged interference with Town operations by and through Bouchard's attendance at these working groups, the investigation focused on meetings of those two groups. A schedule of when those two groups met in relation to the filing of the Complaint is attached as **Exhibit 2**.

With regard to the second verifiable fact, I sought to analyze those circumstances in which Mulholland granted raises to employees. As the Complaint alleges that Mulholland issued raises due to favoritism, I sought to understand which employees could have received discretionary wage increases. Those employees that could have received discretionary wage increases were those that were not subject to a collective bargaining agreement. I asked for and received a statement of non-bargaining unit Town employees and the wage adjustments that had been made for each of those employees since the start of Mr. Mulholland's tenure. That statement is attached as **Exhibit 3**.

Those employees include, among others:

- Deputy Town Manager/Economic Development Director Kellie Caron;
- Executive Assistant Tanya Pinter;
- Human Resources Director Tara Koza;
- Human Resources Administrator Cherie Fuller;
- Controller Sarah Jardim-Lee;
- Director of Finance and Administration Justin Campo;
- Director of Engineering & Environmental Services John Trottier;
- Prosecutor Alyssa Kuehne; and
- Prosecutor Katherine Muzzy.

Prior to interviewing Town staff, I received and reviewed the most recent performance evaluations of those employees. Copies of these performance evaluations are not attached to this Report but are retained in my work file. With limited exception, the performance evaluations provided predate

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Mulholland's tenure and were conducted during the tenure of Interim Town Manager Bernard and former Town Manager Mike Maligutti. The performance evaluations reviewed can be characterized as favorable and complimentary. Prior evaluators consistently recommended the full merit increases for the above-referenced employees. The purpose of this exercise was to ascertain whether the assessment of these employees changed based on who acted as Town Manager, which may corroborate or indicate that Mulholland was treating employees differently or rewarding those who agreed with him. However, a review of these records did not corroborate the allegations in the Complaint.

Thereafter, I scheduled interviews with various Town employees and officials. Below is a summary of those interviews. Unless indicated below, interviews were audio recorded with the permission of the interviewee. Audio recordings have been retained in my work file.

All employees interviewed were given the following instructions:

- (a) answer questions truthfully, honestly, accurately, and to the best of the interviewee's ability;
- (b) speak from personal knowledge without speculation unless I expressly ask for speculation;
- (c) if the interviewee does not understand my question, please say so;
- (d) if the interviewee does not know the answer, please say "I don't know";
- (e) if the interviewee cannot hear me, please say so;
- (f) if the interviewee needs to take a break, please say so, provided that if a question has been asked the answer should be finished before taking a break;
- (g) (g) due to the sensitivity of the matter, the contents of the Complaint and the topics discussed during the interview should be kept confidential during the pendency of the investigation; and
- (h) retaliation is strictly prohibited, if an employee believes that they have experienced an adverse impact due to their participation in the investigation or any answers given during the investigation, they should report that issue to either Town Counsel Bailey or to me (so that I may report it to Attorney Bailey).

Those employees that had Union Representatives attend were informed that Union Representatives could not answer questions on behalf of witnesses and could only interject if the questions exceeded beyond the scope of the investigation.

Initial Phone Call with Shaun Mulholland

On January 26, 2026, I spoke via telephone with Mulholland. While it was not my preferred practice to interview the subject of a complaint at the outset, the anonymous nature of the complaint and the general nature of the allegations required me to seek information from one of the few individuals identified in the Complaint, who was Mulholland. The purpose of the interview, therefore, was for general information gathering. The phone call was not recorded.

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I started the call by identifying the reason for the phone call and the nature of the Complaint against Mulholland. I asked Mr. Mulholland which staff meetings Bouchard had attended. Mulholland identified that Bouchard attended the Traffic Management Working Group and the ECC Working Group. I asked Mr. Mulholland if there any minutes related to those working groups, and Mulholland responded that there were no minutes.

Mulholland explained that the Traffic Management Working Group was an offshoot of the Town's Traffic Safety Committee, on which Bouchard was the Council-appointed liaison. Mulholland identified that the ECC Working Group was created to consider the consolidation of Police and Fire Dispatch systems. Bouchard was allowed by Mulholland to attend ECC Working Group meetings for the purpose of listening but not actively participating.

I asked Mulholland if he had any ideas as to who may have filed the Complaint. Mulholland identified that he had suspicions and believed that the former acting Fire Chief Fred Heinrich ("Heinrich") may have or Director of Engineering John Trottier ("Trottier").

I asked Mr. Mulholland to identify those employees that were not represented by bargaining units in the Town. Mulholland identified the employees. I asked Mr. Mulholland about the analysis that was done to make wage adjustments. Mulholland identified that the intent was to make initial wage adjustments to bring the compensation of non-bargaining unit employees to within the 60th percentile for their respective positions in the market. I asked Mulholland to provide information related to those wage adjustments, which he agreed to do.

Phone Call with Councilor Shawn Faber ("Faber")

Following phone call with Mulholland, I was informed by Attorney Bailey that Town Councilors Ron Dunn ("Dunn") and Faber wished to speak with me regarding information which may be informative to my investigation of the Complaint. On February 25, 2026, I spoke on the telephone with Faber. I was unable to record the phone call due to the manner in which I was speaking with Faber.

Faber reported that Bouchard is "always with Shawn" and that there is a joke within the Town Hall that Bouchard is the "junior town manager." Faber alleged that Bouchard is at the Town Hall two to three times per week.

As it relates to Mulholland, Faber reports that he is concerned because Mulholland is "really aggressive" and frequently emphasizes consequences if things are done to Mulholland's liking. Per Faber, the situation was starting to become a "hostile workspace" and that Mulholland's management style goes beyond what is typical.

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When I asked for specifics, Faber reported his concern regarding confidentiality and the protection of reporting employees. I asked which departments may have information to corroborate his statements. Faber reported that I should speak to Chief Bernard or to the DPW. I asked Faber for specifics. Faber responded that he almost never meets with Mulholland without another person present and that he often meets with Mulholland with Dunn. Faber reports that Mulholland tries to "divide and conquer" and that he threatens to "blow up elections" and advises against "going against me on this."

I explained the standard for hostile work environments and asked if Faber could provide specifics related to that standard. Faber responded that Bouchard had attended the ECC Working Group and Traffic Management Working Group but could not identify specifics. Faber reported that the Police Department would have the most concrete information because Faber is not frequently at town hall and, therefore, has not personally observed events supporting the Complaint. When asked about specific instances in which Mulholland has created a hostile work environment or violated Standards of Conduct, Faber reported that Mulholland speaks poorly about opponents but could not identify instances in which Mulholland spoke negatively about any employees.

Interview of Tara Koza ("Koza")

On March 6, 2026, I interviewed Tara Koza via virtual platform. Koza is the Human Resources Director for the Town. Koza has held that position since 2023. Koza provided a history of the position of Town Manager for the Town of Londonderry. She reported that prior to Mulholland, Bernard was Acting Town Manager. Prior to Bernard, the position of Acting Town Manager was Recreation Director Art Salidas, and prior to Ms. Salidas, the town manager was Mike Malaguti, who left in November December of 2024. Mr. Malaguti had been the Town Manager for approximately two years and prior to that was a prosecutor in the Police Department. Kevin Smith was the Town Manager prior to Mr. Malaguti.

Prior to working in Londonderry, Koza had not worked in municipal government but had worked as a human resources contractor. I asked Koza how the wage increases were reached for non-bargaining unit employees. Koza identified that there were two distinct reasons for the wage increases reflected in Exhibit 3. One was merit, which was tied to the performance of staff and were limited to 2.5% per year per Town policy. Merit-based increases were typically issued on the anniversary date of hire.

Koza identified that market adjustments were identified. She reports that once market adjustments were deemed necessary for non-bargaining unit employees, the wages were uniformly adjusted in an amount of \$10,000 per year. I asked Koza who performed the analysis. Koza reported that she performed the market analysis. Once it was determined that a position needed to have a market adjustment, Mulholland decided to apply a uniform market adjustment for all non-bargaining unit employees. Koza reported that, initially, she was not selected as an employee to

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receive a market adjustment. Koza reported that she believed that she too was not being paid in accordance with the market and, in response to be informed that she would not receive a market adjustment, approached Mulholland with information to support her assertion. Koza states that Mulholland considered her information and ultimately agreed with her and provided Koza with a market adjustment.

I asked Koza for more specifics related to how those adjustments were established. She reported that Mulholland identified in the summer his belief that certain employees were being underpaid. Mulholland gave Koza a directive to study the market rates of pay for certain Town staff. Koza identified that the general sentiment was that most employees were deserving of a market-based adjustment but that there were limitations as to the ability to adjust non-bargaining unit positions.

I asked Koza about Mulholland's management style. Koza reports that Mulholland emphasizes feedback. He conducts biweekly department head meetings. When asked if there has been any department that has been the subject of heightened discussion with Mulholland, Koza responded that the Fire Department was a topic of regular discussion due to it being in a state of transition, due to recent changes in the Fire Chief. Koza also identified that Mulholland has worked significantly with the Department of Public Works.

Given that Faber and Mulholland identified that the Department of Public Works specifically as a potential source of the complaint, I asked Koza about her knowledge of Mulholland's relationship with Trottier. Koza identified that Mulholland restructured the Department of Public Works by placing Mr. Trottier under Department of Public Works Director Dave Wholley.

I asked Koza if she had observed Mulholland speak negatively about any employee. Koza reported that she has not observed anything and has received no complaints. Koza identified that she believes that the Complaint may be the product of the history of uncertainty as it relates to the Town Manager position. She reported that in a short period of time, there have been four separate individuals in the position of Town Manager: Mr. Malaguti, Mr. Salidas, Bernard, and then Mulholland. She reports that Mulholland is different in management style from other town managers. She states that Mulholland has been proactive with regard to establishing new policies and sending those policies to department heads to the point where people may have been "bogged down." She does not believe, however, that Mulholland's actions have been inappropriate. When asked if Mulholland is stricter than prior Town Managers, Koza disagreed and stated that he is "better informed" and therefore is doing things differently than how they may have been done in the past.

I asked Koza about Bouchard. Koza responded that she does not see him frequently and that she has seen everyone in the Town Manager's suite "almost on an equal basis but not often." Koza responded that she does not see Bouchard any more than anyone else. Koza reports that

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department heads hold a monthly meeting in the Moose Hall Chambers, but she has never seen a Councilor attend such a meeting.

Koza as the Human Resources Director has not received a complaint of hostile work environment. Koza denied ever hearing Mulholland speak negatively about an employee behind their back and denied seeing Mulholland shun another employee. I asked Koza if she feels capable of speaking her mind with Mulholland to which she felt that she could and that she has never felt shunned because of it. Koza reports that Mulholland welcomes others to provide feedback. Koza responded that she has never seen Mulholland lose his temper, have a heated exchange with another person, or have an argument with another employee.

I asked Koza about any departures on town staff during Mulholland's tenure. Koza responded that she could not recall any resignations amongst employees working in the Town Hall and noted that there were no resignations or departures other than in the ordinary course.

Interview of Cherie Fuller

On March 6, 2026, I interviewed Cherie Fuller ("Fuller") in the Merrill Room of the Londonderry Town Hall. Fuller is the Town's Human Resources Administrator. She has worked for the Town for approximately 5 years. She started with the Town as an Assistant Town Clerk/Deputy Tax Collector, then moved on to Benefits Administrator, and was promoted in 2024 by Koza and Maligutti into her current position. As part of her duties, Fuller is responsible for administering payroll, including changes in compensation amounts.

Fuller was one of the employees who received a wage adjustment in the fall of 2025. I asked Fuller how she learned that her compensation would increase. Fuller stated that she received an email from Koza that her compensation was going to increase \$7,000.00, which was a surprise to her. She reported that she then received an additional \$3,000.00 increase, which was consistent with what other employees received. I asked Fuller if she was aware of how that compensation adjustment was determined. She said that she was not privy to that information, stating that "would be [Koza's] job to do that and I would assume the Finance Director."

I asked Fuller regarding her interactions with Mulholland. She said that her interactions with Mulholland are professional but limited. She reports to have had pleasant interactions with no volatility. Fuller states that she is responsible for processing separations and has not seen an increase in voluntary resignations or retirements during Mulholland's tenure.

When asked to compare Mulholland to prior Town Managers, Fuller stated that Mulholland was putting processes into place which she characterized as improvements. On the role of Town Councilors in the Town Hall, Fuller responded that she does not see Councilors frequently, but has seen Bouchard on occasion but assumed that was because Bouchard is a retired former employee of the Town and was at Town Hall due to his retirement.

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Interview of Justin Campo

On March 6, 2026, I interviewed Justin Campo ("Campo") in the Merrill Room in the Town Hall. Campo is the Town's Finance Director. Campo reported that he was hired in 2015 as a Senior Accountant and was promoted in April of 2019.

I asked Campo regarding his role in determining the market comparability of wages. Campo reported that he has performed market wage comparability analysis as part of collective bargaining negotiations. I asked Campo whether he had any role with regard to non-bargaining unit employees. Campo responded that he has had limited involvement beyond studying his own rate of pay and the Controller. Campo reported he studied the anticipated compensation of the Controller.

