

7:00 PM

Aldermanic Chamber

1. ROLL CALL
2. PUBLIC COMMENT
3. DISCUSSIONS AND/OR PRESENTATIONS

- Update on Garage Construction Project
- Presentation on Walnut Street Oval/West Pearl Street
- Presentation on East Hollis Street/Bridge Street Intersection Project

4. COMMUNICATIONS

From: Jill Stansfield, Parking Manager

Re: Introduction of Technical Memorandum on Proposed Amendment to Zone 1 Parking Meter Hours

From: Andrew S. Hill, Senior Associate - Desman Design Management

Re: Analysis Regarding Proposed Changes to Zone 1 Enforcement Hours

From: Sam Durfee, AICP, Planning Manager

Re: Referral from the Board of Aldermen on Resolution R-25-221, Relative to Tax Deeded Property Auction

5. UNFINISHED BUSINESS
6. NEW BUSINESS – RESOLUTIONS

R-25-221

Endorser: Mayor Jim Donchess

RELATIVE TO TAX DEEDED PROPERTY AUCTION

7. NEW BUSINESS – ORDINANCES

O-25-083

Endorsers: Alderman Thomas Lopez
Alderman-at-Large Melbourne Moran, Jr.
Alderman Chris Thibodeau
Alderman-at-Large Ben Clemons
Alderman Tim Sennott
Alderman Patricia Klee

AMENDING THE PARKING METER TIMES IN ZONE 1

8. PETITIONS
9. TABLED IN COMMITTEE

O-25-071

Endorsers: Alderman-at-Large Ben Clemons
Alderman-at-Large Melbourne Moran, Jr.
Alderman Tyler Gouveia
Alderman Tim Sennott
Alderman Patricia Klee
Alderwoman-at-Large Shoshanna Kelly

REGARDING OPEN HOURS FOR THE OUTDOOR CITY HALL PUBLIC RESTROOMS

- tabled at 10/21/25 meeting

O-25-072

Endorser: Alderman-at-Large Melbourne Moran, Jr.

REGARDING DISPOSITION OF REAL PROPERTY

- tabled at 10/22/25 meeting

- Petition - L Deerwood Drive - Lot H-103

Tabled at 2/28/24 meeting

10. GENERAL DISCUSSION
11. PUBLIC COMMENT
12. REMARKS BY THE ALDERMEN
13. ADJOURNMENT



THE CITY OF NASHUA

Office of Economic Development

"The Gate City"

To: Board of Aldermen

From: Jill Stansfield, Parking Manager

Date: December 2, 2025

Re: Introduction of Technical Memorandum on Proposed Amendment to Zone 1 Parking Meter Hours

The Parking Department respectfully submits the attached technical memorandum prepared by our Parking Consultant, Andy Hill of Desman Design Management, in response to the proposed legislation seeking to amend the enforcement hours for Zone 1 parking meters in downtown Nashua. As drafted, the legislation would adjust the current enforcement period by moving the end time from 9:00 PM back to 7:00 PM. The purpose of this memo is solely to introduce and transmit the consultant's analysis for your review.

The technical memorandum provides the following:

- Background on the 2021 downtown parking study and the underlying data and methodologies used.
- Contextual factors considered at that time, including anticipated impacts of the Nashua Center for the Arts, the Flats on High Street development, and related future supply-and-demand conditions.
- Current conditions analysis comparing 2021–2022 occupancy data with updated 2025 occupancy figures collected by the department.
- Projection and impact discussion outlining how changes to Zone 1 enforcement hours could influence parking utilization patterns, downtown business activity, and overall system performance.
- Financial conclusion summarizing the estimated revenue implications to the City should enforcement hours be rolled back to 7:00 PM.

This memorandum is provided to ensure the Board has accurate, data-driven information as you evaluate the proposed amendment. Should additional clarification or discussion be needed, the Parking Department and our consultant are available to assist.

Thank you.

TECHNICAL MEMORANDUM

DATE: *Wednesday, December 03, 2025*

TO: *Jill Stansfield, Parking Manager – City of Nashua*

CC: *Liz Hannum, Director of Economic Development – City of Nashua*

FROM: *Andrew S. Hill, Senior Associate*

PROJECT: *City of Nashua Continuing Services* **PROJECT #:** *20-20123.03-3*

RE: *Analysis Regarding Proposed Changes to Zone 1 Enforcement Hours*

Statement of Understanding

A proposal has been submitted and is being considered to alter the hours of enforcement within the Zone 1 parking area in Downtown Nashua from 9:00 AM to 9:00 PM, Monday through Saturday to **7:00 PM**, Monday through Saturday. DESMAN has been asked to provide an evaluation of this proposal from a policy and fiscal impact perspective.

Background

DESMAN was retained by the City of Nashua in 2020 to develop a parking plan to guide the municipality through the next ten years of growth and development. Due to the COVID-19 pandemic, DESMAN's core work did not commence until the fall of 2021 and the final report was not issued until summer of 2023.

As part of the original scope of work, DESMAN performed occupancy counts to establish baseline utilization across the entirety of the 108-block study area on a 'typical' weekday at mid-day and mid-evening and a 'typical' Saturday at mid-day and mid-evening. The survey weekday selected was Friday, October 15, 2021 and the survey weekend day selected was Saturday, October 16, 2021. Mid-day counts were executed between 11:00 AM and 2:00 PM on both days; evening counts were performed between 5:00 PM and 8:00 PM.

Due to the size of the area to be surveyed, these were 'single-pass' counts focusing on capturing conditions across the study area during mid-day and mid-evening hours. Captured within these observations were conditions at Zone 1 meters associated with curbside spaces along Main Street and abutting side streets from the Nashua River south to Hollis Street. At this point in time, these meters were subject to a \$1.00/hour fee between the hours of 9:00 AM and 7:00 PM, Monday through Saturday with a maximum allowed length of stay of ninety (90) minutes. Utilization across all 159 on-street spaces associated with Zone 1 meters ranged from 28% up to 45% in the aggregate with a small number of individual block faces parked near¹ or at capacity.

