



**CITY COUNCIL MEETING
STAFF REPORT**

Meeting Date: March 4, 2024		Subject: French Prairie Road Pathway Options	
		Staff Member: Delora Kerber, PE, Public Works Director and Zach Weigel, PE, City Engineer	
		Department: Public Works and Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		Comments: N/A	
Staff Recommendation: N/A			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input type="checkbox"/> Council Goals/Priorities:	<input checked="" type="checkbox"/> Adopted Master Plan(s): 2006 Bike and Pedestrian Master Plan – Project C13 2013 Transportation System Plan – Project BW-10 Charbonneau Consolidated Improvement Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COUNCIL:

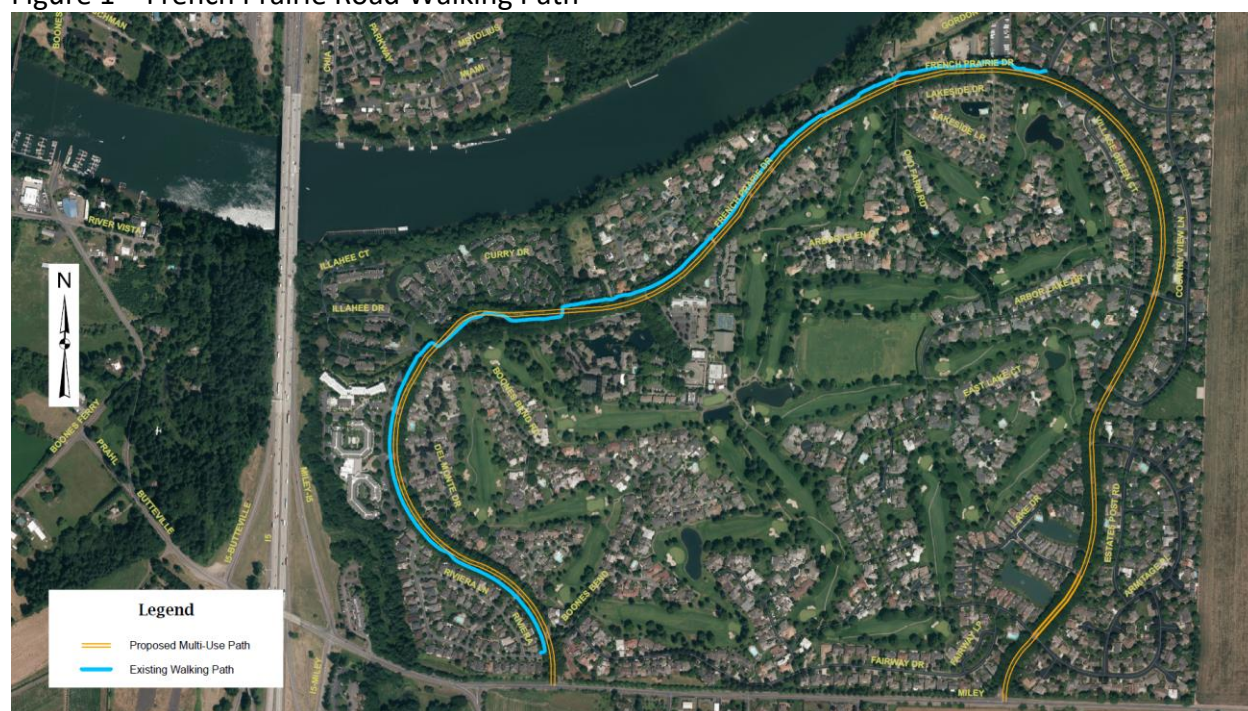
In response to a petition submitted by Wilsonville residents at the November 6, 2023 City Council meeting requesting the City repair and upgrade the French Prairie Road pathway, staff will share with City Council the French Prairie Road walking path maintenance history and planning work completed to date and seek City Council confirmation on steps forward to provide walking and biking facilities along the full length of French Prairie Road.

EXECUTIVE SUMMARY:

French Prairie Road functions as the principal collector roadway, looping through the Charbonneau community, connecting the local neighborhood and business streets to Miley Road, the minor arterial route. The existing French Prairie Road is 2.2 miles long and consists of four vehicle travel lanes (two in each direction) with a center planted median that serves as a left turn pocket at the higher traveled local street connections. The roadway, largely built in phases through the 1970's, is deficient in modern pedestrian and bike facilities with the exception of a paved asphalt walking path that extends on the west and north sides of French Prairie Road between Juliette Drive and Country View Lane. The existing path is 1.35 miles in length, leaving 0.85 miles of French Prairie Road with no path or sidewalk.