With regard to the 2025 wage adjustments to non-bargaining unit employees, Campo was not involved in establishing the adjustments and did not perform analysis as part of those adjustments. Campo reported that he understood that the adjustments were done by Mulholland based on the compensation levels where Mulholland previously worked (the City of Lebanon) and elsewhere. Campo reported that his own compensation as Finance Director in Londonderry is less than that of other communities that have solicited him for employment.

I asked Campo about his interactions with Mulholland. Campo reports that Mulholland is "very go," meaning that he is motivated to get things done and is always stepping forward. Campo reports that Mulholland wants to be more informed, holding monthly Department Head meetings and has one-on-one meetings with Department Heads more frequently, which Campo said "makes sense."

Campo reported that Mulholland has high expectations, but that his demands are obtainable and reachable. Campo stated that Mulholland seems to understand the need to allow for time for tasks to be completed. Campo stated that Mulholland is focused on improving the ability of Departments to do their job and has sought to improve internal processes and systems.

Campo reports that morale in the Town is "a little dicey." When asked to explain, he responded that the Town has had four Town Managers in one year. He said that, with regard to Mulholland, he has not heard many complaints. He noted that expectations are high, but that he has not observed Mulholland make any offhand comments or statements inappropriate for the workplace.

Turning to Campo's interactions with Town Councilors, Campo stated that he has a scheduled meeting with Councilors once per month, but that he met with Bouchard more frequently because he wanted to know more information about the budget. Campo stated that Bouchard's visits have decreased since the end of "budget season," but during budget season, Bouchard would ask questions, with a focus on the Police Department. Campo reported that he

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attributed this to Bouchard being in his first year on the Town Council. Campo denied seeing Bouchard exert any influence or giving him any direction.

When asked if Mulholland ever used Bouchard to try to influence an employee, Campo stated that he has only seen Mulholland "use himself as an influence." When asked to explain, he said that you can go back and forth to discuss, "he'll give you an opportunity to state your reasoning why and if he agrees he'll move forward with yours," and, if not, he'll move forward with his idea.

Campo said he disagreed with the allegations in the Complaint, asserting that "it is insulting" that someone would say that Campo kept his "mouth shut" for a wage increase.

Interview of Tanya Pinter

On March 6, 2026, I interviewed Tanya Pinter in the Merrill Room of the Town Hall. Pinter is the Executive Assistant to the Town Manager. Pinter was hired by Acting Town Manager Kim Bernard. Prior to working for the Town of Londonderry, Pinter worked for the Veteran's Administration.

I asked Pinter as to her interactions with Mulholland. Pinter reports that she has had "great interactions" with Mulholland and that he is a "great person." Pinter reported that he is at the Town "for the right reasons," which she clarified were to bring "great service."

I asked Pinter about the wage adjustment that she received. Pinter responded that she understood the adjustment was because her position assumed different duties. She did not know how the wage adjustment was calculated, but that she thought that she should be making more money.

Asked about Mulholland's management style, Pinter reported that there is a lot of work "as a team" and that there is "no rank." Pinter reported that she has not seen Mulholland speak negatively about other employees. When asked if she agreed with the allegation that people cannot speak their minds, Pinter said that she did not agree. When asked to explain, Pinter responded, "because I have." Pinter also expressed that she knows that there have been occasions where Mulholland and Bernard do not agree, but that there appears to be no open hostility, and they seem pleasant with one another.

I asked Pinter about the role of Councilors with regard to Mulholland. She stated that Dunn and Faber have a recurring meeting with Mulholland. She stated that Bouchard does not attend pre-scheduled meetings with Mulholland, but "pops in a lot." Pinter says that Bouchard goes around the Town Hall and says "hi to everyone," approximately every other week. Pinter confirmed that Bouchard was on the ECC Working Group and the Traffic Management Working Group but denied that Bouchard attends meetings with Department Heads.

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I asked Pinter about the morale at Town Hall. Pinter responded that morale was "crappy," but attributes it to being left over from before Mulholland's tenure. Pinter responded that Mulholland initially came in "like a wrecking ball," but has since had to "pump the brakes." Pinter explained that, when Mulholland initially started, he wanted everything fixed and issued a policy revision approximately once a week. However, now that frequency has reduced to once per month. Pinter reported that employees made comments about feeling overworked and identified Kirsten Hildonen – Director of Administrative Services – as one such employee. Pinter said that, in response, Mulholland "acknowledged" this issue and has been working to reduce prior expectations.

Interview of Kim Bernard

I interviewed Bernard virtually on March 12, 2026. Bernard is the Police Chief and has worked for the Town for 25 years. Prior to Londonderry, he worked for Allentown, which is where Mulholland worked previously.

When asked how Mulholland's management style compares to prior Town Managers that he has worked with, Bernard reported that Mulholland is "more authoritarian" and that his leadership style is more like that seen in military or police. Bernard stated that Mulholland's style is not right for municipal government. Bernard contrasted Mulholland's style with Maligutti, which was more "democratic", and Kevin Smith, who was "more approachable" and "friendlier to staff."

Bernard provided an example where during a meeting of the ECC Working Group, Mulholland made a comment to the effect of "like it or not, there's a new sheriff in Town and that's me." Bernard reported that he thought it was the wrong time and place for that comment. Bernard reported that the message from Mulholland on the ECC Working Group was that the project – the merger of Police and Fire Dispatch – was going to happen and if there were efforts to stall the project Mulholland would deal with it. I asked Bernard if Bouchard was present. Bernard confirmed that he was but that Bouchard did not say anything. I asked Bernard if he believed that Bouchard was present to intimidate staff. Bernard said that he did not believe so; Bernard reported that years ago Bouchard thought the merger of Police and Fire Dispatch was a good idea.

I asked Bernard about the proposal to merge Police and Fire Dispatch. Bernard said that the Fire Union was not thrilled about it. Bernard acknowledged that Mulholland's instructions were a "lawful directive." Bernard reported that the ECC Working Group's task was to analyze the cost of the project and that there were several meetings and a walkthrough to assess the project. Bernard reported that the Captain of Dispatch (Patrick Cheetam) provided a memorandum to Mulholland that said the proposed merger would be a problem. He believed that there was hesitation to write that memorandum and that Mulholland's statement that "this [the merger] is

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going to happen” had a chilling effect. At a follow-up meeting after the memorandum was submitted, Mulholland placed the project “on hold.”

Bernard stated that “everybody talks” and that the feeling is that if someone gives an opinion or input, Mulholland disregards it. He states that Mulholland does not understand that there are different types of leadership styles and that there are individuals who are “a lot different.” Bernard stated that Mulholland started his first Department Head meeting with the phrase “don’t want to scare people . . .” and that the last 8-9 months were the hardest he’s had in the last 25 years. Bernard states that Mulholland talks about things being performed illegally in the Town and states that those actions are going to change.

Bernard provided an example of how the Police Department investigated an employee complaint in-house and that the Town Manager reported that he would have had it reviewed by an external investigator. Bernard reported that such comments do not allow him to effectively perform his job and undermine the effectiveness of the Police Department. Bernard reported that he raised this with Mulholland that Mulholland “will listen to you” and then Mulholland does what he’s going to do. Bernard said that does not “fit with the culture” of the Town.

Bernard provided another example pertaining to Mulholland’s handling of a proposed consolidation of the Police and Town IT systems. Bernard shared his concerns with Mulholland, but that Mulholland disregarded his concerns. Bernard stated that the Police Department IT coordinator, Thomas Roy, [REDACTED] [REDACTED], which Roy attributed to the uncertainty of his employment status due to Mulholland’s proposed re-organization.

Another example pertained to the manner in which Town vehicles were filled up. Mulholland expressed a preference to do away with Town fuel pumps due to them being a waste of money. Bernard reported that may create issues of officer safety. Bernard asserts that Mulholland disagreed with him.

Bernard says that Mulholland’s emotional intelligence is lacking. He reported that employees cannot “keep up with” Mulholland, that there is anxiety, and that communication is poor. He stated that Mulholland is missing nuances of personnel management and that there is “too much, too fast.”

Interview of Corey Nader

On March 31, 2026, I interviewed Corey Nader (“Nader”) in the Conference Room of the Chief’s Suite in the Londonderry Police Department. In attendance was Union Representative Timon Akawa. Nader is a dispatcher for the Police Department and has worked in that capacity for approximately five years. I sought to interview Nader because he was identified as being on the ECC Working Group.

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Nader was a member of ECC Working Group. Nader explained that the purpose of the ECC Working Group was to discuss the possibility of combining Police and Fire Dispatch under one roof.

Nader attended all meetings of the ECC Working Group. Nader identified that the atmosphere of the meetings was tense, but straightforward. He identified that Mulholland set forth the ultimate directive and issued assignments. The purpose of the assignments was to research the pros and cons of merging the dispatch operations. Nader reported that the Fire Department was not in favor of the merger because the Fire Department had "more to lose" as the idea was to move the Fire Department dispatch to the Police Department. Nader reported that Fire Department personnel raised concerns. Mulholland's reported responses were to the effect of the merger "needs to happen" and was "going to happen." Nader stated that Mulholland's communication was not disrespectful and could not recall any threats being made.

Nader reported that Bouchard was in attendance but that Mulholland did not refer to Bouchard during meetings of the ECC Working Group. Nader stated that Acting Fire Chief Fred Heinrich and other officials were able to express concerns.

Nader stated that ultimately Cheetham prepared a memorandum that showed that the merger was not cost feasible.

Following Nader's interview, I was provided with Mulholland's "Kick-Off Memorandum" dated October 9, 2025, in which the ECC Working Group was formally convened, which was "tasked with developing the full **Implementation Plan** for consolidating fire and police dispatch operations into a single Emergency Communications Center (ECC) at the Londonderry Police Department." (Bold in original.) A copy of that Memorandum is attached as **Exhibit 4**. I was also provided with Captain Cheetham's Memorandum to Mulholland on that matter, which is attached as **Exhibit 5**.

Interview of Patrick Cheetham

I interviewed Patrick Cheetham in the Conference Room in the Police Chief's Suite at the Londonderry Police Department on March 31, 2026. Cheetham is a captain in the Londonderry Police Department. Cheetham stated that he has known Mulholland for 25 years, since Mulholland was a lieutenant in Allentown. I sought to interview Cheetham because he was identified as being on the ECC Working Group.

Cheetham has worked in Londonderry since 2002 and had been a captain since 2018. Cheetham was assigned to the ECC Working Group by Bernard. Cheetham reported that the direction for the ECC Working Group was provided by Mulholland and was clear: research the costs for merging the Police and Fire Dispatch. Cheetham reported that Mulholland provided a memorandum to this effect. Cheetham reported that the Mulholland had decided that the merger

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was going to happen and was seeking to assign tasks to obtain that goal. Cheetham stated that the Town Manager had various references and models for the merger and that Cheetham believed that the idea had merit. Cheetham stated that he believed Mulholland's schedule to accomplish these tasks was aggressive, but not impossible.

Cheetham stated that as part of the ECC Working Group there was a working document that was circulated on a monthly basis. Cheetham said that the last iteration of the report reflected that the timing was not right for the dispatch merger, as the costs would be several hundred thousand dollars.

Cheetham reported that Mulholland was receptive to feedback and ideas. At the final meeting, when the analysis indicated that the dispatch merger was not cost feasible, Mulholland reportedly stated that the idea was not going away but would be tabled. Cheetham reported that Mulholland gave credit to his thoughts.

When asked about the role of Bouchard at the ECC Working Group, Cheetham stated that he did not recall Bouchard speaking. Cheetham denied observing Mulholland referring to Bouchard, asking Bouchard for an opinion, or Bouchard exerting influence over the ECC Working Group meetings. Cheetham did report that Bouchard was supportive of the merger.

Cheetham reported that the Fire Department provided a lot of pushback to the initiative. Cheetham recalls Mulholland stating, in response to the Fire Union's opposition to the proposed merger, "Unions don't run this Town." Cheetham denied ever hearing Mulholland be unprofessional. He characterized Mulholland as firm. Cheetham did not believe that having Bouchard attend was inappropriate because the ultimate merger would require monetary expenditures.

Interview of Thomas Roy

I interviewed Roy in the Conference Room of the Police Chief's Suite in the Londonderry Police Department on March 31, 2026. At the time, Roy was the Police Department's IT Coordinator. Roy stated that he has worked with the Town since 2014, starting as a contractor and has been an employee since 2019. Roy described his role as overseeing Police Department IT infrastructure, compliance, digital forensics, and digital evidence.

Roy said he generally had positive working relationships with prior Town Managers but described Mulholland as "the most difficult one to get along with." Roy's criticism focused on Mulholland's proposal to merge IT services for the Police Department and Town in general. Roy stated that during a late-October meeting, Mulholland told him that the Police Department IT position would be eliminated and merged into a consolidated IT Department at Town Hall headed by an IT Director. Roy reported that Mulholland encouraged Roy to apply for a new IT Director role.

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Roy said he generally had positive working relationships with prior Town Managers but described Mulholland as "the most difficult one to get along with." Roy's expressed criticism of Mulholland's proposal to merger IT services for the Police Department and Town in general. Roy stated that during a late-October meeting, Mulholland told him that the Police Department IT position would be eliminated and merged into a consolidated IT Department at Town Hall headed by an IT Director. Roy reported that Mulholland encouraged Roy to apply for a new IT Director role.

