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# DOWNTOWN CAMPBELL DEVELOPMENT PLAN & STANDARDS

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Prepared by:  
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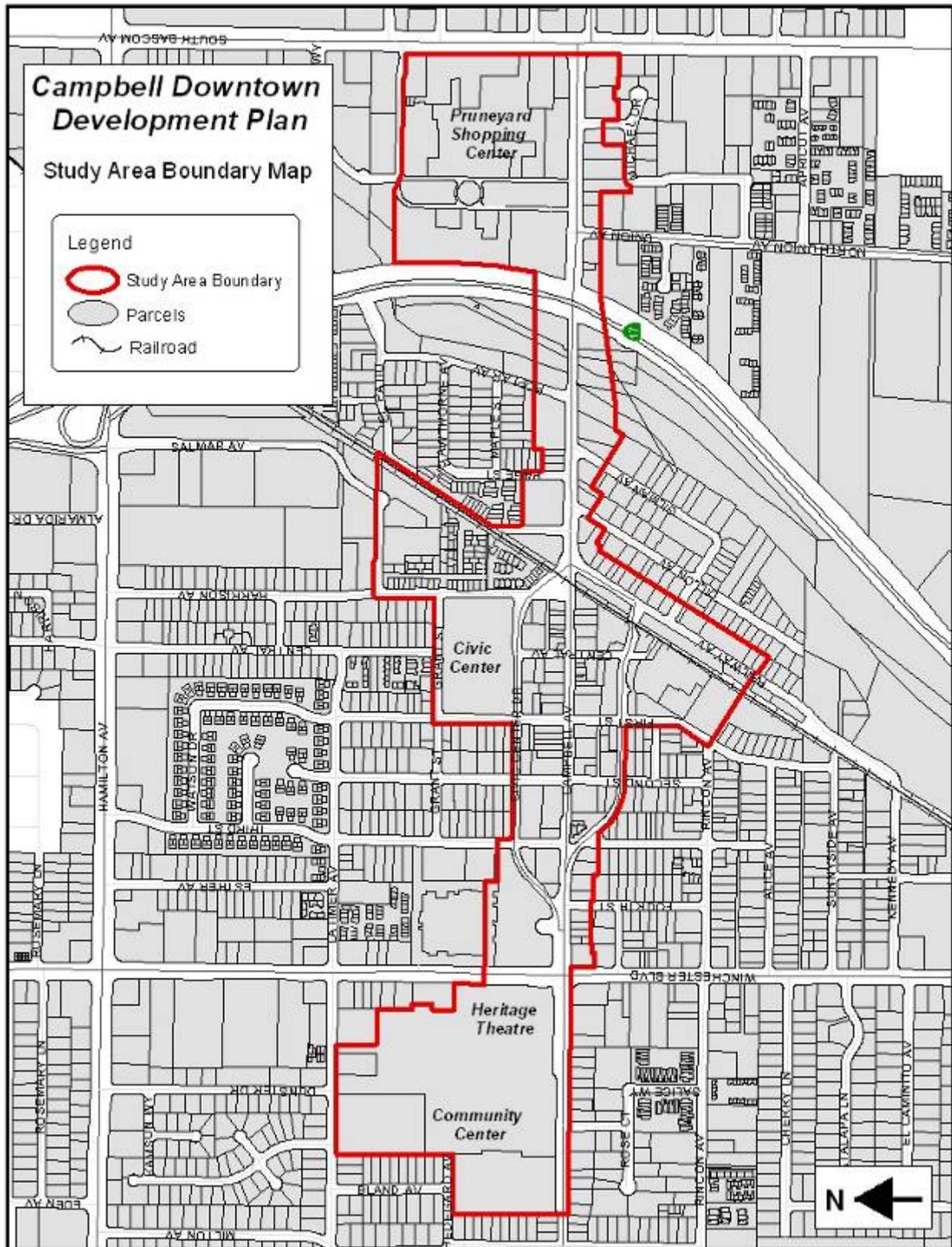
## BACKGROUND

