



Ward 3 Neighborhood Planning Assembly

Wednesday, June 3, 2026, 6:30 PM

Join in person: City Hall, Sharon Bushor Conference Room, 149 Church St.

Join virtually: <https://zoom.us/j/98644635243>

Facilitator: Christopher Haessly

6:00 pm **Community Dinner | 30 min**

A free community dinner provided by our friends at American Flatbread.

6:30 pm **Call to Order | 5 min**

Adopt the agenda and review meeting ground rules.

6:35 pm **Lake Street Traffic Calming Resolution | 25 min**

A presentation on the need for additional traffic calming measures on Lake Street followed by a discussion and vote on the resolution.

- *Robert Sand, Waterfront Resident*

7:00 pm **Church Street Marketplace Restructuring | 30 min**

A presentation on the potential restructuring of the Church Street Marketplace as a public-private partnership.

- *Mark Bouchett, Church Street Marketplace Commission*

7:30 pm **Legislative Updates | 50 min**

An update on the work of the State Legislature by members of the Burlington delegation.

- *Brian Cina, State Representative, Chittenden-15*
- *Kate Logan, State Representative, Chittenden-16*

8:20 pm **Public Forum | 10 min**

An opportunity to share opinions, news, and events.

8:30 pm **Adjourn**

Our next meeting is Wednesday, September 2.

Use the QR code to go to any of these links: [Email us](#) • Go to [our website](#) • Watch meeting recordings on [CCTV's website](#) • Connect with us on [Facebook](#) or [Instagram](#) • Request a time slot with the [NPA Request Form](#) • Links from this agenda



Appendix to the Agenda

Ward 3 NPA Ground Rules

- Meetings should have clearly defined agenda and roles.
- Honor Time limits: A best effort must be made to start on time, follow the agenda, and finish on time.
- Wait to be recognized: Members may not speak until recognized by the moderator.
- Listen to others: Make efforts to be an open-minded member of the group.
- Respect the agenda and the process: Try to remain focused on the issue at hand.
- Share your opinion respectfully: Speak out, but not over, others' comments.
- Treat people how you would like to be treated: Be respectful of everyone, including guests.

Public Forum Protocol

- Community members will be required to sign up for the Public Forum before the start of the meeting consistent with the process used by the City Council.
- Participants will have up to two (2) minutes to share their thoughts and will speak based upon the order in which the requests were received.
- Participants may speak only for themselves and individual speakers will not be permitted to yield their time to other speakers.
- Personal attacks will not be tolerated and the moderator reserves the right to limit comments that are disruptive and/or obscene.
- Ward 3 residents will be given priority and, if there is still time, persons who live outside the ward will be provided an opportunity to speak.

Question-and-Answer Protocol

- Please state your full name prior to asking your question.
- Each participant will have thirty (30) seconds to ask one and only one question.
- There will be no follow up questions so everyone has a chance to participate.
- Ward 3 residents will be given priority.

Discussion and Debate Rules

- Members may not speak until recognized by the moderator.
- Each member will have a maximum of two (2) minutes to speak on questions before the NPA.
- No member will be permitted to speak a second time until every member has had an opportunity to speak once.
- No member will be permitted to speak a third time until every member has had an opportunity to speak twice.

Resolution Relating to

RESOLUTION _____

**STREET RACING AND TRAFFIC CALMING
ON LAKE STREET IN BURLINGTON'S
WATERFRONT NEIGHBORHOOD**

Sponsor(s): Robert Sand
Date: June 3, 2026

WARD 3 NEIGHBORHOOD PLANNING ASSEMBLY

In the year Two-Thousand Twenty-Six.....

Resolved by the Ward 3 Neighborhood Planning Assembly, as follows:

1 That WHEREAS Burlington's Waterfront Park, with its lush lawn, its location on the shore of Lake
2 Champlain, and its sweeping views of the Adirondacks, offers the finest sunset views in the city; and

3 WHEREAS the beauty, serenity, and safety of this cherished public space are regularly disrupted
4 by drivers of high-performance cars and motorcycles who use the Lake Street corridor to engage in
5 reckless high-speed driving, deliberate engine revving, and other dangerous behavior; and

6 WHEREAS these vehicles routinely gather in organized meet-ups behind the water treatment
7 plant and proceed south on Lake Street at speeds far exceeding the posted 20 MPH speed limit, on
8 multiple evenings per week during the warmer months; and

9 WHEREAS this behavior poses severe dangers to the children, pedestrians, and cyclists who use
10 the area responsibly, and is incompatible with the character of Waterfront Park, the bike path corridor,
11 and a residential neighborhood; and