Roy said this uncertainty caused significant stress, [REDACTED] and ultimately influenced his decision to resign, effective May 2.¹ Roy said that he "can't take the stress of this guy." Roy stated his belief that the merger could not just happen due to "union obligations" and "compliance obligations" and that "we've opposed this from the beginning." Roy reported that Mulholland "doesn't care." Roy stated that he did not apply for the position because he did not want to report to Mulholland. Roy reported feeling intimidated by Mulholland because Roy's position was going to be eliminated whether he liked it or not.

Roy denied Mulholland ever threatening him or retaliating against him. Roy also denied that Mulholland acted inappropriately but stated that his concerns were more of management style. Roy reported that Mulholland is more "top-down" and he would no longer be treated as a "trusted advisor," and instead would be told what to do.

Regarding the ECC working group, Roy confirmed that Bouchard attended several meetings, which Roy found unusual because he had not previously seen a Councilor participate in meetings. Roy said Bouchard did not meaningfully contribute or speak much, but his presence felt uncomfortable and added to the sense that the process was not open to disagreement. Roy characterized Bouchard's attendance as "maybe intimidating."

Roy described the meetings as driven by a directive to merge Police and Fire Dispatch rather than as a collaborative discussion. Roy stated that he believed that the discussion should not have started with a directive that the merger would happen but rather should have "been flipped around" to rely upon the expertise of staff. He recalled Mulholland opening the first meeting with a comment to the effect that there was a "new sheriff in town." Roy believed this approach created tension and opposition, particularly because personnel felt they were being told to implement a decision rather than asked whether consolidation made operational sense.

In Roy's view, the ECC proposal was eventually tabled not because of staff opposition, but because cost information showed that combining the services in an existing facility did not make financial sense. Overall, Roy characterized Mulholland's approach as agenda-driven, dismissive of staff expertise and institutional knowledge, and a significant source of workplace stress.

¹ Roy's resignation occurred after I interviewed Koza and she reported that there had been no resignations.

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At the same time, Roy distinguished between poor management style and overt retaliation. Roy said he did not personally observe Mulholland retaliate against anyone and did not report any explicit threats. Roy also said he was not the anonymous complainant.

Interview of Councilor Ron Dunn

On March 31, 2026, I spoke with Dunn via telephone. I spoke with Dunn because Attorney Bailey informed me that Dunn had reported to her having information that may be informative to my investigation.

Dunn reported that there is not a good work environment in the Town. He informed me that he has heard on the inside that the environment is hostile and unfriendly. I asked Dunn if he could share from whom this information was provided. Dunn stated that he could not. Dunn stated that he had given his word that he would not disclose this information and that people were very concerned about their jobs.

I informed Dunn that I could not investigate any claims without information and informed him that, due to allegations about wage increases, my assumption was that the complaint came from individuals not affiliated with a bargaining unit. Dunn informed me that he could not tell me with whom he spoke.

Dunn reported that he has been told that Bouchard is used as a tool for persuasion. Dunn reported that Bouchard's presence creates a perception that the Town Council either supports or does not support an initiative. He stated that other Councilors keep to their liaison roles. Dunn reported that Bouchard spends a lot of time at Town Hall and cited to his attendance at the ECC Working Group Meetings. Dunn stated that he would not do that and that it created an impression that the Town Council wanted the merger.

Interview of John Trottier

I interviewed John Trottier via Zoom on April 9, 2026. I interviewed Mr. Trottier because he was identified as being a member of the Traffic Management Working Group. Trottier is the Town's Engineer.

Trottier stated that Mulholland is "fresh blood" and that prior to Mulholland no Town Manager knew how things should be followed. Trottier said that Mulholland is the first Town Manager to look at traffic.

The Traffic Management Working Group is comprised of engineering, public works, and police department representatives, all of whom have familiarity with the Town. Trottier reported that Mulholland initiated the group. Trottier acknowledged that Bouchard is on the Working

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Group but that he is not "intimidated by" him. He stated that Bouchard has had some active involvement in the Working Group, giving his "two cents," however, he is not there to drive the agenda of the Working Group.

When asked if members of the Traffic Management Working Group can disagree with Mulholland, Trottier stated that all are "grown up enough to disagree" with Mulholland and that he is not intimidated by him. Trottier denies that Mulholland tries to intimidate others during meetings. He further denies that there is a lot of disagreement on the Working Group.

I asked Trottier about Mulholland's management style. He stated that Mulholland "sets the course," but that Mulholland takes professional advice.

Trottier raised a prior interaction where he was subject to discipline, stating that he would have preferred informal counseling first. However, Trottier also identified that the Town needs Mulholland's management style characterizing the former culture as more of a "country club." With regard to the Complaint, Trottier said that someone was just upset because things are more rigid; however, Trottier said that is not improper because the Town was "out of control."

Interview of Fred Heinrich

I interviewed Fred Heinrich in his office at the Londonderry Fire Department on April 14, 2026. I interviewed Heinrich because he was identified as being the former Acting Fire Chief and reportedly attended ECC Working Group Meetings. At the outset, Heinrich reported concerns about retaliation, stating that Mulholland can hold a grudge. I asked him to explain his answer and he referenced a recent interaction where Mulholland had a disagreement with a Town Councilor and prepared a video montage that was shown at a Councilors' meeting.

Heinrich mentioned that Mulholland likes some employees more than others. When I asked Heinrich for an example, he could not provide one. Heinrich then said that he has seen Mulholland frustrated with Trottier (Trottier did not raise any incident in his interview).

Heinrich stated that Mulholland is detail oriented and will challenge an employee if he does not agree with the point of view.

Heinrich referenced that he believes that the re-organization of Trottier's position to being subordinate to Director of Public Works Dave Wholley was done due to some animus toward Trottier.

With regard to the Traffic Management Committee, Heinrich stated that he feels that he cannot disagree and that is why he is no longer on that Committee.

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With regard to the ECC Working Group, Heinrich stated that prior to Mulholland, Bernard had commissioned a needs assessment of the Fire Department by MRI. Heinrich said Bouchard has characterized the Fire Department as a "shit show." Heinrich provided some historical perspective, noting the recent departure of the prior Fire Chief. Heinrich admitted that there were morale issues in the Fire Department dispatch, noting that Fire Department dispatchers earn \$2.00 less per hour than their Police counterparts and that dispatchers are constantly fighting with one another and undermining one another. Heinrich says he agreed with MRI's assessment.

Heinrich stated that prior to the creation of the ECC Working Group, Mulholland directed Heinrich, as acting Fire Chief, to prepare a comprehensive review of all operations for the Fire Department Dispatch, ranging from options to leave it as is or disband and outsource dispatch services. Heinrich admitted that he did not provide a report as directed because he did not want his name tied to a report that would be used against the Department. When he did not follow Mulholland's directive, Mulholland stated that he was not happy that Heinrich did not follow his directive. Heinrich said that, thereafter, Mulholland told the Police Department and Fire Department separately that the dispatch services would merge. Heinrich stated this was delivered in a matter-of-fact manner and that it was "going to happen." Heinrich admitted that there were some legitimate concerns but that the Fire Department expressed that it was a "really bad idea." Heinrich reported that Mulholland's response was that the merger was a done deal and that, without a report from the Fire Department, Mulholland made his decision. Heinrich reported that the Union was not happy with this decision and worked to show that it was not a good idea.

I asked Heinrich about Bouchard's role on the ECC Working Group. Heinrich said that Bouchard was supportive of the merger, and said as much at the meeting, but that Bouchard was not actively involved.

In terms of management style, Heinrich says that once Mulholland makes a decision, he sticks with it. Notwithstanding, Heinrich admitted that the dispatches remain separate, which was due to Police and Fire personnel showing that the merger was not cost-feasible. Presently, Heinrich reports that efforts are underway to create a plan to build out infrastructure using the Capital Improvement Program. Heinrich stated Mulholland is good at planning.

Heinrich stated that he has never seen Mulholland angry. Heinrich said that on one occasion Mulholland spoke poorly about another employee. In this interaction, Heinrich raised a concern about an employee, to which Mulholland agreed, but did not identify any inappropriate language related to that employee.

Heinrich stated that he is not afraid to speak his mind. Heinrich, however, expressed concerns, stating that he hopes there is no retribution."

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Interview of Phil Leblanc

I interviewed Phil Leblanc at a conference room of the Londonderry Fire Department on April 14, 2026. Leblanc is the Deputy Chief and was the Acting Fire Chief after Heinrich, between November of 2025 and February of 2026. Leblanc has been employed with the Londonderry Fire Department since 2006.

Leblanc characterized his relationship with Mulholland as "good" and that Mulholland wants the organization to succeed. When Leblanc became Acting Fire Chief, Mulholland provided him resources to work with. Leblanc said that, during that time, he met with Mulholland approximately once per week.

Leblanc described Mulholland as an "autocratic leader who became a democratic leader most of the time." Leblanc said Mulholland wants to listen, but he is headstrong and very direct. Leblanc said that he has never heard Mulholland yell and is very respectful. Per Leblanc, Mulholland clearly values laws, rules, and governance.

Leblanc stated that Mulholland will change his mind if provided with information and never found that Mulholland would bear down on him if someone disagreed with him. Leblanc said that Mulholland has high expectations. As an example, Leblanc noted that Mulholland's work with the ECC Working Group was a prime example. He stated that Mulholland asked Heinrich for a plan as it related to dispatch, but Heinrich did not do it. Leblanc said that, when Heinrich did not do it, Mulholland made a plan without Fire Department input. Thereafter, Mulholland identified that the merger was the approach the Town was taking. Leblanc said that the communication was professional and identified tasks to do. Leblanc identified that the Fire Department disagreed from the outset, but that there was no retribution for disagreeing. Leblanc noted that, during ECC Working Group meetings, Bouchard spoke minimally.

Leblanc described Mulholland's conduct as "professional at all levels." When Mulholland was told that the merger was not cost-feasible, Mulholland had no real reaction.

Leblanc described Mulholland's conduct as "professional at all levels." When Mulholland was told that the merger was not cost-feasible, Mulholland had no real reaction.

Leblanc commented on the issue of raises, saying that Mulholland provided employees with raises they deserve and that the Town had "under-valued employees for a long time."

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Interview of Jeremy Mague

I interviewed Jeremy Mague on April 14, 2026 in the conference room of the Londonderry Fire Department. Mague has been employed with the Town of 26 years and has worked with various Town Managers but has not had a lot of interactions. I interviewed Mague due to his involvement on the ECC Working Group.

Mague has not heard Mulholland speak poorly about other employees. He has heard Mulholland in an agitated state, referring to a recent Town Council meeting. He stated that with employees he is professional, does not yell at employees, keeps focused on the task at hand, is all business, but is "easy to talk to."

Mague identified that the ECC Working Group was created "well after the project was assigned" to Heinrich. Mague stated that once he was notified that the merger was "a thing" he worked with the Police Department to work through it.

With regard to ECC Working Group Meetings, he said that tone was that of a plan moving forward. He said that the meetings were not hostile and intended on gathering information. He said that Mulholland was clear that the Town was "moving forward with the project" and assigned tasks to the ultimate goal. Mague felt that he could voice his opinion and that Mulholland is good with listening but would push forward unless there was a good reason not to. Mague stated that he suspected that the matter was put on hold due to unanticipated costs.

With regard to Bouchard, Mague stated that he listened during the ECC Working Group meetings and that Bouchard's attendance did not bother him. Mague felt that Bouchard's involvement was not out of the ordinary and cited to heavier and "more aggressive" involvement from prior Town Councilors as it related to Departmental operations.

Mague was surprised by the Complaint as his interactions with Mulholland were nothing out of the ordinary.

Interview of Michael Bazegian

I spoke with Michael Bazegian ("Bazegian") via Zoom on April 15, 2026. Due to a technical difficulty, the interview was not recorded, but Zoom created a transcript of the interview, which is in my work file. I spoke to Bazegian due to his role on the Traffic Management Working Group. Bazegian is the Town's GIS Coordinator. Bazegian has been working with the Town for two years and previously worked in North Reading and Westfield, Massachusetts.

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Bazegian stated that he believes Mulholland is doing a "great job" and has a vision and is working towards it. Bazegian has been with the group since its formation. He stated that there is not a lot of disagreement in the Traffic Management Working Group because everyone is on the same page and that there are not any particular points of disagreement.

Bazegian said that at the meeting, Bouchard and Mulholland are not in agreement on all matters. One example is sidewalks, where there is disagreement.

Bazegian said that Mulholland is not dismissive and is polite and friendly. He is unaware of any employee that he dislikes or even a rumor of an employee he dislikes.

Interview of David Wholley

I interviewed David Wholley on April 17, 2026 via telephone. Wholley is the Town's Director of Public Works, having started in August of 2021. Prior to that, Wholley worked in the Town of Salem for 26 years where he was the Deputy Director of Public Works.

Wholley said he interacts with Mulholland weekly and described their relationship as professional and fine. In Wholley's view, Mulholland is energetic, moves quickly, and is interested in getting a great deal done, though his pace may be unfamiliar to some in Londonderry.

Wholley provided examples to explain his view of Mulholland's management style. He described a period when public works and engineering responsibilities were being merged and he questioned whether his increased responsibilities would affect his compensation. He said Mulholland initially wanted to wait for an ongoing wage classification study but later reconsidered after Wholley raised the issue again in light of other compensation adjustments and the additional work he was taking on. Wholley presented this as an example of Mulholland listening and eventually responding, rather than retaliating or dismissing concerns.