The Downtown is the birth place of Campbell. Established in the late 1800's as an agricultural community, Campbell was one of the largest processed fruit exporters in the country. The City incorporated in 1952, and by that time the Downtown was firmly established as the commercial, civic and cultural center of the City. Since the 1970's, the Downtown core has been defined as the area along East Campbell Avenue bound by the loop streets, Civic Center Drive and Orchard City Drive. Historically, this stretch of East Campbell Avenue, especially between Second Street and the light rail tracks, has provided a full range of retail and commercial services and has been the heart of the city. In the late 1960's and 1970's, the area declined in importance due to the closure of the fruit packing plants and the rise of strip commercial developments along Hamilton Avenue, Bascom Avenue and Winchester Boulevard. The following years saw suburban malls and suburban neighborhoods replace fruit orchards. Retail shopping patterns changed throughout the Santa Clara Valley leading to the demise of the central business district in traditional downtowns such as Campbell.

The Central Campbell Redevelopment Project Area was created in 1983 with the primary goal of reestablishing the Downtown as the City's vibrant core. One of the first major steps in the redevelopment process was to develop a Downtown Revitalization Plan. In 1988, the Campbell Downtown Development Plan was completed as a result of one and a half years of study and discussion of various planning and revitalization issues. The Downtown Plan helped form policy as it relates to density, building form, historic preservation, infrastructure and parking; and, direct the growth and development of the Downtown.

In 1996, the Plan was updated to take into account changing conditions and a revised vision for public parking, density and scale. Also, light rail was being planned for the Downtown that would bring new opportunities. Since 1996, considerable progress has been made in the redevelopment of the Downtown that includes new commercial buildings, destination retail businesses and new restaurants. Blighted properties have been redeveloped into new residential homes, mixed use development and a new public parking structure. Gross sales generated in the Downtown has grown annually from approximately \$3 million in 1990, to over \$26 million in 2006.

Moving forward, the City looks to build on that progress and help bring the Downtown into the 21<sup>st</sup> century, while preserving its historic character, and working to position it in the competitive marketplace that is Silicon Valley.



Study Area Boundary Map



## INTRODUCTION

The purpose of this document is to provide a vision for Downtown Campbell and a framework for the physical development, business development and preservation of the Historic Downtown. Since the first Development Plan was adopted over 18 years ago, a number of identified revitalization projects have been completed under the guidance of the Redevelopment Agency and the City. These major projects include:

- Underground Utilities: The undergrounding of utilities on East Campbell Avenue;
- Streetscape Improvements: The construction of a \$2.5 million streetscape improvement project which enhanced the Downtown with attractive landscaping, hardscape, lighting and traffic improvements;
- Ainsley House Relocation: The relocation of the historical Ainsley House to the Civic Center Compels to serve as a community focal point;



*Ainsley House, Built 1925*

- Traffic Enhancements: The conversion of East Campbell Avenue from one-way to two-way traffic to enhance retail accessibility;
- Public Parking: The addition of a 300 space parking structure and the addition of 100 parking spaces on the loop streets;
- Light Rail: Light rail connecting Downtown Campbell with Downtown San Jose and beyond;



*Downtown Campbell Light Rail Station*

- Mixed Use: The construction of a 50,000 square foot mixed use retail/residential project; and,
- Storefront Improvement Program: A storefront improvement program that has leveraged \$150,000 to achieve approximately \$500,000 worth of improvements to create attractive storefronts and restaurants.

This Plan Update looks to position the Downtown for success in the 21<sup>st</sup> Century, and to enhance its role as a community gathering place and the heart of the City.



The vision for Downtown Campbell is to continue to reinforce its place as the center for community activity, cultural and civic events, and as a vibrant central business district. It is intended that the Downtown be an active, walkable central business district that attracts local residents and visitors to experience a variety of retail businesses and restaurants. The ground level along East Campbell Avenue is slated for retail and restaurant to provide a vibrant, pedestrian-oriented streetscape.

