



# City of Richmond

## Report to Committee

**To:** Public Works and Transportation Committee  
**From:** Victor Wei, P. Eng.  
Director, Transportation  
**Date:** April 24, 2015  
**File:** 10-6360-01/2015-Vol  
01  
**Re:** **Gilbert Road Widening (Dinsmore Bridge-Elmbridge Way) – Implementation Strategy**

### Staff Recommendation

That the staff report titled “Gilbert Road Widening (Dinsmore Bridge-Elmbridge Way) – Implementation Strategy,” dated April 24, 2015 from the Director, Transportation be received for information.

Victor Wei, P. Eng.  
Director, Transportation  
(604-276-4131)

Att. 1

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Engineering Development Applications	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

As identified in the *City Centre Area Plan* (CCAP), the section of Gilbert Road between Dinsmore Bridge and Westminster Highway is designated as a major thoroughfare functioning as a gateway connection to YVR and Vancouver as well as a critical link in the City Centre road network. While the ultimate configuration of Gilbert Road is to consist of four travel lanes with full frontage improvements including sidewalks, boulevard and off-road cycling facilities, some portions of this roadway between Dinsmore Bridge and Elmbridge Way today have only two travel lanes with no curb, gutter or sidewalk, thereby limiting the traffic capacity travelling through the signalized intersection at River Parkway and resulting in recent public complaints on travel delays.

In recognition of the reduced capacity within this un-widened section of Gilbert Road and the need to support continued growth in regional and local traffic through this growing Oval Village area, this report is to present an implementation strategy to complete the ultimate urban upgrade of Gilbert Road by providing a consistent four-lane standard. The widened Gilbert Road, coupled with the implementation of River Parkway (along the previous CPR right-of-way), is expected to significantly reduce traffic delays at the Gilbert Road/River Road intersection and remove the need for providing an interim road connection between the old and new sections of River Road.

### Findings of Fact

The section of Gilbert Road between Dinsmore Bridge and Westminster Highway averages 30,000 weekday vehicle trips and provides a road connection to a number of local and regional destinations including: YVR, City Centre, Richmond Olympic Oval, Richmond General Hospital, and the fast developing Oval Village area. Together with the Russ Baker Way-Arthur Laing Bridge corridor, this road facility also functions as a gateway corridor connecting Richmond to Vancouver and other regional centres. This section is also part of TransLink's Major Road Network (MRN) in recognition of its regional significance.

The CCAP defines the following components for a major thoroughfare: four traffic lanes, left-turn lanes, centre medians, bike lanes, and pedestrian facilities. The Gilbert Road widening project aims to achieve these standards established for a City Centre thoroughfare.

### Analysis

#### Existing Conditions

Currently, Gilbert Road south of Dinsmore Bridge to Elmbridge Way has a mix of two-lane and four-lane road sections. Some sections have no curb, gutter or sidewalks. The existing conditions in different sections of this corridor are described below.

- Dinsmore Bridge to River Road: This section was recently widened, through an adjacent development, from two to four lanes with left turn lanes and median treatments. A new intersection at Gilbert Road-River Road was also constructed with full traffic signalization.

- River Road to Lansdowne Road: This section is primarily a two lane facility with no curb and gutter. At the two end intersections, there is additional road capacity to support a five lane cross-section with left turn lanes. There are no sidewalks or other frontage improvements.
- Lansdowne Road to Elmbridge Way: This section has a five lane cross-section. There is a northbound on-street bike lane (but not in the southbound direction).

### Ultimate Configuration

The ultimate configuration of this corridor, from the south end of Dinsmore Bridge to Elmbridge way would consist of the following elements:

- Two northbound and two southbound traffic lanes with additional left turn lanes at intersections.
- On-street bike lanes on both sides of the road.
- Signalized intersections at River Road, Lansdowne Road, and Elmbridge Way.
- Raised/landscaped median treatments.
- Frontage improvements to include treed boulevards, sidewalks and greenways for pedestrians and cyclists, and rain garden treatments.

### Project Scope of Work

The overall scope of the project from Dinsmore Bridge to Elmbridge Way aims to upgrade Gilbert Road from existing partial two-lane configuration to an ultimate full four-lane configuration and is summarized below.