12 WHEREAS Lake Street was the site of a motor vehicle accident on September 21, 2024
13 (Burlington Police Incident No. 24BU022095) that caused significant damage to the pedestrian crossing
14 over the railroad tracks located to the west of Foam Brewery; and

15 WHEREAS the residents of the Waterfront and those who use Waterfront Park, the bike path,
16 and the Lake Street pier have serious and ongoing concerns about the potential for another traffic
17 accident resulting in loss of life, serious injury, or property damage; and

18 WHEREAS affected residents and other stakeholders have previously raised these concerns with
19 city officials without satisfactory resolution;

20 NOW, THEREFORE, BE IT RESOLVED that the Ward 3 Neighborhood Planning Association calls
21 on the Office of the Mayor, the Burlington City Council, the Department of Public Works, and the
22 Burlington Police Department to take the following actions:

Resolution Related to STREET RACING AND TRAFFIC CALMING ON LAKE STREET IN
BURLINGTON'S WATERFRONT NEIGHBORHOOD

- 23 1. Conduct a formal traffic safety assessment of the Lake Street corridor between Penny Lane and
24 College Street within 60 days of the adoption of this resolution, with special attention to
25 conditions between 4:00 PM and 10:00 PM when dangerous behavior is most prevalent;
- 26 2. Implement interim traffic calming measures — such as additional signage, temporary or
27 removable speed humps, or increased police patrols — while a longer-term plan is developed;
- 28 3. Develop and present to the Ward 3 NPA a permanent traffic calming plan for the Lake Street
29 corridor, including consideration of physical infrastructure measures such as speed tables, raised
30 crosswalks, or road diet options; and
- 31 4. Report back to the Ward 3 Neighborhood Planning Association on progress within 90 days.

Public-Private Partnerships: Setting a Course for the Next Phase of the Church Street Marketplace

National Best Practices in Downtown Management

Prepared by: **Progressive Urban Management Associates (P.U.M.A.)**
December 1, 2025



When the CSM was formed in 1981, Downtown Improvement Districts (DIDs) were a fledging concept. Since then, the number of DIDs has ballooned to more than 1,000 around the country. With this growth, the downtown management industry has matured and evolved – and today, DIDs are part of sophisticated downtown management organizations, consistently adapting and learning from each other’s successes and failures.

The following provides an overview of the preeminent structure for the management of DIDs – **a public-private partnership model**. Several DIDs in similar markets are profiled to illustrate this model. Lastly, we offer a framework for putting this model in place in Downtown Burlington.

Nonprofit management: Nonprofit management ensures that the district is led by a dedicated, focused organization with the flexibility to respond quickly to district needs. It also allows for strong public-private collaboration while buffering downtown management from political cycles and turnover, which can hinder a DID’s long-term planning and consistent level of service. This structure generates accountability for DID feepayers and businesses, giving them a direct voice in the organization’s operations. It also ensures staff is dedicated exclusively to the district. Lastly, unlike government agencies, nonprofits can leverage DID dollars in unique ways, via fundraising, applying for grants, building partnerships with other organizations, and so on.

Governed by a board of directors comprised primarily of feepaying property owners and businesses within the district’s boundaries: Simply, these are the ones directly funding enhanced services through their fee payments. This governance model promotes accountability and transparency – and reinforces the core principle that DIDs are “self-help” and “self-imposed” initiatives. Local governments remain involved in various ways, in part by maintaining fiduciary oversight of the DID and its management. Additionally, government and other civic entities will often hold one or more board seats to ensure strong public-private collaboration.

Supplemental or enhanced services: Even once a DID is formed, service delivery remains a collaborative effort. Core public services such as trash collection, snow removal, and capital improvements such as brick repair remain City functions. And if a DID does take over some of these services, they are typically

reimbursed for these efforts by the City to account for these added costs. The most effective practice nationally is for a DID and City to establish a *base level service agreement* that documents who does what within the district. These are foundational to an effective public-private partnership and help bolster collaboration amongst BID and City staff.

Renewal Terms: This best practice ensures regular accountability, performance evaluation, stakeholder engagement, and transparency. Having a defined term (e.g., 5 or 10 years) creates a natural point for feepayers and other stakeholders to assess whether the district is delivering value and whether its services need to evolve for current needs. Terms prevent DIDs from becoming complacent or misaligned. As the case studies show, once DIDs become established the terms can be lengthier, due to the time-consuming nature of a formal renewal process.