Wholley also described disagreeing with Mulholland on a proposal to eliminate the on-site fuel island in favor. After Wholley explained the operational concerns, he said Mulholland changed course and agreed that Public Works needed on-site fuel capacity. Wholley said he felt comfortable disagreeing with Mulholland and bringing concerns directly to him.

Turning specifically to Bouchard's role on the Traffic Management Working Group, Wholley described Bouchard's involvement as sporadic and largely observational. According to Wholley, Bouchard supported the effort in general terms but did not interfere with the Group's work, provide substantive direction, or serve as reinforcement for Mulholland in any disagreement.

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Wholley explained that the Group's process has been collaborative: participants from Public Works, Engineering, and Police identify problematic intersections and corridors, contribute their perspectives, review data, and work toward a presentation to the Town Council. He said he had not observed significant conflict in those meetings, nor had he seen Mulholland react negatively to disagreement. He also stated that he had never seen Mulholland yell at, insult, shun, or unprofessionally speak about another employee in his presence.

Wholley said he had no information supporting the allegations in Complaint and did not share the Complainant's perspective. Wholley said he had never needed to confront Mulholland about mistreatment because Mulholland had always been professional with him and had never raised his voice. Wholley criticized the anonymous Complaint and indicated that, if he ever did have a problem with someone, he would address it directly.

Interview of Dan Bouchard

On June 2, 2026, I interviewed Bouchard at the Londonderry Town Hall. Bouchard has been a Town Councilor since 2025. Bouchard was a Londonderry Police Officer for 28 years.

Bouchard communicated his understanding that the Town Manager manages the staff and the Town Council manages the Town Manager. Bouchard stated that he has never attended the regular operational meetings of the Town Staff. Bouchard described himself as the most involved of the Town Councilors, which he attributes to having a job that allows him to do so. Bouchard said that after Mulholland started, Mulholland wanted to meet with him, during which Mulholland told Bouchard's ideas for the Town, i.e. establishing funds for building repairs, establishing programs to track building maintenance, creating traffic programs, updating codes, etc. Bouchard said he likes that about Mulholland.

I asked Bouchard about his role on the ECC Working Group. Bouchard identified that concerns with the Fire Department arose during Bernard's tenure as Acting Town Manager, and it was agreed to have MRI perform a study. Thereafter, Mulholland's tenure started, and Mulholland began to implement MRI's recommendations. Bouchard reported that MRI criticized the operation of the Fire Dispatch, which Bouchard had sought to combine years prior. Bouchard stated that Fire Dispatch operated 24-hour shifts, which he believed was unsafe.

Bouchard said he was invited to attend by Mulholland because of Bouchard's prior role on the Police department and his knowledge of the workings of dispatch. Bouchard said that Mulholland directed people as to what he wanted by a date certain. Bouchard said that when that directive was given Heinrich stated that the goal was "not realistic" and said to the effect of "I know its something you want, not sure it is going to happen." Bouchard says that Mulholland's response was to the effect of that's what "we're going to shoot for," but acknowledged there may be delays. Bouchard says that Mulholland holds people accountable, and that people are not used to being held accountable. Bouchard stated that he largely did not speak at ECC Working Group

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meetings but may have spoken on one or two occasions. Bouchard denies that Mulholland ever referred to him.

On the topic of meetings, Bouchard stated that Council Chair Ron Dunn encouraged councilors to meet with Mulholland, stating that if more than one councilor attended it may implicate RSA 91-A.²

Bouchard disagreed that Mulholland's management style is "my way or the highway." He said Mulholland views everyone as working together. He denied seeing Mulholland yell and acknowledged that he observed a situation where a deliverable was not provided when Mulholland had asked, which consisted of Mulholland stressing the need for the information and moving on.

With regard to the Traffic Management Working Group, Bouchard identified that the existing Traffic Safety Committee did not have a comprehensive plan but was largely reactive to resident needs as to specific areas. Bouchard said that there was no cohesive plan. Bouchard said that there are differences of opinion, but that is good because everyone talks. Bouchard said all participants are open minded and will listen to opposing ideas. Bouchard says that people do disagree with Mulholland and, if they do, Mulholland will listen, work it out, and move on.

Bouchard expressed awareness of complaints, which he said constitute employees being given too much to do, not being used to attending regular meetings, and being held accountable. He has not observed Mulholland insult another employee. He has not seen him intimidate other employees or try to have Bouchard back Mulholland's agenda or suggest an adverse consequence for not agreeing with him.

Interview of Alvin Bettencourt

I interviewed Alvin Bettencourt ("Bettencourt") via telephone on June 2, 2026. Bettencourt was accompanied by labor counsel Attorney Marc Beaudoin. Bettencourt is a Captain with the Police Department and has operated in that role since November of 2024.

His prior interactions with prior Town Managers Smith and Maligutti were largely limited to causal interactions. He said that Mulholland is professional in nature.

Bettencourt addressed his concerns associated with Mulholland's handling of the Police IT Coordinator position. When Mulholland proposed merging the IT Services in Town Hall, Bettencourt took the position that the employee was "one of ours," meaning the Union. Bettencourt expressed his understanding that Roy could either take the new IT Director position or not have a job.

² I anticipate that this is in reference to the fact that, if a quorum of a public body meets to discuss matters within the purview of that public body, a meeting is deemed to occur that requires compliance with RSA 91-A, such as advance public notice, opportunity for public attendance, and taking meeting minutes.

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Bettencourt said that the Union sought to explain the need to retain the IT Coordinator for the Police Department, but was told by Mulholland, "I understand that you feel the way you do," but the plan moving forward was to merge IT Departments. Bettencourt said that the Chief also expressed concerns about the need to maintain the Police Department IT system in a silo from other Town systems. Bettencourt said that Mulholland's response was "very stern" and matter of fact, but there was no argument. Bettencourt said the attitude was "this is what I'm going to do." I asked Bettencourt if he thought this was inappropriate. Bettencourt said that he expected more of a back-and-forth.

Turning to the Traffic Management Working Group, Bettencourt said that purpose of the Group is to figure out ways to gather data and figure out roads, intersections, and infrastructure in a targeted manner. Bettencourt said that everyone gets along in the Traffic Management Working Group. Bettencourt said that Bouchard is more active on the Working Group. Bettencourt said that he does not "feel any different with [Bouchard] there or not." Bettencourt is not threatened by Bouchard's attendance and feels confident that he can speak. Regardless, Bettencourt says that there is not a lot of disagreement on the Traffic Management Working Group. Bettencourt explained that Bouchard's attendance is to ensure that funds can be raised for Working Group projects, but that he does not get the impression that Bouchard is there to pressure others.

I asked Bettencourt if he is aware of any employee experiencing an adverse employment action for disagreeing with Mulholland. Bettencourt identified a recent matter in which Roy tried to retract his prior resignation, Bernard accepted that retraction, and Mulholland allegedly told Bernard that Bernard did not have the authority to accept a retraction and said that he could have charged Bernard with insubordination. Mulholland then met with Roy and informed Roy of the terms and conditions of his work, upon which Roy elected to proceed with his resignation.

Interview of Brian Hollowell

On June 4, 2026, I interviewed Brian Hollowell at the Londonderry Fire Department. In attendance was a union representative for Hollowell. Hollowell is a Battalion Chief for the Londonderry Fire Department. He has been with the Fire Department since 2008. I interviewed Hollowell because he was reportedly in attendance for ECC Working Group Meetings.

Hollowell has worked with prior Town Manager's Kevin Smith and Mike Maligutti and worked more closely with Maligutti, as Hollowell was involved with attending to personnel matters. Hollowell said that Mulholland's management style is professional and succinct. He provides direction, and that's it. Hollowell described Mulholland as the "Most Town Manager Town Manager he has worked with." He says Mulholland has a good grasp on the charter, activities, and RSAs. He described Mulholland as approachable, but Mulholland does not get himself involved in lower-level day-to-day matters.

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Hallowell reported as having attended two ECC Working Group Meetings. He said that Bouchard was there one meeting and a site tour, largely as an observer. Hallowell said meetings of the Working Group were professional, as neither the Police Department, nor Fire Department wanted to combine dispatches. However, Hallowell said that he was there to do a job and look at feasibility. Hallowell said that there was a prior directive from Mulholland to look at feasibility and efficiency, but Heinrich chose not to do anything with it.

Hallowell said that at meetings of the ECC Working Group, Hallowell expressed concerns as to operational issues associated with merging the dispatch. Hallowell said that Mulholland was interested and listening and desired to continue toward merger and work together to make it work. Hallowell had no concerns as to reprisal for voicing opposition. Hallowell said that Mulholland is "very analytical" and that, if presented with evidence, he will change his mind. Ultimately, Hallowell recognized that the proposal was put on hold due to financial concerns.

When asked about concerns of retaliation, Hallowell stated that he believes Mulholland is an "advocate and champion" for the Fire Department.

Hallowell did not identify any concerns related to Bouchard. Hallowell said that many councilors have come to the Department, with some Councilors receiving ride alongs. Hallowell reported that prior Councilors were far more involvement.

On the issue of disagreeing with Mulholland, Hallowell raised any time that he felt comfortable disagreeing with Mulholland. Mulholland has started to adopt personnel tracking software Town-wide, but the Fire Department had its own system. Mulholland worked with the Department to come to a resolution on the matter. On the issue that Mulholland will retaliate against employees who disagree with him, Hallowell disagreed, calling Mulholland an "advocate and champion" for the Fire Department and citing to Mulholland acquiring PFAS-free bunker gear after years of the Town declining to do so due to budget reasons.

Interview of Shaun Mulholland

I interviewed Mulholland on June 4, 2026 in the Town Manager's Suite at the Londonderry Town Hall. I reminded Mulholland of his obligations to maintain confidentiality and to avoid retaliation, in addition to my general instructions. Mulholland was appointed in February 2025 and began his tenure on June 2, 2025. Prior to that Mulholland was the City Manager in Lebanon and the Town Administrator in Allenstown. Prior to working as a Town Administrator, Mulholland was a law enforcement officer, working up to the rank of Chief, and served in the U.S. Army.

The first topic of discussion related to Mulholland's wage adjustments for non-bargaining unit employees. Mulholland explained that a number of unaffiliated employees received increases because a market analysis showed they were significantly underpaid. Those positions included the

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finance director, HR director, administrative services director, executive assistant, benefits coordinator, and deputy finance director, among others. He further stated that some union-related positions were also adjusted, including the DPW Director and a newly structured deputy DPW director role, where union agreement or recruitment concerns justified pay changes. According to Mulholland, the Human Resources Director gathered comparison data from surrounding communities, either through direct outreach or public information, and that supporting emails and payroll forms existed documenting this process.

Mulholland said he directed HR to examine wages in comparable municipalities because the Town lacked a coherent wage structure and many unaffiliated positions were materially below market. He emphasized that the Town was in the "building block" stage of creating a wage system and that, unlike most municipalities, it had not previously established a formal classification structure to guide compensation decisions.

Mulholland described his executive assistant's salary adjustment as different from some of the other increases because it was tied to additional responsibilities. Mulholland stated that upon arriving, he discovered the Town lacked a functioning risk-management process, with insurance gaps involving bridges, vehicles, and properties. He assigned those responsibilities to his executive assistant (Pinter) and formally changed her job description. These changes altered how the position would score under the town's developing classification system. He noted that the Town had also engaged MRI to conduct a wage classification study, but he made the salary adjustment before that study was finalized because he believed an interim correction was necessary.

Mulholland testified that most of the unaffiliated employees received approximately a \$10,000 increase as an interim measure. He characterized that figure as a practical step to make the Town more competitive while it finalized a classification and market-based compensation system. He stated that the increases were intended to prevent the Town from losing qualified personnel in a difficult hiring environment. He said that communities across the state were struggling to recruit finance directors and other specialized roles, and that the cost of retaining trained staff was small compared to the disruption caused by losing them.

Mulholland emphasized that each salary adjustment had its own rationale. He explained that some increases were based on documented market disparities, others reflected added duties, and still others addressed compression or recruitment problems. He gave the example of the DPW Director, who had been paid far less than similarly situated peers in other communities despite having more experience. Mulholland said the adjustment did not fully bring the salary up to market. He also testified that Koza's increase occurred later than the others because Mulholland initially relied on different market data but ultimately then revised the compensation after Koza presented him with more persuasive comparison information.

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I next discussed the topic of Bouchard's participation during meetings. Mulholland stated that Bouchard did not attend regular department head meetings. Instead, Bouchard was involved in two issue-specific working groups Mulholland created: the ECC Working Group and the Traffic Management Working Group. Mulholland asserted that other councilors had participated in other specialized groups, including roadway infrastructure and a DPW facility group.

I asked Mulholland to explain the rationale for when to seek to have a Councilor participate in a matter. Mulholland stated that no formal policy governed when councilors could participate in working groups and that he relied on his judgment. He said councilor participation was useful when issues were likely to come before the Town Council, such as when an issue implicated policy or budget questions. He explained that in his prior roles in Lebanon and Allenstown he had worked closely with elected officials and believed such collaboration was beneficial. In his view, involving councilors helped ensure that proposals would have Council support.