¹ Within the parking industry, curb faces with on-street parking that are filled to 85% of total capacity are perceived as "effectively" full by motorists searching for an open stall, even though there may be one or more spaces going unused along that particular block face at the time. On-street facilities utilized at or above 85% of capacity, but below 100% are identified by italicized text.

Table 1: Selected Fall 2021 Occupancy and Utilization Conditions Around Zone 1 Meter Area

Block	Street	Block Face	Start	End	Supply	Friday AM, 10/15/21		Friday PM, 10/15/21		Saturday AM, 10/16/21		Saturday PM, 10/16/21	
						Occupancy	Utilization	Occupancy	Utilization	Occupancy	Utilization	Occupancy	Utilization
35	Main Street	West Side	Nashua River	Factory St	15	4	27%	4	27%	1	7%	3	20%
36	Factory Street	South Side	High St Garage	Main St	3	0	0%	0	0%	0	0%	0	0%
36	Main Street	West Side	Factory St	High St	4	0	0%	0	0%	0	0%	2	50%
36	High Street	North Side	Main St	Walnut St	7	7	100%	7	100%	4	57%	5	71%
37	Main Street	West Side	High St	W. Pearl St	5	0	0%	0	0%	0	0%	0	0%
37	West Pearl Street	North Side	Main St	Elm St	11	4	36%	4	36%	6	55%	2	18%
51	Main Street	West Side	W. Pearl St	W. Hollis St	21	9	43%	14	67%	3	14%	13	62%
90	Main Street	East Side	E. Hollis St	Eldridge St	3	3	100%	3	100%	2	67%	3	100%
91	Main Street	East Side	Eldridge St	Pearl St	14	5	36%	8	57%	4	29%	6	43%
91	East Pearl Street	South Side	Spring St	Main St	10	4	40%	3	30%	4	40%	2	20%
92	Spring Street	East Side	E. Hollis St	E. Pearl St	12	3	25%	3	25%	2	17%	1	8%
92	East Pearl Street	South Side	Spring St	Quincy St	10	3	30%	3	30%	0	0%	0	0%
106	East Pearl Street	North Side	Spring St	Main St	10	6	60%	10	100%	5	50%	9	90%
106	Main Street	East Side	E. Pearl St	Temple St	8	3	38%	5	63%	5	63%	6	75%
106	Temple Street	South Side	Main St	Spring St	5	5	100%	4	80%	4	80%	5	100%
107	Temple Street	North Side	Court St	Main St	7	3	43%	3	43%	3	43%	3	43%
107	Main Street	East Side	Temple St	Park St	12	1	8%	1	8%	2	17%	2	17%
108	Main Street	East Side	Park St	Nashua River	2	0	0%	0	0%	0	0%	0	0%
TOTAL					159	60	38%	72	45%	45	28%	62	39%

Block	Facility	Supply	Friday AM, 10/15/21		Friday PM, 10/15/21		Saturday AM, 10/16/21		Saturday PM, 10/16/21	
			Occupancy	Utilization	Occupancy	Utilization	Occupancy	Utilization	Occupancy	Utilization
51	City Hall Metered Lot	27	27	100%	7	26%	9	33%	5	19%
51	City Hall Short Term Lot	15	7	47%	0	0%	2	13%	1	7%
51	Elm Street Garage	462	153	33%	123	27%	72	16%	115	25%
51	Garden Street Parking Area (Zone 1)	27	11	41%	13	48%	12	44%	16	59%
51	Garden Street Lot B	10	6	60%	10	100%	6	60%	8	80%
106	Spring Street Lot	86	32	37%	25	29%	17	20%	35	41%
TOTAL		627	236	38%	178	28%	118	19%	180	29%

Italicized Number = 85% or greater utilization

Black Number = 100% utilization

Red Number = Over 100% utilization

As shown in the preceding table, DESMAN also captured conditions in a number of public off-street facilities around the Zone 1 meter area. Aggregate utilization in these facilities was lower than the Zone 1 on-street spaces and only two facilities were identified as being parking near² or at capacity on the survey days.

This particular focus was driven by two issues at the time the work was performed. First, due to the pandemic, the City had been experimenting with converting curbside spaces up and down Main Street as well as some adjacent cross streets into outdoor dining areas as weather permitted. As part of our larger scope of work, DESMAN was asked to develop an opinion with supporting analysis on whether this practice may be continued into the future without harming downtown Nashua. Second, the Nashua Center for Performing Arts was currently under construction and expected to open in the near future and it was anticipated that this development could also have a significant impact on downtown parking supply and demand dynamics, especially during evening hours on both weekdays and weekends.

DESMAN also performed hourly occupancy counts and license plate inventories on a smaller section of the Zone 1 meter area on Friday, February 11, 2022. The focus of this work was to capture conditions

² Within the parking industry, conventional wisdom holds that any off-street parking facilities serving the general public that is more than 90% full is perceived as or likely to function as completely full even. Like curbside parking, this is a function of individual perception, but also reflective of typical usage. Years of field work has shown that a small number of off-street spaces in facilities without all reserved parking designations may be rendered unusable by individuals who park poorly in adjacent spaces such that their vehicle makes accessing the adjacent space impossible. Similarly, surveys of actual conditions in public parking facilities have shown that, at any given time, up to 10% of the striped capacity may be unusable due to snow coverage or storage, use of spaces for non-parking purposes (e.g., dumpster and/or construction vehicle storage, etc.)

during a ‘busy’ evening³ to further evaluate potential impacts of continuing the City’s outdoor dining program later that spring and test compliance with the posted ninety (90) minute maximum length of stay. This work was limited to sections of Main Street, East and West Pearl Street, and Temple Street observed to be robustly utilized under typical conditions, covering just 118 total on-street spaces.

As the table below shows, parking utilization on this survey day was substantially higher than that recorded on a Friday evening the preceding October, with aggregate demand peaking at 97% of total capacity at 7:00 PM and remaining above 85% the following hour.

