EAST CAMPBELL AVENUE MASTER PLAN

CITY OF CAMPBELL

Council Approval of Master Plan May 2007
Council Approval of Conceptual Improvement Project March 2008

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With assistance from
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TABLE OF CONTENTS

I. BACKROUND & OVERVIEW…….. 1

Master Plan Process……... 1
Summary Master Plan Recommendations…….. 4
Capital Improvements Summary…… 4
Development Policies Summary…….. 5
Next Steps……... 5

II. EXISTING CONDITIONS……..…… 6

Existing Development……. 6
Roadway and Frontage Conditions……. 6
Notable Master Plan Area Features…… 7

III. MASTER PLAN VISION…….…… 12

Vision Concept…….…... 12
Infill Development……... 12
Frontage Streetscape Improvements…… 12
Pedestrian Crossings……... 13
Special Conditions……... 13

IV. RECOMMENDED CAPITAL IMPROVEMENTS……... 16

Street and Frontage Improvements……. 17
Intersection and Pedestrian Crossing Improvements…….. 19
Campbell Avenue Bridge …… 25
Highway 17 Overpass……. 25
Gateway Sign…….. 25

V. DEVELOPMENT STANDARDS & DESIGN GUIDELINES……..…….…… 30

Development Standards……. 30
Design Guidelines…….. 33

LIST OF FIGURES

East Campbell Avenue Context Map……... 3
Project Area Conditions……... 8
Existing Conditions Photos……. 9-10
Typical Existing Street Condition……... 11
Vision Plan Diagram……... 14
Vision Concept Illustration…… 15
Concept Streetscape Layout Plan……. 16-17
Existing Condition – Railway Avenue/Civic Center Drive…. 20
Proposed Condition – Railway Avenue/Civic Center Drive.... 21
Page/Gilman Intersection Concept…….. 22
Typical Street Cross Sections…….. 23
Typical Corner Bulb-Out…… 24
East Campbell Avenue Bridge……. 27
Highway 17 Overpass Concept……... 28
Gateway Sign Concept…… 29

I. Background & Overview

Master Plan Process

In September 2006, the City Council initiated a community process to develop a master plan for East Campbell Avenue between Railway and Union Avenues. The intent of the *East Campbell Avenue Master Plan* is to tie historic Downtown Campbell to the The PruneYard office and shopping center, thereby creating a more connected, attractive, and functional corridor. The *Master Plan* establishes guidelines and policies for public improvements and private development in this area.

In 1995, the City's Downtown Development Plan (DDP) was amended to expand the Downtown's boundaries. The amended DDP included the following goal:

"To enhance the perception of the downtown beyond the loop streets through land use patterns, traffic circulation and urban design."

The DDP was updated again in October 2006, and an expanded Downtown area was restated as a goal as follows:

"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."

From the beginning of the process, the Master Plan approach was to analyze and present alternatives for expanding the Downtown development pattern and for creating a continuous, pedestrian-oriented downtown street corridor. Doing so required balancing competing community goals and expectations. These included enhancing the economic vitality of East Campbell Avenue while maintaining the area's historic small town character, and calming traffic without adversely impacting local circulation and surrounding neighborhoods.

Three community meetings were held over a five-month period to solicit community input on various aspects of the *Master Plan*. Meeting notices were sent to residents, property owners, the Campbell Chamber of Commerce, and the Downtown Campbell Business Association. Information on the project was also posted on the City's web site. The main concerns voiced by those attending the community meetings involved traffic, pedestrian and bicyclist safety, beautification, building heights, parking, and the types of new businesses that might come to the area.

In addition to the community meetings, a City Council Study Session, two Planning Commission Study Sessions, and Planning Commission and City Council public hearings were also held. Specific issues addressed included the following:

- **Lane configurations along East Campbell Avenue**
- **Streetscape design concepts**
- **Improved bicycle and pedestrian access through the Highway 17 underpass**
- **Improved layout of the Railway/Campbell Avenue intersection**
- **Increasing pedestrian and bicycle comfort in crossing the Campbell Avenue Bridge over Los Gatos Creek**

- **Advantages and disadvantages associated with a potential alignment of Page Street and Gilman Avenue**
- **Options for private property development standards, particularly building height and setbacks.**

The Master Plan was approved by the City Council on May 15, 2007. On March 4, 2008, the Council approved the conceptual design and scope for the initial public improvement project. This document reflects both actions of the City Council.

