

HUMAN AFFAIRS COMMITTEE

JULY 21, 2025

A meeting of the Human Affairs Committee was held Monday, July 21, 2025 at 7:00 p.m. in the Aldermanic Chamber and duly noticed in two places, including the City's website, in accordance with the requirements of RSA 91-A:2 II.

Let's start the meeting by taking a roll call attendance.

The roll call was taken with 3 members of the Human Affairs Committee present:

Alderman Thomas Lopez, Chairman, presided.

Members of the Committee present: Alderman Thomas Lopez, Chair
Alderman Tim Sennott, Clerk
Alderman Chris Thibodeau

Members of the Committee absent: Alderwoman-at-Large Shoshanna Kelly
Alderwoman-at-Large Gloria Timmons

Also in Attendance: Bobbie Bagley, Public Health and Community Services
Director

Matt Sullivan, Community Development Director
LaTonya Muccioli, Housing Services Officer
Steve Hallam, Nashua Police

ROLL CALL

PUBLIC COMMENT - None

DISCUSSION/PRESENTATIONS

- Homeless Outreach
- Warming Stations in the Fall

Chairman Lopez

Director Bagley, would you like to come up? And if you want you can sit. If you prefer to present from there you're welcome to.

Bobbie Bagley, Public Health and Community Services Director

Well, good evening and thank you for inviting us to do this presentation this evening. Bobbie Bagley, Director for our City of Nashua Division of Public Health and Community Services, Chief Public Health Official and I have with me this evening, LaTonya Muccioli who is our Housing Services Officer. And I'm going to just start off with just a brief introduction with our land acknowledgement, mission, vision and value statement and I'm going to turn it over to our Housing Services Officer for her to do the bulk of the presentation. So, and we did bring presentation so and you guys also have the paper copy as well.

So just to start off with our land acknowledgement. We always like to do this to give reverence to the first peoples that were here. So we are in Nashua, located on unceded, unoccupied land that is the N'dakinna and this is a traditional homeland of the Abenaki, the Pennacook and the Wabanaki peoples. The word Nashua we'd like to share is from Nishwahoak and the Abenaki language which means place of two rivers, which we all see how we're surrounded by the two rivers. And so we also like for a pause to acknowledge the first people that were here that nurtured these lands as we now have the responsibility to do the same.

Alright, thank you. And as good stewards, our mission, vision and values for the Division of Public Health is to promote, protect and preserve the health and well-being of not just the residents of the City of Nashua and visitors and guests, but also the Greater Nashua Region through some of the funding that we have from the state.

And then our vision is to make sure that we can have an informed, safe, healthy and resilient community where everyone can thrive and prosper. And we also value or have these values of leadership, integrity, adaptability and respect. We know without these values and these combined theoretical things that we have in our minds that we conceptualize we would not be able to get our work done. And we also share this because we also believe that you also share this mission and vision with us and hopefully the values that we have as well, but we do see that because of the support that we received from our Board of Aldermen and from other city officials and partners that we have in the city.

So at this time, I'm going to turn it over to Miss LaTonya Muccioli so that she can give the bulk of the presentation with regards to the state of homelessness and the update on the work that we've done with the warming station which was why we were asked to be here this evening.

LaTonya Muccioli, Housing Services Officer

Thank you, Director Bagley. Alright, perfect. So the numbers that you're seeing on the screen here are from our 2025 point in time count. So every year HUD requires continuums of care to count all of the individuals experiencing homelessness on a single night in January. So this is for the entire state. So for sheltered homelessness we have 1,754 individuals that were counted and this is an increase of 88 people from last year. For unsheltered we see 652 and that's an increase of 73 individuals that were counted last year.

As we know these numbers are on the lower end. We know that we're not capturing everyone that's experiencing homelessness, but this is just some rough numbers for your perspective. Hillsborough County alone exceeded 1,000 of the individuals that were counted. So again, those two largest cities in New Hampshire, Nashua and Manchester are included in that count there. Some of the factors that contribute to homelessness within the state include the lack of affordable housing, the vacancy rate is less than 1% and that housing may not always be affordable, so it gives folks not many options for sheltering.

Limited voucher availability is also a concern. So this year, we were informed by New Hampshire housing that some of the vouchers that we were anticipating having won't be able to continue. We didn't receive adequate funding for this so this has resulted in a wait list freeze and then the emergency housing voucher program is ending in 2026 so a number of those vouchers have to be converted to other vouchers. This resulted in inability to move households from some of our temporary sheltering options such as transitional housing which in turn hurts our system performance measures through the COC which may result in a loss of funding or just not being eligible for new funding because it's increasing the length of time homeless. So individuals that are in transitional housing are considered homeless according to HUD. So anything that would extend that time does hurt our community. Something else that was noted is limited shelter beds so that continues to be a barrier for folks. The reduction in workforce so that includes outreach workers. So because of some

of the changes at the federal level and some of the grants that were no longer continuing we do have a reduction of outreach workforce in Nashua. And lastly, I documented legislative concerns so we know that for example, HB 60 which impacts evictions for any tenants. So now the expiration of your lease can result in an eviction so that's very concerning as well. So all of these factors impact homelessness.

Key outreach initiatives; so I have presented to this Committee before regarding our GIS encampment tracking. As a reminder we are using geographic information systems to track all of our encampments. So we know that our first responders often get those calls first about any concerns with homelessness, fires or encampments. So our PD and Fire and Public Works Department all have access to this GIS tracking system so once they come across an encampment they will take a photo of the encampment, upload it to the system. It comes to me over in public health on the back end and then I'm able to schedule our community health workers for ongoing outreach to these locations. We have made strides in having multidisciplinary outreach efforts. So with these locations, we are sharing these with our community partners who are also going out to do outreach. So this is included Greater Nashua Mental Health, Revive Recovery, as well as Nashua Soup Kitchen and Shelter. So we have been going out and doing joint outreach efforts. There have been efforts made to provide training so trauma informed care, best practices in street outreach with our providers. These trainings are often happening at the Greater Nashua Continuum of Care outreach subcommittee level. So we are staying on top of best practices regarding outreach.

And last week on Thursday the 17th, we actually conducted a summer point in time. So though this was not required by HUD it was something that we felt was necessary because we did notice an increase in the individuals that we're encountering that are experiencing unsheltered homelessness. So when we go out to the sites that are in the GIS system we're going out weekly and we're usually having conversations with folks, we're getting the names of the people at the sites. We've started to see an increase. So we wanted to capture those numbers. So back in January, we were able to count 38 individuals that were living unsheltered, as of last week we counted 59. We do know that from our ongoing outreach tracking at these sites that some of the individuals we've been working with were not at the sites during the point in time. So we're estimating this number to be closer to 100 of the number of individuals that we're aware of in Nashua that are currently experiencing homelessness.

I did want to share some of Nashua's progress with outreach and housing initiatives. So on the slide I've included some of the figures for awards made by the Housing Revolving Fund. Again, this fund is really put in place to incentivize the creation of affordable housing. So we were able to award the Front Door Agency with a pilot program for landlord incentive initiatives. This is a best practice that's been recommended by the federal government. So it's extremely exciting that we're able to collaborate with the front door agency for this project. We know that even individuals that have vouchers in hand face discrimination and are considered high risk tenants. So we're really hoping that this program will help curb some of that and support those individuals that are looking for housing.

We were also able to award Southern New Hampshire Health Systems with an award for some predevelopment costs for workforce housing. We received a housing champion designation and there was a per unit grant that was applied for. \$828,000 was put into the housing revolving fund to kind of help with those initiatives regarding creating additional affordable housing and just another win that we've had, Jackson Square Project which is in Nashua, received a 2025 Merit Award from Plan New Hampshire. They're a project that was very innovative and had 24 available affordable housing units in Nashua.

Some of the other important work that we've been doing during our outreach is really connecting individuals with services housing and pathways to recovery. So those numbers that you see there

are from FY 25 regarding our community health workers. So we were able to connect 56 individuals to temporary housing opportunities. This may be Safe Haven, emergency shelter or transitional housing options. Our community health workers were able to support 41 individuals with getting into apartments. So we consider that permanent housing. Community health workers were able to support 37 individuals with obtaining employment. They were able to support 16 individuals with getting into recovery housing and throughout the duration of the year we conducted outreach at 27 different encampment sites as well as three fixed sites. So fixed sites include Day Cafe, which is a place where we know a lot of our unhoused population frequents, the library, and we've gone to some of the shelters and the warming stations as well.

We've definitely improved in our data collection efforts and entry into the Homeless Management Information System and coordinated entry. Our strategic plan for the Greater Nashua Continuum of Care was finalized this year and there will be some community engagement opportunity later on this year to go over the details of that strategic plan. Very excited about it because it's really a more focused lens on addressing housing instability in the community, so more to come on that. We were able to conduct multiple community engagement activities around housing. So we did have a Housing Hopes community social interaction here at City Hall last year.

We did have a homeless education presentation at St. Pat's. Members of the congregation had become a little bit concerned last year given some of the activity that was occurring outdoors. There had been some porta potties over there and just some concerns with substance use related to the homeless population in that area. So there was some education provided to the congregation. We had a meeting with the community prior to opening the warming station to just provide education to the community and abutters about what a warming station is and what to expect. And we also had a meeting with our warming station guests to kind of get their feedback and see what's working and any areas of improvement.

And lastly, through our Continuum of Care, Nashua received \$1.25 million for our youth homelessness demonstration project. So this is for youth ages 18 to 24 and the Front Door Agency is hosting this program and it's for rapid rehousing and emergency transitional housing for youth. So we're very excited because we know that our youth have been an underserved population in our community since the closure of Stepping Stones so we're very excited to have this funding and have the Front Door operating this program.

I have passed out two reports that we've received. One of them is from the Institute for Community Alliances and it's a Nashua data brief based on our HMIS data; so you can have some time to review that. It will just go over really the data that's been inputted into the system and any recommendations that ICA has for our community and some of those are listed here on the slide. I've also attached something from our HUD Technical Assistance Consultant, ICF and this is really focusing on our system performance measures for the continuum of care. So again, those measures include length of time homeless and exits to permanent housing.

So some of these recommendations include increasing rapid rehousing resources. This is something that takes funding, so it's not as easy as it is said, improving transitional housing outcomes, improving shelter outcomes. So again, this would be decreasing length of time homeless and increasing exits to permanent housing for both of those. Expanding housing navigation supports, considering municipal master leasing and improving homeless prevention assistance. Some other solutions that have been recommended by the federal government's U.S. Interagency Council on Homelessness, implementing safe parking programs for people that are sheltering in their vehicles, sanctioning encampment sites, resource drop in centers for communities and more sheltering options for interim shelter solutions.

So the overnight warming station we were operating from January 2025 to April 2025. We were able

to support over 200 unique individuals during that time period. We were able to hire 14 staff and train them on Narcan administration, public health and best practices when supporting individuals experiencing homelessness. We were also able to partner with United Way and recruited over 40 volunteers. We trained them on the same things. Staff were able to partner with local service providers and we were able to make 30 connections to services for our warming stations guests. We were able to reverse two overdoses on site and we were able to use the overnight warming station as a point in time site. So this really helped with our data collection practices. I will step to the side and allow Director Bagley to speak to the operating expenses.

Bobbie Bagley, Public Health and Community Services Director

Bobbie Bagley, so thank you LaTonya for doing that presentation to give an overview of what we have been working on and what we have seen in Nashua.

So this the operating expenses; we wanted to show this so that we could first demonstrate the efficiency that we were able to operate under and the cost savings as well. And so we were able to you see here has the estimated amount of what we thought we might need and then the actual cost and then the difference there in the spreadsheet. The biggest piece about this is that we actually had solicited for a contractor prior to the City of Nashua's Division of Public Health and Community Services taking this on with per diem staffing. The bids came in and one of the subcontractors that put in a bid had run the warming station that year prior for us and the bid came in at about \$147,840 which was much more expensive than it had been the year before.

Our goal was to get this started in December and the year before they got it started in about February. So that's why there was the additional cost that they had anticipated in their contract. Because we also wanted to get this started in December. Some of the subcontractors weren't able to do that you know, get that going for us fast enough and so we thought that we could bring on some per diem staff that were folks that would have other jobs but and that were related to this work that we're doing work within the community and with populations and would do gig work. So they would take on extra hours to support this and we did it. We brought these folks in and the total cost for us actually running the warming station came out to \$66,655.17, we counted it down to the cent. And so we were able to save a large portion of funding up to about \$80,000.

We used the opiate abatement funds that supported this the year prior we paid for the subcontractor and we were able to demonstrate through the funding source of the opioid abatement funds that the funds were for majority of individuals that are suffering from SUD because you have to show that accountability when you use these funds and we were able to do that.

And so we do plan to have the warming station run again for Fiscal Year 26 and it will be staffed the same way with the per diem gig workers from the community. We already have folks that are interested in working at the warming station. It will continue to be at Elm Street while we have the opportunity to use that site once again. We will do the hiring and through the training process that we did the year prior. We'll start that earlier so that we can get the warming station up and running by December 1st. We've added some additional trainings to the curriculum because we learn from experience. Sometimes you learn things while you're doing it right. And so we had anticipated some different types of activities that would occur with the population that we were serving. We experienced a great deal of mental health issues within this population in addition to the substance use as well. We ran into challenges when we saw that we had an increase in the older individuals coming to the warming station that didn't have any other place to go. And so we've added some additional training to the curriculum so that folks will be able to better work within that context of mental health issues without having to call our Nashua Police Department so often.