Table 2: Observed Parking Occupancy and Utilization within Zone 1 Meters – Valentine’s Day Weekend

Block	Street	Block Face	Start	End	Supply	8:00 AM	9:00 AM	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM	4:00 PM	5:00 PM	6:00 PM	7:00 PM	8:00 PM
35	Main Street	West Side	Nashua River	Factory St	15	1	4	7	11	11	12	8	8	5	9	14	14	12
36	Main Street	West Side	Factory St	High St	4	1	2	3	4	4	4	3	3	1	0	4	4	4
37	Main Street	West Side	High St	W. Pearl St	5	2	2	3	3	3	3	4	2	4	4	4	5	4
37	W. Pearl Street	North Side	Main St	Elm St	5	2	6	8	8	10	10	10	8	8	6	8	10	10
51	Main Street	West Side	W. Pearl St	W. Hollis St	18	3	4	4	4	3	3	2	2	11	13	14	16	15
90	Main Street	East Side	E. Hollis St	Eldridge St	3	0	0	2	0	0	0	0	1	2	2	3	3	1
91	Main Street	East Side	Eldridge St	Pearl St	14	1	5	5	3	6	6	3	4	12	14	14	14	14
91	E. Pearl Street	South Side	Spring St	Main St	10	2	4	4	2	4	4	4	5	10	10	10	10	10
106	E. Pearl Street	North Side	Spring St	Main St	10	2	2	2	1	2	2	2	5	7	8	7	6	6
106	Main Street	East Side	E. Pearl St	Temple St	8	1	2	5	7	7	2	3	2	7	7	8	7	5
106	Temple Street	South Side	Main St	Spring St	5	2	2	4	5	5	5	3	2	5	5	5	4	4
107	Temple Street	North Side	Court St	Main St	7	4	5	6	6	6	4	4	3	5	5	5	7	6
107	Main Street	East Side	Temple St	Park St	12	2	5	9	10	11	10	6	8	9	8	11	12	12
108	Main Street	East Side	Park St	Nashua River	2	0	0	0	0	0	0	0	1	1	1	2	2	2
TOTAL					118	23	43	62	64	72	65	52	54	87	92	109	114	105
<i>Utilization</i>						19%	36%	53%	54%	61%	55%	44%	46%	74%	78%	92%	97%	89%

Italicized Number = 85% or greater utilization

Bold Black Number = 100% utilization

Bold Red Number = Over 100% utilization

Results of the license plate inventory recorded a total of 451 vehicles parked over the 12-hour survey period. Average turnover was 3.3 times during the survey day, which was considered positive, but the average length of stay was calculated as 2.1 hours, significantly longer than 1.5 hours dictated by city ordinance for Zone 1 meters. In point of fact, 22% of the surveyed vehicles were parked for 3 hours or more. In addition, roughly 5% of all the vehicles parking for two hours or less were observed ‘shuffling’ from one space to another within the same block face to avoid being tickets for overstaying the posted 90-minute time limit⁴.

DESMAN’s analysis of future supply and demand conditions indicated that, in the Near-Term (2026), the blocks along Main Street’s west side were likely to reach 75% utilization on weekend evenings due to the opening of the Nashua Center for Performing Arts, the Flats on High Street, and other proposed changes of use or absorption of space which was vacant during field surveys. By the Mid-Term (2028), the same area was projected to regularly reach or exceed 80% utilization on weekday evenings; on weekend evenings, utilization was forecast to exceed 90% utilization in the aggregate. Finally, by 2033 (Long-Term) peak hour utilization on weekday evenings and weekend evenings was forecast to regularly exceed 80% utilization in the aggregate on the blocks on either side of Main Street between Hollis Street and the Nashua River.

³ The survey day was the Friday leading up to Valentine’s Day, which is traditionally one of the busiest days of the year for retailers and restauranters.

⁴ Vehicles were considered ‘shuffling’ only when they were observed moving within the same block face more than once during the course of the survey day. Vehicles that only moved within the same block face once were NOT considered ‘shuffled’ as they were potentially shoppers or diners seeking to extend their time at destination, rather than area employees seeking to avoid overtime violations.

In response to all of this data, as well as feedback from the general public gathered during multiple stakeholder and public meetings, DESMAN recommended the City implement the following actions:

1. **Increase the cost of parking at Zone 1 meters from \$1.00/hour to \$1.50/hour.** This was recommended to create a greater disparity between the cost of parking for longer terms at curbside parking spaces and parking in municipal lots and garages located less than a block away from most destinations. It was hoped that this disparity in pricing would encourage longer term parkers, like downtown employees and residents, to seek out the less expensive options, creating turnover and availability at the curb which would encourage repeat visits by discretionary, transient parkers such as shoppers, diners, visitors, and tourists.
2. **Raise the maximum length of stay at Zone 1 meters from 90-minutes to 2 hours.** This created greater alignment with actual parking practices observed and recorded in the field and was responsive to requests from downtown business owners, shoppers, diners, visitors, and tourists ask to a longer maximum length of stay.
3. **Extend the hours of enforcement from 7:00 PM to 9:00 PM.** DESMAN's modeling of the impacts of anticipated future demand along Main Street indicated that parking demand was likely to increase more during the evening hours in alignment with the anticipated openings of the Nashua Center for the Performing Arts, the Flats at High Street, other anticipated residential projects, as well as anticipated changes in use or new development focused more on dining and evening nightlife.
4. **Revise parking fines to reflect the severity of the offense.** By changing the structure of the parking fine system to reflect relative impacts on the greater community, the City's fine structure became reflective of its common values. For example, failure to make payment at a meter or parking at an expired meter was designated a Revenue offense and assessed an initial fine of \$15.00. In contrast, overtime parking in which the parker seeks to stay beyond the posted time limit by making payment at the meter, but staying beyond the posted maximum length of stay, was designated a Nuisance offense and given an initial fine of \$25.00.

