



Final Task 6C. Evaluation Memo

Updated: October 6, 2025

INTRODUCTION

This memo presents the results of the evaluation of the three corridor scenarios developed for Task 6A. Develop Scenarios and 6B. Visualizations as part of the California Department of Transportation's (Caltrans) Vision 980-Phase 1 Study. This memo includes a summary and identification of the key features of each corridor scenario. The three corridor scenarios are organized by broad themes, each with a different approach to test a specific combination of strategies. The term "corridor scenario" is used in this memo to reinforce that these are preliminary concepts that will continue to be refined over the course of the study. The corridor scenarios evaluated in this memorandum include **Enhance**, **Cover**, and **Remove**. Each scenario is evaluated against the relevant goals and objectives from Task 2B. Goals and Objectives and classified as Substantially Meets, Generally Meets, or Does Not Meet the relevant goal/objective. The results from Task 3B. Equity Assessment and the second round of public engagement are included as part of this memo. The information from this memo will lead to the development of Task 7. Recommend Corridor Concept/Vision and Identify Next Steps. The results of the evaluation were shared with the Technical Advisory Committee in October 2025.



EVALUATION METHODOLOGY PROCESS

The development of the corridor scenarios was guided by the Task 2B. Goals and Objectives and vetted through an extensive engagement process. The corridor scenarios represent a range of approaches to meet study goals and community needs. Each includes a different combination of strategies and level of investment as well as related impacts.

This evaluation process will provide Caltrans with the information needed to identify one or more corridor scenarios that will move to the next phase of the study. This evaluation will also help Caltrans identify the specific strategies in each corridor scenario that advance study goals and should be included in future phases of the study.

EVALUATION OF CORRIDOR SCENARIOS

To identify which of the corridor scenarios best meets study goals, each scenario was screened in an evaluation matrix. This evaluation matrix illustrates how each scenario meets and supports the Task 2B. Goals and Objectives and what was heard during the second round of public engagement.

ENHANCE

The intent of the Enhance corridor scenario is to achieve study benefits without significantly changing the existing freeway and local street infrastructure. As shown in Figure 1 and Figure 2, this corridor scenario assumes that investments in the bicycle and pedestrian environment, including upgraded bike lanes, sidewalks, and pedestrian crossing improvements planned by the City of Oakland and other agencies would be implemented.

Features

- Avoids significantly changing the existing freeway and local street infrastructure
- Relatively quick near-term implementation and minimal intervention with only investments from the City of Oakland and partner agency support

Opportunities

- Improves connectivity with enhancements in the bicycle and pedestrian environment

Challenges

- Does not provide additional connectivity across I-980
- Multimodal improvements limited to bicycle and pedestrian environment
- No new land for parks/open space or new development
- No additional opportunities for economic development