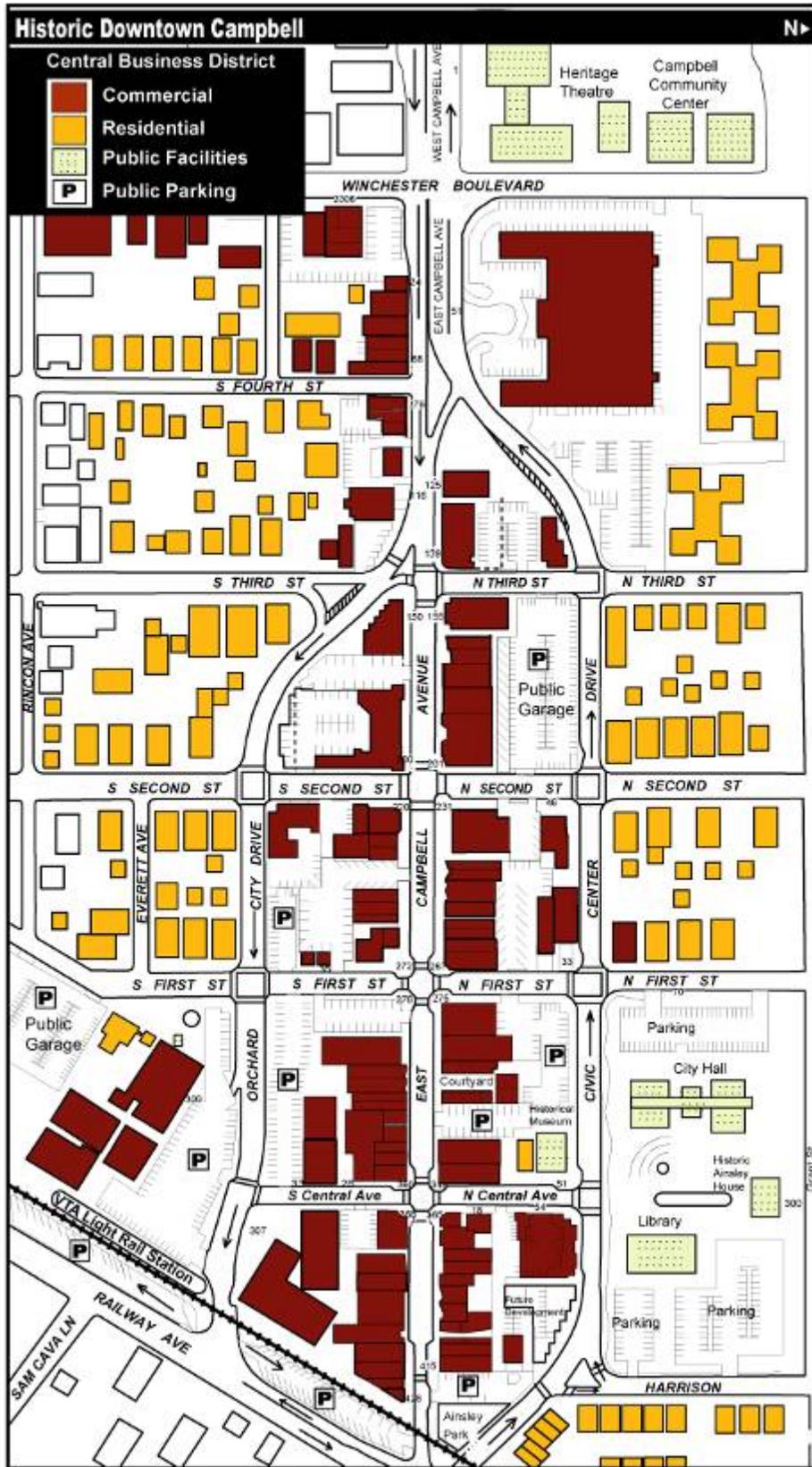
The Downtown is distinguished from other commercial districts by its scale, density, continuous pedestrian-oriented retail frontage, and the historic character. The new light rail connection from Campbell to San Jose and beyond presents opportunities to grow the Downtown with mixed use development that incorporates residential built close to commercial and transportation services. Having residential in the Downtown area is an essential ingredient to balancing day time and night time activities that support a thriving and vibrant central business district.