With regard to Bouchard's role on the ECC, Mulholland stated that Bouchard was not a member of the ECC Working Group but had been invited to attend because he had expressed interest in dispatch consolidation and had a public safety background as a retired police officer. According to Mulholland, Bouchard's participation was limited; Bouchard offered occasional input but did not speak frequently. Mulholland denied using Bouchard to intimidate staff and said Bouchard did not direct him to do anything or otherwise violate the Town Charter. He described Bouchard as an interested participant rather than a controlling figure in the discussions.

Mulholland stated that one of his early concerns on arriving was the unsafe condition of the Fire Department operation, where dispatchers were working 24-hour shifts. He described that as unacceptable. He said that dispatch consolidation was already under consideration when Bouchard raised the idea, and that he then formalized the effort by creating the ECC Working Group. The purpose, in his view, was to address safety, improve redundancy and coverage, and reduce inefficiencies. Mulholland's proposal was to relocate Fire Dispatchers into the Police Dispatch center while keeping them as Fire Department employees who would continue to follow Fire-specific dispatch protocols and remain under fire supervision.

Mulholland stated that he discussed the concept with both Bernard and Fred Heinrich before and during the working group process. He said Bernard was supportive and helpful in conceptualizing how the Police Department dispatch center could be reconfigured. Mulholland said that Heinrich, by contrast, did not want to relinquish control. Mulholland said he anticipated resistance from Heinrich and explicitly warned him against trying to delay the consolidation through inflated cost estimates or other bureaucratic means. According to Mulholland, Heinrich repeatedly responded that he was "just looking out for my people," but did not receive specifics as to what that phrase meant.

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Mulholland reported resistance to the dispatch consolidation from the Fire Department. The concerns raised included whether fire dispatchers would be subordinate to police supervisors, whether the police dispatch center was physically adequate or safe, whether the glass met the necessary ballistic standards, and how the radios and consoles would be configured. Mulholland characterized these objections as operational details that could be solved. He said his response was generally to ask for specifics and work through solutions, such as protocols, cross-training, and facility modifications.

Mulholland reported that he directed Heinrich to develop a plan to end the 24-hour shift system and to fill available part-time dispatch coverage. According to Mulholland, Heinrich did not satisfy that directive and failed to take action consistent with the directive. Mulholland said Heinrich's inability or unwillingness to resolve the dispatch problem was one of several reasons Mulholland ultimately considered relieving Heinrich, which Heinrich did voluntarily as Fire Department personnel had prepared a no confidence vote.

I asked Mulholland if he used the phrase "there's a new sheriff in town." Mulholland admitted that he may have used the phrase and said he had used that phrase before in other management settings when confronted with staff saying, "this is how we've always done it." He explained that by this he meant that the Town was moving in a different direction and that employees needed to adapt to the new approach. He characterized himself as generally collaborative but direct when he believed bureaucracy or inertia was preventing necessary changes from happening.

Mulholland denied that Bouchard was used as an enforcer or that he "backed up every word" Mulholland said in an effort to intimidate employees. Mulholland said Bouchard did not play a major speaking role and that the tension in the room stemmed from longstanding friction between the Fire Department and Police Department, as well as the Fire Department's opposition to the proposal, rather than from Bouchard's presence.

I then asked about Roy's departure. Mulholland began restructuring IT into an internal Cyber Services Department with a Cyber Services Director at its head. This was reportedly due to long-standing concerns as to how the Town Hall IT services were contracted for. Mulholland stated that Bernard arranged a meeting between him and Roy because Roy might be interested in the new Cyber Services Director role. Mulholland said he explained his plan and the idea of centralizing digital operations. According to Mulholland, Roy appeared interested, later emailed that he had spoken with his wife and wanted the job, and even sent follow-up suggestions that Mulholland found helpful. However, Mulholland said that, after that, communication stopped and Roy never applied for the position.

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Mulholland testified that he later learned Roy [REDACTED] and was reportedly upset about "losing his job." Mulholland insisted there had never been any plan to eliminate Roy's employment. He said that if Roy had become Cyber Services Director, the public safety IT role would simply have been backfilled, and if Roy remained in the public safety role, he still would have had work and likely remained embedded within the Police Department.

Mulholland testified that Roy eventually resigned for a job with a bank, reportedly because he was unhappy with the Town's direction and the new job was closer to home. Later, according to Mulholland, Bernard told Mulholland that Roy wanted to rescind his resignation and return. Mulholland testified that Bernard emailed Roy stating that his resignation had been rescinded and that he was reinstated. Mulholland states that Bernard did not have authority to do that. Mulholland immediately instructed Bernard by email to withdraw that communication and later told Bernard that he came close to an insubordination charge for exceeding his authority.

We next discussed the Traffic Management Working Group. Mulholland reported that the Traffic Safety Committee was not preparing the needed work for the Master Plan and that he needed a "nimble group." He created the Traffic Management Working Group to get the work done. He invited Bouchard because he is the Town Council's representative to the Traffic Safety Committee.

Mulholland reported that the meetings are very positive and that the group is amicable. Mulholland identified that there is some friction amongst members of the group, but the friction does not involve him and pertains to disagreements between two other staff members due to a re-alignment of Town positions to be consistent with the Town's administrative code.

Mulholland denied the allegations in the Complaint.

IV. Applicable and Considered Charter and Policy Provisions

In reviewing the allegations in the Complaint and the information obtained through the conduct of interviews and review of records, I considered four primary sources: the Town Charter, the Code of Conduct (Policy Number ADM-100),³ the Town's Code of Ethics (Title VI, Chapter XXVI of the Town Code), and the Town's Policy Against Harassment and Report Procedures (Title VI, Chapter V of the Town Code). Of these four sources, I eliminated the Code of Ethics and Policy Against Harassment and Reporting Procedures from consideration. The Code of Ethics

³ This Policy was adopted on February 9, 2026. However, it was adopted by Mulholland and generally reflects expected standards of conduct in a municipal work environment. Therefore, while the specific provisions were not in effect as of the date of the Complaint and the allegations, the Code of Conduct provides a beneficial analytical framework through which to analyze the allegations in the Complaint.

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does not contain any provisions implicated by the allegations set forth in the Complaint. Similarly, the Policy Against Harassment and Reporting Procedures prohibits “offensive, intimidating, threatening, or otherwise unwelcome comments or conduct based on sex, race, color, national origin, religion, age, military or veteran status, physical or mental disability, marital status, pregnancy, gender identity or sexual orientation.” There was no allegation either in the Complaint or during any interview that either Mulholland or Bouchard have engaged in any activities on the basis of the aforementioned protected class statuses.⁴

Therefore, the remainder of this report is limited to discussion of the Town Charter and the Town’s Code of Conduct.

A. Applicable Provisions of Town Charter

ARTICLE 1 - Incorporation: Town Form of Government: Power

Section 1.2. Town Form of Government

The administration of the fiscal, prudential, municipal and other affairs of the Town, with the governance thereof, shall be vested in a Town Council, shall be directed by a Town Manager, and shall consist of the various departments of the Town as established by this Charter and from time to time by the Town Council. Except as expressly authorized by this Charter, no Councilor shall participate in the conduct of the administrative affairs of the Town.

ARTICLE 4 – Administration of Government

Section 4.1. Town Manager

The chief administrative officer of the Town shall be the Town Manager (hereinafter called the "Manager"). The Council shall appoint a person especially qualified by experience and training, who receives the votes of at least four (4) of the Council, to be Manager. The Manager shall serve at the pleasure of the Council.

Section 4.6. Powers and Duties of the Manager

- A. The Manager shall be the chief administrative officer of the Town, shall supervise and be responsible for the administrative and financial affairs of the Town and shall carry

⁴ For similar reasons, this Report does not discuss whether the alleged conduct in the Complaint constitutes a violation of Section 8.12 of the Town Charter, which prohibits discrimination or favoritism on the basis of “age, race, sex, political or religious opinions or affiliations.”

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out the policies enacted by the Council. The Manager shall be charged with the preservation of the health, safety and welfare of persons and property and shall see to the enforcement of the ordinances of the Town, this Charter and general State Laws governing administration of the Town. The Manager shall supervise and direct the administration of the Town departments and personnel therein.

- B. Except as otherwise provided by this Charter, the Manager shall appoint upon merit and fitness alone, and may remove all officers and employees of the Town subject to the provisions of pertinent statutes and the Administrative Code. Appointment of officers and employees who report directly to the Manager shall be subject to confirmation by majority vote of the Council.
- C. The Manager shall fix the compensation of all town officers and employees appointed by the Manager with the limits established by existing appropriations.

Section 4.8. Non-interference with Town Administration

The Council shall act in all matters as a body. Except as expressly provided elsewhere in this Charter, neither the Council nor any of its members shall direct or request the appointment of any person to office or employment; or direct the removal, suspension, discipline, adjustment in pay, benefits, or working conditions of any employee by the Manager or of any of the Town department heads.

No Councilor shall give orders to or interfere with the performance of the duties of any of the administrative officers or employees, either publicly or privately. Nothing contained in this section shall prohibit the Council from meeting with the Manager to discuss the operation or conduct of any department head or employee and to recommend an investigation and report by the Manager of any complaint. Any violation of the provisions of this section by a Councilor shall constitute grounds for forfeiture of office under the provisions of Section 3.3.

Section 4.9. Departments

- A. The Town shall have departments, divisions, boards or committees as may be established by this Charter or as the Council may establish by Ordinance. It shall be the duty of the manager to draft and to submit to the Council within nine (9) months after assuming office, an ordinance consistent with this Charter to be titled as the "Administrative Code", which provides for the division of the administrative service of the Town into departments or agencies and define the functions and duties of each.
- B. The Council may, by amendment to the Administrative Code Ordinance, create, consolidate or abolish departments or agencies and define or alter their functions and

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duties. The head of each department or agency established by the Administrative Code shall have and exercise supervision and control of that department or agency and the employees therein, subject to the authority of the Manager, and shall have the power to prescribe rules and regulations not inconsistent with general law, this Charter, the Administrative Code and the rules and regulations of the Personnel Plan; provided that the Manager shall establish a progressive disciplinary code for all departments and agencies which shall be included under the Personnel Plan. A copy of all departmental rules and regulations shall be on file in the office of the Clerk and appropriate departments.

Section 8.10. Proposed Reorganization Plans by the Manager

The Manager may prepare and submit to the Council for its approval proposed reorganization plans which may, subject to applicable law and this Charter, reorganize, consolidate or abolish any Town agency in whole or in part, or establish new Town agencies as are deemed necessary or expedient. Such reorganization plans shall be accompanied by explanatory messages when submitted.

B. Applicable Provisions of the Code of Conduct

The Code of Conduct applies to all Town of Londonderry employees; elected officials, appointed board members, volunteers, and employees of the Library "may be governed by separate standards but are expected to act in a manner consistent with the principles outlined" in the Code of Conduct.

Section 3.0: Definitions

Bullying Repeated, unreasonable behavior directed toward an employee or group of employees that creates a risk to health and safety, undermines dignity, or interferes with work performance. Bullying may include intimidation, humiliation, sabotage, or persistent hostile conduct.

...

Discrimination Unlawful adverse treatment of an employee or applicant based on a protected characteristic under federal or state law (e.g., race, color, religion, sex, national origin, age, disability, sexual orientation, gender identity, or other protected status).

Harassment Unwelcome conduct based on a protected characteristic that is sufficiently severe or pervasive to create an intimidating, hostile, or offensive work environment, or that unreasonably interferes with an individual's work performance. Harassment may be verbal, physical, visual, or electronic.

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Insubordination The refusal to follow a lawful directive from a supervisor, department head, or authorized management official, or conduct that intentionally undermines supervisory authority.

...

Professional Behavior (Conduct) Behavior that reflects competence, integrity, accountability, and respectful communication. Professional conduct includes appropriate workplace demeanor and adherence to Town policies and supervisory direction.

Retaliation Any adverse action, threat, intimidation, or negative employment-related consequence taken against an employee because they made a good-faith report, participated in an investigation, or exercised a protected right. Retaliation is prohibited.

...

Uncivil Conduct / Workplace Incivility Behavior that is rude, disrespectful, disruptive, or demeaning, including yelling, insults, sarcasm used to belittle others, ridicule, intimidation, or conduct that undermines workplace respect and teamwork.

...

Workplace Violence / Threatening Behavior Any act or threatened act of physical harm, intimidation, aggressive behavior, or conduct that creates fear for safety. This includes threats communicated verbally, physically, electronically, or through gestures.

Section 4.0: Policy Detail

...

Guiding Principles

Town of Londonderry employees are guided by the following principles in all aspects of public service:

- **Service to the Public:** Place the interests of the community first and deliver services in a fair, responsive, and customer-focused manner.
- **Integrity and Accountability:** Act honestly, responsibly, and transparently, accepting responsibility for actions and decisions.
- **Respect and Civility:** Foster a workplace and community environment grounded in mutual respect, professionalism, and collaboration.
- **Stewardship of Public Resources:** Use public funds, property, and time efficiently and responsibly to maximize value for residents.
- **Compliance and Excellence:** Adhere to laws, policies, and professional standards while continuously striving to improve performance and service delivery.

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These principles are intended to guide judgment and behavior where specific rules may not address every situation.