Figure 1: Enhance Corridor Scenario West of San Pablo Avenue

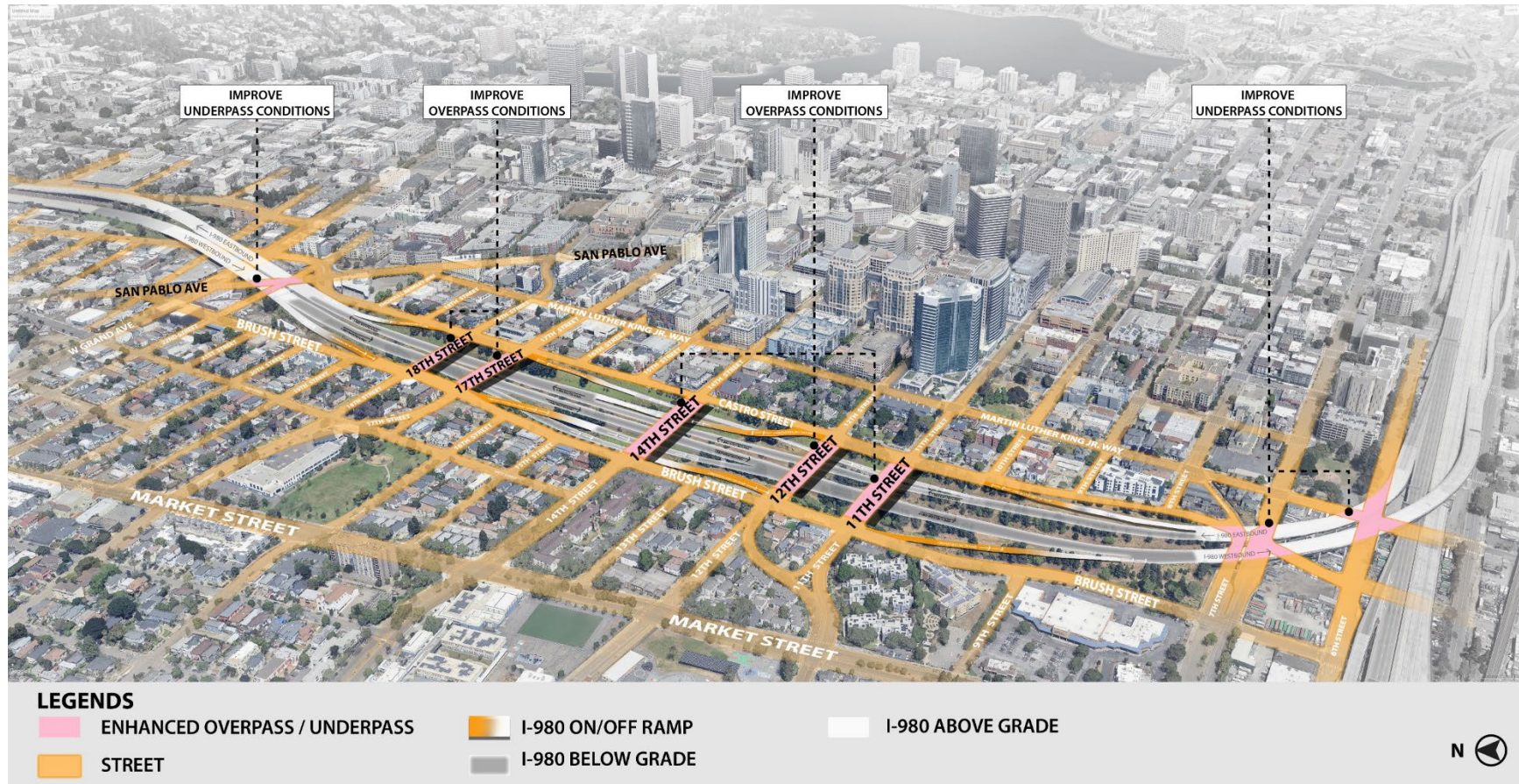
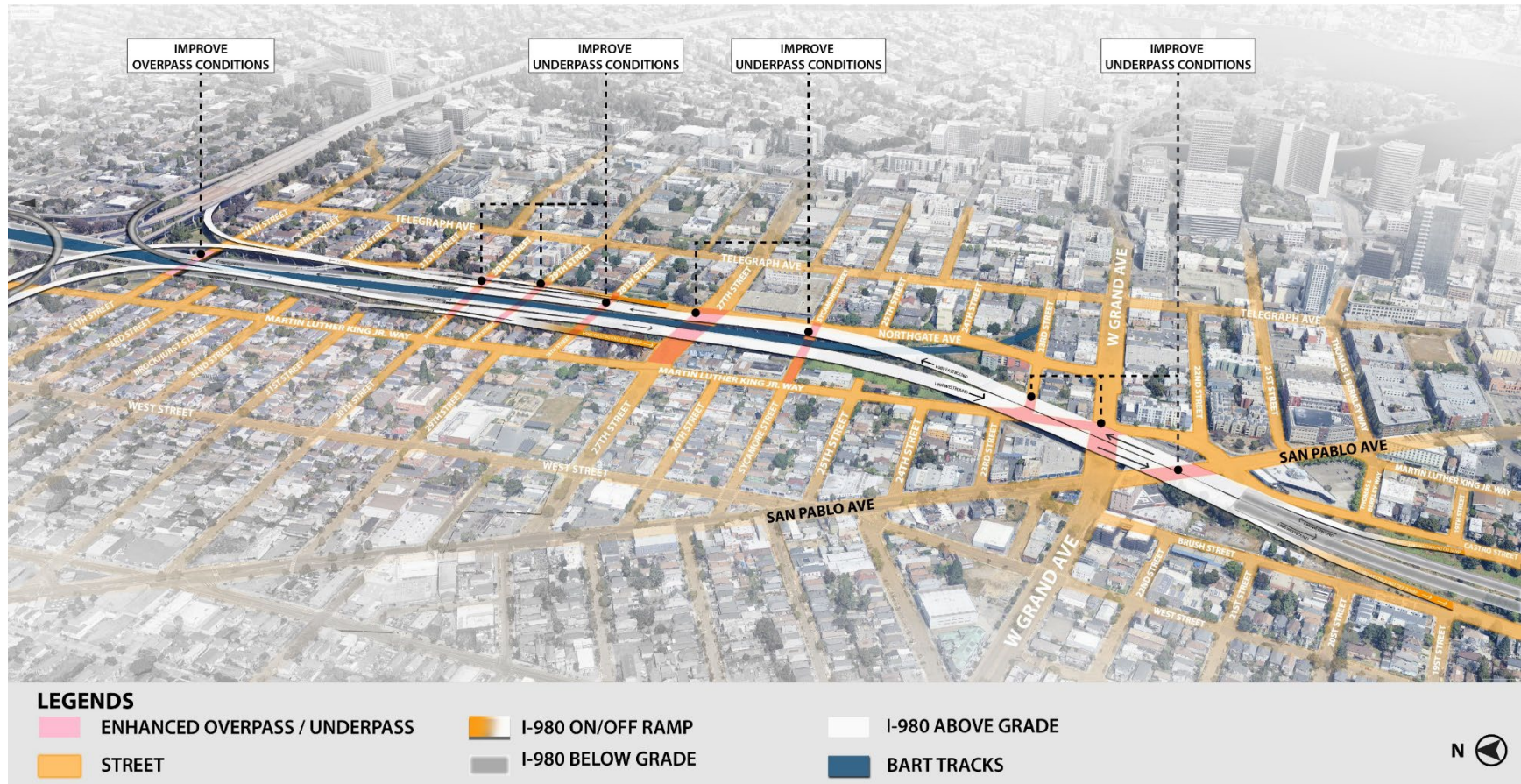