And initially, our staff was instructed to do that because all of them aren't trained in behavioral health and we also didn't want to put anyone in harm's way in working with the population. As people

became more and more familiar with individuals that they were working with those call numbers actually went down. But we do believe that there's additional trainings will help with that as well. And we'll also do the same with our volunteers. So we'll do the same thing, we'll work with the United Way just like we did last year. Look to have volunteers join us and they will also go through the same training and the additional training as well.

We have the opportunity through CDBG funds. We did apply for that and we were able to get \$20,000 to help support with staffing costs. We did also utilize some of our community health workers. They worked overtime to help when there were gaps with some of the per diem staffing. And so the \$20,000 from the CDBG funds will help support not only any overtime costs that we might have for offset any overtime costs we have with our staff, but will also help allow for us to have additional staffing on board for the next season.

We will still use opioid abatement funds because from the data that LaTonya was able to show and even with the utilization of the individuals at the warming station 40% or higher of these individuals did report substance use disorder. One of the things that we also learned and we do believe that this will be a best practices for us to add a security officer position. That way that will also reduce the number of calls that will go out to our Nashua Police Department because that individual will be trained and be able to help deescalate some of the circumstances that could potentially occur during operations. And we will run it from 7:00 p.m. to 7:00 a.m..

One of the other things that we did during the year was when there were holidays and other shelters were closed we actually kept the warming station at Elm Street open. We also extended it during longer hours during the day, so we anticipate doing some of those same things once again. Alright, and that's all that I have I believe, yes. So with that if there's any questions and again, Alderman Lopez, we thank you for giving us the opportunity to present this information. If there's any questions that LaTonya and I can answer we will take those.

Chairman Lopez

Yeah, so I think as Chair of the Human Affairs Committee we have established a tradition of trying to get ahead of you know, issues that might affect the city. So in the summer is right about when we start thinking about what are we going to do for cold weather evictions. What are we going to do about the warming station. So as much as you know it was 90 degrees most of last week and people weren't necessarily thinking about the fall. We thought it was important for you to come in let us know what your departments are doing what the efforts are so that we're literate in that and then we're able to actually support as aldermen the different priorities and procedures.

And if I my napkin math is right I think three out of five of the committee members were volunteers too. So

if we can get more involvement at the community level in this effort, I think many of us are willing to help set that example. I was curious about the date that it would start. You said December 1st?

Bobbie Bagley, Public Health and Community Services Director

That is the anticipated date that we're expecting to open.

Chairman Lopez

Has it been contemplated opening just before that? Because that is the longest weekend of the year because of Thanksgiving.

Bobbie Bagley, Public Health and Community Services Director

We chose that date because typically that's when the other shelters will also be having their extended beds as supported by the state. And so if there is a need for sooner that is something that we could consider. I mean as long as we have the staffing and we get the green light to go we should be able to but we don't want to go past December 1st.

Chairman Lopez

And I was in a similar situation. I know the staffing is going to be key. When we were first starting the safe station we were going to try to do it in December and then we realized wait a minute, literally the four day weekend is about to come and so we had to make that move. And it was hard to find people short notice that would be able to do it. But I mean, with a little bit of a heads up maybe.

I was also curious about the security guard position. If that's a position would you need to have multiple people to staff that, that would that be there the whole time every night?

Bobbie Bagley, Public Health and Community Services Director

We do anticipate this position the person being on site every night for the 7:00 p.m. to 7:00 a.m. slot and so it may look very similar to what we're doing with our per diem staff is that there'll be multiple individuals that have experience as security officers covering those shifts.

Chairman Lopez

Okay, are there any questions from committee members? I don't want to monopolize. Alderman Sennott.

Alderman Sennott

Thank you, Mr. Chairman and thank you for this presentation tonight. I know last year I was making a whole lot of noise about this so I'm really pleased to see that it's what July 21st and we have a plan in place right down to when we anticipate hiring, training, et cetera. So thank you for your pro-activity on this. I did just have a couple of questions less relative to the warming station, but earlier in the presentation I guess one on the warming station. Did I hear correctly in the five months that it was open you only had to reverse two overdoses?

Bobbie Bagley, Public Health and Community Services Director

That is correct.

Alderman Sennott

I don't want to see any necessarily, but say that's a relatively positive number so I'm glad to hear that. I understand how first-hand experience with that could be a little troubling so I'm glad that that wasn't a frequent occurrence for the staff. Going earlier in the presentation a couple of best practices that you would reference that we discussed here before a sanctioned encampment site. Is I guess my first question because I've seen a lot of conjecture out there. Is there currently a sanctioned encampment site designated by the City of Nashua?

Bobbie Bagley, Public Health and Community Services Director

Currently at this time, no.

Alderman Sennott

Alright thank you for clarifying that because I think that there's been some assumptions made based on the volume of folks camping in certain sites that the city has authorized that or designated that as an encampment site. So I'm glad to hear you clarify that that is not the case just to clarify that. Sort of in a combined question with that along with the safe parking program. I know those are discussions that have happened behind the scenes and you know, with many community stakeholders, law enforcement, first responders. Where do you feel that we are in regard to either of those options, whether it would be an actual designated encampment site for people who are living in the elements or a safe parking program?

Bobbie Bagley, Public Health and Community Services Director

Do you want to answer?

LaTonya Muccioli, Housing Services Officer

Sure. So we have been having these conversations. I think Director Bagley and myself have been kind of trying to steer more towards a resource drop in center. So we did provide a proposal for that earlier this year for the Capital Improvement Committee. It's something that we provided as a recommendation last year as well. It's something that we continue to hear from our neighboring communities. So we have met with the Lowell Health Department, we've been meeting with the Manchester Office of Housing Stability, we met with New Jersey who had a 53% reduction in homelessness. And the common theme is having a resource drop in center where folks can go in real-time. So as PD or first responders are encountering people in encampments they're just bringing them right to the resource center. Oftentimes, these communities are also having harm reduction services right out of the resource center. Any giveaways so like hats and other things in the winter at the Resource Center, it's really just giving another opportunity to connect with folks in a single place whereas having to send outreach, limited outreach workers to multiple encampments is very difficult especially for folks that may not have working phones and just easy ways to contact them. So we've really been trying to push efforts into that.

Alderman Sennott

I'm glad to hear that that's more the direction that the city is contemplating because I mean as difficult as of a conversation as it is, had similar conversations on topics completely unrelated to the subject of homelessness and you know, encampments and parking is the bottom line is that we're built out, you know. And to try and designate something like that, I know would make the work a lot easier to understand that everybody is here. You know, we have folks everybody here, but as we saw in my neighborhood a couple of years ago you're not going to institute that without upsetting somebody else to potentially catastrophic proportions. You know, we saw that situation on Crown Street spiral out of control really, really quickly when it happens. So I am very supportive of the idea of a drop in center, a resource hub if you will, similar to it sounds like the safe station hub and spoke system that we used to have. And I feel that that would be much more productive and I'm happy to support any legislation or any endeavors that we can here in this chamber to get the ball rolling on that. So thank you for all the work that you've been putting in for this.

Chairman Lopez

Alderman Thibodeau.

Alderman Thibodeau

Thank you. Alderman Lopez mentioned why December? So and my thought is going into the

second week of April. Well, the last two weeks of November are just as awful as the first two weeks of April. So what would need to happen to make this happen even earlier?

Bobbie Bagley, Public Health and Community Services Director

I think for earlier I mean it would have to be like the early part of November and the weather in the early part of November is usually not too, too bad. Wait, this is New England so...

Chairman Lopez

Yeah, you're really just jinxing us.

Bobbie Bagley, Public Health and Community Services Director

I know right? So I mean it could go a lot of different ways with the weather and typically when we open a warming station the point is to protect individuals from the elements and so that no one actually succumbs to extremely cold weather. You know, folks can camp and be outside for you know, up to certain temperatures and so once the temperature drops below a certain degree is when you really want to make sure that they're housed inside. The issue if we were to try to do this like a couple of weeks earlier is that you're running into all of and I know this is horrible to say, but you're running into all of like those holidays like in November that makes it harder to get people and have their availability there. And it's not like anything changes for individuals that are unhoused who don't get to celebrate those types of holidays. But those will be some of the challenges that we may run into and the weather may not be at the point where you know you're looking at the detriment of extreme cold weather which we don't typically see until a little bit later around December.

Chairman Lopez

Those are legitimate concerns because when we tried to do safe station thing we put the call out and I ended up there on Thanksgiving because I was like hmm, I mean I guess I can't ask the staff to do it and then not fill the empty shift. So holidays are a concern you do need staff. It is a big city though, and I think some people might consider that an opportunity particularly and even if we can't necessarily get the staff to do the daytime stuff. If we could least do the overnight, maybe we can reach out to the interfaith community.

I am not sure if your comments were done Alderman Thibodeau?

Alderman Thibodeau

I had a follow up.

Chairman Lopez

Okay, go ahead. Sorry.

Alderman Thibodeau

That's okay. What hurdles are in your way to make sure that this happens on time as planned?

Bobbie Bagley, Public Health and Community Services Director

Right now none.

Alderman Thibodeau

None?

LaTonya Muccioli, Housing Services Officer

Nope. We have the place, we have the job description. We're just waiting for it to get a little closer to put those positions out. We have the training. Everything's all set.

Chairman Lopez

So about the place? Is there any contingency though, if somebody tries to make a deal quick and we're saying January or February and suddenly the school changes hands.

Alderman Sennott

Director Sullivan is shaking his head, no.

Chairman Lopez

Director Sullivan, you're going on the record of saying...

Matt Sullivan, Community Development Director

That will not happen this year?

Chairman Lopez

Okay, that's as much confidence as I can ever ask for. I was going to ask also if it had been contemplated, if any exploration had been done towards using the portable classrooms as a potential drop in location?

Bobbie Bagley, Public Health and Community Services Director

We have had those conversations, yes. There's a cost to that though.

Chairman Lopez

There's a cost to everything.

Bobbie Bagley, Public Health and Community Services Director

Yes, and so I mean we as long as we have the funding you know, to support it we are looking into the possibility of utilizing the classrooms as the potential resource center or drop in center location. There is work that needs to be done though to get those set up an operational and the cost of the ticket I heard an average closer to like \$350,000 to get that up and running.

Chairman Lopez

Yeah, I can see the dilemma, you can almost get a house for that like.

Alderman Thibodeau

That is just to relocate the trailers.

Bobbie Bagley, Public Health and Community Services Director

It would be to get them set up, plumbed, the foundation piece put in there as well. So you've got some work that needs to be done for that to set up for operations. And it might be a one-time cost, but it's still going to be a significant cost to get that up and running.

Alderman Thibodeau

Did those facilities have that type of foundational infrastructure? I get the plumbing and whatever may have been, but did they have a poured foundation where they were prior?

Chairman Lopez

They had a platform that was over at the schools.

Alderman Thibodeau

Like a slab?

Chairman Lopez

Dr. Crisp, yeah. So, I mean it was there and it was taken down and apparently the school every time they move them has been...I mean they call them portable classrooms, but aren't they portable? I guess not.

Alderman Sennott

Kind of sort of.

Alderman Thibodeau

I have a lot of (inaudible), I'm sorry. Would those need that type of infrastructure if they were to be placed upon a parking lot?

Chairman Lopez

Yeah? I think Director Sullivan might know maybe.

Bobbie Bagley, Public Health and Community Services Director

Would you like to join us?

Chairman Lopez

We're going to bring you up here anyway.

Bobbie Bagley, Public Health and Community Services Director

Construction wise this is the person.

Matt Sullivan, Community Development Director

Just briefly, Matt Sullivan, Community Development Director. The intent would be to put them in a location that would at least be a semi-permanent home for them, not to move them around from site to site and so as a result, any location that were to be selected would need a full sewer hookup, water hookup, and yes a permanent foundation, whether a slab on grade or something with an elevated frost wall that kind of configuration. But ultimately, Director Bagley is absolutely right. The costs were estimated between \$300,000 and \$350,000 literally to just do that. Unfortunately, you can't really place them in the middle of a parking lot because they have those infrastructure needs. So we've been sort of admittedly racking our brains about potential locations if we were to move in that direction about where we would place these resource facilities.

Chairman Lopez

Did we do anything with the old police training location? I don't remember whether we gave it away or something.

Matt Sullivan, Community Development Director

We haven't done anything. That property and the parking lot adjacent to it remains in the care if you will, of the Business and Industrial Development Authority as they contemplate putting it out for a redevelopment proposal. But certainly I think there are a variety of conversations happening from demolition of the building to potentially creating green space in that area. With all that's going on in the Millyard I think there are many, many moving pieces. Not to create a cliché here, but there's so many moving pieces that it's difficult to make site-by-site decisions without having a larger conversation about the Millyard as a whole. And so there's been no decision to put a resource trailer there to establish a permanent encampment in that area. That all sort of remains up in the air at this point in time.