The supporting logic behind this is that, if an individual fails to pay or stays at a meter beyond the time they have purchased, the municipal government may miss out on potential parking revenues, but the wider community still potentially benefits from the visit through the retail sales, restaurant fare, etc. As such, setting the fine at a fairly low rate helps the City recoup any lost parking revenues without being unduly punitive.

Inversely, the individual that intentionally seeks to occupy a metered space in defiance of posted maximum length of stay is doing greater harm to the community, even if they are making payment for parking. These are typically local residents or employees seeking proximity to their place of business or residence for personal reasons that are, as a direct result of their actions, denying the same proximity to first-time or casual visitors to downtown Nashua⁵. The direct result of this

⁵ Many studies have shown that first-time or irregular visitors such as diners, shoppers, tourists, etc. are often reliant on 'line of sight' connections between where they park and their intended destination to feel safe, comfortable, and relaxed during their visit. For those discretionary parkers who can find open parking within comfortable proximity to their destination, the experience becomes reinforcing and likely to result in good impressions communicated to other prospective visitors and repeat return trips. Inversely, if these discretionary users are forced to seek out available parking outside their zone of comfort because those spaces are occupied by employees or residents (i.e., mandatory parkers), they may well forgo their visit entirely if they are concerned about safety or wayfinding between

action, when repeated often, is to give that displaced discretionary parker the impression that convenient parking is unavailable in that area and they would be better served seeking goods, services, and/or experiences elsewhere. This avoidance eventually translates into declining sales in shops, restaurants, and entertainment venues, which can in turn impact tax revenues and property values. This in turn can impact the viability of the very businesses the employees are working at and/or the value and/or rent of the residential properties that residents are trying to park nearby.

5. **Revise fine payment policies to discourage repeat offenses.** The goal of assessing fines is to tie the actions of the individual directly to some form of penalty in hopes that those actions are not repeated. Human behavioral studies have shown that the pairing of positive (rewards) or negative (penalties) stimuli as close to the triggering event as possible tends to have a more substantial and lasting effect on influencing decision making and behavior than the degree of the reward or penalty. Policies which increase the cost of repeat offenses are meant to reduce the rate of recidivism, but are generally less effective than immediate assessment of penalties when an offense occurs. In addition, the old ordinances dictating the City of Nashua's repeat offense clause were very vague and subject to constant appeal and adjudication.

Under the new ordinances, as recommended by DESMAN, offenders to pay their fines within 15 days of the issue of the ticket pay the face value, while those that delay are subject to escalating surcharges after 16 days, 31 days, and 90 days. In addition, the rate of escalation is directly proportionate to the initial fine. For example, someone forgetting to pay their meter is subject to an immediate fine of \$15.00 which can increase to \$20.00 after 16 days, \$40.00 after 30 days, and \$50.00 after 90 days. In contrast, the individual double-parking in a travel lane along Main Street (a Life Safety offense) can expect to pay \$50.00 if they settle the ticket within fifteen days of issue, \$75.00 if they wait longer than 15 days up to 30 days, \$150.00 after 30 days, and \$175.00 after 90 days.

This new policy encourages quick payment of fines, reinforcing the negative stimuli associated with the offense and theoretically reducing repeat occurrences. But, for those individual seeking to avoid payment, the escalating cost of the violation increases the negative stimuli enough to still provide a powerful deterrent to repeat offenses in the future.

While backed by data collected in the field as well as parking industry best practices, these recommendations were also influenced by feedback from downtown Nashua stakeholders and community members. Many downtown residents and business owners cited direct observations of employees arriving in downtown later in the day to start work strategically parking at Zone 1 meters knowing that enforcement would conclude at 7:00 PM and that they only needed to feed the meter once or twice and then could occupy the space for the remainder of their shift without censure. Discussions with some of the employees observed in engaging in this practice during the February 2022 field observations confirmed this was a common strategy for reducing walking distance between where they worked and where they parked. When DESMAN asked whether the parking enforcement policies in place at that time provided a significant deterrent to repeating the practice, most individuals stated they felt the occasional parking ticket was 'the cost of doing business' and that the grace period between receiving the ticket and having to make payment without substantial escalation in fines or fees was long enough to not create any significant discomfort.

where they ultimately find parking and their destination, avoid returning to the area later for fear of finding the same conditions, and/or tell prospective visitors to avoid the area, based on their experience.

Current Conditions

As noted in the prior section, DESMAN's recommendations were based, to a degree, on predictions of what was likely to happen in the future as downtown continued to grow and develop. When notified that a proposed amendment to current ordinances dictating hours of enforcement had been advanced, DESMAN requested the Nashua Parking Department take a basic measure of current utilization during evening hours to assess the general validity of our future projections. To that end, members of the Parking Department conducted single-pass occupancy counts along select block faces within Zone 1 between 6:00 and 9:00 PM on Friday, November 7 and Saturday, November 8, 2025.

The initial sample covered 86 spaces over nine block faces with Zone 1 meters. Counts across this area indicated that on-street utilization was 95% on Friday, 11/7/25 and 99% on Saturday, 11/8/25. A comparison of Friday and Saturday evening counts conducted in 2021 to Friday counts conducted in February 2022, showed that utilization had increased by 29% during that period. Comparison of counts conducted by DESMAN in October 2021 to the Friday and Saturday evening counts executed by Parking Department personnel in November 2025 showed that peak utilization had increased by 41% and 49% respectively.