Figure 2: Enhance Corridor Scenario East of San Pablo Avenue





COVER

In addition to implementing the proposed city improvements from the Enhance corridor scenario, the Cover corridor scenario also proposes to cap/deck the depressed freeway west of San Pablo Avenue. As shown in Figure 3 and Figure 4, a cap/deck is also proposed east of San Pablo Avenue where the depressed section of freeway divides Grove Shafter Park.

Features

- Cap/deck depressed freeway west and east of San Pablo Avenue near Grove Shafter Park
- Improves existing overpasses/underpasses west and east of San Pablo Avenue and includes investments from the City of Oakland
- Reconnects the street grid and adds other crossings where feasible

Opportunities West of San Pablo Avenue

- Enhanced connectivity across I-980
- Caps/decks would allow for limited development
- New opportunities to rebuild complete neighborhoods
- Opportunities for creative placemaking

Opportunities East of San Pablo Avenue

- N/A (limited)

Challenges West of San Pablo Avenue

- Street network remains largely as-is and limits safety improvement opportunities
- Limited economic development opportunities

Challenges East of San Pablo Avenue

- Street network remains largely as-is and limits safety improvement opportunities
- Limited economic development opportunities
- Limited opportunities to free up land east of San Pablo Avenue

Figure 3: Cover Corridor Scenario West of San Pablo Avenue

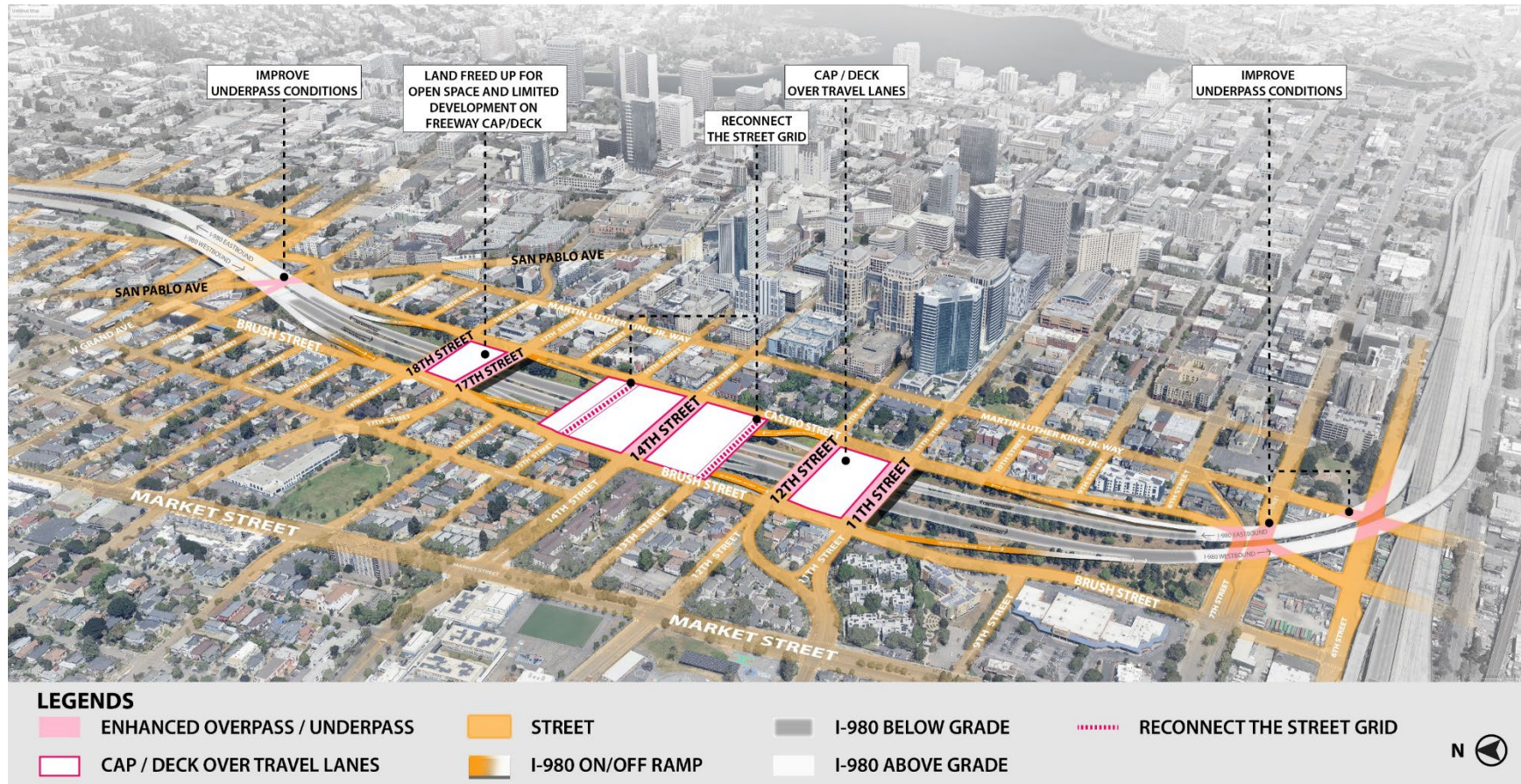
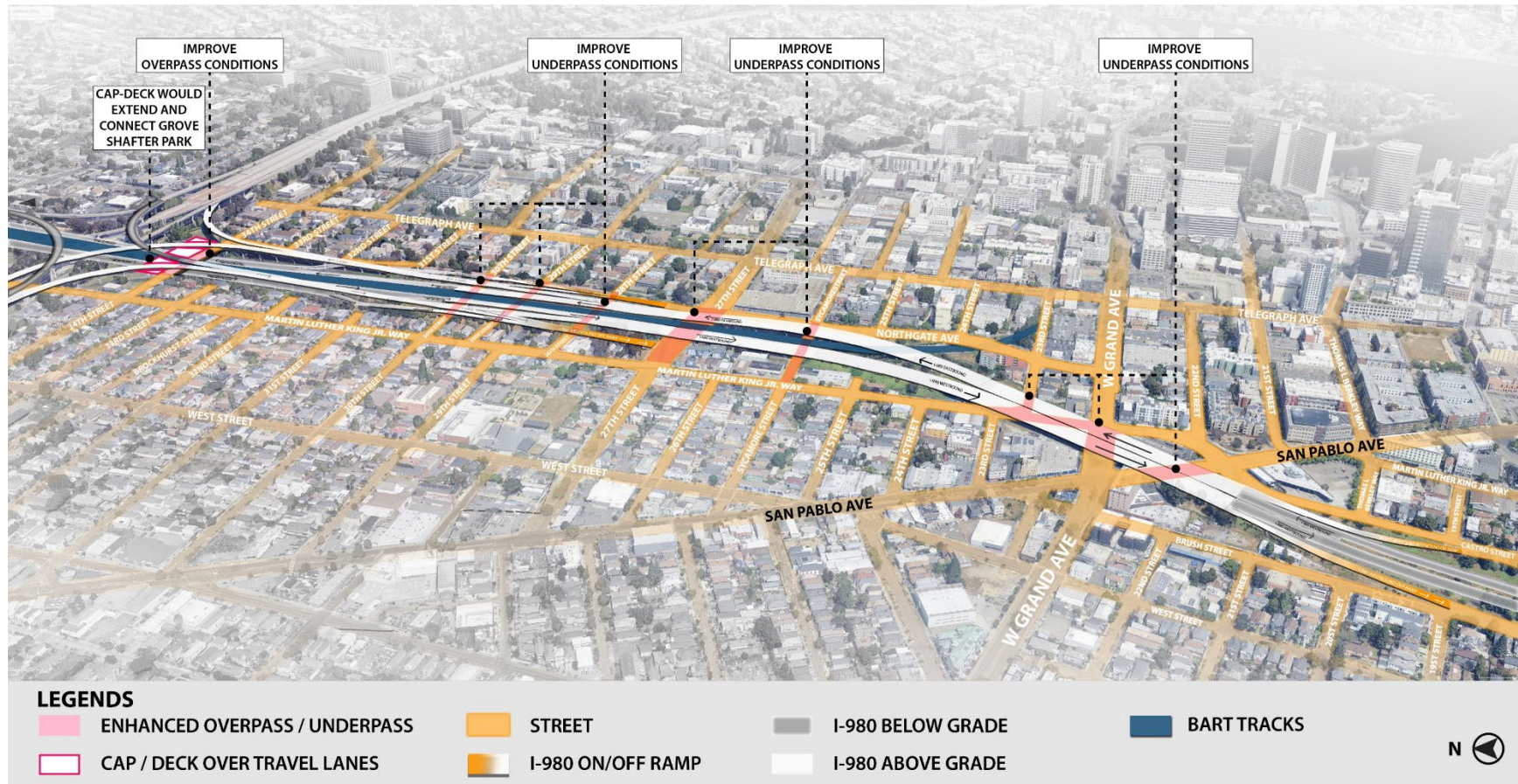


Figure 4: Cover Corridor Scenario East of San Pablo Avenue



REMOVE

The Remove corridor scenario proposes the full removal of the freeway and associated on/off ramps. As shown in Figure 5 and Figure 6, a new boulevard would be located within the right-of-way of the former freeway. This would free up land for new development based on community priorities.