Chairman Lopez

I mean, I think the decision is being made for you. That's why I think trying to turn that into green space is very counter intuitive to me because Mine Falls could be green space if the people that were living there had a place to go. So I don't know. And I get the difficult situation you're in. It's not the only location either, but it is one of the ones that doesn't have a whole bunch of residents adjacent to it.

Matt Sullivan, Community Development Director

Agreed, and I think we've had that conversation and I think whether it's the Resource Center, the warming station or even the safe parking areas, one thing that we continue to struggle with as a theme is abutter impacts, location selection for any of these potential uses. While we know there's a need there's literally no perfect location for any of these things. And so Alderman Lopez to your comment, the Pine Street Extension site as a as an encampment as it exists right now albeit not a city endorsed one. In some ways it's well protected, it has access to services. It's been a fairly successful site, but establishing something more permanent there comes with longer term consequences that we haven't really fully evaluated on our end I would say.

Chairman Lopez

Just don't let perfect be enemy of the good.

Matt Sullivan, Community Development Director

Understood.

Chairman Lopez

Alderman Thibodeau.

Alderman Thibodeau

I'm gonna... I kept my hand out from last year's presentation and last year you had mentioned what may be needed for a permanent facility of sorts. And last year my notes say estimated \$3.8 million and \$280,000 for staffing. And then as I come here for my meetings that come down and go by the Mulberry Street building right across from your office, is that owned by the City of Nashua?

Bobbie Bagley, Public Health and Community Services Director

I do believe 11 Mulberry Street is owned by someone else that plans on doing some development sometime soon. So that building has been bought already.

Matt Sullivan, Community Development Director

The, Matt Sullivan. The 11-13 Mulberry site has not been owned by the City of Nashua. We obviously own the parking lot adjacent to it. The 11-13 Mulberry site was recently approved by the Planning Board for redevelopment into multi-family units. We don't know whether that development will move forward, but as of today it has a one year approval to redevelop the site into 50 plus housing units in place right there.

Alderman Thibodeau

Wow, you're here in the hot seat.

Bobbie Bagley, Public Health and Community Services Director

It is a collaborative endeavor that we have...

Alderman Thibodeau

For sure.

Bobbie Bagley, Public Health and Community Services Director

...addressing this issue.

Alderman Thibodeau

Does the city own a piece of property roughly that footprint size of Mulberry Street that is not currently developed and being utilized?

Matt Sullivan, Community Development Director

We certainly own properties that are comparable in size Alderman Thibodeau. Even the Police Training Facility has its own stand-alone site is comparable in size to that. What we don't own is a vacant site of that size in the downtown core with access to services that's not currently a parking lot. We have several surface parking lots that are you all know, the parking issues you're well aware of the Parking Management Plan. We don't have a turnkey site that could be developed into a vertical transitional or resource center or shelter for unhoused population that does not exist. And truly, we spend hours talking about site selection and looking at opportunities. We don't have that in-hand right now and that's part of the problem.

Alderman Thibodeau

Would you say that's one of the biggest hurdles is the location?

Matt Sullivan, Community Development Director

I would say broadly site selection is the biggest hurdle. It's not just the location it is that and to Alderman Lopez's comment, not the perfect location necessarily, but a location that checks several critical boxes whether that's access to public transportation services, access to providers within walking distance of the downtown ideally.

Chairman Lopez

Not surrounded by lawyers.

Matt Sullivan, Community Development Director

Not surrounded by abutters that may be impacted or abutters that may impact the population that's going to the shelter. All of those things are like anything it's a balance and it's been very challenging to find a site that does check a lot of those boxes but is in the right area of the city.

Alderman Thibodeau

Great.

Chairman Lopez

Alderman Sennott.

Alderman Sennott

Yes, I just had one follow up and you had already indicated that you don't really have any hurdles in your way for this winter thus far. I was just going to ask about because I know it had come up with interest from the public last year, the site for Elm Street for the contemplated use for this coming winter. Does that need to be recertified for occupancy by the Fire Marshal's office or anything like that.

Bobbie Bagley, Public Health and Community Services Director

No, because the way that we're using it has not changed.

Alderman Sennott

Okay.

Bobbie Bagley, Public Health and Community Services Director

So it's still going to be a warming station. It is not a shelter.

Alderman Sennott

Understood.

Bobbie Bagley, Public Health and Community Services Director

We do have some other ideas for more comfortable seating with chairs that will recline so we won't have that as an issue going forward. There was a lot of concern that people had expressed about you know, the way people slept or how they weren't able to sleep. They're still not going to be allowed to sleep on the floor. But we do plan to purchase chairs that will be more accommodating and able to recline because that was like, one of the biggest issues. The major key with this is that homelessness is a housing issue and so we can have the shelter for temporary protection of individuals so that we don't lose lives because of you know, the cold weather.

But ultimately what we want to do is create enough housing you know, and get people rehoused so that they have a place to go. Because what we experienced even after the warming station closed in April you know was this fear of a lot of the individuals that were unhoused. Well, where are we going to go now you know. So the weather is getting warmer, but still, where are we going to go because at least when we had the warming station open there was a place for people to be inside overnight where they felt safe. After it closes in the spring they're back outside again and then we have the issue with the encampments.

And so one of the things that we really need to strongly consider is the fact that we do need to have another shelter which would be temporary it's not the key. The key would be able to get more housing that is affordable for individuals, more services, case management services for once the folks are housed, there are people that are working with them that help them stay housed. And then the continued wraparound that we've been doing with our community health workers and our other service providers around the mental health and the substance use disorder that we're seeing. And then, as we saw an increase with our elder population, we really need to focus on how we can keep our older adults housed safely somewhere.

Alderman Sennott

Well, it's good to hear that at least there's some progress made on the comfort degrees of folks who will be utilizing the warming station and you know, after the conversation last year you know, much more appreciative of the differences between a warming station and the shelter and you know why one is easier to institute than the other and more preferred, but thank you for your again, your continued efforts on this and for your last point about the housing issue because I've cycled back to Crown Street a couple times here, but a couple of years ago when that when that encampment was put in place and I went down there to speak to some folks it is really jarring to speak to somebody who not only is living in a tent outdoors in October, November, but is living in a tent that got slashed open because somebody didn't want them there in October, November. And then to have the person take the time to speak with you, but let you know that they only had 5 or 10 minutes because they had to get to work. I don't care if you're working a full-time career oriented job or if you're working

full-time at Wendy's. If you're working full time you shouldn't be living outdoors. So I appreciate all your efforts on this. Keep up the good work.

Bobbie Bagley, Public Health and Community Services Director

Thank you.

Chairman Lopez

I think we all learned from the Stanford Prison Experiments that if there's a section of the population that if it is given a reason to abuse people then it will. And so homeless people are targets and they need safe places so they can focus on making their lives better and improving it and getting themselves out of the situation. And I think as a city we do need a certain level of capacity to address housing emergencies and that's why I disagree slightly with the focus solely on housing because I think we do need enough throughput that people who are experiencing a housing emergency can have a place where they interact with case managers and outreach workers and a warming station is an opportunity for some of that. But, you know we can't hold on to people long term and engage you know, in the same kind of relationships that you can see in a more residential setting even if it is temporary.

And I think as we add housing you're seeing a lot of competing interest in that housing and it's very easy for developers or planners who might be ordinarily very kind people to then sort of just make the decision to err on the side of the moneyed individuals who want housing and workforce that's available to us to the south and not necessarily worry about the elderly or the vulnerable or you know, the inconvenient people that are in the middle of struggling for their lives. So to that end, we also had a lot of comment last year with regards to warming station versus shelter and I know the UU did a lot of leadership in organizing a petition. St. Patrick's was a signatory. Have either of those organizations or any other organizations indicated any plans to contribute like try to help with finding shelter capacity, expanding it. Can they underwrite our coffee budget? You know, anything?

LaTonya Muccioli, Housing Services Officer

As of right now, no. But outreach hasn't been done to them regarding any supports needed for the warming station yet so we can plan to do that.

Chairman Lopez

Like I said, it was very exuberant that some of the leaders from the UU were saying well, when we ran it we were completely unaware that this was happening. Well great, when your construction is done and you guys can do it better we would welcome that.

Alderman Sennott

I have one final. How soon would you be willing to take donations for the supplies that you may need?

Bobbie Bagley, Public Health and Community Services Director

Whenever you're ready.

Alderman Sennott

I got a BJs card so.

Bobbie Bagley, Public Health and Community Services Director

We have to start getting ready. So we probably...

Chairman Lopez

I'm donating them all.

Bobbie Bagley, Public Health and Community Services Director

I'm sorry?

Chairman Lopez

I said I'm donating them all.

Bobbie Bagley, Public Health and Community Services Director

Yeah, so we'll start probably because we also you know have to have, we can store the stuff. We have access to the school so any supplies and things like that that we get right now we do have access to the school. We can start storing the things so anytime that contributions, people have contributions that they want to give us we can accept those.

Alderman Sennott

Similar needs to last year, coffee, creamer, sugar, sugar, sugar, games, puzzles.

Chairman Lopez

Doorbell.

Bobbie Bagley, Public Health and Community Services Director

No doorbell. Yeah, games, yeah. So folks were very interested in having different types of games. They actually gave us a list of selection of different types of games that they wanted. No doorbell at all. Alderman Lopez, that will be a nightmare.

Chairman Lopez

It's not great standing at the door.

Bobbie Bagley, Public Health and Community Services Director

Yeah, so basically what we do is the door is kept locked so that we can monitor who's coming in and out. And so all they would be doing is just people would be just on the doorbell so we don't necessarily need to have that.

Chairman Lopez

Where would the security guard be positioned? Would they be in that hallway area or would they be in the main area?

LaTonya Muccioli, Housing Services Officer

We're thinking of having them in the hallway area. So really, the idea behind the security guard is to still train our staff and volunteers to de-escalate any situations. But if there is a situation that just they're not able to quite manage that's when we would implement having the security guard assist so they're really just kind of off to the side until they're needed.

Chairman Lopez

Alderman Thibodeau.

Alderman Thibodeau

Along Alderman Sennott's question. Could you provide a freshened up wish list for said supplies and wants, needs, desires?

Bobbie Bagley, Public Health and Community Services Director

Yes, we can.

Alderman Thibodeau

Thank you.

Alderman Sennott

A nice PDF or something we could share with our socials.

Chairman Lopez

I do think it's important to have people have a positive engagement mechanism for this because we found out I think last year, that it was much better received in that neighborhood than others because people had a way to pitch in and to actually have like investment in it. So I do think reaching out to the public and making sure that they have a way to help can be very valuable just because it builds you know, ownership of the people who are homeless aren't some kind of others. A lot of them are from Nashua or grew up in Nashua and you know you can't just keep treating them like they're not supposed to be there.

Bobbie Bagley, Public Health and Community Services Director

Right, and we do plan to have some opportunities for individuals that are utilizing the warming station to contribute. So participating in clean up. We have individuals helping with trash and cleaning up. And so we plan to formalize that and make that look a little bit different that folks can actually sign up you know, and participate in that way.

Chairman Lopez

Okay, awesome. Alderman Thibodeau, one more?

Alderman Thibodeau

One last, one last thing. From the few times that I volunteered one of the comments that I heard a lot was Wi-Fi. And I was told Director Bagley had a device she brought in once or twice. Is there

thought to utilizing one or getting one that's dedicated to this at least for the time that it's open?

Bobbie Bagley, Public Health and Community Services Director

Yeah, that's called the Hot Spot.

LaTonya Muccioli, Housing Services Officer

Yes, we've had conversations with United Way of Greater Nashua regarding their digital equity initiative and providing Hot Spots. So we did have one on site for a long period of time and then was removed just so that we wouldn't lose track of it.

Alderman Thibodeau

Understood.

Bobbie Bagley, Public Health and Community Services Director

But because the building is you know, to be used for something else it's not worth it to invest in Wi-Fi at the school and so we have the Hot Spot capabilities.

Alderman Thibodeau

Understood. Thank you.

Chairman Lopez

I know you've spent a lot of time presenting and I don't want to open a whole new can, but has there been any attention towards trailers that might be able to provide either laundry or at least shower access for people?

Bobbie Bagley, Public Health and Community Services Director

No, because we have that accessible at our Nashua Soup Kitchen and Shelter.

LaTonya Muccioli, Housing Services Officer

And Revive sometimes.

Bobbie Bagley, Public Health and Community Services Director

And Revive. So there are, so we have resources where those services are provided for the community.

Chairman Lopez

Okay, any other questions. Thank you for your time and your presentation.

Bobbie Bagley, Public Health and Community Services Director

Thank you for your time.

COMMUNICATIONS - None

UNFINISHED BUSINESS - None

NEW BUSINESS – RESOLUTIONS

R-25-186

Endorsers: Mayor Jim Donchess
Alderman-at-Large Michael B. O'Brien, Sr.
Alderman-at-Large Gloria Timmons
Alderman Tim Sennott
Alderman Richard A. Dowd
Alderman-at-Large Lori Wilshire

AMENDING THE U.S DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT HOME INVESTMENT PROGRAM AMERICAN RESCUE PLAN ACT FUND ALLOCATION PLAN

MOTION BY ALDERMAN SENNOTT TO RECOMMEND FINAL PASSAGE

ON THE QUESTION

Chairman Lopez

Alright, Director Sullivan. Have we ever done anything like this before. Have we ever amended a HUD plan?