Table 3: Comparison of 2021 and 2022 DESMAN Occupancy Data and 2025 Nashua Occupancy Data

Block	Street	Block Face	Start	End	Supply	Friday, 10/15/21		Saturday, 10/16/21		Friday, 2/11/2022			Friday	Saturday
						AM	PM	AM	PM	6:00 PM	7:00 PM	8:00 PM	11/7/2025	11/8/2025
36	Main Street	West Side	Factory St	High St	4	4	0	0	2	4	4	4	5	6
37	Main Street	West Side	High St	W. Pearl St	5	0	0	0	0	4	5	4	5	6
37	W. Pearl Street	North Side	Main St	Elm St	11	4	4	6	2	8	10	10	11	11
51	Main Street	West Side	W. Pearl St	W. Hollis St	21	9	14	3	13	14	16	15	17	19
90	Main Street	East Side	E. Hollis St	Eldridge St	3	3	3	3	3	3	3	1	3	3
91	Main Street	East Side	Eldridge St	Pearl St	14	5	8	4	6	14	14	14	13	14
91	E. Pearl Street	South Side	Spring St	Main St	10	4	3	4	2	10	10	10	9	9
106	E. Pearl Street	North Side	Spring St	Main St	10	6	10	5	9	7	6	6	10	9
106	Main Street	East Side	E. Pearl St	Temple St	8	3	5	5	6	8	7	5	9	8
TOTAL					86	38	47	30	43	72	75	69	82	85
Utilization						44%	55%	35%	50%	84%	87%	80%	95%	99%
CHANGE											29%		41%	49%

Italicized Number = 85% or greater utilization

Bold Black Number = 100% utilization

Bold Red Number = Over 100% utilization

Block	Facility	Supply	Friday, 10/15/21		Saturday, 10/16/21		Friday	Saturday
			AM	PM	AM	PM	11/7/2025	11/8/2025
51	Elm Street Garage	462	153	123	72	115	236	188
51	Garden Street Parking Area (Zone 1)	27	11	13	12	16	6	10
51	Garden Street Lot B	10	6	10	6	8	8	8
106	Spring Street Lot	86	32	25	17	35	69	42
TOTAL		585	202	171	107	174	319	248
Utilization			35%	29%	18%	30%	55%	42%
CHANGE							25%	13%

A similar comparison of off-street occupancy, shown in the table on the prior page, in four select public parking facilities indicated utilization had grown by 25% and 13% respectively.

In response to these results, DESMAN developed a broader and more comprehensive data collection program incorporating 153 on-street spaces within the Zone 1 area and 7 public off-street parking facilities abutting Main Street between Franklin and Canal Streets to the north and Hollis Street to the south. Under this program, occupancy counts were executed hourly between 5:00 PM and 9:00 PM on Thursday, November 13 and Saturday, November 15, 2025.

Table 4: November 2025 Weekday Conditions (Thursday, 11/13/2025)

ID#	STREET	BLOCKFACE	STARTING POINT	ENDING POINT	SUPPLY	5:00 PM	6:00 PM	7:00 PM	8:00 PM	9:00 PM
1	Main Street	Westside	Hidden Pig	Water Street	7	0	8	8	7	10
2	Main Street	Westside	Water Street	Factory Street	11	7	10	10	11	6
3	Factory Street	Southside	High Street Garage	High Street Garage	3	0	0	3	1	1
4	Main Street	Westside	Factory Street	High Street	5	5	5	5	2	3
5	High Street	Northside	Main Street	Walnut Street	7	4	8	6	7	6
6	Main Street	Westside	High Street	West Pearl Street	5	4	5	4	5	4
7	W. Pearl Street	Northside	Main Street	Elm Street	11	9	12	11	11	8
8	Main Street	Westside	West Pearl Street	West Hollis Street	20	7	10	18	20	16
9	Main Street	Eastside	East Hollis Street	Eldridge Street	3	0	0	0	0	0
10	Main Street	Eastside	Eldridge Street	East Pearl Street	14	4	4	13	15	9
11	E. Pearl Street	Southside	Main Street	Spring Street	10	9	10	11	11	9
12	Spring Street	Eastside	East Hollis Street	East Pearl Street	10	0	1	8	8	6
13	E. Pearl Street	Northside	Spring Street	Main Street	10	8	8	10	9	6
14	Main Street	Eastside	East Pearl Street	Temple Street	8	7	7	8	8	6
15	Temple Street	Southside	Main Street	Spring Street	5	5	5	5	5	5
16	Temple Street	Northside	Court Street	Main Street	7	4	1	3	7	7
17	Main Street	Eastside	Temple Street	Park Street	12	8	11	4	8	4
18	Main Street	Eastside	Park Street	Peddler's Daughter	5	5	5	4	5	6
					153	86	110	131	140	112
						56%	72%	86%	92%	73%

ID#	FACILITY NAME	ADDRESS	TYPE	SUPPLY	5:00 PM	6:00 PM	7:00 PM	8:00 PM	9:00 PM
A	Elm Street Garage	19 Elm Street	Zone 5 Meters	462	83	88	114	122	118
B	Garden St Lot A	14 Elm Street	Zone 2 Meters	10	7	6	7	6	5
C	Garden St Lot B	15 Garden Street	Zone 1 Meters	27	8	13	12	13	11
D	City Hall Lot A	34 Elm Street	Zone 2 Meters	15	4	5	8	11	10
E	City Hall Lot B	38 Elm Street	Zone 2 Meters	27	5	6	19	25	25
F	Spring Street Lot	7 Spring Street	Zone 2 Meters	86	10	23	31	38	26
G	Pearson Ave. Lot	74 Main Street	Zone 2 Meters	31	12	15	16	18	19
				658	129	156	207	233	214
					20%	24%	31%	35%	33%

Italicized Number = 85% or greater utilization

Bold Black Number = 100% utilization

Bold Red Number = Over 100% utilization

On Thursday, November 13th, DESMAN recorded aggregate utilization rates of 86% at 7:00 PM and 92% at 8:00 PM. At these rates of utilization, the discretionary parker arriving in downtown Nashua and looking for an empty curbside space along Main Street or its adjacent side streets would perceive every street in the area as full. In point of fact, at 8:00 PM, twelve of the eighteen block faces surveyed were parked to or beyond striped capacity.

On Saturday, November 15th, DESMAN recorded aggregate utilization rates of between 88% and 101% between 6:00 PM and 9:00 PM. At these rates of utilization, the discretionary parker arriving in downtown Nashua and looking for an empty curbside space along Main Street or its adjacent side streets would perceive every street in the area as full. During the 7:00 PM, 8:00 PM, and 9:00 PM counts, 50% of the block faces surveyed were parked to or beyond their striped capacity. Average aggregate on-street utilization during this evening was 88%; in contrast, DESMAN recorded an aggregate utilization rate of 39% over 159 on-street spaces in October 2021.