Features

- Full removal of eastbound and westbound travel lanes and on/off ramps between I-580 and I-880
- Redirect traffic to new boulevard or reworked Brush Street or Castro Street
- Reconfigure I-880 and I-580 interchanges

Opportunities

- Enhanced connections across I-980
- Modify the street network and re-establish street grid
- New boulevard alleviates local streets of increased traffic
- Opportunities for creative placemaking, economic development, and new parks/open space and development

Challenges

- Requires a holistic study of the region's highway network and significant planning effort and implementation timeline
- Construction may adversely affect the street grid and adjacent properties and cause economic disruption to local businesses
- Development of the freed up land could result in gentrification

Figure 5: Remove Corridor Scenario West of San Pablo Avenue

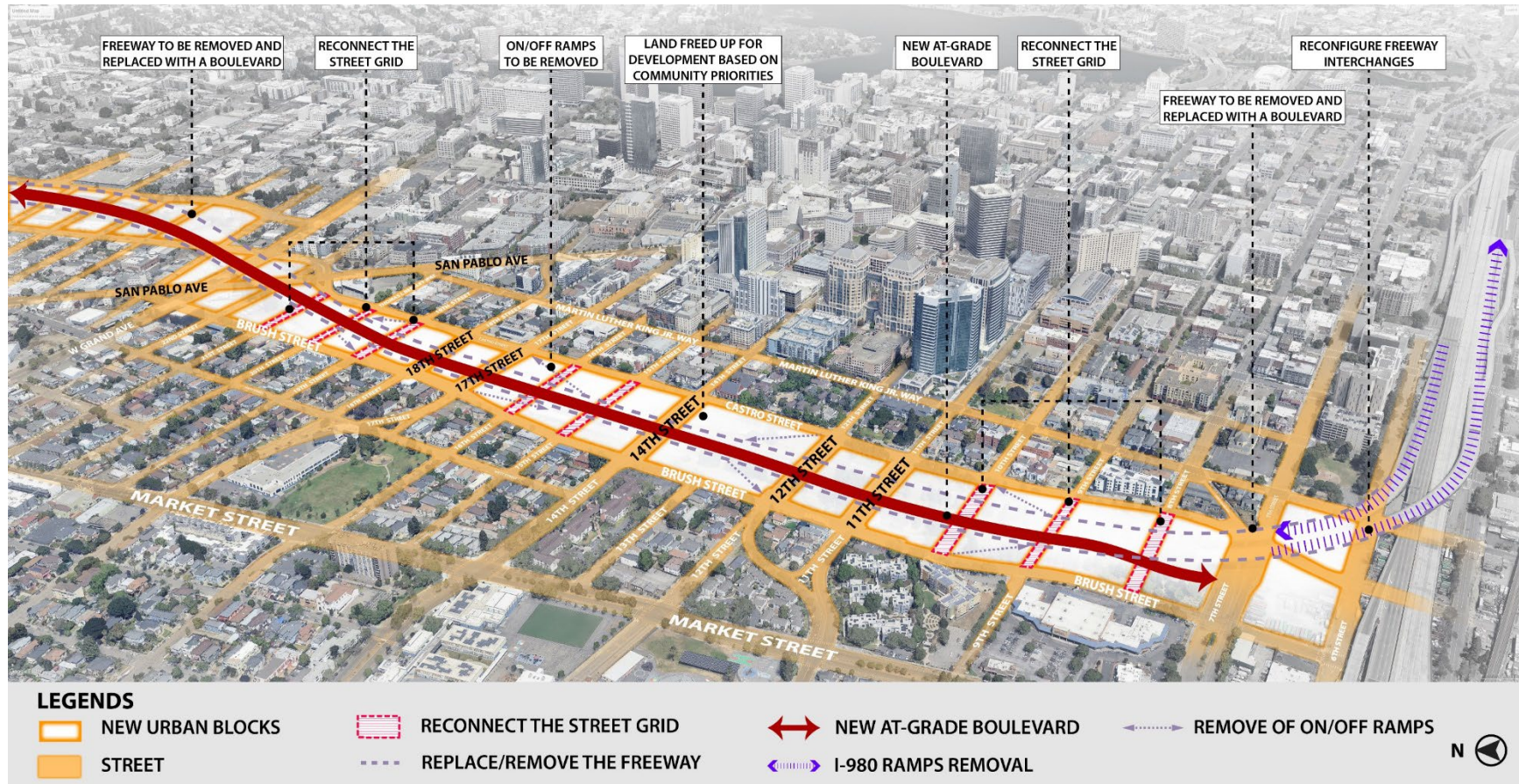
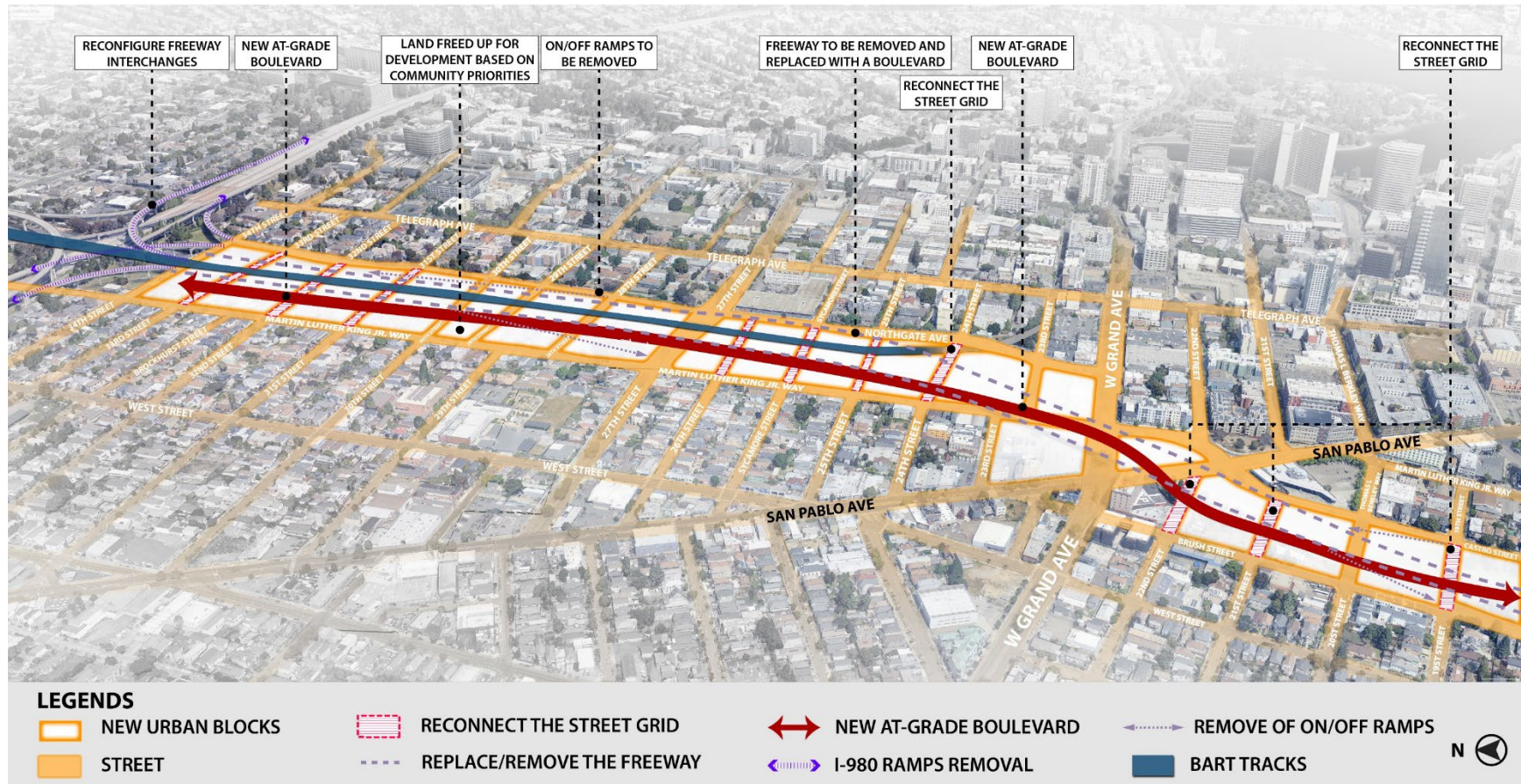


