



**MEMORANDUM**

**DATE:** November 18, 2025  
**TO:** LaTanya Bellow, City Manager  
**FROM:** Mohamed Alaoui, Public Works Director  
**SUBJECT:** RESOLUTION OF THE CITY COUNCIL OF THE CITY OF EMERYVILLE APPROVING THE PROJECT DESCRIPTION AS SET FORTH IN ATTACHMENT A FOR THE 40TH STREET MULTIMODAL PROJECT; AND DIRECTING STAFF TO RETURN THIS PROJECT TO THE CITY COUNCIL FOR CONSIDERATION FOLLOWING THE COMPLETION OF THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) REVIEW AND THE NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) PROCESS

**RECOMMENDATION**

Staff recommends that the City Council adopt the above-entitled resolution approving the project description as set forth in Attachment A for the 40<sup>th</sup> Street Multimodal Project, and that the City Council direct staff to return this project to the City Council for consideration of the final project following the completion of the CEQA and National Environmental Policy Act (NEPA) processes.

**BACKGROUND**

The 40th Street Multimodal Project (“Project”) is an initiative undertaken by the City of Emeryville to improve transportation for bus riders, pedestrians, and cyclists. The Project focuses on the redesign of 40th Street, as well as sections of San Pablo Avenue and Shellmound Street, with the aim of enhancing connectivity, safety, and efficiency for all modes of transportation. This Project holds significant importance as 40th Street is a vital multimodal connector, providing access to employment, essential services, and regional transit hubs including the MacArthur BART Station and the Bay Trail.

The Project has been developed over several years through a deliberate, phased process with extensive community engagement and multiple City Council actions.

The Project's origins date back to 2018, when public input led the City Council to direct staff to advance a design concept. Following further community engagement, the City Council formally approved the conceptual design for the Project on March 3, 2020 (Resolution No. 20-017) and at that time made an initial determination that the Project was exempt from the California Environmental Quality Act (CEQA). As part of that 2020 action, the Council also directed staff to study the feasibility of partially closing several unsignalized cross-streets on the north side of 40th Street to further enhance safety.

As the design and funding strategy progressed, the City Council took several key actions on July 18, 2023 (Resolution No. 23-105, 23-106, 23-107, and 23-108), to

significantly refine and expand the Project's scope. In a comprehensive update, the Council:

- Approved the design concepts for the full closure of Hubbard and Haven Streets and the partial closure of Holden and Watts Streets.
- Formally incorporated the Shellmound Street segment (known as Part 2: Bay Trail Gap Closure) into the original Project scope, creating the single, unified 40th Street Multimodal Project as it is programmed today.
- Authorized amendments to the design contract with Diablo Engineering Group to advance the engineering for these expanded scopes.

This history of Council actions demonstrates a consistent commitment to advancing a comprehensive safety project for this vital corridor. Beyond the Council's design concept direction, below is the remaining record for the Project to date:

- 9/5/2017 – Resolution Authorizing The City Manager To Execute A Professional Services Agreement With Community Design + Architecture For An Amount Not To Exceed \$176,270 For Preparation Of The 40th And San Pablo Transit Hub Concept Design
- 7/19/2019 - Resolution Approving The 40th And San Pablo Bus Hub Project Conceptual Design Memorandum
- 11/19/2019 – Resolution Authorizing The City Manager To Execute A Second Amendment To The Professional Services Contract With Community Design + Architecture, For An Additional Amount Not To Exceed \$22,613 For The 40th And San Pablo Transit Hub Concept Design
- 9/1/2020 - Resolution Authorizing The City Manager To Submit Applications To The California Department Of Transportation (Caltrans) And The Metropolitan Transportation Commission (MTC) For An Active Transportation Program Grant In The Amount Of \$13,915,000 For The Bicycle And Pedestrian Portions Of The 40th And San Pablo Bus Hub Project
- 7/6/2021 – Resolution Authorizing The Filing Of An Application For Funding Assigned To Metropolitan Transportation Commission (MTC) And Committing Any Necessary Matching Funds And Stating Assurance To Complete The Project
- 11/16/2021 – Resolution Authorizing The City Manager To Accept Funds And Execute Funding Agreement With The Alameda County Transportation Commission For The 40th Street Transit-Only Lanes And Multimodal Enhancements Project