New development in the Downtown should look to take advantage of opportunities to create viable retail and/or mixed use buildings that contribute to the context and scale of the Downtown, while maintaining its small town scale. Architectural styles should complement the traditional context of the Downtown and avoid contemporary designs that may be more appropriate in larger urban centers.

Downtown Campbell is unique because of its small town, historic character. Furthering its growth while keeping its heritage intact will be accomplished through partnership between the City and its stakeholders. By implementing the Goals, Policies and Strategies outlined in this Plan, Downtown Campbell will continue to flourish as a vital and successful central business district.



*Country Women's Club Building, Built 1923*





## GOALS, POLICIES AND STRATEGIES

### LAND USE

#### *Economic*

Goal LU-1: To continue the development and revitalization of the Downtown area in a manner that positions it as a viable, self-sustaining commercial district in the competitive market place of Silicon Valley.

Policy LU-1.1: Development Potential: To maximize the development potential of property within the C-3 zone, particularly ground floor retail and restaurant space.

Strategy LU-1.1a: Encourage the development and redevelopment of property in the C-3 zone by developing land use strategies and incentives that create attractive, functional ground floor retail space along Campbell Avenue.

Strategy LU-1.1b: Require new or converted retail space to include tall ceilings and expansive storefront windows to provide the appropriate setting for displaying and marketing retail merchandise.



*175 – 201 East Campbell Avenue ~ Mixed Use Building, 2006 Under Construction*

Goal LU-2: Work to develop and promote a variety of retail businesses and diversification of eating establishments that will help create a unique destination and identity for Downtown.

Policy LU-2.1: Ground Level Commercial: Develop and maintain the ground floor space along East Campbell Avenue between Third Street and the light rail tracks as a distinctive retail and restaurant experience with ground floor uses that are diverse and interesting and contribute strongly to a distinctive and unique shopping experience.

Strategy LU-2.1a: Restrict the use of ground floor commercial space along East Campbell Avenue to retail/restaurant uses.



*La Pizzeria Outdoor Seating*



*Garofalo's Window Display*

### **Cultural**

Goal LU-3: To promote the Downtown as the civic and cultural center of activity for the community.

Policy LU-3.1: Public Events: Foster civic and community activities.

Strategy LU3.1a: Continue to plan and encourage civic and community activities such as the Farmer's Market, Boogie on the Bayou, the Oktoberfest and the Carol of Lights in the Downtown so as to engage the community, promote interaction and fellowship, and reinforce the Downtown as the civic and cultural center for the community.



*Sunday Farmer's Market*

Policy LU-3.2: Public Spaces: Provide attractive public gathering areas and spaces that are comfortable and desirable for the public to relax, interact and experience the Downtown.

Strategy LU-3.2a: Maintain and enhance the public spaces Downtown, including Ainsley Park and Hyde Park, in a manner that encourages public use and activity.



*Historic Style Outdoor Furnishings*



*Ainsley Park, Public Art*

## Historic Design

Goal LU-4: To promote and assist the restoration and protection of the historic character and elements that embodies the Downtown and characterizes it as a unique place.

Policy LU-4.1: Downtown Character: Require new development to be sensitive to the unique character that defines Downtown Campbell.

Strategy LU-4.1a: The historic character of Downtown shall be preserved through the protection and restoration of its historic buildings and landmarks.

Strategy LU-4.1b: New development and construction shall be of the highest quality and shall be sensitive and representative of the traditional character and theme that is depicted in the landmark buildings Downtown.