The French Prairie Road walking path (Figure 1) is a 5-foot wide, asphalt walkway that is approaching 50 years in age and is in a state of significant deterioration. Due to the condition of the pathway or lack of any pathway, many Charbonneau residents walk in the street to avoid the loose asphalt, poor drainage, and tripping hazards due to the intrusion of tree roots under the walking path.

Figure 1 – French Prairie Road Walking Path



Typically, maintenance of a sidewalk or walkway falls under the responsibility of the fronting property owner. However, in 1998 the City Council adopted Resolution No. 1465, approving a Memorandum of Understanding (MOU) between the City of Wilsonville and the Charbonneau Country Club. As part of the MOU, the City accepted ownership and maintenance responsibility for the French Prairie Road walking path.

Over the years, the City has performed a number of maintenance and upgrade projects along the pathway, as well as advanced planning work to address both the extension and addition of modern bike and pedestrian facilities and long term replacement of the deteriorating pathway. These actions are summarized as follows:

2006 Bicycle and Pedestrian Master Plan – Charbonneau Pedestrian Path (Project C13):

This Master Plan introduced a capital improvement project to bring the existing French Prairie Road walking path up to Americans with Disabilities Act (ADA) design standards, extended a new 8-10 foot wide pathway along French Prairie Road from Country View Lane to Miley Road (east), and added shared bike lane markings to each outside lane on French Prairie Road. The project also introduced the concept of converting the outside travel lanes to create curbside pathways for both pedestrians and bicyclists. The project cost estimate at that time was \$1.11 million.

2012 Stormwater Master Plan (Draft) – French Prairie Green Street (Project LID8):

During the initial draft of the Stormwater Master Plan, a project was contemplated that combined improvement of the quality of storm water runoff with addition of a multi-use pathway along French Prairie Road, as envisioned by the Bicycle and Pedestrian Master Plan. The project included conversion of the outside lanes of French Prairie Road to a bike, pedestrian, and golf cart pathway, separated from vehicle lanes with water quality swales. Ultimately, the project was removed from the final Stormwater Master Plan due to the high cost at \$4.60 million and impact on utility rates.



2013 Transportation System Plan – French Prairie Drive Pathway (Project BW-10):

In 2013, the Charbonneau Pedestrian Path project from the Bicycle and Pedestrian Master Plan was further refined and incorporated into the updated Transportation System Plan as a high priority project. The project is defined as either constructing a new 10-foot wide multi-use path along the north and east sides of French Prairie Road between Country View Lane and Miley Road (east) or converting the outside vehicle lanes to shared bicycle and pedestrian pathways. The project cost estimate at that time was \$1.14 million.

2014 Charbonneau Consolidate Improvement Plan

In 2014, Council adopted the Charbonneau Consolidated Improvement Plan (CCIP), a Charbonneau neighborhood specific plan to coordinate replacement of aging, substandard public infrastructure, including street, drinking water, wastewater, and storm drainage utility pipelines.

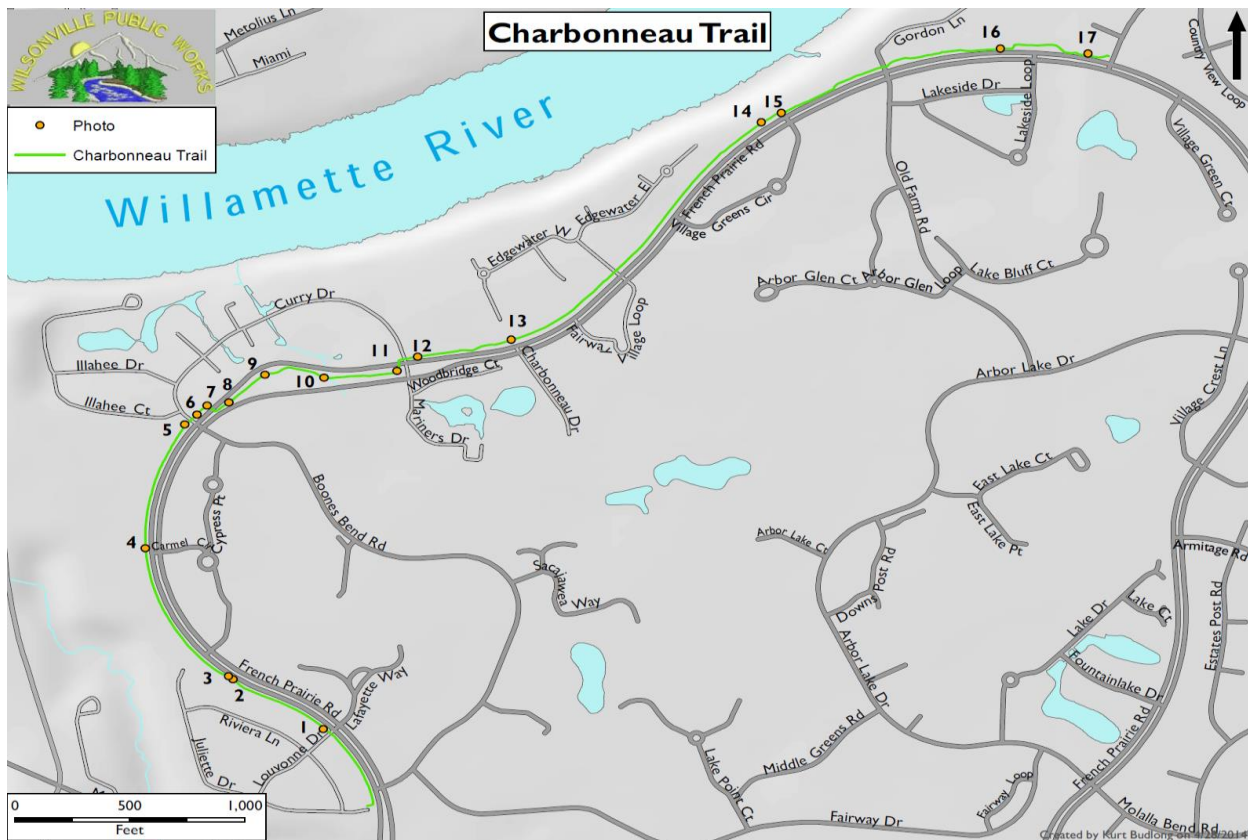
As part of this plan, a detailed inspection and inventory of the French Prairie Road walking path was conducted and documented, which identified a number of safety concerns, including potential trip hazards, unstable surface conditions, and poor drainage. The safety issues were largely determined to be caused by damage from tree roots and deterioration of the asphalt walking surface due to age. The CCIP recommended a short-term pathway repair project to correct the identified deficiencies on a condensed time line, which was estimated in 2014 to cost \$73,000.