- 6/7/2022 – Resolution Authorizing The City Manager To Submit Applications In Response To The California Transportation Commission’s ATP Cycle 6 Call-For-Projects, Alameda County Transportation Commission’s 2024 CIP Call For Projects, And Any Other Grant Opportunity That Arises In Fiscal Years 2022-2024 For The Prioritized Projects; And Authorize The Mayor To Write Letters In Support Of The Prioritized Projects
- 9/6/2022 – Resolution Authorizing The City Manager To Accept Funds And Execute Funding Agreement With The California Transportation Commission For The 40th Street Transit-Only Lanes And Multimodal Enhancements Project
- 11/15/2022 – Resolution Authorizing The City Manager To Enter Into A Professional Services Contract In The Amount Of \$2,198,806.84 With Diablo Engineering Group For Professional Design Consultant Services For The 40th Street Transit-Only Lanes And Multimodal Enhancements Project, (CIP Project T-13)
- 4/16/2024 – Resolution Authorizing The City Manager To Accept Funds From The Alameda County Transportation Commission’s 2024 CIP Call For Projects For The Emery Go-Round Operating Expenses (FY2024-FY2025), Doyle Bicycle Improvements - Phase 3, And 40th Street Multimodal Improvements;
- 10/15/2024 – Resolution Authorizing The Filing Of An Application For Alameda County Transportation Commission Administered Funding For The 40th Street Multimodal Improvements Project Part II And Committing Any Necessary Matching Funds And Stating Assurances To Complete The Project
- 11/19/2024 – Resolution Selecting The Proposal From Sijia Chen Of Sijia Chen Studio For The 40th Streetscape Public Art Project; Authorizing The City Manager To Execute An Agreement With Artist Sijia Chen For The Design, Fabrication And Installation Of The 40th Streetscape Public Art Project In An Amount Not To Exceed \$500,000
- 7/15/2025 – Resolution Authorizing The City Manager To Accept Funds And Execute Funding Agreements With The U.S. Department Of Housing And Urban Development And For All Other Agreements Necessary To Implement The 40th Street Transit-Only Lanes And Multimodal Enhancements Project

### ***Project Success in Securing Funding***

Since its inception, the Project has been recognized as a project of regional significance, a fact demonstrated by its remarkable success in securing competitive grant funding. Staff has diligently worked for several years to build a robust funding plan, leveraging City investment to attract major grants from local, regional, state, and federal partners.

To date, the City has been awarded \$31.9 million of outside grant funding toward the Project's \$34.1 million total estimated cost. This includes significant grants that underscore the Project's alignment with regional goals for safety, transit efficiency, and equity. The City anticipates use of the following grants to fully fund the Project:

- Design Phase (\$4,031,000 Total)
  - Alameda CTC Countywide Transportation Plan 2022: \$2,000,000
  - Statewide SB1 Active Transportation Program (ATP) Cycle 5: \$1,374,000
  - City Funds: \$657,000
- Construction Phase (\$30,026,915 Total)
  - Alameda CTC Countywide Transportation Plan 2024: \$8,376,000
  - Affordable Housing and Sustainable Communities (AHSC) Program: \$3,800,000
  - State Earmark (2023 CA State Priority Legislative Budget Projects): \$375,000
  - Metropolitan Transportation Commission RM3 Safe Routes to Transit and Bay Trail Program: \$13,167,000
  - Alameda CTC Countywide Transportation Plan 2026: \$2,000,000
  - Federal Earmark (FY2024 THUD Appropriations Bill): \$850,000
  - City Funds: \$1,458,915

The City's consistent success in a highly competitive grant environment affirms the Project's importance and its strong alignment with regional and state priorities for creating safer, more connected, and sustainable communities.