*Commemorative Sidewalk Plaques*



*Farley Building, Built 1895*

## **Residential**

Goal LU-5: To increase the residential presence Downtown to achieve an active "24 hour" downtown neighborhood.

Policy LU-5.1: Mixed Use Projects: Encourage property owners and developers to consider residential mixed use projects where appropriate, particularly east of the light rail tracks, to facilitate housing adjacent to mass transit and to help create a "24 hour" Downtown community.



125 East Campbell Avenue ~  
Mixed Use Building



200 East Campbell Avenue ~  
Downtown Nightlife

## **Physical Development**

Goal LU-6: To promote and encourage development along the loop streets, and beyond.

Policy LU-6.1: Expansion of Downtown: Facilitate and encourage the evolution of the Downtown beyond the loop streets, eastward to the Hwy 17 overpass and westward to the Community Center, through public improvements, urban design and land use patterns that connect, both visually and physically this stretch of Campbell Avenue.

Strategy LU-6.1a: Expand the Downtown boundaries while maintaining a scale that is in keeping with the "small town" image identifiable in the community and create a comfortable experience for the pedestrian.

## Density

Goal LU-7: To attain development densities that are urban in nature and representative of a traditional Downtown but remain in scale with the small town character and historic nature of the Downtown.

Policy LU-7.1: Urban/Small Town Densities: Downtown development should achieve densities and development patterns consistent with urban centers and central businesses districts, while maintaining a small town scale.

Strategy LU-7.1a: Maximum FAR shall be 1.25 unless findings are made by the Planning Commission that would allow an FAR up to 1.50.

Strategy LU-7.1b: Maximum building height shall not exceed 45 feet.

Strategy LU-7.1c: New buildings shall be in context with the height and scale of adjacent buildings.

Strategy LU-7.1d: New buildings shall maintain similar horizontal and vertical proportions with adjacent facades.



368 East Campbell Avenue

## DESIGN GUIDELINES

Goal D-1: To unify the architectural character of Downtown creating a "main street" appearance while allowing design flexibility and individual expression within the context of a design pallet which creates a distinctive urban streetscape and an interesting pedestrian experience.

Policy D-1.1: Building Orientation and Layout: New development and major rehabilitation projects shall orient buildings on the street to create a continuous development pattern geared to the pedestrian.

Strategy D-1.1a: Buildings facing East Campbell Avenue shall be designed to maintain a consistent development pattern that promotes retail activity and an active pedestrian oriented environment.

Strategy D-1.1b: Entries to retail and service commercial uses shall be encouraged along pedestrian walkways.

Strategy D-1.1c: Large buildings may be divided into multiple store fronts or similarly scaled elements to complement the existing small property divisions.

Strategy D-1.1d: Multi-story building facades on Campbell Avenue are encouraged to increase the intensity of activity, and to define and add visual interest to the street.

Policy D-1.2: Building Articulation: Given the unique character of the Downtown district, new development and major rehabilitation projects shall incorporate the traditional architectural style, articulation and details that reflect the City's history and promote its future.

Strategy D-1.2a: Building elements which add scale and interest such as second-story bay windows, parapets, and cornices, are encouraged.

Strategy D-1.2b: Stucco, brick, tile and stone shall be the primary building materials on facades in the Downtown. Using a mix of these materials is recommended.

Strategy D-1.2c: A coordinated color scheme shall be developed for each new building or facade.

Strategy D-1.2d: Fabric awnings over windows and entries are encouraged.

Strategy D-1.2e: Large areas of blank walls without fenestration or other scale articulation facing pedestrian walkways shall be discouraged.



*Window Detail ~  
County Women's Club Building*



*Window Detail~  
Bank of Campbell, Second Building*

### **Ground-Level**

Goal D-2: To create an attractive and pedestrian-oriented ground-level in the Downtown.