Matt Sullivan, Community Development Director

You have amended a HUD plan many, many times and this is the second amendment of this specific HUD Plan. Alderman Lopez, you've given me a nice little segue into why exactly I'm here this evening for R-25-186.

This is as was just mentioned, the second amendment to the city's Home AARP. These are Home Investment Partnership dollars that you typically see going into affordable housing projects that we receive specifically as part of the American Rescue Plan back in 2021. In 2022, as part of R-22-060 you actually adopted in a Home ARP Allocation Plan that delineated categories in which you would deploy these Home ARP Funds throughout the community and there were actually four specific categories identified. And by way of background, the city receives about \$1.5 million in Home ARP moneys at that point in time. And you put it into the following four categories, supporting services, or supportive services rather for non-profit agencies, affordable rental housing creation which is really kind of the most traditional use of home monies, non-profit operating/capacity building and administration. So actually monies that the city would use to administer the funds based on the various levels of compliance and administrative requirements.

And so all in all you put that \$1.5 million into those four individual categories and you actually attach dollar amounts to those. Then something a bit interesting happened and this is something that was uncovered over recent months and that's part of the reason why I'm back before you. I mentioned those four categories at the end of 2022 as part of this legislation R-22-060 the Human Affairs Committee actually had significant discussion about modifying some of those categories and in fact, you changed the categories to say rather than non-profit operating, you said non-profit capacity building. And then rather than a larger amount going to affordable rental housing you said we'd like to do tenant based rental assistance money. So there was a very deliberate conversation as part of the Human Affairs Committee's consideration of the legislation back in 2022.

For one reason or another and I don't think we need to understand exactly how this happened, but despite those very deliberate conversations and despite a motion to amend at this committee, ultimately the legislation that went back to the Board of Aldermen did not include the amendments to those categories.

And so despite that very deliberate conversation the amendments were not made and this was just recently uncovered.

Chairman Lopez

Do you know the date of that meeting?

Matt Sullivan, Community Development Director

I don't Alderman Lopez, but I can provide background. I actually have a full timeline that I built out for this as I drafted the legislation, but there were actually three to four continuances of the conversation around this legislation because we were waiting for different information. It was very confusing, but I can send you the timeline. I think it was literally just an administrative error perhaps or something wasn't properly reflected. But the bottom line is that the allocation plan that went to the Board of Aldermen did not reflect the categories as amended by the Human Affairs Committee and so that plan was adopted and in fact, we went forward with the correct categories that you had discussed and attempted to amend. So in a way we were going forward with categories that were not reflective of the Board of Alderman's ultimate adoption action. So again, I don't want to get too much into the weeds here because this legislation this evening solves all of these problems, I hope.

So that happens; ultimately back in 2024 I came to you with the First Amendment to the legislation R-24-078. I was specifically requesting to use the administration category to actually bring on a consultant to administer the ARP funds rather than city staff doing that. That was based on significant staff transition that was happening at the time and the very specialized nature of these funds and the compliance and reporting associated with them. So you approved that. We were therefore authorized to bring out a consultant to help do this work.

Following that amendment we actually got to work. We went out to the community. We have some of the agencies in the room this evening. We issued a Notice of Funding Availability based on the categories as we understood them. We solicited applications. We received 7 applications really from five independent agencies all of which we're proposing for funding this evening, just as a note. And we had an internal review committee that analyzed the eligibility of the requests, analyzed the specific dollar amounts that were being requested and ultimately over the last year we've come up with a slate of recommended funding awards for these Home ARP monies. And I'll also just mention here that we have received no direct threat or questioning implying that these monies will be pulled back at any given time. We've had some questions of course, but we believe these monies are good to be obligated and implemented. Hence the reason we're back before you this evening.

So while we were creating our slate of awards that are included in the second page of the legislation before you, we received an interesting letter from the US Department of Housing and Urban Development indicating in fact, that we had there had been an administrative error at the federal level and we had received the incorrect allocation and there needed to be a slight allocation adjustment. If you're looking at the legislation, if you look at the last whereas on the page that has the resolution title on it you'll see that HUD informed the City of Nashua May 21, 2025 that its' funding allocation had been increased from \$1,618,618 to \$1,620,414 so we received an alternative allocation. So all of this time factors are changing in our Home ARP process and this had actually happened after we had come up with a recommended slate of awards.

So legislation before you this evening does a couple of different things with all of that background context. One, it aligns the categories with what the Human Affairs Committee ultimately discussed back in 2022 or 2023 to allocate to the following categories, supportive services, development of affordable rental housing, tenant-based rental assistance, non-profit capacity building and administration and planning. It further

amends the total award to reflect the new guidance from HUD dated May 2025 that amends our allocation amount. And then, I think more importantly to everyone this evening is it seeks to award seven different projects with five different agencies and the amounts presented on the second page of the legislation and those are as follows, \$50,000 to Family Promise of Southern New Hampshire for supported service provision, \$50,000 to Family Promise for non-profit capacity building that will specifically support the creation of a staff position, \$100,000 to the Division of Public Health within the City of Nashua for tenant-based rental assistance and that'll support 33 households with \$500 of rental assistance through the period of time of six months, \$50,000 to Marguerite's Place for supportive services that will be provided for two years within the new redevelopment property that they're undertaking at 106 Pine Street; that is actually slated to receive \$200,000 of affordable rental housing funding to allow them to redevelop that property and then finally Gateways Community Services will receive \$495,000.20 for development of affordable rental housing for their project at 4 Beard Street and Harbor Homes will receive \$401,690.20 for the redevelopment of their property on Amherst Street and the creation of several home ARP units there.

I will just mention two quick notes before I respond to any questions that you might have. One before you ask this question, Home ARP dollars could not be used for the creation of congregate sheltering. So one question we received almost immediately was whether or not these monies could be directed to the creation of a shelter for unhoused individuals or similar format. These cannot be used for congregate sheltering purposes and so that was not an aligned use. The other thing that I'll mention is that you know these funds can be narrowly applied. They can only be used to support housing that provides housing opportunity for qualifying populations particularly those at risk of homelessness. So we have several factors in our eligibility testing. We worked with the agencies to make sure they understood these.

These populations are very narrow under Home ARP. They have to be individuals that are at risk of homelessness and therefore the housing being contemplated here will serve those folks specifically. I'm happy to get into any of the details of the seven awards being recommended this evening or the five agencies that proposed them, but we're very excited to bring forward this recommended slate of funding and hopefully get these projects kicked off over the coming six months. And finally I'll just say, you'll see there's one clause in this legislation that I actually added and that is that should any of the project amounts change, we do want to reserve an administrative ability to flex funding between the awards up to 10% of the total amount of the award in the event that one project spends less, but another project needs more. We've built in some flexibility here and so those amounts could be adjusted administratively without the Board of Aldermen weighing in. But of course, we'd be happy to come back to the Human Affairs Committee and make you aware of any such adjustments should they need to take place. With that Mr. Chair, happy to answer any questions about the background or the specific awards. I know the agencies are here as well or some of them, to answer specific questions about the programs as well. Thank you.

Chairman Lopez

Alright, any questions from the committee members? Alderman Sennott.

Alderman Sennott

So we have a proposed amendment in front of us?

Matt Sullivan, Community Development Director

Yes.

Alderman Sennott

With some red markup that below the seven awards indicates an unallocated amount for development of affordable rental housing the amount of \$30,930.90. Can you speak to that?

Matt Sullivan, Community Development Director

Yes, thank you Alderman Sennott. And actually, I have to admit I forgot the amendment that I had prepared so thank you for bringing that up. As part of the revised allocation from U.S. Department of Housing and Urban Development we received additional funding. We had significant conversation about where to allocate those funds but ultimately, we believe we'll need an unallocated amount of about \$30,000; \$30,930.90. Ultimately those funds will actually be used to likely perform what are called environmental reviews as required by HUD of the various applications, particularly the construction applications that were construction awards that are being considered. So we're putting them into an unallocated category so we have more flexibility. For the purposes of transparency we intend to use those monies for environmental reviews for the projects, but that just reflects that extra amount that we receive from U.S. HUD.

Alderman Sennott

I gotta ask a follow up, because if I don't it's gonna bother me. So above the chart where it says *Now therefore it be resolved* that same \$30,930 figure is listed for non-profit capacity building, but in the chart below is listed for development of affordable rental housing. Is that an inconsistency that should be corrected?

Matt Sullivan, Community Development Director

Yes, that is an inconsistency that should be corrected. In fact, that second red line within the *now therefore be it resolved* should be corrected to read \$50,000 rather than \$30,930.90. That should say \$50,000 and the reason for that is that the \$30,930.90 is actually being moved to the development of affordable rental housing.

Alderman Sennott

And is that contemplated in the \$1,126,690.

Matt Sullivan, Community Development Director

Yes, it is indeed.

Alderman Sennott

Okay, so we will need to strike \$30,930.

Matt Sullivan, Community Development Director

Correct.

Alderman Sennott

And a flat \$50,000?

Matt Sullivan, Community Development Director

That is correct. Thank you, Alderman Sennott for catching that. Apologies. So I'll leave it open for discussion for a moment before I make two motions back to back.

Chairman Lopez

I'd be fine amending it just so we don't forget to amend it?

Alderman Sennott

Well, I think we have to amend and then amend the amendment.

Chairman Lopez

Alderman Thibodeau?

Alderman Thibodeau

No, I'm good.

Alderman Sennott

Alright.

Chairman Lopez

Because you can't give too many amendments deep, but if we amend it and then.

**MOTION BY ALDERMAN SENNOTT TO AMEND R-25-186 BY REPLACING IT WITH THE PROPOSED CHANGES MADE BY DIRECTOR SULLIVAN
MOTION CARRIED**

**MOTION BY ALDERMAN SENNOTT TO FURTHER AMEND THE AMENDMENT BY STRIKING IN THE 7TH PARAGRAPH THE AMOUNT OF "\$30,930.90 FOR NON-PROFIT CAPACITY BUILDING" AND REPLACE IT WITH "\$50,000 FOR NON-PROFIT CAPACITY BUILDING"
MOTION CARRIED**

ON THE QUESTION

Chairman Lopez

So we've amended the amendment for that correction. Can you check the front and make sure the numbers line up? Because I remember it says like \$1,618,618 is that the same number?

Alderman Sennott

So that is the total allocation that we are being increased from and we are increasing to \$1,620,414.

Chairman Lopez

Okay, we don't need to edit anything over there?

Alderman Sennott

I don't believe so.

Chairman Lopez

Okay, I just remember seeing it and then realized I handed my copy away. Alright, so regarding the background of the question my napkin impression was that there was specific concern I think if this was the conversation, about how a specific organization was leveraging funds and it was on the part of a former committee member. So I'd want to double check that and make sure that that was what we were trying to do and why. Do you have an opinion about adding capacity building instead of operating costs?

Matt Sullivan, Community Development Director

Alderman Lopez, I don't. In fact, I would argue that they're very similar in the way that the funds are going to be used. I don't want to say it's semantics necessarily because they are different things than the Home ARP world, but I think ultimately the nonprofit capacity building that's contemplated here is functionally an operating expense so I think it really is a semantic issue and so I have no objections to the changing of the categorization.

Chairman Lopez

I think we heard earlier in the comments that Nashua relies very heavily on its non-profits and sometimes they're doing things that we can't do. So I've never seen a contradiction between that. I know there's been in the past city staff who felt like the city shouldn't "underwrite nonprofits" and I like they're not, they don't have money and they're supposed to be non-profitable and if they need to expand their programs then maybe we should be at least willing to be a partner in that. So I just want to make sure there isn't a particular approach that's different. Capacity building to me means you're building their administrative capacity or their mission capacity. Operating expenses, I mean if they're doing something for us then maybe we should be open to that.

Matt Sullivan, Community Development Director

I would just comment that the concern of course, with capacity building is what happens after the life of these monies you know, ends. And whether the organization will be able to continue to provide those services and that's a reality. But I think to your point, more than ever with the unprecedented level of volatility at the federal level, not just for the city, but for these nonprofits the ability to pivot these dollars into capacity building for them I think is the right time to do this. So it makes a lot of sense to me.

Chairman Lopez

So the overall project that's on here? Yes, have we already discussed that, that there was a plan to redo is it the Carriage House or One Amherst?

Matt Sullivan, Community Development Director

So you're referring to the Harbor Care facility specifically Alderman Lopez and the answer is yes, it is that site. I will tell you that this project is in a bit of a state of flux right now because of the various other funding sources that are going into it. It will absolutely be a redevelopment of that property there's no question about that. But the number of units that will be Home ARP units is a bit unknown at this point in time. Three was the number that was in the application. That could change. I don't think it impacts the funding award necessarily, it's unlikely to be fewer units. It could end up being more units. But that is the property that's in question and they are in the process of going through sort of the entitlement or due diligence phase when it comes to getting the project to the Planning Board and going through all that very public abutter notification and the process that comes with that, but that is the project being referred to, yes.

Chairman Lopez

Is there anyone from Harbor Homes to speak to that?