Aggregate utilization among the surveyed off-street facilities peaked at 46% and averaged 37% in contrast to the 29% recorded on the evening of Saturday, October 16, 2021.

Table 5: November 2025 Weekend Conditions (Saturday, 11/15/2025)

ID#	STREET	BLOCKFACE	STARTING POINT	ENDING POINT	SUPPLY	5:00 PM	6:00 PM	7:00 PM	8:00 PM	9:00 PM
1	Main Street	Westside	Hidden Pig	Water Street	7	4	10	9	12	11
2	Main Street	Westside	Water Street	Factory Street	11	12	12	12	12	12
3	Factory Street	Southside	High Street Garage	High Street Garage	3	0	0	0	0	0
4	Main Street	Westside	Factory Street	High Street	5	5	5	5	6	5
5	High Street	Northside	Main Street	Walnut Street	7	7	7	7	6	6
6	Main Street	Westside	High Street	West Pearl Street	5	3	4	6	5	5
7	W. Pearl Street	Northside	Main Street	Elm Street	11	12	10	10	12	9
8	Main Street	Westside	West Pearl Street	West Hollis Street	20	13	15	14	19	15
9	Main Street	Eastside	East Hollis Street	Eldridge Street	3	0	0	2	3	3
10	Main Street	Eastside	Eldridge Street	East Pearl Street	14	5	12	14	19	15
11	E. Pearl Street	Southside	Main Street	Spring Street	10	10	9	10	9	10
12	Spring Street	Eastside	East Hollis Street	East Pearl Street	10	1	4	5	6	5
13	E. Pearl Street	Northside	Spring Street	Main Street	10	9	10	10	12	10
14	Main Street	Eastside	East Pearl Street	Temple Street	8	7	8	8	7	7
15	Temple Street	Southside	Main Street	Spring Street	5	3	4	5	4	5
16	Temple Street	Northside	Court Street	Main Street	7	6	6	7	6	6
17	Main Street	Eastside	Temple Street	Park Street	12	7	11	12	12	10
18	Main Street	Eastside	Park Street	Peddler's Daughter	5	5	7	4	4	5
					153	109	134	140	154	139
						71%	88%	92%	101%	91%

ID#	FACILITY NAME	ADDRESS	TYPE	SUPPLY	5:00 PM	6:00 PM	7:00 PM	8:00 PM	9:00 PM
A	Elm Street Garage	19 Elm Street	Zone 5 Meters	462	87	133	162	205	201
B	Garden St Lot A	14 Elm Street	Zone 2 Meters	10	5	8	8	6	5
C	Garden St Lot B	15 Garden Street	Zone 1 Meters	27	7	8	6	6	5
D	City Hall Lot A	34 Elm Street	Zone 2 Meters	15	1	0	0	0	0
E	City Hall Lot B	38 Elm Street	Zone 2 Meters	27	4	4	4	5	5
F	Spring Street Lot	7 Spring Street	Zone 2 Meters	86	14	37	53	57	50
G	Pearson Ave. Lot	74 Main Street	Zone 2 Meters	31	24	28	27	26	26
				658	142	218	260	305	292
					22%	33%	40%	46%	44%

Italicized Number = 85% or greater utilization

Bold Black Number = 100% utilization

Bold Red Number = Over 100% utilization

These conditions supported DESMAN's projections of future growth and associated parking utilization in the Near-Term and illustrated the impact of changing demand profiles driven by new land uses across downtown. They also confirmed DESMAN's hypothesis that peak demand would move later into the day, relative to the conditions recorded in 2021 and 2022, necessitating extension of parking enforcement from 7:00 PM to 9:00 PM.

Conclusions

As detailed in the prior sections, DESMAN's recommendations were founded in empirical data, industry endorsed analysis, best practices, and a desire to address the community's concerns and goals. Implementing the 2023 recommendations specific to Zone 1 was intended to promote availability and turnover during periods of peak need to encourage increased patronage from downtown shoppers, diners, event goers, visitors, and tourists while still accommodating area workers and residents. This most recent data confirms that the increased rates in Zone 1 are driving traffic into the lower priced off-street parking facilities and the elevated utilization rates later in the evening justify our recommendation to extend enforcement to 9:00 PM. If anything, the utilization rates over 85% in aggregate as well as on individual block faces suggest that the rate increase from \$1.00 to \$1.50 per hour may have been too low

to encourage enough movement away from on-street spaces and into off-street facilities to combat perceptions of inadequate supply.

If the Board of Alderman elects to reduce the hours of enforcement for Zone 1 meters from 9:00 PM to 7:00 PM, DESMAN does not anticipate rates of utilization among Zone 1 metered spaces will be reduced or mitigated; in point of fact, we expect they will increase after 7:00 PM significantly as long-term parkers currently using city lots and garages migrate to the no cost on-street spaces offering better proximity in the near term. Longer term, we do anticipate an eventual drop in overall parking utilization as fewer first-time and repeat shoppers, diners, event goers, visitors, and tourists come into downtown Nashua due to perceptions of 'bad parking.'

Rolling back hours of enforcement is also likely to cost the City of Nashua in direct revenues. Based on the 252 parkers recorded at the 8:00 PM and 9:00 PM hours on Thursday, November 13 and the 293 parkers recorded on the same hours on Saturday, November 15, 2025, multiplied by the current meter rate (\$1.50/hour), averaged over three days a week⁶ and fifty weeks per year, DESMAN estimates the City will be forgoing between \$56,700 and \$65,925 annually in Zone 1 meter revenues.

Additionally, based on an average of \$350.00 per day⁷ in fine revenues⁸, multiplied by six days per week and 50 weeks per year, DESMAN estimates the City of Nashua will be losing roughly \$105,000 annually in parking fines.

Combined, this equates to between \$161,700 and \$170,925 per year in potential parking revenues which could be applied to parking system improvements and upgrades, covering normal operating expenses, and helping to offset the roughly \$8M in Parking Department structural repairs currently underway.

