



**City of Burlington**  
Department of Public Works

Technical Services Engineering Division  
645 Pine Street, Suite A  
Burlington, VT 05402  
P 802-863-9094 / F 802-863-0466 / TTY 802-863-0450  
[www.burlingtonvt.gov/DPW](http://www.burlingtonvt.gov/DPW)

---

# Memo

**Date:** September 14, 2020

**To:** Public Works Commission

**From:** Phillip Peterson, Associate Public Works Engineer *PCP*

**CC:** Chapin Spencer, Director of Public Works  
Norm Baldwin, P.E., City Engineer/Asst. Director – Technical Services  
Susan Molzon P.E., Senior Public Works Engineer  
Timothy Devlin, City Attorney's Office

**Subject:** Red Maple Lane & Franklin Square Street Acceptance

---

## Recommendations to the DPW Commission:

The Department of Public Works requests the Public Works Commission adopt the following motion:

*"Adopt the attached proposed amendments to the Burlington Code of Ordinances § 20-5 (Parking ban) (f) (Delineation of parking ban zones) and Appendix C § 5 (One-way streets) (8). Amended language will be published and noticed to become effective only if the Burlington City Council formally accepts the proposed Red Maple Lane & Franklin Square right-of-way."*

## Proposed amendments, in brief:

The below amendments are necessary to facilitate parking and traffic along Red Maple Lane & Franklin Square Street, if these are accepted into the right-of-way. Please note that the underlined language would be added.

*BCO § 20-56 Parking ban.*

(f) Delineation of parking ban zones:

- Zone A shall include all streets to the east of North Avenue, including North Avenue, beginning south of Institute Road moving north to the northern boundary of the city, with the exception of the northern and eastern portion of Franklin Square.
- Zone H shall include the northern and eastern portion of Franklin Square.

*BCO Appendix C § 5 One-way streets designated.*

The following streets are hereby designated as one-way streets, and all traffic and travel thereon, except pedestrians, shall pass in the directions indicated and not otherwise:

- (8) Franklin Square, in a counterclockwise direction.

**Background:**

DPW, the City Attorney's Office, and Burlington Housing Authority (BHA) have been collaborating on the formal acceptance of Red Maple Lane and Franklin Square into the City of Burlington's public Right-of-Way (ROW). DPW Staff and the City Attorney's Office have reviewed the City's Land Records and other historical documentation. Records indicate that in 1975 the City Council, with the support of the City Engineer, passed a Resolution accepting Franklin Square as a City street, see Attachment-2. However, there is no documentation that Burlington Housing Authority, or any previous owner, completed the process of dedicating the street to the City. Therefore, the process was not fully completed, though the intent may have been there, and the transfer of property rights was never effectuated.

Over the years, the incomplete transfer of property rights led to differing opinions between BHA and the City on whose responsibility it was to maintain the infrastructure. This disagreement led to minimal maintenance activities occurring on the various systems and the overall condition of the assets declined. The deferred work over many decades has impacted the quality of life for Franklin Square residents – all of whom are low-income and many of whom are new Americans.

Previous City Administrations have sought to resolve this situation but have not been successful. Most recently, representatives from the City and BHA worked from 2010 through early 2012 but were unable to come to agreement mainly around the issue of parking management.

With support of New North End City Councilors and Councilor Ali Dieng in particular, Public Works Staff restarted efforts in early 2019 to resolve this impasse. After a number of meetings, additional research, and creative problem solving, the staff of the respective parties have developed a solution.

Now, based on the general terms outlined below, the Burlington Housing Authority intends to formally dedicate portions of the property located at 1554 North Avenue, commonly known as Franklin Square, to the City of Burlington. In order to complete this process, the City Council will need to accept the dedication of Franklin Square as a City street and establish it is a public right-of-way.

**Proposed Right-of-Way:**

In collaboration with BHA, DPW is advancing with this process to complete the dedication and acceptance of Franklin Square under the following assumptions:

- Red Maple Lane will be renamed Franklin Square.
- Proposed Right of Way to be deeded would be approximately 2 feet outside the outside curb and approximately 2 feet off the sidewalks adjacent to the buildings.
- For the sidewalk to be properly maintained, BHA will provide a 2 foot clear zone along the building side of all sidewalks, which will require relocation of some of the existing yard fencing.
- The proposed City street will maintain one-way circulation on Franklin Square in a counterclockwise direction.