In Sum: The above illustrate key themes of the public-private management model for DIDs. This model helps foster **accountability, transparency, representation, flexibility, enhancement rather than replacement, and collaboration**. This is far and away the most common model, used by more than 90% of DIDs nationally. Furthermore, satisfaction is indicated by a 99% renewal rate for DIDs, most of which have required renewal as noted above.

The below offer examples of highly-functioning DIDs managed via the public-private partnership model.

Downtown Asheville

- **Management Structure:** The DID is managed by the Asheville Downtown Association, a 501c6 nonprofit organization.
- **Governance:** The DID is governed by a 20-member Board of Directors, which consists of 17 voting members and 3 non-voting members. Board members represent different geographies within the DID and different industries including hospitality, food and beverage, entertainment, retail, and office. The board includes commercial property owners, business renters, residential owners and renters, as well as representatives from nonprofit and social service providers.
- **Services:** Community Ambassadors, cleaning, hospitality, social service collaboration, small business support, special event support, and beautification.
- **Assessment Model:** DID assessment rates are based on assessed value for taxable properties (nonprofit properties are not assessed).
- **DID Term:** 10 years

Downtown Berkeley

- **Management Structure:** The DID is managed by Downtown Berkeley Association (DBA), a 501c6 nonprofit organization.
- **Governance:** The DBA is governed by a board comprised of up to 22 members representing a variety of property types, key civic and institutional partners including the City of Berkeley and UC Berkeley, and nonprofits within Downtown Berkeley.
- **Services:** Cleaning and Hospitality Ambassadors, beautification and landscaping, social services outreach, marketing and communications, events, and business support.
- **Assessment Model:** DID assessment rates are based on lot + building square footage. The rates are tiered based on location.
- **DID Term:** 10 years

Downtown Boulder

- **Management Structure:** The DID is managed by the Downtown Boulder Partnership (DBP), a 501c6 nonprofit organization. DBP also manages an affiliate 501c3 nonprofit foundation.
- **Governance:** The DID is governed by an 11-member board. Board members are appointed by location within the DID’s boundaries. The board makeup includes: 9 property and business owners, and 2 representatives from City Council.
- **Services:** Downtown Ambassador Program, cleaning, hospitality, addressing quality of life issues, snow removal, beautification and landscaping, holiday lighting, marketing and communications, and efforts to support the economic vitality of downtown (such as tenant recruitment).
- **Assessment Model:** DID assessment rates are based on assessed value for commercial properties (residential and nonprofit properties are not assessed).
- **DID Term:** Initial term of 10 years; subsequent terms of 20 years

Downtown Ithaca

- **Management Structure:** The DID is managed by the Downtown Ithaca Alliance (DIA), a 501c3 nonprofit organization.
- **Governance:** The DIA is governed by a 27-member Board of Directors, which consists of 23 voting members and 4 non-voting members. New York legislation states that more than 50% of board seats must be held by property owners, and that three City representatives be included on the board. Board makeup includes: 12 property owners, 6 tenant businesses, 4 City and County representatives, 1 residential tenant, and 4 ex officio members.
- **Services:** Downtown Ambassadors, cleaning, hospitality, business retention and development, marketing and communications, special events, beautification, placemaking.
- **Assessment Model:** DID assessment rates are based on assessed value for commercial and multi-family properties (single-family and nonprofit properties are not assessed).
- **DID Term:** No term

Comparative Table

	Burlington (CSM district)	Asheville	Berkeley	Boulder	Ithaca
City Population	45,000	95,000	122,000	107,000	34,000
College student population	17,000	9,000	46,000	39,000	26,000
DID Size (blocks)	4	60	30	49	20
Annual DID Revenue	\$733,000	\$1,250,000	\$2,000,000	\$1,600,000	\$650,000
Approx. budget per block	\$183,250	\$20,800	\$66,600	\$32,600	\$32,500

Implementing a Public-Private Partnership Model in Our Downtown

It is recommended that Church Street Marketplace be spun-off as a new nonprofit organization (most likely a 501c3). This nonprofit entity would oversee the District and provide or contract enhanced services desired by downtown stakeholders, such as initiatives around cleanliness and maintenance,

safety and hospitality, marketing, economic development, events, or others (see menu below). Here, we provide a framework for this model, followed by a handful of specifics that would be fleshed out as a plan develops:

Governance: The new nonprofit would be governed by a Board of Directors. The Board would be a self-perpetuating, independent governing board composed of a majority property/business owners within the District’s boundaries – i.e., governed by those who are paying into the District. Board makeup would have requisites to ensure a varied mix representing different voices within the District, including by location, business/property type, and size. The Board would also include City and other civic/nonprofit organizational representatives, selected by City Council and/or the Mayor. (See the case study models above for specific examples of board makeup.)