The CCIP acknowledged that the overall condition of the French Prairie Road walking path was significantly deteriorated and recommended a long-term replacement plan be pursued. Three replacement options were provided with updated cost estimates as follows:

- Alternative 1 – Replace the existing 1.35 miles of existing asphalt pathway in the current location between Juliette Drive and Country View Lane (Figure 1) with a 5-foot wide concrete sidewalk meeting current ADA standards. This alternative was considered the minimum work necessary to address the failing condition of the pathway and was estimated in 2014 to cost \$625,000.
- Alternative 2 – Convert the outside vehicle lanes in each direction on French Prairie Road to a multi-use path for bikes and pedestrians in line with the recommended Transportation System Plan project. The multi-use path would be separated from vehicular traffic with concrete curbing and upgraded to meet ADA standards. The cost estimate in 2014 for this option totaled \$1.75 million.
- Alternative 3 – Similar to Alternative 2, but instead of a curb separating the multi-use path and vehicle travel lane, a vegetated water quality swale would be constructed to create the separation. This alternative is similar to the draft stormwater master plan project and would provide the added benefit of improved quality of storm water runoff within Charbonneau. This alternative was estimated in 2014 to cost \$5.70 million.

2016 Charbonneau Pathway Repair Project

In June 2016, the City began a project to repair and make ADA upgrades along the French Prairie Road walking path, as recommended by the short term repair project identified in the Charbonneau Consolidated Improvement Plan. The project consisted of pathway repairs at 17 locations, as shown in the image below, including 620 lineal feet of asphalt pathway, replacement of 210 lineal feet of asphalt pathway with concrete sidewalks, installation of five (5) ADA curb ramps, and removal of three (3) large trees. The project cost totaled approximately \$140,000.



2018 Charbonneau Pathway Pilot Project

In January 2018, City staff began working with Metro on a potential grant application to study bike and pedestrian alternatives on French Prairie Road and to fund a demonstration project to implement the design changes on a short segment of roadway on a temporary basis. One of the new design alternatives to be included in the study involved shifting all vehicle traffic to one side of the roadway (one travel lane in each direction like a typical roadway) and creating a wide bike, pedestrian, and golf cart pathway using the two vehicle travel lanes on the other side of the street. Unfortunately, Metro later determined the project was not eligible for the grant funding and the project work did not proceed.

2020 French Prairie Road Phase II Project

In April 2020, the City began construction of a utility replacement project on French Prairie Road between Village Greens Circle and Country View Lane. The project included additional repairs and ADA upgrades to the French Prairie Road walking path to address complaints from community members and identified deterioration that had occurred since the last repair project in 2016. The project consisted of repair of 85 lineal feet of asphalt pathway, 460 lineal feet of concrete sidewalk, and installation of four ADA ramps. The pathway repair work totaled approximately \$100,000.