Section 5.0: Procedures-Standards of Conduct:

5.1 Professional Behavior

Employees shall:

- Perform their duties competently, responsibly, and in a timely manner
- Treat residents, coworkers, supervisors, elected officials, vendors, and visitors with courtesy, dignity, and respect
- Communicate clearly, honestly, and professionally in all verbal, written, and electronic interactions
- Maintain appropriate professional boundaries in the workplace

5.2 Respectful Workplace

The Town of Londonderry is committed to a workplace free from discrimination, harassment, bullying, and intimidation.

Employees shall:

- Comply with all Town policies related to equal employment opportunity and harassment prevention
- Refrain from conduct that is abusive, threatening, disruptive, or disrespectful
- Support a culture of inclusion, teamwork, and mutual accountability

Workplace Civility

The Town of Londonderry is committed to maintaining a professional, respectful, and civil workplace that supports effective public service and employee well-being.

Workplace civility means treating others with dignity and respect, even in situations involving disagreement, stress, or differing viewpoints. Employees are expected to engage in constructive communication, demonstrate self-control, and contribute positively to the work environment.

Expectations

Employees shall:

- Communicate in a professional, courteous, and respectful manner at all times
- Listen actively and consider differing perspectives without hostility or dismissiveness
- Address disagreements constructively and through appropriate channels
- Refrain from conduct that undermines teamwork, morale, or mutual respect

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- Shall not display Uncivil Conduct
- Shall not display Persistent negativity or disruptive behavior that interferes with work operations

V. Findings and Explanation

For ease of review, I will discuss my findings by reciting the specific allegation from the Complaint, as summarized and isolated from Section 1 of this Report, providing my finding, and then summarizing the analysis used to reach that conclusion.

A. Allegation: Mulholland violated the Town Charter by inviting Bouchard to attend staff meetings.

Finding: Unsubstantiated.

Explanation: The evidence demonstrates that the only meetings that Bouchard attended which could be reasonably characterized as “staff meetings” are the Traffic Management Working Group and the ECC Working Group.

The Traffic Management Working Group is an offshoot of the Town’s Traffic Safety Committee. The March 17, 2025 meeting minutes of the Town Council reflects that Bouchard was assigned to the Traffic Safety Committee. Section 1.2 of the Town Charter provides, “[e]xcept as expressly authorized by this Charter, no Councilor shall participate in the conduct of the administrative affairs of the Town.” From the interviews of the participants of the Traffic Management Working Group, the activities of the Traffic Management Working Group do not constitute engaging in the “administrative affairs of the Town.” The Traffic Management Working Group’s function is not to implement any decisions, but to analyze traffic related issues and produce recommendations related to traffic priorities and policies. This does not constitute conducting “administrative affairs” of the Town. Notwithstanding, assuming for the sole sake of argument that participation in the Traffic Management Working Group constitutes engaging in the “administrative affairs of the Town,” Bouchard, by and through his assignment to the Traffic Safety Committee” is expressly authorized to participate in those offshoots of the Traffic Safety Committee represented by the Traffic Management Working Group.

The same can be said of the ECC Working Group. The ECC Working Group’s function was to identify the tasks necessary to merge the Police and Fire Dispatches. The ECC Working Group was intended to identify action items that needed to be performed to allow for that merger and to identify costs for the merger. As such, the ECC Working Group cannot be construed as engaging

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in the “administrative affairs” of the Town. Rather, the ECC Working Group’s function was for planning, the goal of which was to present a proposal to the Town Council for ultimate approval.

Moreover, Bouchard’s role at ECC Working Group meetings does not show “participation” in any “administrative affairs.” Mulholland reported that Bouchard was invited to this discussion for the purpose of listening due to anticipated fiscal impacts and because any resulting proposal would require Town Council approval. Mulholland also reported that Bouchard was allowed to attend under the caveat that he was not to be an active participant. Those interviewed corroborated Bouchard’s limited role. Several interviewees could not recall with specificity Bouchard speaking at the meetings and those that recall Bouchard speaking reflect that his participation was minimal.

Moreover, there is no assertion that Bouchard, through his participation in the Traffic Management Working Group or the ECC Working Group, directed or requested “the appointment of any person to office or employment; or direct the removal, suspension, discipline, adjustment in pay, benefits, or working conditions of any employee by the Manager or of any of the Town department heads,” “gave orders,” “or interfered with the performance of the duties of any of the administrative officers of employees, either publicly or privately.” As such, there is no evidence to support that Bouchard’s participation violation section 4.8 of the Town Charter.

I have received no information of Bouchard’s involvement in any other “staff meetings.” Those that were interviewed reported that Bouchard was frequently at the Town Hall did not report any interference in the performance of any duties in Town Hall. Indeed, the only individual interviewed that reported specific interactions with Bouchard outside of the ECC Working Group or the Traffic Management Working Group, Justin Campo, noted that Bouchard only sought information to understand the budget, which Campo reflected was not uncommon; Campo denied that Bouchard sought to influence any actions with regard to Campo in the preparation of any budgets.

B. Allegation: Mulholland sought to use Bouchard as a means by which to intimidate employees.

Finding: Unsubstantiated.

Explanation: There was no support that Bouchard’s attendance was intended to intimidate employees or that any employee was actually intimidated by Bouchard’s attendance.

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Those individuals on the Traffic Management Working Group reported that the general nature of the Working Group does not lend itself to disagreement and that the atmosphere is professional with individuals generally on the same page. The limited point of disagreement on the Traffic Management Working Group relates to sidewalks, a point with which Mulholland and Bouchard actually disagree (although that disagreement has not been pressed during Traffic Management Working Group meeting because, per Mulholland, the suggestion would not have support). Moreover, no participant reported being intimidated by Bouchard, with many reporting that they had “no problems” telling Bouchard how they felt. As such, there is no evidence to reflect an intent to intimidate, nor an intimidating effect by Bouchard’s participation.

With regard to the ECC Working Group, while reportedly more charged and contentious, there is no indication that Bouchard’s attendance was intended to intimidate or that there was an intimidating effect. The only evidence presented reflects that Bouchard was invited because Bouchard and Mulholland had discussed the proposed merger of Police and Fire Dispatch shortly after the start of Mulholland’s tenure. At that point, the opposition to the merger – primarily raised by Fire Department personnel – would not have been known. Moreover, the stated reason for Bouchard’s invitation to the ECC Working Group was credible. Mulholland reportedly invited Bouchard because (a) Bouchard had experience on the Londonderry Police Department and (b) the proposal would ultimately need to be presented to the Town Council and, therefore, having someone knowledgeable as to the ultimate decision would make logical sense.

Further, there is no indication that Bouchard’s attendance had the effect of intimidating anyone. While certain personnel – namely Roy and Heinrich – reported that Bouchard’s attendance could have had the effect of intimidating others, there is no indication that any employee were actually “chilled” in terms of raising concerns or opposition related to the proposed merger. In fact, Heinrich is reported to have voiced his concerns both privately with Mulholland and during ECC Working Group meetings. Personnel also did not feel sufficiently intimidated that they were prevented from reporting contrary perspectives to Mulholland related to the merger, ultimately causing Mulholland to place the proposal on the “back-burner.”

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C. Allegation: Bouchard improperly interfered in Town operations in violation of the Town Charter.

Finding: Unsubstantiated

Explanation: Please see the explanation set forth in Item A.

D. Allegation: Mulholland created a hostile work environment.

Finding: Unsubstantiated.

Explanation: A hostile work environment is generally defined as harassment based on a protected class status that is sufficiently severe or pervasive so as to alter the conditions of employment and create an abusive work environment. O'Rourke v. City of Providence, 235 F.3d 713, 728 (1st Cir. 2001). While certain employees reported feeling that Mulholland's management style was not a good fit for Londonderry (i.e., Bernard, Heinrich, Roy, and Bettencourt) and one reportedly left the employ of the Town (Roy), there was no information provided during the investigation reflecting that Mulholland engaged in adverse conduct related to any employee on the basis of protected class status. Nor was there any allegation that an employee has the status of a Whistleblower under RSA chapter 275-E or that an employee publicly engaged in an exercise of Free Speech sufficient to implicate RSA 98-E.

Further, the allegations of hostility reported by personnel do not give rise to the creation of a "hostile work environment" even if there was some form of protected class implicated. The criticism that Mulholland is "dismissive" of others perspective, is rigid, or "authoritarian" was not supported by totality of the information provided during the investigation and does not, standing alone, lead to the creation of a hostile work environment. For one, many staff reported that Mulholland, while direct in his communications and directives, does in fact change his mind. This was reported by Koza, Campo, Pinter, Wholley, and LeBlanc. Mulholland's ultimate decision on the ECC Working Group – which was to put the project on the "back burner" – reflects Mulholland's receptiveness to contrary information.

The primary criticism as to Mulholland's rigidity is that Mulholland will appear to set a directive without consultation or deference to Department Heads or personnel. However, Section 4.1 and Section 4.6 of the Town Charter identifies the Town Manager as the "chief administrative officer," who is "responsible for the administrative and financial affairs of the Town." There is no requirement

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in the Town Charter for the Town Manager to defer to any department head or employee. Indeed, several employees expressly recognized this point in their interviews. No interviewee reported that Mulholland acted in a manner that was hostile or disrespectful when presented with evidence contrary to a directive or proposal. None of the employees interviewed reported ever seeing Mulholland yell, act aggressively, ignore an employee, or speak inappropriately about an employee behind that employee's back. Those that reportedly disagreed with Mulholland reported that Mulholland listened to their positions but appeared critical of the fact that Mulholland did not agree with them or credit their concerns and change positions. That, however, does not give rise to a hostile work environment and does not constitute a violation of any Town Policy.

The same can be said of the Code of Conduct. The Code of Conduct encourages "respect, professionalism, and collaboration," see Section 4.0, prohibits conduct that "undermines workplace respect and teamwork," see Section 5.2, and expects that employees will "[l]isten actively and consider differing perspectives without hostility or dismissiveness." However, those standards do not require any employee to agree with a particular perspective. Certain employees communicated that Mulholland is "dismissive" of alternative perspectives; however, others identified that Mulholland is receptive to alternative perspectives when supported with information and data. Mulholland himself acknowledged such expectations. As the Town Manager, the amount of information that Mulholland requires to be swayed on a particular issue does not constitute misconduct but instead represents an issue of policy that cannot be resolved through this report.

E. Allegation: Mulholland has inappropriately rewarded employees who agrees with him with raises and has not provided those raises to other employees.

Finding: Unsubstantiated.

Explanation: After interviewing all employees involved, this allegation does not have support. As identified above, I have reviewed the compensation adjustments for those employees that were not part of a collective bargaining unit and, therefore, could be subject to a mid-year market adjustment without engaging in collective bargaining. Koza confirmed that those salary adjustments were initiated due to Mulholland's concerns as to whether the salaries reflected market. The timing of this directive, which was in the fall of 2025, was shortly after the start of Mulholland's tenure. Given that short amount of time between Mulholland's start as Town Manager and the decision

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Town of Londonderry

June 22, 2026

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to make market-based adjustments, it is difficult to find any evidence that any single employee would have sufficiently developed a relationship (good or bad) with Mulholland such that Mulholland could have exercised favoritism. Stated differently, it is questionable that enough time could have passed for Mulholland to develop "favorites" that he could have rewarded through wage adjustments.

Moreover, many employees that were the subject of market-based adjustments provided proof that their compensation was under-market. Campo reported that he had been approached by other communities and offered significantly more compensation. Koza was initially refused a market-based adjustment by Mulholland until Koza provided market-based research to show that she was not compensated at market. That Mulholland refused Koza initially until proof was provided evidences that favoritism did not factor into the decision to increase compensation. Both Campo and Koza reportedly disagreed with Mulholland when they had reason to do so with Campo stating that he was "insulted" that someone would suggest otherwise.

The personnel evaluations of these employees do not reflect that attitudes toward them would have changed since the start of Mulholland's tenure. Each of the employees who received compensation adjustments had favorable personnel evaluations and received the highest merit-based adjustments from prior Town Managers. Therefore, there is no evidence to suggest that these employees were deficient and were rewarded due to favoritism.

Similarly, Pinter corroborated Mulholland's assertion that her adjustment was based, in part, on her assumption of greater responsibility. Mulholland confirmed that such changed job responsibilities were reflected in a revised job description, which consequently merited adjusting the compensation for the Executive Assistant position.

F. Allegation: Mulholland shuns or talks behind the back of employees.

Finding: No employee corroborated this position. No employee interviewed reported feeling shunned by Mulholland. No employee interviewed reported hearing Mulholland speak about another employee behind their back in a manner that was inappropriate. Limited interviewees reported that they discussed other employees with Mulholland, but they reported that such discussions were in the context of that employee reporting performance issues with others, which is a matter wholly within the Town Manager's purview

ATTORNEY-CLIENT PRIVILEGED AND CONFIDENTIAL

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under the Town Charter. In those limited reported instances, reported that Mulholland's communications remained appropriate.

VI. Conclusion

For the reasons set forth above, the allegations in the Complaint could not be substantiated after interviewing the subjects and after review of the evidence.

Yours truly,

DONAHUE TUCKER & CIANDELLA, PLLC



Eric A. Maher

emaher@dtclawyers.com

Enclosures

4924-9288-2871, v. 1

Elizabeth A. Bailey

From: noreply@lighthouse-services.com
Sent: Tuesday, January 6, 2026 1:16 PM
To: Elizabeth A. Bailey
Subject: Mitratesh Syntrio - New Incident Report (Case Number: 2000528691) - HR

Mitratesh Syntrio



New Incident Report

This is an automated message from Mitratesh Syntrio Case Management System (CMS).