### ***Environmental Review***

A critical component of the Project's funding strategy was the successful award of a \$850,000 federal earmark through the FY2024 HUD Appropriations Bill. These funds, provided by the U.S. Department of Housing and Urban Development (HUD) through its Community Project Funding (CPF) program, were formally accepted by the City Council on July 15, 2025 (Resolution No. 25-079).

The acceptance of these federal funds triggered the requirement for the Project to undergo environmental review under the National Environmental Policy Act (NEPA). Caltrans, as the pass-through agency for federal transportation funds, is serving as the lead agency for the NEPA process. The City is the lead agency for CEQA review purposes and is currently studying and evaluating the Project in accordance with CEQA and concurrently completing the NEPA process with Caltrans.

### **DISCUSSION**

#### ***Design and Analysis Completed Since July 2023***

Following the Council's direction in July 2023, staff and the consultant team, Diablo Engineering Group, have been diligently working to advance the Project design and complete the necessary technical analysis. Both designs for Part 1 (40th Street) and Part 2 (Shellmound Street) are now 95% complete, positioning the Project to be ready to proceed towards construction bidding once environmental review is completed.

The project description (Attachment A) proposed is based on the July 2023 design concept previously approved by Council and supplemented by additional studies described further below:

“The project would enhance existing infrastructure on 40<sup>th</sup> Street (Adeline Street to IKEA Entrance) and Shellmound Street (IKEA Entrance to Christie Avenue) through the construction of 1.4 miles of two-way separated Class IV bikeway, transit-only lanes, transit islands, pedestrian enhancements, a transit hub with complete street intersection improvements, and closing the unsignalized intersections of Hubbard Street and Haven Street on the north side of 40<sup>th</sup> Street, partial southbound closures at the unsignalized intersections of Holden Street and Watts Street on the north side of 40<sup>th</sup> Street per the Emeryville City Council Resolution 23-105, 23-106, 23-107, and 23-108 (July 18, 2023).

Project features would consist of realigning the existing lanes, removing and replacing medians, rehabilitating the pavement surface, restriping, installing green stormwater infrastructure improvements, upgrading street lighting, and reconstructing pedestrian infrastructure to accommodate a two-way separated Class IV bikeway, new sidewalk, and concrete bus pads.

40<sup>th</sup> Street (Adeline Street to IKEA Entrance) improvements would include:

- Lane realignment to accommodate two-way separated Class IV bikeway on the north edge of the roadway.
- Thin grind and asphalt concrete overlay.
- Asphalt concrete conforms adjacent to new concrete work.
- Full depth pavement reconstruction in areas of new islands for bikeway separation.
- Removal of existing roadway improvements as needed.
- Construction of sidewalk on Hubbard Street.
- Multi-use pathway connection between Hubbard Street and Halleck Street up to 4.5 feet in height.
- Addition of concrete bus pads at bus stops.

Shellmound Street (IKEA Entrance to Christie Avenue) improvements would include:

- Lane realignment to accommodate two-way separated Class IV bikeway on the west edge of the roadway.
- Thin grind and asphalt concrete overlay.
- Asphalt concrete conforms adjacent to new concrete work.
- Roadway improvements, including excavation to a maximum depth of one foot below existing grade.

Addition of one concrete bus pad at one bus stop.”

Staff has since completed two comprehensive reports in August 2025 to further refine the Project description and design: the updated Technical Memorandum and a new Truck Activity Analysis Memo. These studies were undertaken to provide a robust, data-driven validation of the design concepts, which included the City Council directed partial

and full closures of certain side streets. The key findings of these reports confirm that the Project description is ready for approval by the City Council:

- **Safety Benefits Confirmed:** The design was analyzed based on a pre- and post-COVID 12-year collision history (2013-2024). The analysis reaffirmed that the proposed design elements using the safe system approach philosophy from FHWA such as protected bikeways and intersection closures are the most effective solutions for addressing the corridor's persistent and high-risk collision patterns.
- **Traffic Operations Validated:** Traffic modeling confirmed that even with the proposed changes, the majority of the 27 Project area intersections are operating at LOS A or B. Four of the intersections will operate at LOS D and of those four, two of those were already operating at LOS D pre-project. The Project balances significant safety gains with efficient traffic flow for vehicles and transit.
- **Business and Truck Access Addressed:** The Truck Analysis provides a foundational analysis of existing commercial vehicle use on the side streets impacted by the Project. It quantifies a sample period for the number and type of trucks using these routes, documents existing circulation patterns, and identifies key issues such as prohibited turning movements. Based on this data, it was determined that WB-40 trucks are able to use the Project's recommended routes to businesses. Larger trucks will be able to drive through the closures using the emergency access route via an encroachment permit process. The memo offers preliminary recommendations for truck routes and signage, which will serve as the basis for a more detailed circulation plan to be developed in coordination with affected businesses.

### ***Environmental Review Status and Next Steps***

If the City Council approves the project description, staff will use this approved design to complete the CEQA review for the Project. Staff anticipates returning to the City Council for consideration of the final Project following preparation and finalization of the environmental document which fully analyzes and address any potential environmental impacts. Staff and consultants will evaluate the Project in accordance with CEQA and anticipate preparation of an Initial Study and Mitigated Negative Declaration

Staff recommends that the City Council formally approve the project description. Assuming that the environmental review and analysis results in completion of an Initial Study and Mitigate Negative Declaration, that document would be released for a public review period (30 days is the minimum required by CEQA, but staff anticipates providing at least a 45-day review period to ensure ample community feedback and to account for the holiday season). A tentative comment period is slated to be late November 2025 to mid-January 2026. Staff further recommends that the City Council provide direction to undertake the CEQA review for the Project and to bring it back for final consideration once CEQA review and the NEPA process are complete.

## **FISCAL IMPACT**

There is no fiscal impact with this item.

## **STAFF COMMUNICATION WITH THE PUBLIC**

City staff have developed a dedicated webpage on the City's official website providing comprehensive, up-to-date information about the Project. This resource is intended to enhance transparency and keep the public informed throughout the Project's duration. In addition, extensive public outreach has occurred including but not limited to:

### ***Mailers:***

- 612 postcards were sent to residents and businesses within a quarter mile of the corridor.
- 454 detailed mailers were delivered directly along 40th Street and intersecting unsignalized streets, with an additional 11 hand-delivered where needed

### ***Meetings & Events:***

- 7 in-person meetings were held in June–July 2023 (presentations + materials shared).
- Telephone outreach included 9 calls to local residents and business representatives.
- A community workshop took place in August 2018, along with intercept surveys at bus stops in Fall 2018

### ***Virtual Workshops:***

- 4 virtual workshops were conducted, engaging 22 participants

### ***Stakeholder Engagement:***

- 16 additional in-person meetings with 42 stakeholders (e.g., property owners, business leaders)

### ***Surveys & Feedback:***

- The Project received 203 survey responses.

Additionally, the Project has been discussed at various Transportation Committee, Transportation and Sustainability Committee, and Bicycle and Pedestrian Advisory Committee meetings as part of regular Public Works updates since 2018.

## **CONFLICT OF INTEREST**

None.

## **CONCLUSION**

Staff recommends that the City Council adopt the above-entitled resolution approving the project description as set forth in Attachment A for the 40<sup>th</sup> Street Multimodal Project; and directing staff to return this Project to the City Council for consideration

following the completion of the CEQA and National Environmental Policy Act (NEPA) environmental review processes.

**PREPARED BY:** Ryan O’Connell, Senior Civil Engineer

**APPROVED AND FORWARDED TO THE  
CITY COUNCIL OF THE CITY OF EMERYVILLE:**



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LaTanya Bellow, City Manager

**ATTACHMENTS**

- Attachment A – Project Description
- Attachment B – 40th Street Multimodal Traffic and Operations Analysis Technical Memorandum (August 2025)
- Attachment C – 40th Street Multimodal Project - Truck Activity Analysis Memo (August 2025)
- Draft Resolution