2020 Parks Bond Task Force

A Parks Bond Task Force was created in 2020 to review, evaluate, and recommend parks projects that benefit the greater community for funding through a potential Parks bond measure. Although the Parks general obligation bond did not move forward due to impacts associated with the COVID-19 pandemic, the Task Force did recommend in the final summary report that the existing French Prairie Road walking path repair and replacement, as well as extension of the existing walk path be included on the priority bond project list. The Task Force further recommended the City conduct additional research to determine if extension of the walking path for an additional cost was preferred by voters. The City also updated the cost estimates for the two projects with the existing walking path replacement estimated at \$1.5M and extension of the walking path for an additional \$2.5M.

French Prairie Road Walking Path Status

City staff has again been receiving increasing concerns from the Charbonneau Country Club board and community members regarding the deteriorating condition of the French Prairie Road walking path. Another substantial repair project is needed to address additional tripping hazards and unstable surface conditions that have occurred since the last repair project. To mitigate the most uneven areas of the path, potholes would be filled and high areas of pavement would be ground down followed by a 2-inch asphalt overlay at spot locations between Juliette Drive and Curry Drive. The cost estimate for the necessary repairs totals \$50,000.

Moving forward with a capital project to address the long-term replacement and extension of the French Prairie Road walking path and addition of bicycle facilities has been a challenge due to the number of design alternatives, evolving community project support, and available funding sources. In review of the Transportation System Development Charge (TSDC) project list, the French Prairie Drive Pathway (Project BW-10) is only 28% eligible for TSDC funds. The remainder of the project would need to be funded through other sources, such as Road Operations (gas tax), Clackamas Vehicle Registration Fee (VRF), or General Fund. These other eligible sources of funding do not generate enough revenue to fund a project the size and scope needed to address the walking path. As a result, improvements to the existing walking path have been limited to repair and maintenance on an as needed basis, occurring every 4-5 years on average.

In an effort to advance the addition of modern bike and pedestrian facilities along French Prairie Road and eliminate the need to further repair the existing walking path, staff recommends a project, referred to as French Prairie Road Pathway, be included in the upcoming fiscal year 2024-2025 Capital Improvement Plan budget. The project is to include a study of up to three alternatives for walking and biking improvements on French Prairie Road, including engagement with the Charbonneau community in the selection of a preferred alternative, advancing to conceptual design for cost estimating. This is a necessary step to identify a solution that meets the expectations of the Charbonneau neighborhood, documents a specific design solution, and establishes a project cost, such that a funding plan can be developed and design and construction work can be advanced. It is anticipated that such a project would cost \$250,000.

EXPECTED RESULTS:

Perform work necessary to identify a preferred design concept with the Charbonneau community and identify project costs to inform development of a funding plan to advance design and construction of the French Prairie Pathway project.

TIMELINE:

Upon direction from Council, a capital improvement project to advance the French Prairie Pathway project through conceptual design will be drafted and incorporated into the fiscal year 2024 -2025 Budget for consideration by the Wilsonville Budget Committee and City Council. If approved, consultant selection to perform the work could begin as soon as the fourth quarter of 2024.

CURRENT YEAR BUDGET IMPACTS:

There are no current year budget impacts. If directed by Council, a capital improvement project to advance the French Prairie Pathway project will be included in the fiscal year 2024 -2025 Budget.

COMMUNITY INVOLVEMENT PROCESS:

Each of the Wilsonville Master Plan documents that include a project to replace, extend, or improve pedestrian and bicycle facilities on French Prairie Road each went through an extensive community involvement process to determine the City's transportation enhancement priorities and was subsequently adopted by the City Council through a public hearing. However, it should be noted that portions of the Charbonneau community have been previously resistant to implementation of changes to French Prairie Road. It is likely that many of those concerns still exist today. However, a growing number of Charbonneau community members with support from the Charbonneau Country Club Board have more recently expressed desire for improved bike and pedestrian facilities along French Prairie Road.

If authorized by Council, staff will develop a public engagement plan that will involve the Charbonneau community and stakeholders in developing a preferred concept for improving pedestrian and bike facilities along French Prairie Road.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

The French Prairie Road Pathway project will provide modern pedestrian and bicycle facilities along French Prairie Road, addressing the continued liability and maintenance obligation associated with the existing incomplete and deficient walking path, while providing the Charbonneau community with a safer alternative to walking in the existing vehicle travel lanes.

ALTERNATIVES:

Council could decide to delay implementation of the French Prairie Road Pathway project and direct staff to continue to perform regular maintenance and repair of the existing walking path. However, as the walking path continues to age, Council should expect the frequency, size, and cost of the repairs to continue to increase.

CITY MANAGER COMMENT:

N/A

ATTACHMENT:

- A. Petition for Repair and Upgrade of Pedestrian Path/Sidewalk along French Prairie Road in Charbonneau dated November 6, 2023.