As a designated recipient has been named in the below report, per instructions, the report is only being sent to EBAiley@sheehan.com and will be withheld from the Case Management System.

Date/Time: 01/06/2026 - 12:07 pm (GMT-05:00) Eastern Time (US & Canada)

Incident Number: 2000528691

The following report was submitted from our web site. We have restricted editing to the complainant's contact information if they indicated a desire to remain anonymous.

Company Name:

Town of Londonderry, NH

Works for Company: Yes

What is your relationship to the organization/entity/company?

What is the name of the location you are reporting?

Londonderry Town Hall

What is the address/exact location?

Londonderry, New Hampshire

Who are the individuals involved in this activity?

Town Manager Mulholland

When did the incident occur?

Multiple internal staff meetings

Did the incident occur more than once? Yes

If so, how many times?

multiple employee meetings

What type of incident would you like to report?

Hostile Work Environment

What would you like to report?

During multiple staff and employee only meetings the Town Manager has invited Dan Bouchard a member of the Town Council. Never in my tenure has a Councilor participated in the daily operational meeting of the town hall. This has created a hostile work environment. Its obvious this is being done to intimidate the employees. This Town manager has rewarded those who fall in line and agreed with him with huge wage increases of Thousands of dollars. Bouchard attends the meetings with the Town Manager and backs up every word he says in an effort to silence the employees. If you speak your mind you are shunned by others, the Town Manager talks behind your back and certainly no big increases for you. Then you watch the the Town Council meeting and you all do nothing. If you not among the blessed by the Town Manager its made clear its time for you to move on. The Town Charter calls for no interference then you see Bouchard working with the Town Manager to silence, intimidate and bully

those of us who dare oppose there plan. This was a good place to work its being destroyed please do something.

Was someone from management involved in the incident? Yes

If so, who?

Town Manager, if you say anything you will get fired that is the new londonderry

Has the incident been reported to anyone in the organization/entity/company? No

If so, who?

Has the incident been reported to anyone outside the organization/entity/company? No

If so, who?

Were there any witnesses? Yes

If so, who?

All of the staff and the community is seeing this behavior, tow the line get a big raise

Would you be willing to anonymously assist further if asked? No

Do you give permission to share your contact

information with the organization/entity/company (waive your anonymity)? Not Selected

Do you have files to upload to support your report? No

Provided PIN (Dialog enabled in the CMS): Yes

NOTICE:

- Valuable best-practice resources – videos and documents – are available in the Syntrio Engage employee experience platform. Contact Customer Success for your user account.
- This report has been uploaded to the Case Management System (CMS), where you can document your investigative activities and outcomes.
- YOU ARE ENCOURAGED NOT TO RESPOND TO THIS EMAIL. Communication with a reporter or Company should be input in the CMS using the dialog feature.
- Providing proactive and timely feedback to reporters who respond YES to "Provided PIN (Dialog enabled in CMS)" is important.
- If you do not have access to the CMS, contact your hotline program administrator.

MITR/TECH

10201 Galleria Circle, Building E, STE 200, Bee Cave, Texas 78738, US

The information contained in this communication is confidential and is intended only for the use of the addressee. It is the property of Mitrtech Holdings, Inc. Any unauthorized use, disclosure, or copying of this communication or any part thereof is strictly prohibited and may be unlawful. If you have received this communication in error, please notify us immediately and destroy this communication and all copies thereof, including all attachments.



Town of Londonderry, New Hampshire

268B Mammoth Road • Londonderry, NH 03053

(603) 432-1100 • londonderrynh.gov

To: Tara Koza, Human Resources Director

From: Administrative Services Director Kirsten Hildonen

Re: Traffic Management Working Group and ECC Working Group Meeting Information

I reviewed the meeting history for the **Traffic Management Working Group** and the **ECC Working Group** (for dispatch consolidation) as accessible without a search into private records.

Traffic Management Working Group

The Traffic Management Working Group was scheduled to meet on the following dates at the following times:

- October 8, 2025, 3 - 4 PM
- November 10, 2025, 3 - 4 PM
- December 11, 2025, 9 - 10 AM
- January 22, 2026, 9 - 10 AM
- February 12, 2026, 9 - 10 AM

The list of attendees invited was the same for each meeting as was as follows:

- Town Manager **Shaun Mulholland**
- Director of Public Works **Dave Wholley**
- Director of Engineering **John Trottier**
- GIS Manager **Mike Bazegian**
- Londonderry Police Department Captain **Alvin Bettencourt**
- Town Councilor **Dan Bouchard**

I was unable to locate any minutes or records saved following the meetings listing the people who were in attendance on a given date. I confirmed with Mike Bazegian that no attendance list or after-action report was regularly distributed following these meetings.

ECC Working Group

The ECC Working Group was scheduled to meet on the following dates at the following times, under the titles as listed on the calendar invitations:

- Consolidated ECC Kick-off Meeting, October 9, 2025, 9 - 9:30 AM
- Discussion of Proposed Changes to Dispatch, November 4, 2025, 1:30 - 2:30 PM
 - *This meeting was with the IAFF 3160 rather than the working group, but id included in the interest of completeness.*
- Consolidated ECC Meeting, November 10, 2025, 11 AM - 12 PM
- ECC Meeting, December 8, 2025, 11 AM - 12 PM
- ECC Meeting, January 12, 2026, 11 AM - 12 PM

IT 4

The list of attendees invited for each meeting varies and can be seen on the following screenshots. However, the invitation explicitly indicated that senior leadership should invite whoever on their staff that they find appropriate.

Consolidated ECC Kick-Off Mtg. - Meeting - Shaun Mulholland

Event Series Cancel Busy My Templates

Consolidated ECC Kick-Off Mtg.

Kim Bernard X Fred Heinrich X Tim Hodge X Tracking

Thu 2025-10-09 9:00 AM - 9:30 AM Scheduler

Merill Unavailable X Add a room or location

Teams meeting

Please invite other staff from your department who may need to participate.

Tracking

Organizer

Shaun Mulholland
Sent on Monday, 2025-10-06 at 12:51 PM

Attendees

Accepted: 4

Merill

Discussion of proposed changes to dispatch operations - Meeting - Shaun Mulholland

Event Series Cancel Busy My Templates

Discussion of proposed changes to dispatch operations

Shaun Mulholland X Mark Brien X eboard.iaffocal3160@gmail.com X Tracking

Fred Heinrich X Phill Leblanc X Tara Kozz X

Tue 2025-11-04 1:30 PM - 2:30 PM Scheduler

Merill Unavailable X Add a room or location

Teams meeting

This meeting was requested by Local 3160 to discuss proposed changes to the dispatch operations.

Proposed Agenda:

1. Background: Overview of prior dispatch structure and recent developments
2. Town Administration Actions: Summary of decisions and communications to date
3. Union Position: Review of concerns, impacts on our members, and past correspondence
4. Operational Impacts: Discussion on service delivery, staffing, and interdepartmental coordination
5. Next Steps: Strategy, communication plan, and action items

Tracking

Organizer

Shaun Mulholland
Sent on Monday, 2025-10-27 at 9:06 AM

Attendees

Accepted: 5

Merill

Mark Brien
Required

Fred Heinrich
Required

Phill Leblanc
Required

Tara Kozz
Required

Didn't respond: 1

eboard.iaffocal3160@gmail.com
Required

EXHIBIT 4

Consolidated ECC Meeting [In-person] - Meeting - Shaun Mulholland

Event Series Cancel Busy My Templates

Consolidated ECC Meeting [In-person]

Kim Bernard X Patrick L. Cheetham X Thomas Roy X Tracking
Fred Heinrich X Phill Leblanc X Tom Hodge X Cory J. Nader X

Kellie Caron X Dan Bouchard X

Mon 2025-11-10 1:00 PM - 2:00 PM Scheduler

Meril X Add a room or location

Teams meeting

Tracking

Organizer

Shaun Mulholland
Sent on Tuesday, 2025-10-14 at 3:19 PM

Attendees

Accepted: 10

Meril

Kim Bernard
Required

Patrick L. Cheetham
Required

Thomas Roy
Required

Fred Heinrich
In person - Required

Phill Leblanc
Required

Tom Hodge
Required

Cory J. Nader
In person - Required

Kellie Caron
Optional

ECC Meeting - Event instance - Shaun Mulholland

Cancel Busy My Templates

You're editing one event in the series. Edit series Edit this and all following events

ECC Meeting

Kim Bernard X Patrick L. Cheetham X Thomas Roy X Tracking
Cory J. Nader X Fred Heinrich X Bruce Hallowell III X

Jeremy Mague X Tom Hodge X Phill Leblanc X

bhession@londonderryfire.gov X Kellie Caron X Dan Bouchard X

Mon 2025-12-08 11:00 AM - 12:00 PM Show all instances Scheduler

Meril X Add a room or location

Teams meeting

Tracking

Organizer

Shaun Mulholland
Sent on Friday, 2025-01-16 at 3:17 PM

Attendees

Accepted: 5

Patrick L. Cheetham
Required

Thomas Roy
Required

Cory J. Nader
Required

Jeremy Mague
Required

Tom Hodge
Required

bhession@londonderryfire.gov
Optional

Kellie Caron
Optional

Dan Bouchard
Optional

Tentative: 1

Bruce Hallowell III

ECC Meeting - Event instance - Shaun Mulholland

Cancel Busy My Templates

You're editing one event in the series. [Edit series](#) [Edit this and all following events](#)

ECC Meeting

Kiri Bernard Patrick L. Cheatham Thomas Roy Tracking

Cory J. Nader Phil Leblanc Bruce Hallowell III

Jeremy Mague Tom Hodge Fred Heinrich

Dan Bouchard blevins@londonerrynhills... Kelli Caron

Mon 2026-01-12 11:00 AM - 12:00 PM

Show all instances Scheduler

Merrill Add a room or location

Teams meeting



Tracking

Organizer

Shaun Mulholland
Sent on Friday, 2026-01-16 at 3:17 PM

Attendees

Accepted: 10

Merrill
 Patrick L. Cheatham
Required
 Thomas Roy
Required
 Cory J. Nader
Required
 Phil Leblanc
Required
 Jeremy Mague
Required
 Tom Hodge
Required
 Fred Heinrich
Required
 Dan Bouchard
Optional

TOWN OF LONDONDERRY - NON-REPRESENTED EMPLOYEES PAY RATE REPORT - FEBRUARY 16, 2026

EXHIBIT 3

EMPLOYEE INFORMATION			PAY RATE			
NAME	DEPARTMENT	TITLE	PREVIOUS	DATE OF CHANGE	NEW	REASON
Caron, Kellie	Town Manager	Deputy Town Manager/Economic Development Director	\$64.94	12/6/2025	\$66.56	Merit
Pinter, Tanya	Town Manager	Executive Assistant	\$36.66	10/14/2025	\$41.47	Market Adjustment
Koza, Tara	Town Manager	Human Resources Director	\$64.04	11/10/2025	\$68.85	Market Adjustment
Fuller, Cherie	Finance	Human Resources Administrator	\$41.47	11/4/2025	\$42.51	Merit
Jardim-Lee, Sarah	Finance	Controller	\$48.31	9/22/2025	\$53.12	Market Adjustment
Campo, Justin	Finance	Director of Finance & Administration	\$66.97	9/22/2025	\$71.78	Market Adjustment
Trottier, John	Public Works	Director of Engineering & Environmental Services	\$61.01	7/1/2025	\$64.43	Union Negotiation*
Kuehne, Alyssa	Police	Prosecutor	\$49.37	1/6/2026	\$49.39	Merit**
Muzzy, Katherine	Police	Prosecutor	\$49.37	N/A - Hired 10/6/25		

*This position was in the LEEA union at the time of the increase granted on 7/1/25. It has since been moved to the non-represented group.

**This appears as a \$.02 increase is due to the fact that the salary was moved to the maximum for the range, and a lump sum payment was granted.

Town of Londonderry – Office of the Town Manager

Kick-Off Memorandum

Date: 10/9/25

From: Shaun Mulholland, Town Manager

To: Chief Kim Bernard, Londonderry Police Department

To: Acting Chief Fred Heinrich, Londonderry Fire Department

Cc: Members, Emergency Communications Center Working Group (ECC-WG)

Subject: Kick-Off of the Emergency Communications Center Working Group

Purpose

This memorandum formally convenes the Emergency Communications Center Working Group (ECC-WG), established by directive dated [Insert Directive Date]. The ECC-WG is tasked with developing the full **Implementation Plan** for consolidating fire and police dispatch operations into a single Emergency Communications Center (ECC) at the Londonderry Police Department.

Kick-Off Meeting

- **Date/Time:** 10/9/25
- **Location:** Londonderry Town Hall, Merrill Conference Room
- **Facilitator:** Shaun Mulholland, Town Manager

Agenda:

1. Review of Town Manager's Directive and Objectives.
2. Identification of ECC-WG membership and sub-groups (Operations, Logistics, Technology, Training, Finance).
3. Discussion of initial tasks:
 - Drafting an operational framework for joint dispatch.
 - Assessing technology needs and integration timeline.
 - Evaluating physical layout options within the Police Department facility.
 - Reviewing staffing models to eliminate 24-hour shifts for Fire dispatchers.
 - Outlining cross-training requirements for dispatch personnel.