- Dinsmore Bridge to River Road: This section was completed recently to the ultimate configuration.
- River Road to Lansdowne Road: This section will be widened from two lanes to four lanes with left turn lanes and a raised median. Full curb and gutter will be built with the exception of a short distance on both sides of the road north of Lansdowne Road (along part of the frontages of adjacent properties that are not currently under redevelopment). Full behind the curb frontage improvements on the west side of the road (except along the Winter Club frontage) will be built. Temporary walkways will be built (east side of the road and along the Winter Club frontage) as part of the Transportation Demand Management (TDM) contributions from area developers to provide a complete walkable corridor before the full behind the curb frontage improvements are achieved.
- Lansdowne Road to Elmbridge Way: Widening on the west side of the road to provide a southbound bike lane. Frontage improvements will include landscaped boulevard, sidewalk and minor widening of both end intersections.

### Implementation Strategy

Typically, new road construction or road widening is development-driven. A developer, as part of the development process, would be responsible for all frontage improvements including road works. In the case of the Gilbert Road widening, four separate developments (Aspac, Onni, Intracorp, and Cressey) with different completion time lines are involved. Adding to the

complexity of the project is that due to the length of the corridor, there are frontage 'gaps' (i.e., Winter Club and the east side of Gilbert Road north of Lansdowne Road) with no active redevelopment. The coordination of road works among the developments and completing the widening over the full length of the corridor with these frontage 'gaps' are logistical challenges in the implementation of this project.

To meet the above challenges, staff worked closely with the four developers over the last few years to develop an implementation strategy that would achieve the full major thoroughfare standards for this corridor (with the exception of behind-the-curb frontage improvements along properties that are yet to be developed). The full implementation of this project is expected to be completed within the next one to two years. The contributions and cooperation of the four developers and their design teams are acknowledged.

An alternative strategy of the City carrying out the above improvement as a capital project was also considered. This alternative was not pursued due to the following reasons:

- As the 2015 Capital Program is fully committed, the earliest that this road widening project would be constructed is 2016. Therefore, this project would be advanced by only six to twelve months if it were to be carried out by the City.
- The addition of this project in 2016 Capital Program would also require the removal or delaying of other planned transportation projects (such as No. 2 Road south end widening) in the 2016 Capital Program.
- The City would have to upfront significant capital costs, the amount of which would far exceed the DCC credits that would be granted to the developers.
- The developers would not be able to coordinate the road works with their respective frontage improvements.

#### Construction Management and Public Awareness

Gilbert Road is a major commuter corridor that carries heavy traffic volumes on a daily basis. Keeping this roadway open to traffic and minimizing traffic disruptions during the construction phase of this project will be of high priority as part of the implementation logistics. As such, staff will work with the project contractors to develop and implement a Construction Parking and Traffic Management Plan (per requirements as part of the development approval process for each development) to ensure that inconvenience to the public is kept to a minimum. A public information campaign will also be carried out to advise motorists in advance of the construction status and alternative routes of travel. Council will also be advised of the status of the project by means of memoranda or Committee reports as necessary.

#### Construction Phases

The Gilbert Road widening project is expected to consist of the following construction phases (see Attachment 1).

- Phase 1 (Dinsmore Bridge to River Road): The works include full five-lane widening and construction of a new signalized intersection at Gilbert Road/River Road). This phase was completed by Aspac in 2014.
- Phase 2 (River Road to Lansdowne Road): The works include full five-lane widening, frontage improvements on the west side of the road (with the exception of the Winter Club frontage), and temporary walkways along the remaining frontages. This phase will be jointly undertaken by Intracorp and Onni with a completion date by early 2016.
- Phase 3 (Lansdowne Road to Elmbridge Way): The works include road widening to complete the on-street bike lane system, full frontage improvements on the west side of the road (east side frontage completed by a previous development), and widening of the two end intersections. This phase will be carried out by Cressey with an anticipated completion date by 2017.

### Public Art

As this section of Gilbert Road is one of the key gateways into Richmond, all three developers (Intracorp, Onni and Cressey) will be incorporating public art elements within their respective developments. All of the projects will be within the public realm and visible from Gilbert Road, thereby significantly enhancing the streetscape in this area.

### **Financial Impact**


None. The Gilbert Road widening project will be carried out by the developers in the area. As the various construction phases are completed, DCC credits will be given to the respective developers for works completed to achieve the ultimate road standards. As TransLink has approved the road improvement as part of its 2013 MRN Minor Capital Program, the City will submit a cost-share claim to TransLink for up to one-half of the total Roads DCC credits issued in relation to the construction of this roadway following completion of the work.