Policy D-2.1: Ground-Level Design Features: The Ground-Level in the Downtown shall include design features, such as consistent streetscape patterns, outdoor areas, display windows, and building articulation, which is attractive and pedestrian-oriented.

Strategy D-2.1a: Buildings facing East Campbell Avenue shall be designed to maintain a consistent development pattern that promotes retail activity and an active pedestrian-oriented environment. Recessed buildings, particularly on corner lots, may be allowed to provide for outdoor dining, public areas or design excellence determined to contribute to the overall benefit of the Downtown.

- Strategy D-2.1b: Creative and attractive display windows shall be encouraged on the ground floor to enliven the pedestrian street environment.
- Strategy D-2.1c: Open air dining areas shall be encouraged at street level facing onto East Campbell Avenue.
- Strategy D-2.1d: Finished floor level elevation of commercial buildings should not exceed one foot above sidewalk level to assure a retail storefront that is functional and maximizes visibility to the pedestrian.
- Strategy D-2.1e: Office uses along Campbell Avenue shall provide elements of visual interest along the street. Covered windows or shaded windows shall not be allowed, particularly on the ground floor.
- Strategy D-2.1f: Attention to detail should be given to elevations that include a mix of finishing materials, façade ornamentation, lighting, flower boxes and storefront articulation that reinforces the attention given to the pedestrian.



*267 East Campbell Avenue ~  
Outdoor Seating Areas*

### ***Sign Design***

- Goal D-3: To develop a creative and attractive sign environment which allows for individual business identification within a cohesive framework that identifies the Downtown as a distinct district.

Policy D-3.1: Signs: Require quality sign design.

Strategy D-3.1a: Consider increasing the existing two foot allowance for the encroachment of awnings and projecting signs into the public right-of-way along Campbell Avenue.

Strategy D-3.1b: Develop special Downtown Design Guidelines for signs.



*Municipal Lamp Post Banner*



*Multi-Tenant Coordinated Sign Program*

## ***Historic***

Goal D-4: To retain and reinforce the historic context of the Downtown and build on the established framework that is characterized by its established historic landmarks.

Policy D-4.1: Historic Preservation and Redevelopment Compatibility: The small town character of Downtown Campbell shall be maintained by encouraging the preservation of important historic resources, promoting the improvement of existing properties and businesses, and encouraging new development compatible in design with existing and newly-approved development.

Strategy D-4.1a: Meet with developers and architects early in the design process to provide them with clear direction regarding the context of traditional architectural styles in the Downtown.

## CIRCULATION, PARKING AND TRANSPORTATION

### *Vehicular & Pedestrian Circulation*

Goal CPT-1: To improve vehicular and pedestrian circulation in the Downtown.

Policy CPT-1.1: Circulation Improvements: Circulation improvements shall be considered to enhance the perception of the Downtown beyond the loop streets.

Strategy CPT-1.1a: Evaluate the east entrance into the Downtown core to determine an alignment that facilitates traffic more efficiently into the Downtown via Campbell Avenue rather than traverse around the current layout that moves traffic around the Downtown via Civic Center Drive.

Strategy CPT-1.1b: Expand the boundaries of the Downtown beyond the loop streets through vehicular and pedestrian circulation.

Strategy CPT-1.1c: Improve pedestrian circulation along the stretch of East Campbell Avenue from the railroad tracks to Fourth Street, particularly on the east end of the Downtown core.

Strategy CPT-1.1d: Pedestrian connections shall be enhanced between the downtown and the Community Center on the west and the Los Gatos Creek Trail/Pruneyard Shopping Center on the east.

Policy CPT-1.2: Vehicular/Pedestrian Interface: Employ methods to decrease vehicular speeds along the loop streets and provide a pedestrian environment and downtown feel.

Strategy CPT-1.2a: Discourage new curb cuts and access drives on East Campbell Avenue between the light rail tracks and Third Street. With new development, existing curb cuts shall be reviewed with the intention of looking at alternative access points over time in order to provide comfortable pedestrian movement between shops and buildings.