- Existing on-street parallel parking on the north and south sides of Franklin Square will be reconfigured to 45-degree angled parking which will increase parking capacity for residents.
- Parallel parking on Red Maple Lane will be retained.
- On-street parking will be divided into two winter parking ban zones which would be alternated with the first evening being the Standard Parking Ban-Zone A and the next day, Zone H Parking Ban would be in effect.
  - Existing Zone A - South and West Side of Franklin Square and Red Maple Lane.
  - Proposed Zone H-North and East Side of Franklin Square.
- BHA will educate residents on this dual parking zone approach.

**Recommended Parking Ban Policy:**

The purpose of the proposed two-night parking ban system is to provide parking needs to Franklin Square residents given the development’s unique history and layout. Franklin Square is an affordable housing project that was designed fifty years ago with virtually no off-street parking. There is not a nearby public parking facility which is available to residents during overnight parking bans. Furthermore, the layout of this street is insular to itself and there is only one way in and one way out for cars and pedestrians – limiting options for residents to utilize, and safely get to and from, other community parking resources.

**Ongoing Efforts:**

In order to prepare a formal dedication and acceptance proposal to City Council, DPW Staff continue to advance the following items:

- DPW and BHA held a neighborhood meeting (see Attachment-2) on January 28, 2020 to inform the residents of these proposed changes and to gather feedback. The presentation prepared for this meeting is attached. Additional Franklin Square neighborhood meetings will be held as this process continues.
- DPW Staff communication of Franklin Square work was submitted to the TEUC through a memo February 4, 2020.
- DPW and BHA will share evenly in the cost to perform a boundary survey, deed research and monumenting to establish the limits of the proposed right-of-way.
  - Land Surveyors are finalizing this work in collaboration with the City Attorney’s office and BHA’s Attorney’s.
- DPW continues to coordinate with the City Attorney’s Office related to the legal instruments for street acceptance and the establishment of public right-of-way.
- The various City departments, to include Burlington Parks Recreation and Waterfront, BED, DPW, Water Resources; have assessed the conditions of water resource infrastructure (stormwater, sanitary sewer, water), street lighting, electrical distribution, pavement, and sidewalks. Anticipated near-term capital investments are discussed below.
- DPW continues to collaborate with Burlington Police and Fire Departments on ability for Emergency Services response on Franklin Square.
- BHA and DPW continues to evaluate Zoning implications of changing the acreage and boundary lines of the BHA parcel.
- DPW continues to coordinate with the City’s E911 Coordinator to implement any necessary re-addressing.

**Near-term Capital Investment:**

Following the dedication and acceptance of Franklin Square as public right-of-way, DPW anticipates near-term capital investment by the City will be required within the next 1-3 years. Based on the condition assessments performed in 2019, DPW anticipates the following:

- Burlington Electric Department: street lighting upgrades (Estimated \$16,000)
- DPW Traffic Division: Re-striping and signage for reconfiguration of on-street parking. Installation of snow ban signal equipment and signage. (Estimated \$2,500)
- DPW Water Resources Division: Stormwater drainage repairs (Estimated \$36,000).
- DPW Technical Services: Street pavement reconstruction (Estimated \$450,000), scope includes repaving of Red Maple Lane and Franklin Square, replacement of all sidewalks, and replacing approximately half of the existing curb.
- DPW Streets Maintenance: Pothole repair, street sweeping, and snow plowing.
- With increased State stormwater regulations, additional stormwater management will likely be required for the additional impervious surfaces (Estimated \$288,000).