### **Conclusion**

Gilbert Road is a gateway corridor and a designated element of the MRN. The Gilbert Road widening project aims to achieve the full standards of a major thoroughfare as identified in the transportation component of the CCAP. The provision of increased capacity for vehicular traffic and other active travel modes in this corridor supports the various policy statements in the OCP pertaining to mobility and access. This project will be carried out by area developers through the Roads DCC Program over three construction phases with an overall completion date of 2017. The proposed implementation strategy for this road widening project has no impact on the City's annual or five-year Capital Road Program.



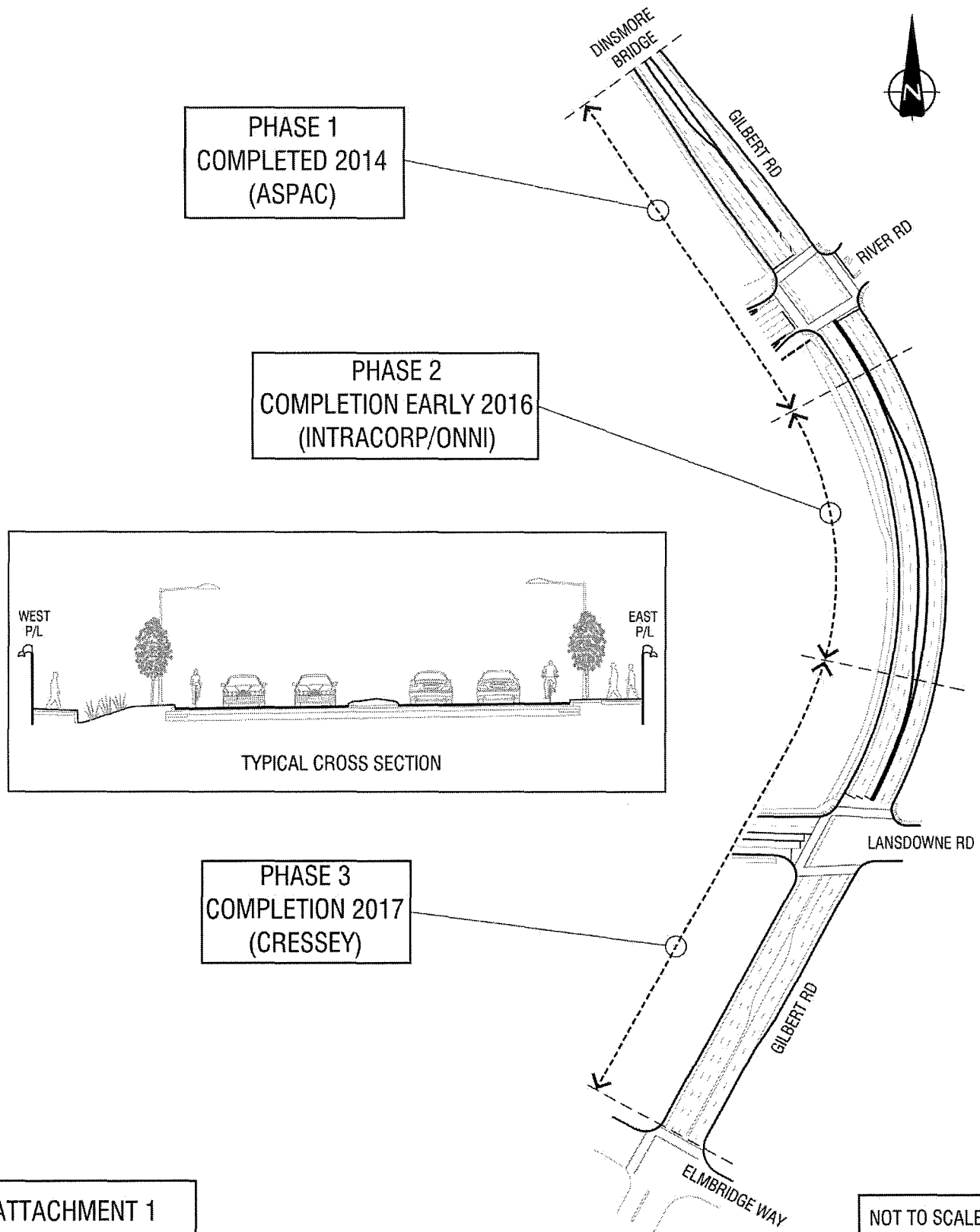
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Att. 1: Implementation Phases and Typical Cross-Section of Gilbert Road Widening Project

# GILBERT ROAD WIDENING (DINSMORE BRIDGE-ELMBRIDGE WAY) IMPLEMENTATION PHASES AND TYPICAL CROSS SECTION



ATTACHMENT 1

NOT TO SCALE