East Campbell Avenue Context Map

Summary Master Plan Recommendations

In support of the Master Plan effort, transportation analysis and simulations were conducted to determine the most effective and equitable manner for accommodating motor vehicles, pedestrians, bicycles, and on-street parking. The principal challenge was to transform a roadway used as a peak-hour commute route into a pedestrian- and bicycle-friendly commercial environment with on-street parking.

The traffic analyses took into account the ability of different roadway design options to accommodate existing peak hour commute traffic volumes, travel times, and side-street delays. A two-lane roadway reconfiguration (one lane each way) was studied and found to result in a significant increase in delays and travel times due to the reduction in roadway capacity. A 40 percent diversion of East Campbell Avenue traffic to alternate roadways would be required to maintain the current level of service of East Campbell Avenue.

A four-lane approach (two lanes in each direction) was found to replicate existing travel times and accommodate existing peak hour traffic volumes without requiring significant diversion of existing East Campbell Avenue traffic.

Capital Improvements Summary

During initial development of the *Master Plan* a number of important capital improvements based on community and Planning Commission input and City Council direction were developed. In addition, on March 4, 2008, the City Council approved a preliminary conceptual design for the East Campbell Avenue Improvement Project, which further developed these proposed capital improvements. These include:

1 - Two lanes of traffic in each direction with a wider curb lane to accommodate bicyclists and on-street parking.

2 - Streetscape design elements including intersection bulb-outs (similar to Downtown) street trees, historic streetlights and furnishings, and wider sidewalks along business frontages.

3 - Redesign of the Railway/Campbell intersection to provide straight vehicular access into the Downtown core and "squaring up" of the intersection to slow traffic and improve pedestrian and bicyclist access.

4 - Reduced lane widths under the Highway 17 underpass with possible narrowing of the sidewalks to allow for the installation of a standard bike lane. Future consideration of portals for improved pedestrian access under Highway 17.

5 – Improving the Highway 17 underpass with elements such as lighting, paint and artwork. Enhancements could include a gateway sign element, although initial feedback from Caltrans has not been positive.

6 – Widening of the Campbell Avenue bridge over Los Gatos Creek to provide better pedestrian and bicycle access across the bridge.

7 - Potential abandonment of Foote Avenue in conjunction with future development projects.

8 – Future signalization of Page Street to improve ingress and egress for the residential areas north of East Campbell Avenue in

conjunction with future development along the East Campbell Avenue Corridor.

9 - Evaluation of the Gilman/Campbell signal intersection to allow permissive left-turns.

10 – Consideration of on-street parking and bulb-outs installed along the frontage of Campbell Park.

Development Policies Summary

1 - First floor commercial space along the street frontage, with residential or office space above. New development should complement Downtown, and reflect proximity to the Downtown Light Rail Station, Campbell Park, the Los Gatos Creek Trail, and other area amenities.

2 - Building heights a maximum of 45 feet, with variation between two, three, and four story structures, building rooflines, and massing.

3 – Emphasis on small-scale, pedestrian-oriented commercial uses, including specialty retail, restaurants, local/neighborhood services.

4 – Parking located to the rear or below buildings; no on-site parking along the East Campbell Avenue frontage.

5 – Adequate building setbacks to accommodate outdoor seating.

Next Steps

The *East Campbell Avenue Master Plan* provides the basis for determining the next-phase capital improvement project, the "East Campbell Avenue Improvement Project." The Project will include design and construction of as many of the proposed public improvements as physically and financially feasible.

The first phase of the improvement project (conceptual design approved by Council on 3/4/08) includes intersection and signal modifications at the Railway/East Campbell Avenue intersection; bulb-outs, on-street parking and street re-striping at key locations, bridge widening, bike lanes underneath Highway 17 and other underpass improvements (paint, lighting, upgraded railing/fencing). Future improvement projects (as funding allows) or private developments will complete the remaining components of the East Campbell Avenue Master Plan.