Figure 6: Remove Corridor Scenario East of San Pablo Avenue



EVALUATION MATRIX

This section evaluates the corridor scenarios against relevant study goals to identify the scenario(s) that should be advanced to the next level of analysis. Five goals were identified to guide the development of the study, however, not all study goals are able to be evaluated against the scenarios. The study goals relevant to this evaluation include:

1. Create community-informed transportation+ project concepts that address transportation, housing, economic development, parks, and culture to improve all aspects of quality of life in Oakland.
2. Foster a more sustainable West Oakland neighborhood by addressing corridor-induced environmental trauma like air quality, urban heat, and public health outcomes, and planning resilient new infrastructure.
3. Engage the community with humility to earn a meaningful and long-lasting relationship that empowers co-creation and collaboration from visioning through implementation.
4. Develop equity outcomes that directly benefit West Oakland residents, exceeding compliance with Title VI, the National Environmental Policy Act, and disadvantaged business enterprise regulations, or the status quo of reducing harm.
5. Identify public policies to achieve anti-displacement and anti-gentrification project concepts, and create project policies that bring project workforce opportunities to West Oakland residents.

The evaluation matrices below summarize how each scenario meets the objectives outlined in the Task 2B. Goals and Objectives memo. Some of these objectives (marked “TBE”, or to be explored) will be addressed in future phases of the study. Key findings from the Task 3B. Equity Assessment are presented after the matrices.