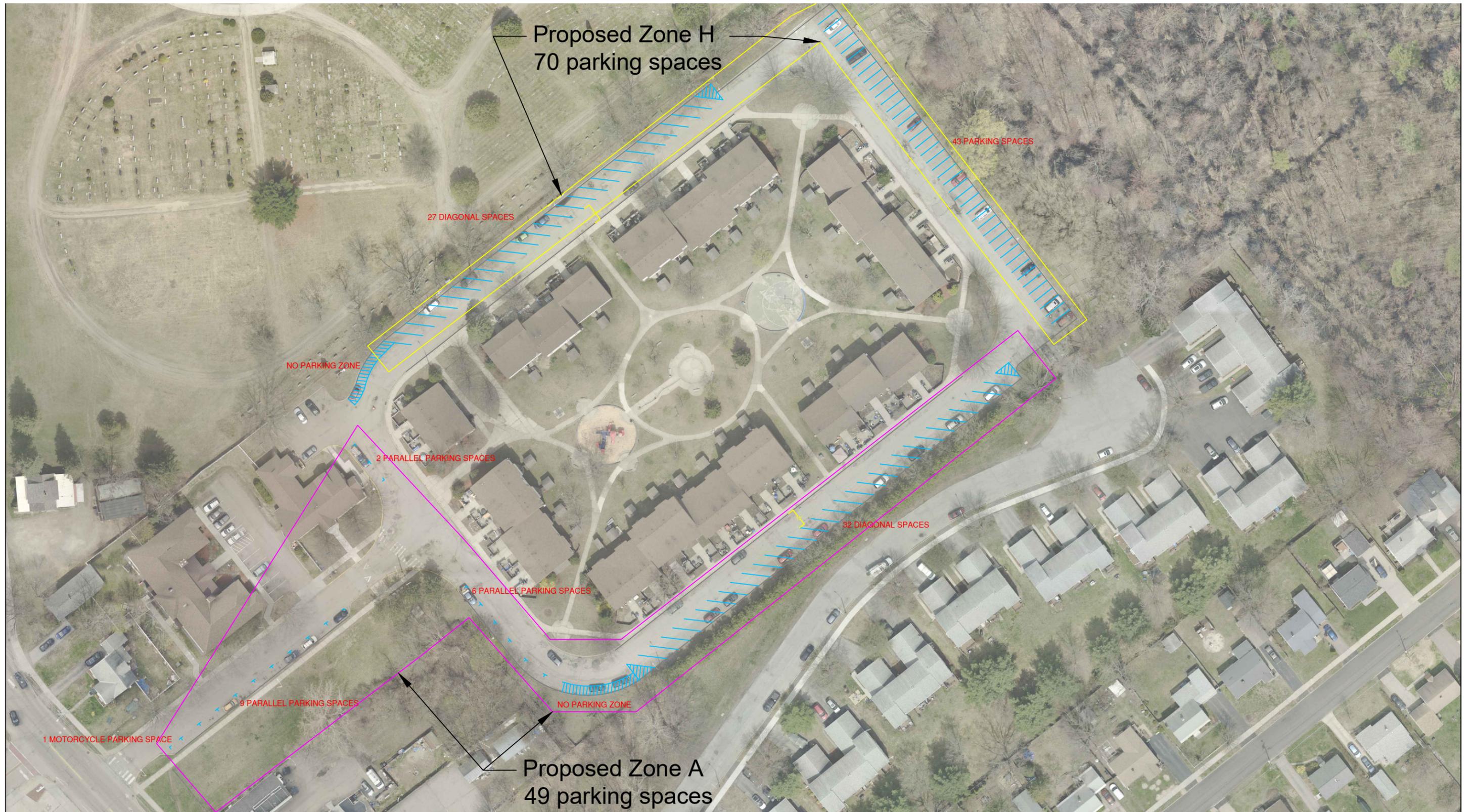
These are significant costs. The City typically requires a street be up to City Standards prior to recommending the City Council accept the street. The critical distinction in this case is that a prior City Engineer and a prior City Council signed off on accepting this particular street in 1975. The action by the City appears to indicate that the street was up to standard at that time – soon after the development was constructed. DPW knows of no other street in the City that has been accepted, but not dedicated.