Matt Sullivan, Community Development Director

I don't believe there's anyone from Harbor here this evening. No, if there are more specific questions Alderman Lopez I can get those answers and get them back to you at the aldermanic level.

Chairman Lopez

Well, just sort of speculating because one of the situations that I bemoan is we talk about how we don't have shelter capacity in the city. We kind of do, but it's all concentrated in one organization really like if you get to other places that provide shelter space they're not operating necessarily as a shelter. And we lost a major partner in Harbor Homes as a shelter provider on like two levels because there was a Medical Respite Program being run and then there was Maple Street. And my impression of a lot of what was going on there was it was because they were basically nobody was underwriting them.

They had a couple of grant driven programs that were providing like the staffing expenses while they did the much larger programs out of them. And that's a situation where, if we'd been able to help them with some kind of development of a revenue stream or alternative they might have been a continued partner. And likewise, it's come up with a continuum that you know, the HUD allocations have changed. We don't necessarily have the same number of vouchers because we didn't get the bonus projects. So we had to adjust by transitioning people who've been on Voucher A to Voucher B so they didn't become homeless and come out. So when you're looking at how the HOME Funds are being allocated it seems like a really good idea to do this, to have mixed different supports in a building operated by a non-profit that might then be able to sort of make sure when politics swings one way or the other, that the people aren't going to suffer for it.

Matt Sullivan, Community Development Director

Well, and I think I'm not sure if this is the response that you're looking for, but I think that's the benefit of putting so much of this allocation into the development of rental housing. And not to contradict what I said before about whether non-profit capacity building is a good use of money, but if these dollars are going into the creation of a physical facility that for a long period of time will have whether it's three units of Home ARP, five units, but generally this is going to support a 30 unit redevelopment into one and two bedroom units. This is a very good investment of money because the individuals being served here from a development viability capacity. I know Sandy and her team and others can speak to this. It's almost impossible to build this type of housing without different layers of subsidy and so Home ARP is playing a very small role in the overall development budget of particularly Harbor Care's 10 to 14 Amherst Street Redevelopment, but every little piece being cobbled together is ultimately the capital stack that they will need to make that project happen.

Each one of these projects though and I hope folks in the audience won't reject this characterization, but they are houses of cards. They are relying upon two to three to four to five different funding sources aligning with one another at the right time in the right market conditions. And so it is possible that I will be back to you, hopefully not, but to reallocate some of these monies if any of those federal funding sources or other funding sources are no longer available, one or more of these projects may no longer be viable. And so...

Chairman Lopez

I mean there's literally a guy running around with a chainsaw so I can see how that might be a little bit

volatile, but I would also say the House of Cards characterization isn't unfair because we/you and your department managed to pull together a whole string of events to make sure that the Tannery Project cleanup was taking place. So it does happen and this case it would be for the purposes of establishing programs that tick all the boxes that Director Bagley was talking about earlier about having a need for housing that also accommodates case management and complex you know, medical and mental health needs so.

Matt Sullivan, Community Development Director

Yep, and I think we you know, and Sandy knows as well and her team you know we wish we were doing more, but we're trying to find funding sources out there that are incredibly flexible. We think that the Housing Revolving Fund will likely play a role in a lot of these applications as well. The challenge is that a lot of these funding sources and ours included, they want to be the lowest risk, last in money to the project. The problem is we all want that. So, you know, you have several agencies saying we don't want to make the investment in this unless it's a real project. You can't have everybody do that because someone has to take that first step. And so I think we are actually trying to take a little bit more of a leap, take a little more risk and put money into these projects now so that they can demonstrate their viability whether that's for Congressionally directed spending, whether it's for other funding sources that may be available at a discretionary level. This is a good investment and I guess that's all I'm here to say this evening.

Chairman Lopez

Okay. Any questions? Alderman Sennott.

Alderman Sennott

No, I just have to make a last motion.

**MOTION BY ALDERMAN SENNOTT TO RECOMMEND FINAL PASSAGE OF R-25-186 AS AMENDED
MOTION CARRIED**

R-25-190

Endorsers: Mayor Jim Donchess
Alderman-at-Large Michael B. O'Brien, Sr.
Alderman-at-Large Gloria Timmons
Alderman-at-Large Melbourne Moran, Jr.
Alderman Tyler Gouveia
Alderman Patricia Klee
Alderman Richard A. Dowd
Alderman-at-Large Lori Wilshire

**RELATIVE TO THE ACCEPTANCE OF \$39,036 FROM THE UNITED STATES DEPARTMENT OF
JUSTICE INTO POLICE GRANT ACTIVITY "2024 JUSTICE ASSISTANCE GRANT (MULTI-
JURISDICTIONAL)"**

MOTION BY ALDERMAN SENNOTT TO RECOMMEND FINAL PASSAGE

ON THE QUESTION

Steve Hallam, Nashua Police

Good evening, gentlemen. My name is Steve Hallam and I'm a Police Officer with the Nashua Police Department and I am here to speak on behalf of this resolution. This Justice Assistance Grant is

federal funding from the Department of Justice. We are a sub recipient with Manchester Police Department being the awardee. This grant is for the purpose of funding overtime for community events such as National Night Out, Cone With a Cop and many of the several other events that occur throughout Nashua. It's also for Crime Prevention Presentations throughout the city. It's also covers the civilian reaction to active shooter training which occurs at all of the school districts throughout Nashua; funds overtime for that and is also used to fund certain trainings and equipment purchases. This is set to expire September 30, 2027. I think that's all I have to speak on behalf of that.

Chairman Lopez

You guys do a lot with a grant.

Steve Hallam, Nashua Police

Exactly, exactly and it's in small increments, but it is used to cover overtime for those things.

Chairman Lopez

Is it a matching grant? Is there any commitment on our side?

Steve Hallam, Nashua Police

No.

Chairman Lopez

Any other questions?

MOTION CARRIED

R-25-191

Endorsers: Mayor Jim Donchess
Alderman-at-Large Michael B. O'Brien, Sr.
Alderman-at-Large Melbourne Moran, Jr.
Alderman Tyler Gouveia
Alderman Patricia Klee
Alderman Richard A. Dowd
Alderman-at-Large Lori Wilshire

RELATIVE TO THE ACCEPTANCE OF UP TO \$350,000 FROM THE NEW HAMPSHIRE DEPARTMENT OF SAFETY HOMELAND SECURITY GRANT PROGRAM INTO POLICE GRANT ACTIVITY "FY26 HOMELAND SECURITY GRANTS"

MOTION BY ALDERMAN SENNOTT TO RECOMMEND FINAL PASSAGE

ON THE QUESTION

Chairman Lopez

How much does this one do?

Steve Hallam, Nashua Police

So this is through the New Hampshire Department of Safety and is State Funds primarily used for the purpose of reimbursing the Nashua Police Department for overtime costs and equipment purchases. The primary focus of this being Granite Shield which funds overtime for our narcotics investigation unit to conduct investigations that often extend beyond the normal business hours. It often takes us out of state.

We also have previously purchased equipment with this grant for our SWAT team which included ladders, shields, hearing protection. And this is a...that's all sorry.

Chairman Lopez

Any new strings being attached to stuff like this or is it your standard?

Steve Hallam, Nashua Police

Nothing yet that we've heard of and we've received Granite Shield Funds before in the past?

Chairman Lopez

Yeah, I think as long as I've been in that 20 years. Okay, any other questions from the board?

MOTION CARRIED

Chairman Lopez

Alright, your motion will go to the full Board and we'll see where it goes there.

Steve Hallam, Nashua Police

I appreciate you guys.

NEW BUSINESS – ORDINANCES - None

TABLED IN COMMITTEE - None

GENERAL DISCUSSION

Alderman Sennott

Our guest ran away, but I was just going to commend our Police Department for their exceptional and quick work in the investigation of a fire that took place in Crown Hill just at the start of this past weekend. Incident occurred on a Friday and suspect was apprehended on a Saturday so.

Chairman Lopez

The residents are all abuzz as well. I saw your group like this person was seen going this way. Does anyone have cameras? It really helps they can do something really quick.

Alderman Sennott

Yeah, no. Crown Hill really does come together in times of need and the residents there definitely played a major role not just in the investigation and helping out the investigators with the evidence that they needed, but also taking care of one another. I mean this fire occurred in the wee hours of the morning and I happen to know folks personally down there who were welcoming neighbors into

their home at three o'clock in the morning just so that they'd have a safe place to be while the fire was extinguished so.

Chairman Lopez

Didn't you have one a couple months ago where someone broke in and saved the dogs like pets?

Alderman Sennott

Yes, not far from this one. That was a separate incident that we did actually recognize in this chamber because of a, it was a electrical mishap, but that...

Chairman Lopez

But there's a pattern your neighbors are stepping up.

Alderman Sennott

Yeah, no, that's, that's been my experience since we moved to Crown Hill. I mean, I don't even think we had our furniture moved in and we had purchased a new patio set and trying to offload that with my mother who's got her challenges and a neighbor was coming right out the front door. I never met the guy before to offer a hand up. So can't say enough nice things about the folks at Crown Hill.

Alderman Lopez

For my part I'm going to try to start the conversation about building safety and inspections. I do not know for sure that I'm going to be Chairing the next month's meeting because I think I'm going to be away, so I'm going to try to make the arrangements anyway because it shouldn't be one man show you know, but we will need to double check our quorum, I think. But if I can't get to it in August then we can try to do it in September. That's where the Building Department comes and talks about you know, different inspection services that they offer, how they work with the landlords, and you know, that kind of stuff, how we document concerns and complaints. And then I also want to see if I can get Public Health to weigh in. I'm not sure if our resident expert is still with them, though, so we'll have to see. Things to look forward to. We can talk about bed bugs, we can talk about roof leaking. Any more general discussion?

Alderman Thibodeau

If I may, just for anybody who's listening. So again, full support of the Police Department...

Chairman Lopez

Not trying to defund them.

Alderman Thibodeau

...not trying to defund the police and very supportive of these two programs or the programs that these funds help to fund. It's redundant, but just opposed to the source of the funding that's all.

Chairman Lopez

Well, we just had a whole meeting because the federal government changes its funding amounts all the time. So I can see how you might not want to budget on that.

PUBLIC COMMENT - None

REMARKS BY THE ALDERMEN

Alderman Lopez

This Saturday is the Summer Stroll. Come out at 3:00 p.m. on Main Street and don't try to drive through Main Street because you won't be able to, you'll have to go around. But that's okay that's what the Broad Street Parkway is for or Veteran's Parkway.

Alderman Thibodeau

This might start a whole conversation, but Alderman Sennott brought up the Crown Hill coming together and the community getting together to help find the perpetrator of the fire and stuff. I noticed in my neighborhood Community Watch signs. I'm not sure how old those are or if that's still a viable program in the city. And what really drives that? Is there a committee for that?

Chairman Lopez

So first of all is anybody opposed to doing this all out order because we had discussion and now we're getting comments...

Alderman Thibodeau

Sorry about that.

Chairman Lopez

...but as long as everybody's okay and on the same page. I've organized a lot of Neighborhood Watches. The Police Department will work with you and I would argue that if there's something going on the police will be the one to organize it. If there isn't it probably is a role of an alderman to say okay, should we organize one or get it going? But ultimately, the most successful Neighborhood Watches outlast the politics.

So the most successful one that I know of is run by the Fairmont Street resident Sandy Belknap particularly organizes it. I think it happens maybe just once a year, if not a couple times. But where the residents organize it and maintain it, it lasts longer than everything. But the police are totally willing to come out. They are willing to meet with people to discuss issues. The way I traditionally have approached it where we've had issues in different neighborhoods is I will also invite different stakeholders like nonprofits for example, because not everything is just a police issue. And I found that sometimes residents will be like well, you should, you should, you should and the Police Department ends up having to defend you know, its role instead of having somebody say well, we can and we can do stuff.

There's a lot of times we were talking about the different encampments and stuff where public health is working with the Police Department and they're tag teaming even with DPW and the solution isn't just go arrest everybody and then give them a fine and then they'll be out you know, in an hour with nothing better you know, no improvement to their life or situation. Instead they do outreach. It's monitored and they're graduated out of the situation that they're in. So if you do a Neighborhood Watch just you want to identify a community partner or building that you can use that's semi-public. I think you have the Adult Learning Center which is probably a really good venue for something like that if it's in the right area. Any of the restaurants that are nearby usually are willing to host it. You know, you can do like a morning thing and then it's just call Barbara Acosta with the Police Department and she'll set up the support PD for it.

Alderman Sennott

I was gonna name drop Barbara.

Chairman Lopez

Yep, she's the outreach person. She's very good.

ADJOURNMENT

**MOTION BY ALDERMAN SENNOTT TO ADJOURN
MOTION CARRIED**

The meeting was declared adjourned at 8:28 p.m.