## Gateways

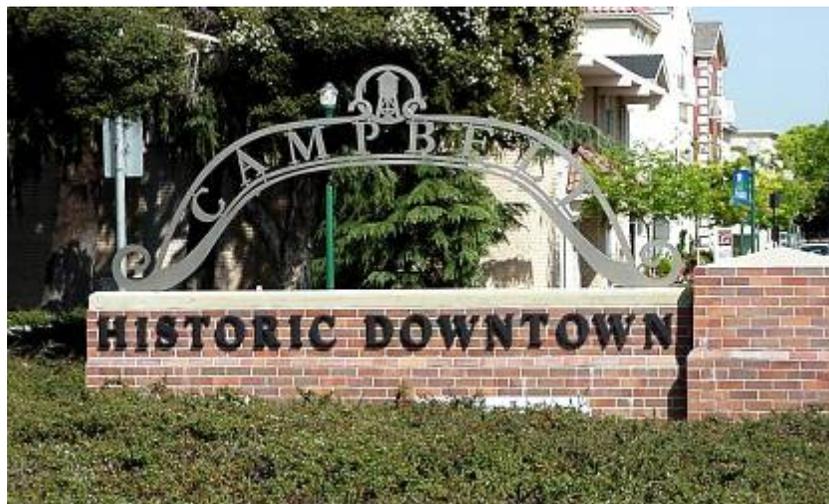
Goal CPT-2: To create attractive Gateways into the Downtown.

Policy CPT-2.1: Gateway Design: Develop and implement plans for the Downtown Gateways.

Strategy CPT-2.1a: The Salmar/Harrison Avenue entrance into Downtown from the north shall be enhanced with streetscape improvements including curbs, gutters, sidewalks, light fixtures and appropriate street trees and landscaping.

Strategy CPT-2.1b: A plan line shall be adopted establishing a streetscape improvement plan along East Campbell Avenue between Highway 17 overpass and the light rail tracks to provide an attractive entrance to the Downtown from the east and make the area more pedestrian friendly.

Strategy CPT-2.1c: Traffic design improvements shall be considered along East Campbell Avenue between Winchester Boulevard and Fourth Street that would provide on-street parking on the south side of East Campbell Avenue and distinguish the area as an entry into the Downtown from the west.



*West Entrance Downtown Gateway Sign*

## **Parking**

Goal CPT-3: To provide adequate and accessible parking in the Downtown.

Policy CPT-3.1: Adequate Parking: Encourage the joint utilization of parking.

Strategy CPT-3.1a: Establish a policy for eligible developers or new business to pay a parking in-lieu fee to be deposited into a fund to develop new public parking.

Strategy CPT-3.1b: Develop a plan with the property/business owners to develop a parking management plan to maximize the use of existing parking. This may include the following:

- Encouraging business owners to have employees to park in long term parking spaces leaving the short term, and by definition, the more convenient parking spaces for customers.
- Continue to work with property owners to promote and facilitate the provision of shared parking facilities.

Policy CPT-3.2: Accessible Parking: Provide accessible parking in the Downtown.

Strategy CPT-3.2a: Maintain existing mid-block parking. New development and major additions to existing development shall provide access to mid-block parking where possible.

Strategy CPT-3.2b: Parking facilities or vehicular access to parking facilities from East Campbell Avenue should be avoided when possible and discouraged with new development.



*Second Street Parking Garage*

## ***Transportation***

Goal CPT-4: Reduce parking demand in the Downtown.

Policy CPT-4.1: Light Rail: Encourage the use of light rail and other mass transit alternatives, as well as bicycles to reduce parking demand.

Strategy CPT-4.1a: Encourage the use of light rail as a means of marketing the Downtown.

Strategy CPT-4.1b: Consider modifying parking regulations for the C-3 Zone.

Strategy CPT-4.1c: Work with the VTA to encourage the use of light rail for visitors, residents and workers into the Downtown.