4. Establishment of reporting structure and regular meeting schedule.
 5. Assignment of immediate responsibilities.
-

Working Group Responsibilities

- **Police & Fire Chiefs:** Assign command-level representatives and technical advisors to the group.
 - **Operations Sub-Group:** Develop SOPs, workflow processes, and supervisory structures.
 - **Logistics & Technology Sub-Group:** Identify relocation steps, equipment, and CAD/RMS/radio system integration.
 - **Training Sub-Group:** Design cross-training modules, certification requirements, and evaluation standards.
 - **Finance Sub-Group:** Provide cost analysis and funding strategy recommendations.
-

Deliverables & Timeline

- **Draft Implementation Plan:** Due within 120 days of directive.
 - **Monthly Updates:** Delivered to the Town Manager.
 - **Final Plan:** No later than May 15, 2026.
 - **Operational Go-Live:** July 1, 2026.
-

Closing

The ECC-WG represents a significant opportunity to strengthen Londonderry's public safety communications through collaboration, efficiency, and modernization. Each member's expertise and commitment are critical to the success of this effort.

Thank you in advance for your dedication to this important project.

Shaun Mulholland

Town Manager, Town of Londonderry



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JASON Y. BREEN

PROSECUTORS
ALYSSA L. KUEHNE

CHIEF OF POLICE
KIM ALAN BERNARD

DIVISION CAPTAINS
PATRICK L. CHEETHAM
MARK P. MORRISON
TIMOTHY C. O'DONAGHUE
ALVIN M. BETTENCOURT

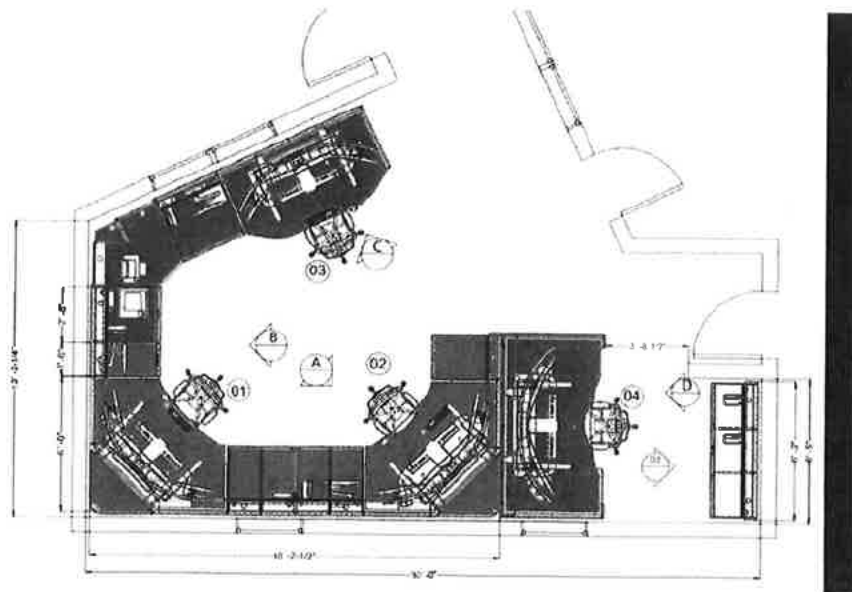
ECC Working Group **01/06/26**

I. Facilities

LFD TCO Brittany Hession visited our Communications Center and debriefed proposed work stations with TCC Nader and me. She presented several ideas and some potential challenges with noise but in the end, we all concluded that positioning the two LFD TCOs next to each other and making TCC Nader's current post a working LPD TCO post would solve her concerns. Additionally, the use of headsets may also mitigate cross over radio traffic during high volume times. We propose this setup, which does not require any movement of desks or construction.

We are still researching desk setups for the supervisor's office (currently Captain Cheetham's office). Because we are adding two intricate computer and radio setups in this office, we will need to install a mini-split to assist with proper temperature control. When TCC Nader's office was in this location for the 2024-2025 remodel, he observed increased temps and the climate was often uncomfortable.

Computer temps are also important to monitor. The current temps in the computer cabinets exceed 80 degrees.



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II. IT

All IT systems have been identified for relocation, and budget amounts have been assigned to each system's move. However, budget figures are still needed for all Fire systems, including Zetron, Kingfisher, Red Alert, Camera System, and garage door integration.

III. Training

- a. TCC Nader spent the morning of 12/19/25 with TCO Hession at LFD. It was a productive collaboration and they plan to schedule 4-hr blocks of job shadowing in each center with each TCO participating. Both also felt that the majority of the cross-training would be most effectively completed once the move into LPD takes place and everyone is working in the same room.



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IV. Financials

Item	Cost Each	Qty	Total
Zetron Installation at LPD	98,948	1	98,948
Zetron Door Control	30,772		30,772
Kingfisher Cloud Upgrade and Integration	52,350	1	52,350
Code Red Fire Alarm Upgrade	13,254	1	13,254
Land-Tel Camera and Door Access	34,372	1	34,372
		Subtotal	229,696
Motorola Radio Consoles	1,400	1	1,400
Motorola System Upgrade	x	1	x
Phone System Upgrade	1,500	1	1,500
Dell Precision PC's	4,000	2	8,000
Dell Micro PC's	700	4	2,800
55" TV's and Mounts	400	4	1,600
34" Curved Monitors	350	4	1,400
27" Monitors	200	4	800
Printer / Fax	400	1	400
Mini Split HVAC system	7,500	1	7,500
Network Drops	1,000	1	1,000
Paint / Sound Proof	750	1	750
Furniture	2,500	1	2,500
Workstation Consoles	5,000	2	10,000
		Sub Total	\$39,650
		Total	\$269,346

V. Radio Equipment

- a. Repurpose existing equipment
 - i. Move (3) LFD radio consoles to LPD
 - ii. Installation costs only
 - iii. Eliminates LFD Central as a backup COMM Center
 - iv. LFD does not have a backup center at MHT
- b. Radio Console Upgrades (Future)
 - i. Requires costly radio infrastructure upgrades

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- ii. Current radio equipment is already outdated and will not support new radio console without upgrades to all consoles. See estimate below.



MOTOROLA SOLUTIONS

BUDGETARY ESTIMATE

LONDONDERRY POLICE DEPT. / NH			MCC7500e Dispatch UPGRADE 7.16 D A 2024		10.27.2025	
QTY	SKU	DESCRIPTION	PRICE	EXTENDED	Disc. Est.	
1	244	B1948	MCC 7500E DISPATCH POSITION LICENSE	\$ -	\$ -	
1	244	UA00653AA	ADD: BASIC CONSOLE OPERATION	\$ 5,280.00	\$ 5,280.00	
1	244	UA00655AA	ADD: ADVANCED CONVENTIONAL OPERATIO	\$ 3,960.00	\$ 3,960.00	
1	244	UA00249AA	ADD: 15 RADIO RESOURCES LICENSE	\$ 3,675.00	\$ 3,675.00	
1	244	UA00661AA	ADD: ENHANCED IRR	\$ 3,000.00	\$ 3,000.00	
1	244	B1948	MCC 7500E SOFTWARE DVD	\$ 250.00	\$ 250.00	
1	708	T8742	MCAFFEE WINDOWS AV CLIENT A2019.1	\$ 165.00	\$ 165.00	
1	877	T8806A	WINDOWS SUPPLEMENTAL TRANS CONFIG A2020.1	\$ -	\$ -	
1	708	DSEV191B	TECH GLOBAL EVOLUTION SERIES 19INCH WITH TOUCH	\$ 1,278.00	\$ 1,278.00	
1	708	DSF2856AA	USB EXTERNAL DVD DRIVE	\$ 172.00	\$ 172.00	
1	754	B1956	COMMANDCENTRAL HUB, W/CLIENT PC	\$ 5,250.00	\$ 5,250.00	
1	754	CA03850AA	ADD: WINDOWS OS FOR MCC7500E CONSOLE	\$ 700.00	\$ 700.00	
1	708	L3225A	CERTIFIED KEYBOARD FOR RSD SERVERS AND WORKSTATIONS	\$ 42.00	\$ 42.00	
1	708	L3226A	CERTIFIED OPTICAL WHEEL MOUSE FOR RSD SERVERS	\$ 30.00	\$ 30.00	
1	754	CA03553AA	ADD: AC LINE CORD, NORTH AMERICA	\$ 13.00	\$ 13.00	
1	754	CA03547AA	ADD: BRACKET, MOUNTING 2RU	\$ 75.00	\$ 75.00	
1	443	B1914	MCC SERIES DESKTOP GOOSENECK MICROPHONE	\$ 650.00	\$ 650.00	
1	754	CA03583AA	ADD: FOUR CABLES, POWER 24VDC	\$ 150.00	\$ 150.00	
4	244	B1952	SPEAKER, DESKTOP, USB	\$ 585.00	\$ 2,340.00	
4	754	CA03413AA	ADD: USB CABLE, TYPE A TO TYPE C, 4.5M	\$ 29.00	\$ 116.00	
1	443	B1913	MCC SERIES HEADSET JACK	\$ 200.00	\$ 200.00	
1	706	RLN6098	HDST MODULE BASE W/PTT, 15 FT CBL	\$ 227.00	\$ 227.00	
1	708	DSTWIN6328A	PROVIDES ONE DUAL PEDAL FOOTSWITCH	\$ 434.00	\$ 434.00	
1	708	DSUSB31000S	STARTECH USB 3.0 TO GIGABIT ETHERNET ADAPTER	\$ 41.00	\$ 41.00	
1	708	DSST7300U3M	STARTECH 7 PORT USB 3.0 HUB	\$ 111.00	\$ 111.00	
1	708	DSICUSBAUDIO7D	STARTECH 7.1 USB AUDIO ADAPTER SOUND CARD	\$ 60.00	\$ 60.00	
1	147	SQM01SUM0333	MCG 8000 CONVENTIONAL GATEWAY	\$ 5,000.00	\$ 5,000.00	
1	147	CA03714AA	ADD: AC POWER	\$ -	\$ -	
1	147	CA03716AA	ADD: V.24 INTERFACE	\$ 750.00	\$ 750.00	
1	209	LSV00Q00203A	CYBERCOMM engineering, staging, pm Phase I	\$ 18,506.00	\$ 18,506.00	
1	207	SERVICE	ONE TIME UPGRADE	\$ 301,450.00	\$ 301,450.00	
				TOTAL	\$ 353,925.00	

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KELLY MCGRENAGHAN
603-699-2473
kmcgrenaghan@cybercomminc.com

VI. Site Visits

- a. 11/18/25 Hollis/Brookline/Mason: TCC Nader, IT Manager Tom Roy and Facilities Manager JR Valente and I toured the Hollis/Brookline/Mason Regional Dispatch Center. They staff (1) TCO per shift with a dispatch supervisor assisting Mon-Fri 0800-1600 hrs. Their model works for them but their communities are significantly smaller than Londonderry and with lower call volumes.

Their advice was to proceed cautiously and sternly warned that fire dispatching

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and police dispatching are night and day different. Trying to blend the two would likely cause operational issues between police and fire.

- b. 1/9/25: TCC Nader and I visited the Capital Area Regional Fire Dispatch Center. They run (2) TCOs 24/7 and they work 24 hr shifts with the option to work up to 48 hrs. When asked for their feedback, they suggested we do not merge the two dispatch centers because police and fire dispatch services are significantly different. One on-duty TCO had previously worked for a joint dispatch center and said they routinely ran into operational inefficiencies by dispatching for both because it was very challenging for TCOs to completely bi-furcate the two styles when required to do both on a daily basis.
- c. TCC Nader and I attended the TAC Conference at NHSP HQ and spoke with the dispatch supervisors from both Merrimack and Bedford PDs, and also had lunch with them both. When asked for their feedback, they recommended that we not combine the dispatch centers and they would separate out the two different services if they could. Because they have been joint centers for so long, the cost of separating into two different centers is their greatest challenge. The consistent feedback was that fire services usually suffer worse than police services in regards to joint dispatch centers.
- d. If LFD TCOs handle fire calls and LPD TCOs handle police calls, but in the same center, then these challenges might not be so relevant.
- e. TCC Nader sent TCO Hession the CJIS training slides for the LFD TCOs to review and complete. We believe this to be the only necessary training for LFD.

VII. Policies

- a. I have obtained policies from the Bedford Police/Fire ECC and am reviewing them for our ECC. I have requested policies through our CALEA partners as well as the Rock. County Sheriff's Office.
- b. If LFD handles fire/ems calls and LPD handles all police calls, there is no need to make changes to our policies.

VIII. Challenges

- a. From site visits we learned that the two styles of dispatching are not synchronous, differ significantly, and present significant challenges to staff who are required to perform both duties at the same time.

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- b. Moving LFD to LPD eliminates the LPD backup site at LFD Central and forces us to use the MHT Comm Center as our backup center. This is a significant distance away.
- c. The costs to merge the centers are significant with few, if any gains that justify the consolidation into one center.
- d. Labor claims will likely be filed from both unions as these positions are collectively bargained and changes in work conditions will occur upon implementation.

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