II. Existing Conditions

The Master Plan area incorporates a portion of East Campbell Avenue that extends from the Railway Avenue/Civic Center Drive intersection on the west to Union Avenue on the east, a distance of approximately 2,200 feet. It incorporates the East Campbell Avenue roadway as well adjacent frontage properties. The "Project Area Conditions" diagram on page 8 indicates the Master Plan Area boundaries, highlights key features, and provides a key to photographs and street cross-sections provided in the following pages.

Existing Development

Today, the Master Plan area functions primarily as a link in local circulation patterns rather than as a destination in its own right; in particular, it provides commuters with an alternate route to avoid Hamilton Avenue/Bascom Avenue and other congested local intersections. The area's mix of small-scale commercial development reflects this role. Existing development consists primarily of small, one- and two-story office complexes, locally-oriented commercial centers, automotive parts and repair businesses, as well as two business hotels.

Frontage properties along the southerly frontage are small and shallow, ranging from 0.3 to 0.6 acres in size. Properties are larger and deeper along the northerly frontage, with the largest approximately 1.5 acres in size.

Two hotels face each other across East Campbell Avenue, just east of Los Gatos Creek. On the north is The Campbell Inn, on the south is Marriott Townplace Suites; both hotels contain 95 rooms. Though the distance to Downtown Campbell is only 1/4 mile, or a 5-minute walk, the distance seems much longer due to existing roadway and frontage conditions. These are described below.

Roadway and Frontage Conditions

East Campbell Avenue is a four-lane roadway with left turn pockets at most but not all intersections. Signalized intersections are located at Railway Avenue/Civic Center Drive, Gilman Avenue, and Union Avenue. The predominant curb-to-curb width of the street is approximately 60 feet, with portions of the street west of Dillon Avenue and east of the Highway 17 overpass considerably wider. There are no curbside parking stalls or bike lanes along the roadway, except near Union Avenue.

Block lengths along East Campbell Avenue are irregular, with streets on the north and south intersecting at a mix of oblique and perpendicular angles. Blocks on the south are shorter than those on the north, and none of the side streets align. These conditions limit locations of left turn lanes and pedestrian crossings.

Average daily traffic within the Master Plan area is approximately 20,000 vehicles, with peak hour traffic of approximately 1,100 vehicles in the peak direction (eastbound in the p.m. peak hour, westbound in the a.m. peak hour). Much of this is through-traffic rather than destination traffic, with a very strong commuter flow through the project area. Motorists travel from Union Avenue west along East Campbell Avenue to Civic Center Drive and points north and west in the morning, with a comparable reverse traffic flow eastbound in the afternoon.

Sidewalk conditions vary, though in general walks feel very narrow and uninviting to pedestrians. Sidewalks along the

northerly frontage are inconsistent and range between 5 to 10 feet in width; sidewalks along the southerly frontage range between 5 to 7 feet in width.

Surface parking areas abut sidewalks in various locations. There are major gaps and a lack of cohesiveness in street trees, and the street lacks pedestrian-oriented lighting and other amenities. The Gilman Avenue intersection provides the only controlled pedestrian crossing between Downtown Campbell and Union Avenue. Because there is no curbside parking, pedestrians are not buffered from passing traffic. To avoid traffic, bicyclists often ride on the sidewalks rather than in the street.

The current configuration of the Railway Avenue/Civic Center intersection favors commute through-traffic that bypasses Downtown Campbell. Westbound travel into Downtown from East Campbell Avenue requires vehicles to enter what appears to be a left turn pocket. Large-radius turns to and from Railway Avenue and Civic Center Drive encourage traffic speeds higher than typical for a downtown commercial district and promote bypass traffic flow. "Pork chop" traffic islands and indirect crosswalks located only on the south side of the intersection tend to complicate pedestrian movement between Downtown and East Campbell Avenue.