Goal 1: Create community-informed transportation + project concepts that address transportation, housing, economic development, parks, and culture to improve all aspects of quality of life in Oakland.

Table 1: Goal 1 Results

Objective	Enhance	Cover	Remove
Collaborate with the West Oakland communities to define “reconnect” to inform concepts	▲	▲	▲
Develop multimodal transportation solutions and complete streets that improve options and road safety for the West Oakland community and connect to existing bus and rail services	■	●	▲
Align land use to the vision for housing, economic development, and parks developed in Phase 1, including types, scale, and location	●	●	▲
Identify and include alternatives to address basic infrastructure gaps with project concepts	■	●	▲
Identify community assets to preserve, improve connection to, or center in concepts	▲	▲	▲
Leverage infill and activation opportunities of vacant and underutilized land to improve or eliminate public safety and public health issues that occur in those spaces	●	●	▲

▲ = Substantially Meets	● = Generally Meets	■ = Does Not Meet
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Goal 2: Foster a more sustainable West Oakland neighborhood by addressing corridor-induced environmental trauma like air quality, urban heat, and public health outcomes, and planning resilient new infrastructure.

Table 2: Goal 2 Results

Objective	Enhance	Cover	Remove
Explore the project alternative of complete removal of the freeway corridor along with traffic engineering options that do not route or divert traffic onto other West Oakland neighborhood streets	■	■	▲
Identify environmental risks and mitigations for deconstruction and new construction in project concepts, whether freeway corridor removal or other options	TBE	TBE	TBE
Include green infrastructure strategies to improve fresh oxygen sources, manage stormwater, create heat-absorbent streets and large surface areas, and more	TBE	TBE	TBE
Explore circular economy opportunities to repurpose materials that currently exist in West Oakland, whether they give new purpose to what would otherwise become non-biodegradable waste or preserve a piece of West Oakland history and culture	TBE	TBE	TBE

▲ = Substantially Meets	● = Generally Meets	■ = Does Not Meet	TBE = to be explored in future phases of the study
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Goal 3: Engage the community with humility to earn a meaningful and long-lasting relationship that empowers co-creation and collaboration from visioning through implementation.

In developing the scenarios, the study team engaged the community equally on all three scenarios to gather community aspirations as well as specific feedback. Therefore, evaluating how each scenario meets this goal is not a distinguishing factor in the evaluation of the scenarios. However, evaluating how each scenario responds to the input received from the community is a differentiator. Accordingly, the evaluation matrix for this goal consolidates specific feedback and comments gathered throughout the engagement process, organizing them into study metrics suitable for assessment. Table 3 evaluates key elements of the community's input, illustrating how each scenario addresses these expressed interests.

Table 3: Goal 3 Results

Objective	Enhance	Cover	Remove
Enhance bike and pedestrian infrastructure and strengthen public transit connections	●	●	▲
Enhance safety by implementing traffic calming measures, maintaining unobstructed sight lines, and upgrading lighting systems	●	●	▲
Create spaces for parks & increase greenery	■	●	▲
Provide additional land use options through new urban blocks to facilitate the development of housing, community facilities, and businesses according to community needs	■	●	▲
Eliminate the freeway and implement transformative initiatives to reconnect West Oakland	■	■	▲

▲ = Substantially Meets	● = Generally Meets	■ = Does Not Meet
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Goal 4: Develop equity outcomes that directly benefit West Oakland residents, exceeding compliance with Title VI, the National Environmental Policy Act, and disadvantaged business enterprise regulations, or the status quo of reducing harm.

Table 4: Goal 4 Results

Objective	Enhance	Cover	Remove
Acknowledge and address the trauma experienced by legacy Black West Oakland residents with harm repair strategies that make amends for the negative impact I-980 continues to have on them, and lead intra-agency and inter-agency dialogues on how to manifest the harm repair strategies	■	●	▲
Develop equity metrics to measure progress on achieving various equitable outcomes	▲	▲	▲
Identify different audience groups within the community to create benefits commensurate to their lived experiences	▲	▲	▲
Engage the community and TAC to inform equity metrics and equitable outcomes	▲	▲	▲
Foster ongoing learning from inspiring Reconnecting Communities projects with effective or innovative equity approaches nationally	▲	▲	▲

▲ = Substantially Meets	● = Generally Meets	■ = Does Not Meet
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Goal 5: Identify public policies to achieve anti-displacement and anti-gentrification project concepts, and create project policies that bring project workforce opportunities to West Oakland residents.

Goal 5 was applied uniformly across all of the scenarios. The associated objectives are related to policy, procedure, or other non-spatial strategies that are not specific to a scenario (as shown in Table 5).