In contrast, review of the proposed revisions to the ordinances does not outline any benefit to the general public to be gained by rolling back the hours of enforcement.

As a result, we strongly recommend the Board of Alderman reject this proposed legislation and maintain the existing hours of enforcement across Zone 1.

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⁶ Enforcement occurs six days per week (Monday through Saturday), but DESMAN assumed the number of 8:00 and 9:00 PM parkers would be lower on weekdays evenings and nights when there was not an event at the Center for Performing Arts and so halved the potential revenues to reflect this.

⁷ As reported by the Nashua Parking Department, based on ticket issuance since the hours of enforcement were extended from 7:00 PM to 9:00 PM in Zone 1. Based on the average value of each offense, this equates to between 23 and 14 tickets per day.

⁸ This figure assumes only violations specific to Zone 1 meters (failure to pay, expired meter, overtime parking, etc.) and not higher fines associated with Public Impact, Life Safety, Major Life Safety, Snow, and Handicapped violations. This figure also does not assume any revenues from delayed payment.



City of Nashua
Planning Department
229 Main Street
Nashua, New Hampshire 03061-2019

Planning & Zoning 603 589-3090
WEB www.nashuanh.gov

MEMORANDUM

Date: December 5, 2025

To: Ald. Lori Wilshire, President, Board of Aldermen

From: Sam Durfee, AICP, Planning Manager

RE: Referral from the Board of Aldermen on Resolution R-25-221, Relative to Tax Deeded Property Auction

At the Planning Board's regularly scheduled meeting on December 4, 2025, the Planning Board voted unanimously to make a **favorable** recommendation to the Board of Aldermen on R-25-221 with the request that the listed land parcels be reviewed for potential retention for environmental or conservation purposes prior to auction.

If you have any questions concerning this notification, please contact me at 589-3090 or via durfees@nashuanh.gov.

cc: Mayor Jim Donchess
Donna Graham, Legislative Assistant
Daniel Healey, City Clerk
Bob Bollinger, Chair, NPCB



RESOLUTION

RELATIVE TO TAX DEEDED PROPERTY AUCTION

CITY OF NASHUA

In the Year Two Thousand and Twenty-Five

WHEREAS, upon conveyance of real estate to the City by execution of a tax deed for nonpayment of taxes, the Board of Aldermen shall, by majority vote, either retain and hold the property for public use, or authorize the Mayor to convey such property;

WHEREAS, through the 2007, 2008, 2010 and 2022 Tax Levies, a number of properties have been conveyed to the City by tax deed; and

WHEREAS, one manner of disposition is by public auction per RSA 80:80, II and NRO §5-116.

NOW, THEREFORE, BE IT RESOLVED by the Board of Aldermen of the City of Nashua that the City is authorized to auction the following tax deeded properties, if the same have not been repurchased by the prior owner pursuant to RSA 80:89:

Single Family

- | | |
|----------------------|---------------------|
| 1. 87 Westwood Drive | Map 0000B/Lot 01449 |
|----------------------|---------------------|

Multi Family

- | | |
|-----------------------|---------------------|
| 2. 56-58 Canal Street | Map 00042/Lot 00228 |
|-----------------------|---------------------|

Commercial

- | | |
|-----------------------------|---------------------|
| 3. 35-41 East Hollis Street | Map 00030/Lot 00066 |
|-----------------------------|---------------------|

Land

- | | |
|----------------------|---------------------|
| 4. "L" Pitarys Drive | Map 0000E/Lot 02225 |
| 5. "L" Tolles Street | Map 00047/Lot 00400 |
| 6. 3-5 Curtis Drive | Map 0000C/Lot 00790 |

RESOLUTION

R-25-221

- | | |
|-----------------------------|---------------------|
| 7. "L" Edgewood Avenue | Map 00060/Lot 00038 |
| 8. "L" Irene Street 149-155 | Map 00124/Lot 00148 |
| 9. "L" Narrows Road | Map 0000I/Lot 00010 |

This resolution shall become effective December 31, 2025 and the authority granted in this resolution is indefinite, until rescinded.

LEGISLATIVE YEAR 2025

RESOLUTION:

R-25-221

PURPOSE:

Relative to Tax Deeded Property Auction

ENDORSERS:

Mayor Jim Donchess

**COMMITTEE
ASSIGNMENT:**

**Committee on Infrastructure
Planning Board**

FISCAL NOTE:

**The proceeds of the auction will reduce the outstanding
delinquent tax liability owed to the City.**

ANALYSIS

Charter §77 provides that the Planning Board “shall review and make recommendations to the mayor and board of aldermen on all locations for proposed municipal building and facilities, including educational, [and] on the purchase and sale of any land by the city.”

Approved as to form:

Office of Corporation Counsel

By: /s/Celia K. Leonard

Date: November 5, 2025



ORDINANCE

AMENDING THE PARKING METER TIMES IN ZONE 1

CITY OF NASHUA

In the Year Two Thousand and Twenty-Five

The City of Nashua ordains that Part II “General Legislation”, Chapter 320 “Vehicles and Traffic”, Article XI “Parking Meters”, Section 320-50 “Parking time limits on streets” of the Nashua Revised Ordinances, as amended, be hereby further amended by adding the new underlined language and deleting the struck-through language as shown:

“§ 320-50. Parking time limits on streets.

A. Except as otherwise provided, the time limit during which the parking meter regulations shall be effective in streets shall be as follows:

- (1) In Zone I: from 9:00 a.m. to 9:00 p.m. daily, except Sundays.
- (2) In Zone II: from 9:00 a.m. to 7:00 p.m. daily, except Sundays.
- (3) In Zone III: from 9:00 a.m. to 6:00 p.m. on weekdays.

...”

This ordinance shall take effect as soon as any necessary equipment and/or signage has been installed.