**Next Steps:**

DPW and BHA will continue to coordinate efforts to advance the dedication and acceptance process through the ongoing efforts discussed above. DPW anticipates bringing forward a recommendation for the City Board of Finance and City Council to accept the proposed Franklin Square right-of-way at the October 5, 2020 meetings.

**Attachments:**

1. Proposed parking map.
  2. City of Burlington City Council Resolution Accepting Franklin Square as a City Street.
  3. Franklin Square Neighborhood Presentation 1.28.20
  4. Proposed Changes to Burlington Code of Ordinances § 20-5 and Appendix C § 5.
-



SCALE: 1" = 80'

FRANKLIN SQUARE  
PROPOSED PARKING LAYOUT



**BURLINGTON  
PUBLIC WORKS  
ENGINEERING DIV.**

645 PINE STREET  
BURLINGTON, VT 05401  
(802) 863-9094  
(802) 863-0466 (Fax)

DESIGNED PMP	SCALE 1"=80'
DRAWN PMP	DRAWING NO.
CHECKED SM	DATE
9/09/2020	SHEET 1 OF 1

Resolution Relating to

ACCEPTANCE OF STREET--FRANKLIN SQUARE

CITY OF BURLINGTON

In the year One Thousand Nine Hundred and Seventy-five  
Resolved by the City Council of the City of Burlington, as follows:

That all prior requirements thereto having been met, Franklin  
Square is hereby accepted as a public street of the City of  
Burlington.

ORIGINAL

Resolution Relating to

ACCEPTANCE OF STREET -- FRANKLIN

SQUARE

Adopted by the City Council

Oct 27, 1925

G. L. Wagner Clerk

Approved Oct 28, 1925

Frank H. S. Mayor

Vol. Page

Offered by Alderman William J. Blumberg

BURLINGTON, VERMONT

October 14, 1975  
(Date)

City Council  
City Hall  
Burlington, Vermont

Gentlemen:

The requirements of the Burlington City Charter and Ordinances having been fulfilled, to the best of our knowledge, the acceptance by the City, as a City Street of Franklin Square, so-called as described in a proposed deed, a copy of which description is herewith attached, is hereby approved.

Edward J. Spawley 10/14/75  
Burlington City Engineer

Will N. Caswell 10/14/75  
Chairman, Burlington Planning  
Commission

Robert R. Lawton  
Superintendent, Burlington Water  
Department

Robert C. Young  
Superintendent, Burlington Light  
Department

James L. O'Brien Oct 14, 1975  
Superintendent, Burlington Street  
Department



# Franklin Square Neighborhood Meeting

FRANKLIN SQUARE COMMUNITY ROOM  
JANUARY 28, 2020

The City of Burlington and the Burlington Housing Authority (BHA) are collaborating on efforts for the City of Burlington to accept Franklin Square as a City street in the public Right-of-Way. This street acceptance would allow the Department of Public Works (DPW) to conduct maintenance operations on existing utilities and infrastructure as well as manage parking around Franklin Square. Future correspondence will be provided regarding change of addresses for the Franklin Square apartments.

## What is the Right-of-Way



Essentially the right-of-way is public property; specifically property that the City has accepted, and property which has been deeded over to the city. The right-of-way does vary, a good rule of thumb on most streets is, the right-of-way is about one foot away from the sidewalk toward private property.

## Why the Right-of-Way is important



Planners, Engineers, Utilities, Construction staff and City Leadership coordinate efforts to establish the location and design of transportation projects that will minimize impact and be of the greatest benefit to the public. The final product takes into consideration feasible engineering, safety, economics, public well-being, and convenience for the travelling public in parallel with the needs of local residents.

# Franklin Square Street Acceptance Impact to Residents

1. Change of Address
2. New parking layout
  - a) Diagonal parking scheme
  - b) Snow ban parking zones
3. Maintenance
  - a) Street sweeping
  - b) Pothole repair
  - c) Plowing
4. Future Improvements
  - a) Stormwater drainage
  - b) Street Lighting
  - c) Street Paving
  - d) Sidewalk reconstruction



## Franklin Square Proposed Parking Layout



The diagonal parking should give residents an additional 10 parking spaces.