Alderman Tim Sennott
Committee Clerk



➤ Greater Nashua CoC System Performance

Summary, Recommendations, and Next Steps

February 2025



Contents

Introduction and Background	2
Data Analysis Summary and Recommendations	3
Increase Rapid Rehousing Resources	3
Data Analysis Summary	3
Recommendation	4
Improve Transitional Housing Outcomes	5
Data Analysis Summary	5
Recommendation	5
Improve Emergency Shelter Housing Outcomes	6
Data Analysis Summary	6
Recommendation	6
Conclusion	7

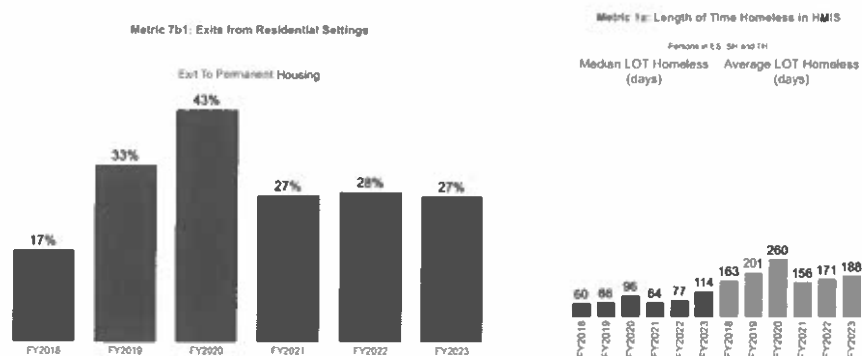
Introduction and Background

In July 2024, the Greater Nashua Continuum of Care (CoC) requested technical assistance (TA) from the US Department of Housing and Urban Development (HUD) to analyze the community's System Performance Measures (SPMs) report output and provide recommendations to improve outcomes related specifically to SPMs Metric 7b1: Exits from Residential Settings, with a specific focus on exits to permanent housing, and SPMs Metric 1a: Length of Time Homeless in HMIS. This request was approved by HUD and assigned to ICF, who has served as the community's HUD Regional Teams Point of Contact since 2019. Data analysis, community meetings with key partners, and supporting work occurred between November 2024 and February 2025. The following are ICF's recommendations to the Greater Nashua CoC to support better alignment of their outcomes related to these two key SPMs with other similar CoCs in the region and across the country.

The most recent available SPMs data for Greater Nashua CoC are for Fiscal Year (FY) 2023, encompassing the time period of 10/1/22-9/30/23. During that time, 27% of households exiting residential homeless service settings – emergency shelter (ES), safe haven (SH), or transitional housing (TH) – exited to permanent housing destinations. This is very consistent with recent years' outcomes for the Greater Nashua CoC. In the most recent FY24 CoC Notice of Funding Opportunities competition, HUD awarded communities points for increasing their placement rate into permanent housing by 2% from year to year or for reaching 50% of exits to permanent housing. The national average exit rate to permanent housing is 32.4%.¹

SPMs examine both the median and the mean of the length of time of experiences of homeless. In FY23, the median length of time experiencing homeless in Greater Nashua was 114 days, and the mean average was 188 days. Both of these followed a trend of increases since FY21, although the mean average length of homelessness remains below FY19 and FY20 levels. The FY24 HUD NOFO awards points for this system performance measure if communities demonstrate a 5% reduction in length of homelessness or if it is below 90 days. The national average length of homelessness is 166 days.²

Figure A³



In addition to SPMs analysis, the following recommendations heavily rely on Longitudinal System Analysis (LSA)⁴ data, as accessed through HUD's Stella P tool through permission granted by the community, to compare ES, TH, and rapid re-housing (RRH) interventions and how each contribute to the components that make up the SPMs. Community-level outcomes noted in the LSA data set may differ slightly from those reported in the SPMs data because the reports rely on different data sets and different reporting periods. Additionally, SPMs outputs are at the individual level whereas LSA outputs are at the household level, which may include one or more people.

¹ https://public.tableau.com/app/profile/system.performance.measures.hud_public_data/viz/HUDCoCSystemPerformanceMeasures/M1LengthofStay

² https://public.tableau.com/app/profile/system.performance.measures.hud_public_data/viz/HUDCoCSystemPerformanceMeasures/M1LengthofStay

³ <https://icalliances.org/system-performance-dash>

⁴ <https://www.hudexchange.info/homelessness-assistance/lsa/>

The Greater Nashua CoC could improve the housing trajectories of people experiencing homelessness across the community – and in turn to improve the SPMs Metric 1a: Length of Time Homeless in HMIS and Metric 7b1: Exits from Residential Settings – by investing in evidence-based solutions designed to quickly rehouse people experiencing homelessness as well as exploring what is working well and areas for growth within the existing suite of resources and interventions, prioritizing efficiency and effectiveness in making connections to permanent housing.

Data Analysis Summary and Recommendations

Increase Rapid Rehousing Resources

Data Analysis Summary

RRH is an intervention designed to move people from homelessness to permanent housing as quickly as possible, prioritizing housing placement before or concurrent with pursuing other service goals so that housing can be the foundation for achieving other desired outcomes such as increasing income or accessing physical or mental health care⁵.

Greater Nashua has significantly more TH and significantly less RRH than other communities both in New Hampshire and nationally. The Greater Nashua CoC's 2024 Housing Inventory Count reflected⁶:

- 514 year-round ES, SH, and TH beds
- 204 ES beds, which is 40% of the total inventory
- 305 TH beds, which is 59% of the total inventory
- 244 beds of permanent housing (PH)⁷ identified, including:
 - 104 permanent supportive housing (PSH) beds, which is 43% of the total inventory
 - 12 RRH beds, which is 5% of the total inventory

In comparison, TH beds are about 17% of year-round bed inventory nationally and 37% of inventory in New Hampshire. Additionally, RRH beds are 21.5% of inventory nationally and 14% of inventory in New Hampshire⁸.

In Greater Nashua, households participating in RRH programs experience homelessness for shorter periods of time than those receiving other interventions. According to LSA data, 29 households received RRH services in FY24 and were homeless for an average of 56 days. In contrast, the 122 households enrolled in only TH projects were homeless for an average of 254 days.

HUD's definition of homelessness includes households currently residing in TH. They are considered homeless for the duration of their enrollment in TH. Households enrolled in RRH must be literally homeless at program entry – residing in a place not meant for human habitation, in an emergency shelter, safe haven or transitional housing, or fleeing or attempting to flee domestic violence – but are no longer considered homeless once they are housed, even if they remain enrolled in RRH and continue to receive RRH services and supports.

⁵ <https://www.hudexchange.info/homelessness-assistance/coc-esq-virtual-binders/coc-program-components/permanent-housing/rapid-rehousing/>

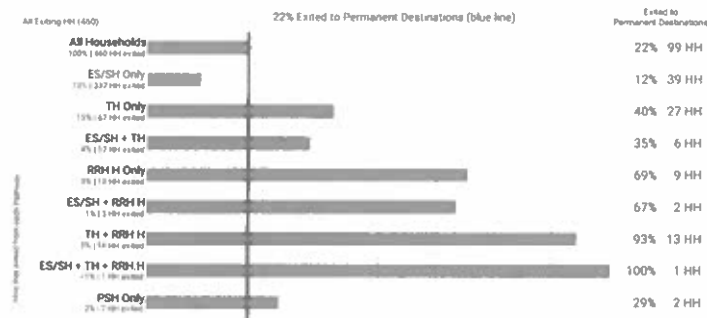
⁶ https://files.hudexchange.info/reports/published/CoC_HIC_CoC_NH-502-2024_NH_2024.pdf

⁷ Note: where "permanent housing" refers specifically to permanent housing project types, it is abbreviated in this manner, but remains fully spelled out where it refers to a permanent housing destination in this document.

⁸ https://files.hudexchange.info/reports/published/CoC_HIC_NatITerrDC_2024.pdf

Figure B⁹

Households in Greater Nashua enrolled in a RRH project exited to permanent housing at higher rates than other interventions. While 22% of all households exiting homeless services in Greater Nashua in FY24 exited to permanent housing, per LSA data, 81% of those exiting who were enrolled in RRH exited to permanent housing, including 69% who engaged in RRH as their only intervention. Of households enrolled in only TH, 40% exited to permanent housing, and 12% of households exiting ES (where ES was their only enrollment) exited to permanent housing.

Figure C¹⁰

Recommendation

ICF recommends that the Greater Nashua CoC increase resources for RRH across the community. RRH plays a smaller role in the Greater Nashua homeless response system than in many other communities in New Hampshire and nationally, indicating a strong potential for improved outcomes through expanding the intervention. RRH has strong, proven outcomes at the national level as well as within Greater Nashua as evidenced by a comparative analysis of local data. Households enrolled in RRH experience homelessness for shorter periods of time than those who do not, and they exit to permanent housing at higher rates than other interventions. Expanding the number of households enrolled in RRH may have a significant impact in Greater Nashua on reducing length of homelessness and increasing placement rates into permanent housing.

As new funding opportunities become available at the local, state, or federal level, Greater Nashua should strongly consider allocating them towards RRH. Additionally, if opportunities for re-allocation of existing funds are possible, shifting resources towards RRH would help improve flow through the system, providing more housing resources for people experiencing homelessness in the community and improving outcomes related to length of homelessness and exits to permanent housing. HUD's CoC and Emergency Solutions Grant (ESG) programs both offer funding for RRH and should be considered in future competitions and funding applications. The deployment of new HUD Youth Homelessness Demonstration Program (YHDP) resources in Greater Nashua will result in an increase in RRH resources within the community, which will provide a further case study in the effectiveness of the intervention within Greater Nashua.

⁹ <https://stella-p.hudhdx2.info/>

¹⁰ <https://stella-p.hudhdx2.info/>

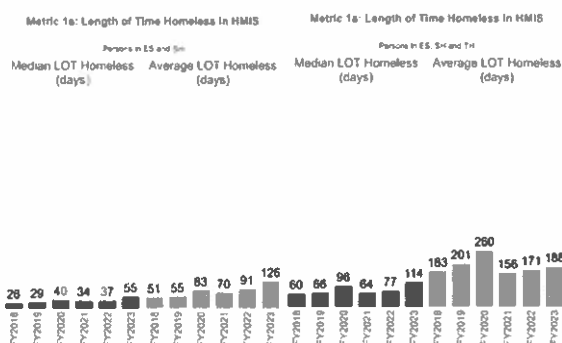
Improve Transitional Housing Outcomes

Data Analysis Summary

As illustrated above, TH makes up a majority of the year-round emergency response beds in Greater Nashua and TH outcomes have a large impact on SPMs. Reducing the length of stay in TH and increasing placement rates to permanent housing out of TH would significantly improve SPMs, while also maximizing current investments across the community.

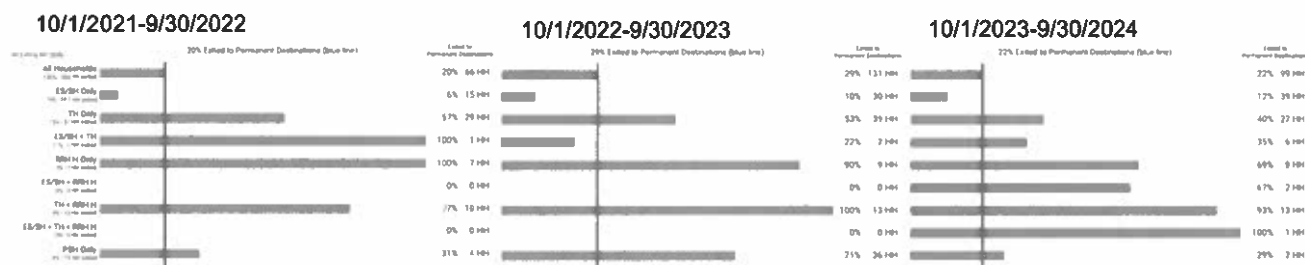
TH stays in Greater Nashua are longer than in other interventions, which increase the community's average length of time homeless. SPMs data indicate an average length of homelessness in ES and SH alone is 126 days, while the average length of homelessness for ES, SH and TH is 188 days. Adding TH to the calculation increases average length of homelessness by 62 days. As noted above, LSA data analysis further demonstrates this difference, showing average stays in TH of 254 days compared to 87 days for those in ES alone and 56 days for those who only enroll in RRH.

Figure D¹¹



Exit rates to permanent housing from TH are higher than the community average across all interventions, but are decreasing over time. For the past 3 years, TH exits to permanent housing were higher than the average exit rate across all interventions in Greater Nashua, as indicated by the blue line in Figure E, but the rates of exit to permanent housing from TH have decreased from 57% in FY22 to 53% in FY23 to 40% in FY24.

Figure E¹²



Recommendation

ICF recommends that the Greater Nashua CoC conduct a thorough analysis of program- and client-level data to identify correlations between program offerings and/or client resources and length of stay and/or exits to permanent housing. Based on that analysis, the CoC board, funders, TH providers, and key partners should identify opportunities to operationalize factors that correlate with shorter lengths of stay and/or exits to permanent housing. For example, if the analysis identifies a

¹¹ <https://icalliances.org/system-performance-dash>

¹² <https://stella-p.hudhdx2.info/>

correlation between clients who have a government-issued photo ID and exits to permanent housing, there may be an opportunity to add support obtaining IDs into TH programs that do not already offer that support.

Pursuing efforts specifically designed to decrease the average length of stay and increase placement rates to permanent housing will drive community-level improvements in SPMs, and more importantly improve outcomes for people experiencing homelessness by ensuring that their time experiencing homelessness is as short as possible and that they resolve their experience of homelessness with a permanent housing destination.