Table 5: Goal 5 Results

Objective	Enhance	Cover	Remove
Understand policy gaps that have allowed past and present displacement and gentrification and engage the appropriate public agency on ways to bridge the gaps	TBE	TBE	TBE
Identify policies that will align private sector partners to anti-displacement and anti-gentrification goals, including developers, micromobility companies, and similar	TBE	TBE	TBE
Develop a community agreement with a signatory pledge from the appropriate agencies committing to program policies to prioritize West Oakland residents for project workforce opportunities	TBE	TBE	TBE

TBE = to be explored in future phases of the study

EVALUATION FINDINGS

The summary of responses for each scenario is shown in Table 6. The Enhance scenario improves safety and connectivity, however it does not invest in the transformational changes needed to reconnect West Oakland to downtown nor does it create any new land for development based on community priority. There are no additional opportunities for affordable housing beyond what already exists. Therefore, the Enhance scenario generally does not meet the assessed goals.

The Cover scenario utilizes highway caps to generate new land for development informed by community priorities and introduces additional parks west of San Pablo Avenue, as well as expanded parks east of San Pablo Avenue. It involves notable investments in the reconnection of the street grid. While this approach offers significant advantages for the community, certain limitations around development remain; furthermore, the distribution of benefits is uneven along the corridor, with the majority of investments and positive impacts concentrated west of San Pablo Avenue. Therefore, the Cover scenario generally meets the assessed goals.

The Remove scenario eliminates the highway, fully restores the street grid, and offers the most opportunity for new development and parks/open spaces based on community priorities. This scenario permits the most flexibility in the future design of neighborhood investments to create a complete community. Therefore, the Remove scenario substantially meets the assessed goals.

Table 6: Response Summary

Response	Enhance	Cover	Remove
Substantially Meets	6	6	17
Generally Meets	4	9	0
Does Not Meet	7	1	0
TBE	6	6	6



RESULTS OF THE EQUITY ASSESSMENT

This section summarizes the findings of the equity assessment (refer to the Task 3B. Equity Assessment memo and Task 2D. Evaluation Framework and Equity-Based Performance Measures dashboard for more information). The study seeks to address harms caused by I-980's construction, focusing on repairing relationships and supporting legacy and displaced Black residents in West Oakland. The study aims to reconnect neighborhoods, improve equity, and deliver benefits such as safer streets, cleaner air, and better landscaping.

Each corridor scenario embodies a different approach to repairing harm and providing equitable solutions for West Oakland and the surrounding communities. A comprehensive set of investments to improve connectivity, including transportation and other infrastructure, along with land use changes, can support a vision to enhance the quality of life for both legacy and new residents, as well as businesses. While these tactics are not reflected in the corridor scenarios, they will be addressed and described in the recommended corridor concept/vision based on the evaluation process.

The results of each corridor scenario's evaluation against equity related goals are summarized below.

- **Enhance:** Improves safety and connectivity but does not restore the street grid or create new land for development. Scores lowest on equity and community repair, with 14 passes and 20 fails in the evaluation metrics.
- **Cover:** Proposes highway caps to reconnect the grid and add new land for parks and open space, and potential community or cultural facilities. Offers substantial benefits but has development limitations and scores second, with 20 passes and 14 fails.
- **Remove:** Removes the highway, restores the street grid and creates the most amount of new land for housing, commercial use, and open space. Scores highest on equity and repair, with 22 passes and 12 fails.



Reconnecting Communities

SUMMARY OF CORRIDOR SCENARIOS EVALUATION

ENHANCE

The Enhance corridor scenario does not meet the goals of the study. Only minor changes are planned for the study area, with connectivity and the street grid largely unchanged. Improvements mainly target bicycle and pedestrian improvements, with no new opportunities for parks, open space, or development, and offer limited prospects for enhanced community-based economic development.

COVER

The Cover corridor scenario generally meets the goals of the study. However, the scenario creates uneven opportunities and challenges in the areas west and east of San Pablo Avenue. Improvements in mobility—such as enhanced network connectivity and new crossings over I-980—are mainly concentrated west of San Pablo Avenue resulting in greater potential to build complete neighborhoods, foster creative placemaking, develop open spaces, and construct limited new development on the proposed cap/deck over the freeway.

In contrast, the area east of San Pablo Avenue has fewer opportunities for the development of complete neighborhoods and the implementation of creative placemaking strategies, which will limit economic development opportunities.

REMOVE

The Remove corridor scenario substantially meets the goals of the study and partially addresses the topic of harm repair from the original construction of I-980. This scenario proposes the maximum interventions of the three corridor scenarios. There are multiple opportunities associated with removing I-980, including improved mobility through enhanced connections, better pedestrian and bike access, restoration of the historic street grid, and increased flexibility for local and regional transit. With regard to new land uses, removing I-980 would make way for complete neighborhoods, creative placemaking, new parks, and open spaces, potentially freeing 42-67 acres for housing and community purposes while encouraging large-scale redevelopment and economic growth. However, challenges exist, such as the need for extensive planning to remove lanes and ramps between I-580 and I-880, potential construction disruptions to the existing street grid, and short-term impacts on nearby properties and businesses.