LEGISLATIVE YEAR 2025

ORDINANCE:

O-25-083

PURPOSE:

Amending the parking meter times in Zone I

ENDORSERS:

Alderman Thomas Lopez

**COMMITTEE
ASSIGNMENT:**

Committee on Infrastructure

FISCAL NOTE:

This legislation would be expected to reduce annual meter revenue by approximately \$45,000-\$57,000, reduce ticket revenue by an additional projected \$90,000-\$130,000, and there is an anticipated implementation expense of roughly \$3,000-\$5,000 for required programming, signage and labor. Total projected fiscal impact is an estimated \$138,000-\$192,000 in lost revenue and related implementation costs. (Note that estimates are approximate and conservative; do not even have a full year's worth of data yet, so based on what has been seen thus far.)

ANALYSIS

This legislation would change the times parking meter are in effect in Zone I from 9:00 a.m. - 9 p.m. to 9 a.m. - 7 p.m. This would be rescinding a change made by O-24-14, which passed on August 13, 2024.

NRO 5-24, B provides that an “[a]ction previously taken by the Board may be rescinded only when the proposal to rescind is placed on the Board’s agenda by communication, resolution, or ordinance, as appropriate. Passage of a motion to rescind previous action by the Board within the same two-year term of the Board shall require an affirmative vote of eight members of the Board of Aldermen.”

Approved as to form:

Office of Corporation Counsel

By:

Robert Clarke

Date:

19 November 2023



ORDINANCE

REGARDING OPEN HOURS FOR THE OUTDOOR CITY HALL PUBLIC RESTROOMS

CITY OF NASHUA

In the Year Two Thousand and Twenty-Five

The City of Nashua ordains that Part I “Administrative Legislation”, Chapter 5 “Administration of Government”, Part 1 “General Provisions”, Article I “Miscellaneous Provisions”, Section 5-4 “City lands and buildings” of the Nashua Revised Ordinances, be amended by adding the new underlined language as follows:

“§ 5-4. City lands and buildings.

...

- F. The Mayor and the City's governing boards and commissions shall administer and regulate the daily use of lands and buildings under their respective authority.
- G. The City Clerk shall schedule use of City Hall by the public, shall collect all rents, if any, from such use, shall keep an account of all monies received, and shall transfer the same to the City Treasurer on the first Tuesday of January, April, July and October of each year.
- H. No resident of the City of Nashua shall be required to pay rent for use of the City Hall or any part thereof.
- I. The outdoor city hall public restrooms shall be open daily from 8 a.m. to 10 p.m.”

This new subsection I shall take effect following its passage and shall expire on May 1, 2026.

LEGISLATIVE YEAR 2025

ORDINANCE:

O-25-071

PURPOSE:

Regarding open hours of outdoor city hall public restrooms

ENDORSER(S):

**Alderman-at-Large Ben Clemons
Alderman-at-Large Melbourne Moran, Jr.**

**COMMITTEE
ASSIGNMENT:**

Committee on Infrastructure

FISCAL NOTE:

Assuming a November 1, 2025 start and a May 1, 2026 end (a pilot program of 26 weeks), estimated weekly additional expense of \$1,300; program cost of 26 weeks approximately \$34,000. This includes labor, utilities, paper products, materials and supplies, but does not include any extraordinary type of cleaning services that, if necessary, would be a case-by-case contracted service. Estimate also assumes using existing staff and paying overtime for the expanded hours, specifically on the weekends, without any availability issues.

ANALYSIS

This legislation provides specific hours for the outdoor city hall public restrooms to be open.

This legislation would become effective upon passage and expire on May 1, 2026, as it is intended as a trial period.

Approved as to form:

Office of Corporation Counsel

By:

Dorothy Clarke

Date:

7 October 2025



ORDINANCE

REGARDING DISPOSITION OF REAL PROPERTY

CITY OF NASHUA

In the Year Two Thousand and Twenty-Five

The City of Nashua ordains that Part I “Administrative Legislation”, Chapter 5 “Administration of Government”, Part 4 “Officers and Employees”, Article XVII “Purchasing Manager”, of the Nashua Revised Ordinances, be amended by adding the new section and underlined language as follows:

“§ 5-88.1 Disposition of Real Property.

When the City is selling City-owned real property which could be developed into ten (10) or more residential units, then there shall be in the deed from the City a requirement that a portion of the units, as defined in the following table, shall be affordable to households earning sixty percent (60%) of the area median income (the “AMI Units”), and of those AMI Units, fifty percent (50%) will be required to accept housing choice voucher holding households.

<u>Multifamily Rental Unit Number</u>	<u>Number of Units Accepting Voucher Holders</u>
<u>10-49</u>	<u>10%</u>
<u>50-99</u>	<u>15%</u>
<u>100+</u>	<u>20%</u>

If there is an exceptional burden on the property, including but not limited to severe environmental contamination, the Mayor, upon the recommendation of the Community Development Division Director, may allow for either an exception from the above affordability requirements as justice may require, or allow in-lieu payment to the Housing Revolving Fund.”

All ordinances or parts of ordinances inconsistent herewith are hereby repealed.

This legislation shall take effect upon passage, but shall not apply to the disposition of Elm Street Middle School site, Map/Lot 98-43 or the “Nimco” site comprised of 1 Pine Street Extension (Lot 77-30), 3 Pine Street Extension (Lot 77-2A), and “L” Pine Street (Lot 77-7).

LEGISLATIVE YEAR 2025

ORDINANCE: O-25-072

PURPOSE: Regarding Disposition of Real Property

ENDORSER(S): Alderman-at-Large Melbourne Moran

COMMITTEE
ASSIGNMENT: Committee on Infrastructure

FISCAL NOTE: Indeterminate, however, the market value of real estate subject to affordability requirements may be less than real estate without such requirements.

ANALYSIS

This legislation adds a section to the purchasing ordinances. The purpose of the new section is to require an affordability component in certain sales of City-owned real property.

R-24-021 and R-25-168 address the sale and development of the Nimco site. R-24-032 supported issuance of an Request for Proposals for the Elm Street Middle School site.

Approved as to form: Office of Corporation Counsel

By: /s/Celia K. Leonard

Date: October 8, 2025