Additionally, by decreasing the length of time that a person or household is enrolled in TH, TH programs across Greater Nashua will enable the current inventory of TH beds to serve more households.

Improve Emergency Shelter Housing Outcomes

Data Analysis Summary

ES is a critical part of the homeless service system to ensure that people experiencing homelessness have a safe, secure, low-barrier place to stay until they are stably housed. While shelters have historically been focused primarily on providing basic needs, increasingly communities are investing in housing-focused services within shelters to ensure that they are also part of the permanent housing solution to homelessness.

Shelters make up a significant part of the emergency housing inventory in Greater Nashua. FY24 LSA data indicates that 663 households received some form of homeless service in Greater Nashua. 412 households (62%) accessed only ES or SH. While the FY24 Housing Inventory Count indicates a larger number of TH beds compared to ES beds, average turnover of ES beds is significantly higher so shelters end up serving more unique households and individuals than TH providers, which makes a large impact on SPMs which are calculated at the individual level.

Stays in ES across Greater Nashua are shorter than stays in other interventions, but are increasing over time. FY23 SPMs show an average length of time homeless of 126 days in ES and SH alone, an increase of 35 days over FY22. The median length of stay was 55 days, indicating that many people are accessing shelter for a shorter period of time while some outlying enrollments increase the mean average. FY24 LSA data indicate an average length of time homeless of 87 days for shelter alone. HUD benchmarks for average length of stay in the most recent CoC funding competition was 90 days. [See Figures B and D]

Exit rates to permanent housing from ES in Greater Nashua are much lower than other interventions. While FY24 LSA data indicate 22% of households exited the system to permanent housing, only 12% of households who received ES only exited to permanent housing. 357 of the 460 total exits across the system (73%) were from ES, so even a small percentage increase in permanent housing placement out of ES would have a significant impact on improving system-level outcomes. HUD benchmarks for exit rates to permanent housing in the most recent CoC funding competition was 50%. [See Figure C]

Recommendation

ICF recommends that Greater Nashua CoC increase their diversion and rapid exit¹³ capacity as well as increasing staff knowledge and capacity for housing-focused conversations with shelter residents to support increased exits to permanent housing. While this may include supporting residents in making connections to the coordinated entry system, it can also include opportunities for housing problem solving conversations that help households explore potential temporary or permanent housing options outside of the homeless services system and may include providing short-term support in accessing resources and housing.

¹³ "From Our Federal Partners: Housing Problem-Solving with Prevention, Diversion, and Rapid Exit Strategies" <https://www.hudexchange.info/news/from-our-federal-partners-housing-problem-solving-with-prevention-diversion-and-rapid-exit-strategies/>

The community should continue to monitor the length of stay in shelter, exploring reasons why lengths of stay are increasing and developing community-level responses to address identified concerns. This recommendation does not include instituting arbitrary cut-offs in order to decrease lengths of stay. Program- and client-level data analysis may help identify factors that support positive exits from shelter to permanent housing that could be instituted at the community level. Looking at data such as whether long-stayers or short-stayers in shelter are more likely to exit to permanent housing may help identify strategies that balance the goals of shelter stays being brief and exits from shelter to permanent destinations as often as possible.

Conclusion

Across the nation in 2025, communities of all kinds are experiencing growing rates of homelessness.¹⁴ As housing costs increase dramatically and vacancy rates hover at historic lows, more households are falling into homelessness and those who experience homelessness are taking longer to regain permanent housing. Greater Nashua is not immune to these trends. The number of people experiencing homelessness in Greater Nashua increased 44% between the 2022 and 2023 Point in Time Counts.¹⁵ Additionally, over time, lengths of time homeless in the community have increased, and exit rates to permanent housing have steadily remained at relatively low rates.

However, different interventions across the community are impacting these measures in different ways, and the recipe for improvement is already at work within the Greater Nashua CoC. Investing resources in evidence-based RRH to meet the scale at which it is implemented in comparable communities would significantly increase the availability of short-term, housing-focused intervention options for people experiencing homelessness in Greater Nashua. RRH interventions are already working well to quickly and effectively rehouse households in the community.

The scope of this engagement only allowed for data analysis at the community-wide level. Different service providers and programs may have outcomes that vary from the community averages, and ICF would recommend an in-depth analysis of program-level data to identify what specific approaches are effectively shortening lengths of homelessness and/or improving housing outcomes and what approaches are not as effective. From this analysis, Greater Nashua CoC could increase utilization of the successful approaches and modify or reduce the approaches that are less effective. ICF recommends that Greater Nashua CoC and key partners:

- conduct a thorough analysis of project-level outcomes in TH and ES programs
- identify the projects that have the most success in shortening lengths of stay and permanently housing exiting households
- evaluate those projects to identify community best practices

This approach would allow Greater Nashua CoC to best utilize already existing resources and ensure they are deployed as efficiently and effectively as possible.

While pursuing any one of these recommendations will significantly impact the length of stay and exits to permanent housing SPMs, implementing all three could be transformative in the community's efforts to end homelessness. While homelessness remains a crisis – and a growing one – within the Greater Nashua community, New Hampshire, and the country at large, Greater Nashua CoC is well equipped to improve community outcomes by utilizing resources effectively and scaling best practices.

¹⁴ <https://www.hudexchange.info/news/hud-releases-2024-ahar-report/>

¹⁵ <https://www.nhceh.org/home/research/state-of-homelessness-in-nh-annual-report/>



icf.com



twitter.com/ICF



linkedin.com/company/icf-international



facebook.com/ThisIsICF



[#thisisicf](https://www.instagram.com/thisisicf)

About ICF

ICF (NASDAQ:ICFI) is a global consulting and digital services company with over 7,000 full- and part-time employees, but we are not your typical consultants. At ICF, business analysts and policy specialists work together with digital strategists, data scientists and creatives. We combine unmatched industry expertise with cutting-edge engagement capabilities to help organizations solve their most complex challenges. Since 1969, public and private sector clients have worked with ICF to navigate change and shape the future. Learn more at icf.com.

Markets Matter

Institute for Community Alliances

Data Analysis Brief

Greater Nashua Continuum of Care



All HMIS analysis and reporting conducted by ICA staff:

Jesse Dirkman, Senior Data Analyst

Hassan Al Nemrawi, Ying Ji Chuang, Jack Kukuk, Thu Le, Data Analysts

Robyn Malchanoff, Chertina Walker, HMIS Administrators

Meghan Morrow Raftery, HMIS Manager

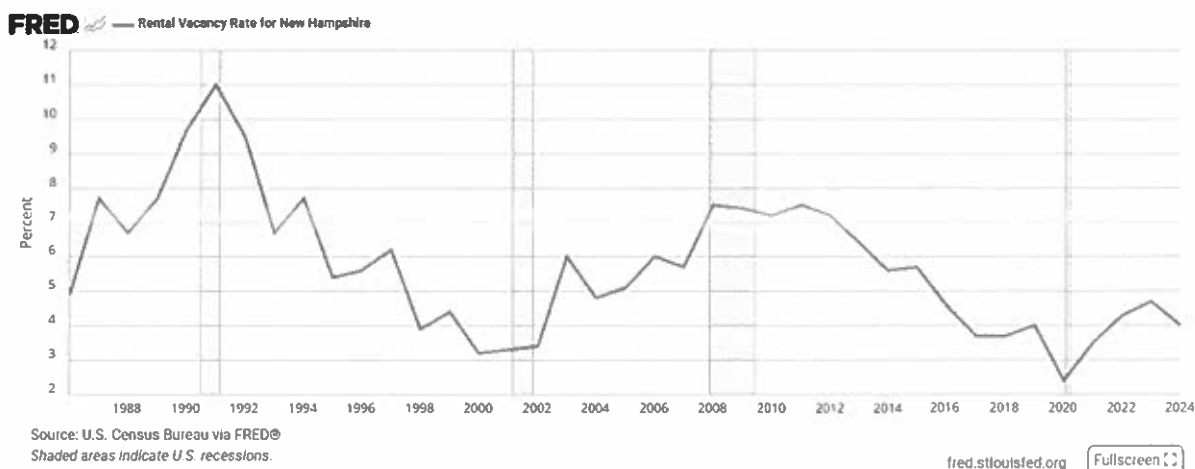
Introduction

The implementation of the Homeless Management Information System (HMIS) as the data collection tool for federally funded homeless programs and services has provided communities with insight and information about who experiences homelessness and the outcomes of the programs responsible for providing services.

An unfortunate side effect of such heavy emphasis on HMIS data is that it has led communities to “monosource” their data. Relying on HMIS data alone leaves out important contextualization and can lead to drawing incorrect conclusions. This data brief will cover the importance of utilizing data and information on housing markets in conjunction with HMIS data in order to create a greater understanding of why projects, specifically permanent housing programs, are not having the intended impact.

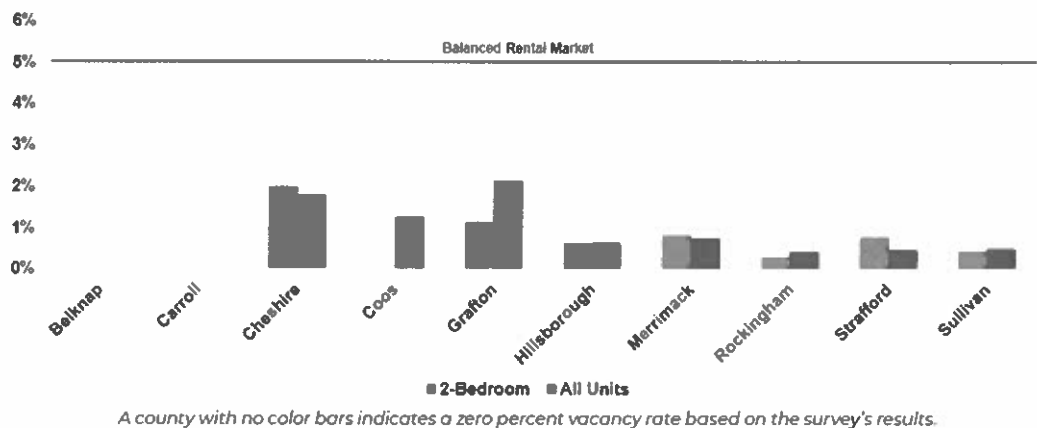
What the Data Says About the Housing Market

Data from The Federal Reserve Bank of St. Louis shows the state of New Hampshire has very low rental housing vacancy rates, with a reported vacancy rate of 4% in 2024:



Source: <https://fred.stlouisfed.org/series/NHRVAC>

However, data compiled by New Hampshire Housing (<https://www.nhhfa.org/>) in 2023 shows that vacancy rates are even lower locally, and for high demand two-bedroom housing the vacancy rate is hovering near half a percent:



Source: <https://www.nhhfa.org/wp-content/uploads/2023/07/NHH-2023-Res-Rental-Survey-Report.pdf>

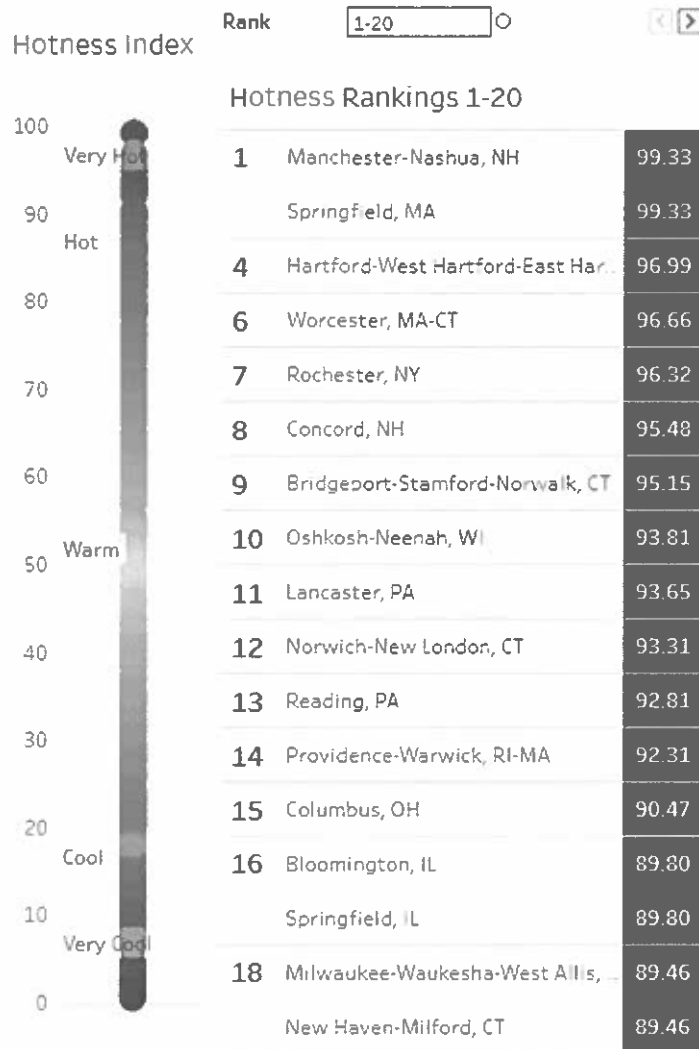
Market forces dictate that any commodity in high demand with low availability will result in higher per unit costs. This is illustrated in HUD’s 2025 Fair Market Rent calculations, with an 8.7% increase in two-bedroom FMRs:

Final FY 2025 & Final FY 2024 FMRs By Unit Bedrooms					
Year	Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
FY 2025 FMR	\$1,458	\$1,621	\$2,126	\$2,824	\$2,999
FY 2024 FMR	\$1,326	\$1,489	\$1,956	\$2,528	\$2,737

Source: <https://www.huduser.gov/portal/datasets/fmr.html>

The same high-demand/high-cost dynamic is seen in the New Hampshire real estate market. According to Realtor.com, The Nashua/Hillsborough County real estate market is the hottest real estate market in the entire country. The area has held this status for the entirety of 2025 to date as well as most of 2024 and is joined on the list by several other New England region housing markets, further exacerbating the crisis.