## Franklin Square Parking Snow Ban



Snow parking bans are an important and necessary tool for the City to remove snow and ice from City streets, and Franklin Square cannot be excluded. However, we have developed a promising solution. A snow parking ban on Franklin Square will be a two day process; on the first day of a snow parking ban residents will not be allowed to park in the existing Zone-A which includes parking on Red-Maple Lane, the south side of Franklin Square, and the spaces directly adjacent to the community center; on day two of a snow parking ban residents will not be allowed to park in the new Zone-H which includes the parking on the north side of Franklin Square and the pull in parking on the east side.

# Maintenance

- Street-sweeping, Pothole repair, and plowing



# Utilities Stormwater

- 8 Catchbasins need replacement



A total of 8 catch basins were identified as in need of replacement in the near term (deteriorated brick structures or cinder block style). 1 catch basin was discovered as no longer functioning as it has been overrun with root intrusions.

# Utilities Electrical



- Lighting upgrades



The work involves replacing fixtures on existing poles – no new poles are required.

# Paving & Sidewalks

- Paving and Sidewalk Work



The paving plan this Summer is well set, and Franklin Square is not on the list. 2021 is a possibility, however 2022 is the earliest Franklin Square would be considered. Sidewalk assessment will be this Summer. Franklin Square will be compared equally to the rest of the City.

# Franklin Square Acceptance Timeline

1. City Meetings
  - 2.4.20 Update for Transportation, Energy, and Utilities Committee
  - 2.18.20 Update for City Council
  - Fall 2020 – City Council Street Acceptance
2. Parking layout change
  - Fall 2020
3. Planned Work
  - Stormwater drains, Anticipated in 2021
  - Street Lighting, Anticipated in 2020
  - Paving, Anticipated in 2022



Comments or questions?

### Contact:

Phillip Peterson, Associate Engineer

Desk: 802.865.5832

Email: [ppeterson@burlingtonvt.gov](mailto:ppeterson@burlingtonvt.gov)

CITY OF BURLINGTON

In the Year Two Thousand Twenty

Regulations in Relation to

Burlington Code of Ordinances—
Chapter 20. Motor Vehicles and Traffic—
§ 56. Parking Ban—
Alteration of Zone A, Addition of Zone H

Appendix C. Rules and Regulations of the
Traffic Commission—
§ 5. One-way street designations—
Addition of Franklin Square

Sponsor(s): Department of Public Works
Action:
Date:
Attestation of Adoption:
Phillip Peterson
Associate Engineer, Technical Services
Published:
Effective:

It is hereby Ordained by the Public Works Commission of the City of Burlington as follows:

1 That the Code of Ordinances of the City of Burlington, Chapter 20. Motor Vehicles and Traffic,
2 § 56. Parking Ban, and Appendix C, Rules and Regulations of the Traffic Commission, Section
3 5, One-way street designated, is hereby amended as follows:

4

5 Burlington Code of Ordinances § 20-5. Parking Ban.

6 (a)—(e) As written.

7 (f) Delineation of parking ban zones:

8

9 Zone A shall include all streets to the east of North Avenue, including North
10 Avenue, beginning south of Institute Road moving north to the northern
11 boundary of the city, with the exception of the northern and eastern portion of
12 Franklin Square.

13

14 Zones B—G. As written.

15

16 Zone H shall include the northern and eastern portion of Franklin Square.

17

18

19 **Appendix C, Rules and Regulations of the Traffic Commission, Section 5. One-way**  
20 **streets designated.**

---

21 The following streets are hereby designated as one-way streets, and all traffic and travel  
22 thereon, except pedestrians, shall pass in the directions indicated and not otherwise:

23

24 (1)—(7) As written.

25

26 (8) ~~Reserved.~~ Franklin Square, in a counterclockwise direction.

27

28 (9)—(42) As written.

29

30

31

32 \*\* Material stricken out deleted.

33 \*\*\* Material underlined added.

34

35 PP & TPD: BCO § 20-56. Parking Ban—Alteration of Zone A, Addition of Zone H; BCO Appx. C, § 5. One-way street designations—

36 Addition of Franklin Square

37 9/16/2020