The recommended board size is 9-to-13 members, including any ex officio seats. As the examples above show, there is no hard and fast rule for board size, and largely depends on District size and dynamics. That said, given the small geography of our District, a smaller board size is recommended.

Board members would serve staggered terms (3-years, for example) with a maximum number of successive terms. This will encourage new voices and ideas while maintaining institutional knowledge and continuity for the organization. When vacancies occur, an Executive Committee or Nominating Committee would initiate a call for nominations from District property and business owners.

Services: The nonprofit would contract with the City to receive assessment revenue and to manage services and programs within the District using these dollars. These enhanced services would be determined by an annual work program and budget developed by the Board of Directors. As part of the nonprofit’s contract to manage assessment revenue, it would present this annual work program and budget to City Council to further public-private collaboration.

The nonprofit and City would also establish a **base level service agreement** that documents who does what within the District. This agreement documents “baseline” services – i.e., core level of services provided citywide – that would continue to be provided in the assessment district just as they are elsewhere. If the City and nonprofit decide its better for the nonprofit to take responsibility for some of these core baseline services, then an agreement would be made between the City and nonprofit for reimbursement of these services.

Staffing: The nonprofit would have its own staff. This gives the District adequate attention and focus, with full-time staff dedicated to delivery of enhanced services and programs. Staff would report to the Board.

While high-level management and operational staff would be employees of the nonprofit, there is flexibility in how field staff are hired. These could be contracted employees or remain City employees in the near-term. This would reduce disruption to Church Street Marketplace’s current field staff, which could eventually be replaced as nonprofit/contract staff via attrition.

Required Review: A 5-year review would be required for the District. This is a new layer of accountability, common nationally, that hasn’t been used in Burlington, where the current district has

been in place unchanged since the 1980s. In Year 5, the District would undergo a formal evaluation to determine that the services and assessment methods are consistent with the needs of the District. Any adjustments would be considered at that time. An updated operating plan would be developed at this time, approved by the Board of Directors and subsequently, City Council.

City Role & Relationship: The City primarily acts as (1) a collector of assessment fees, (2) the contracting authority, and (3) oversight and compliance reviewer. While the nonprofit is independent, accountability would flow through the service contract and annual reporting. The City and nonprofit would also collaborate to develop the base level service agreement. City would also have participation on the Board of Directors, as noted above.

Accountability: There are numerous checks and balances built into this model. Financial accountability is in place via annual audits of the nonprofit that are shared with the City and District ratepayers. Legal accountability is in place via the City contract, plus general nonprofit/IRS/Vermont laws. Performance accountability is in place via annual work plans and annual reports, plus a sunset clause and required renewal.

Specifics to be addressed as details develop: While the above offers an overarching framework for implementing this best-practice model in Burlington, several specific key details are to be determined, requiring further discussions between property owners, businesses, and the City:

- **Service Mix:** Services provided by DIDs and the nonprofits that manage them are varied, but there are some common traits around the country (as the above examples show). The following are typical “bundles” of services undertaken by these organizations. A specific service mix would be determined based on ratepayer priorities and feedback.
 - Cleaning
 - Hospitality and public safety
 - Beautification and maintenance
 - Marketing
 - Placemaking
 - Programming and events
 - Economic development
 - Capital improvements
 - Parking and mobility
- **Specific Board Makeup:** While the above gives a general construct for the Board, the specific numbers and composition would be detailed and documented – i.e., how many seats by representative type, etc.
- **Boundaries and Assessment Model:** Currently, the Church Street Marketplace’s boundaries are very confined presenting challenges in raising adequate funds and service delivery. If a larger district is proposed, this is yet to be defined. A larger district could also have a new assessment methodology, which could include a tiered assessment structure, with Church Street properties paying a higher rate given the higher level of enhanced service they would receive.

Summary of Advantages

In conclusion, the Public-Private Partnership model detailed above offers numerous advantages:

- A nimble nonprofit offers the most flexible, responsive, and entrepreneurial approach
- Encourages a strong sense of ownership by ratepayers
- Easier to adapt and innovate programmatically as conditions change and opportunities arise
- Accountability and transparency are maintained in a variety of ways as discussed above
- The nonprofit can pursue diverse funding sources to leverage the required assessment fees
- Fosters collaboration between the nonprofit and City – at both the leadership and staff level