Realtor.com Market “Hotness” Index, April 2025:



realtor.com

Source: <https://www.realtor.com/research/reports/hottest-markets/>

Population and demographic changes are also putting pressure on housing throughout the state. According to the US Census Bureau

(<https://www.census.gov/quickfacts/fact/table/NH/BPS030224>) the state's population increased 2.3% from 2020 to 2024, adding an additional 32,000 residents. According to Goldman Sachs Global Investment Research, more than 5,000 people migrated from Massachusetts to New Hampshire in a five-year period ending 2022, as Massachusetts state residents seek lower cost housing outside the Boston metropolitan area.

While the state and the region are building new units, the rate of approved building permits lags behind the demand by both current and incoming residents. This does not account for housing units being lost for any reason, making the net gain in housing smaller than needed to keep up with demand.

New Housing Unit Permits Approved, 2025:

Unadjusted Units for Regions, Divisions, and States

	Year to Date					
	Total	1 Unit	2 Units	3 and 4 Units	5 Units or More	Num of Structures With 5 Units or More
United States	474927	320259	12248	6575	135845	5684
Northeast Region	38599	19501	1360	841	16897	919
New England Division	9694	4938	458	234	4064	248
Connecticut	1643	653	34	71	885	37
Maine	2217	1388	112	24	693	35
Massachusetts	3684	1451	148	40	2045	136
New Hampshire	1158	813	42	49	254	22
Rhode Island	396	226	92	26	52	7
Vermont	596	407	30	24	135	11

Source : <https://www.census.gov/construction/bps/current.html>

Home ownership costs and rental costs are “locked together.” When owner-occupied homes become scarce and expensive, demand for rental housing increases, which results in rental housing becoming scarce and expensive.

What the HMIS Data Tells Us

The high cost and low availability of housing throughout New Hampshire is demonstrated in HMIS data. In particular, the low rate of placement into permanent housing programs of all types (i.e. Permanent Supportive Housing, Rapid Re-Housing) is the direct result of the market having very few options to service providers.

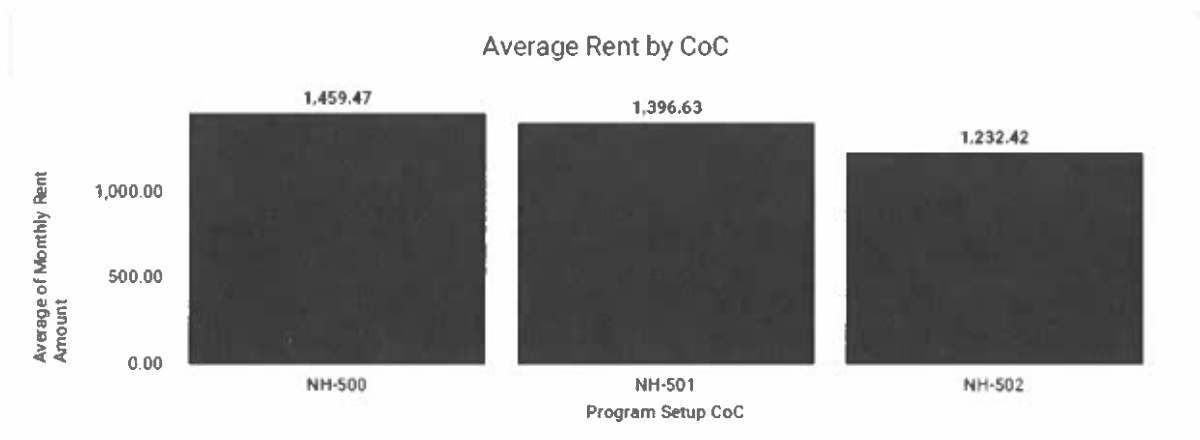
In the last federal fiscal year, the number of persons exiting any programs in the CoC to permanent housing declined considerably:



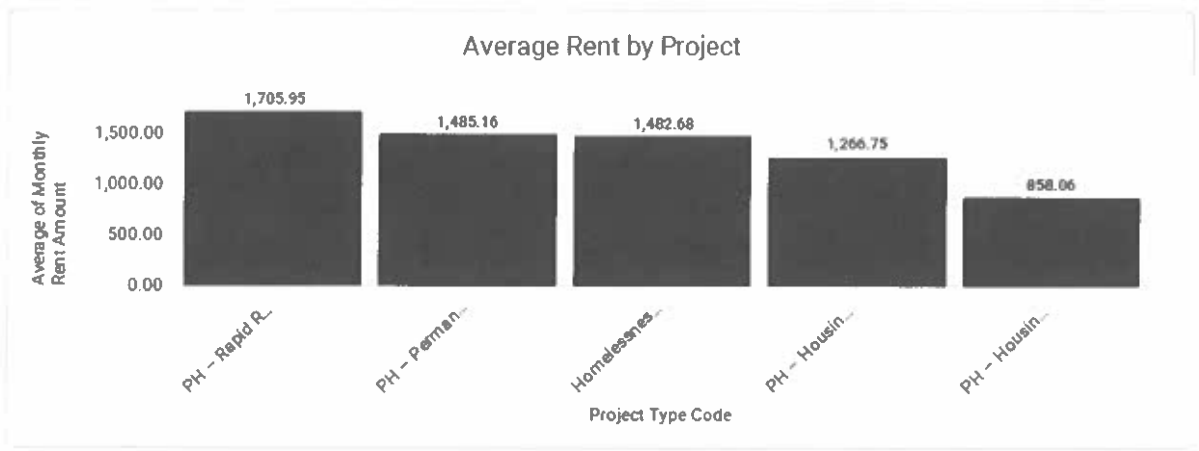
This decline can be largely attributed to increased affordable and accessible housing scarcity.

Since January 2025, CoC funded HMIS participating agencies have been documenting the monthly rent amounts paid by households in Rapid Re-Housing (RRH), Permanent Supportive Housing (PSH), Other Permanent Housing (OPH), and Homelessness Prevention (HP) programs. This is the amount documented on the tenant lease, and not the share paid by the organization or the program participant.

On the positive side, service providers in the Greater Nashua Continuum of Care are paying on average lower rent than the other New Hampshire CoCs. Note that this is currently a small sample size and the PSH projects are paying lower rent than other project types:

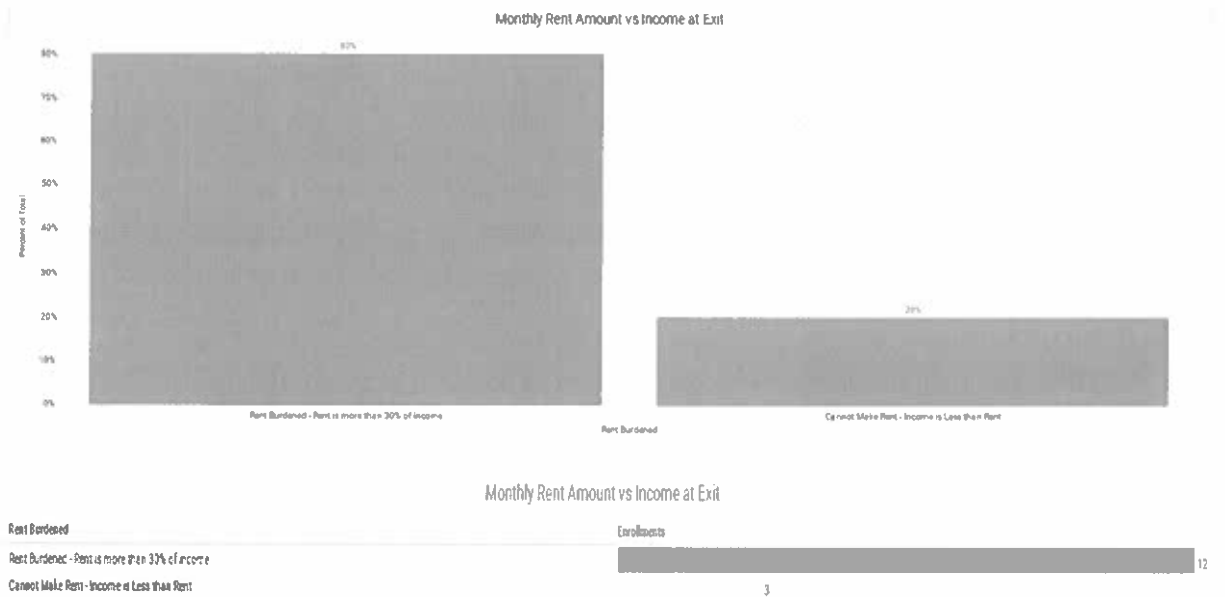


Across all three continua, the most expensive housing model to support is Rapid Re-Housing:



This is true when looking at just the Greater Nashua CoC, with the average monthly rent for Rapid Re-Housing program participants costing \$1650 per month. This indicates that for the households that are able to obtain a housing unit, the rent amounts secured by service providers are below the Fair Market Rent for the county. However, the total number of households assisted with Rapid Re-Housing is fairly low.

Since the beginning of 2025, there have been 15 households have exited CoC funded housing projects. Of those exits, none of the households have an income that is adequate to afford housing without a subsidy:



80% of households have rents that exceed 30% of their household income, and 20% have rents that actually exceed their household income. Unfortunately, only five households are receiving an ongoing subsidy after program exit:



People exiting from housing programs without adequate resources are at risk of returning to homelessness. For example, of the people that exited from all permanent housing in January 2025, two people have already returned to homelessness in the CoC:



We anticipate that as more people exit housing programs without an ongoing subsidy, the rate and number of people returning to homelessness will increase.

Recommendations

There are several strategies the CoC can pursue to positively improve access and retain housing for people experiencing homelessness. This is not an exhaustive list and the broader range of approaches a community undertakes, the higher the likelihood of success.

1. When facing increasing numbers of people experiencing homelessness, communities are often tempted to revamp their Coordinated Entry Systems. ICA has seen no tangible benefit in engaging in such a time-consuming and potentially costly activity. Instead of expanding or altering Coordinated Entry, adding or expanding Housing Navigation (such as adding dedicated Housing Navigation staff) will increase access to scarce resources. For example, Dane County Wisconsin has a similar high cost, low availability housing market, and a dedicated Housing Navigator has assisted 68 households since July 2022 in obtaining housing or

transition between housing to avoid reoccurrence of homelessness. In Racine County, Wisconsin, which has greater housing availability and affordability, a Housing Navigator position has assisted 134 households to obtain or retain housing.

2. Homelessness Prevention is on average cheaper than Rapid Re-Housing. While it can be difficult to adequately target the right households for prevention assistance given limited prevention funds, the data shows that persons requesting prevention assistance often have higher household income levels, and assisting them to maintain their housing will reduce system burdens and avoid costly efforts to re-house them.
3. There is ample evidence that shows that master leasing programs (<https://endhomelessness.org/blog/how-master-leasing-can-help-the-affordable-housing-crisis/>) enable service providers to house persons, especially high acuity and chronically homeless persons, by taking responsibility for the tenant selection and leasing process.
4. HMIS Data shows that nearly all Rapid Re-Housing Program participants will be either severely rent burdened or simply unable to cover the rent once the program subsidy ends due to the widening gap between household income and rent amounts. The CoC should work to ensure that program participants are able to access some type of long-term rental subsidy (i.e. Housing Choice Vouchers) to reduce the chances of a return to homelessness.
5. The CoC should partner with peer CoCs in bolstering the ability to access Low Income Housing Tax Credit (LIHTC) funded properties. For example, the Chittenden CoC in Vermont has worked with the city of Burlington to ensure that any new housing funded with tax credits has units that will be filled with person in the Coordinated Entry System. When securing this kind of commitment, it is very important to make sure that properties do not screen out CE referrals for issues such as income amount and source, rental history, etc.

Sources

<https://fred.stlouisfed.org/series/NHRVAC>

<https://www.nhhfa.org/wp-content/uploads/2023/07/NHH-2023-Res-Rental-Survey-Report.pdf>

<https://www.realtor.com/research/reports/hottest-markets/>

<https://www.huduser.gov/portal/datasets/fmr.html>

<https://www.census.gov/construction/bps/current.html>

<https://www.census.gov/quickfacts/fact/table/NH/BPS030224>

<https://endhomelessness.org/blog/how-master-leasing-can-help-the-affordable-housing-crisis/>

<https://icalliances.org/new-hampshire>