Notable Master Plan Area Features

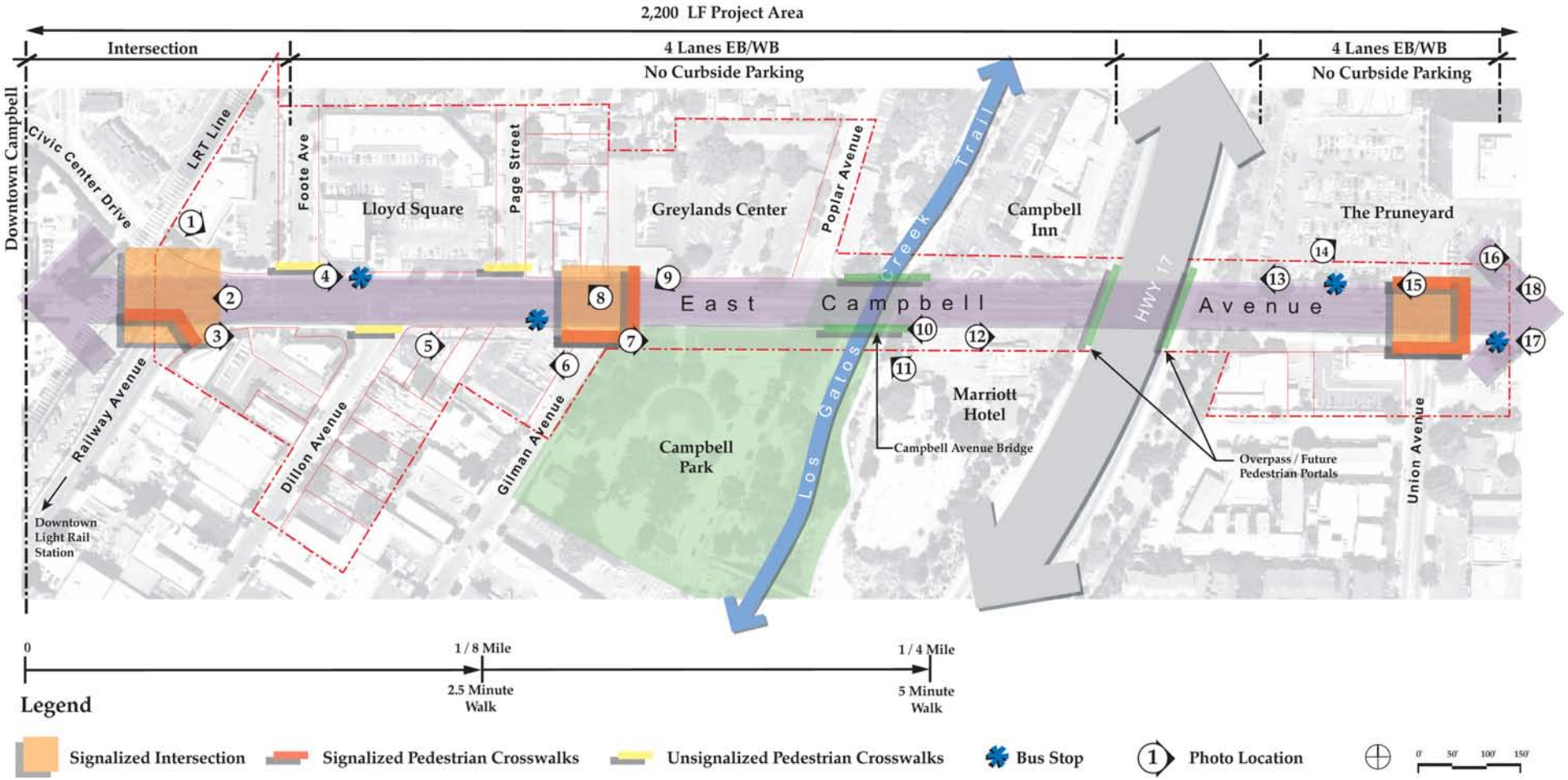
Notable area features include Campbell Park, the Campbell Avenue Bridge, Los Gatos Creek and the Los Gatos Creek Trail, the Highway 17 overpass, and the Downtown Campbell light rail station.

Campbell Park is located between Gilman Avenue and Los Gatos Creek. It is a popular local destination that contains playgrounds, lighted basketball courts, picnic tables, and a pedestrian bridge connection to the Creek Trail. The existing Campbell Avenue bridge over the Los Gatos Creek is a 1940's concrete structure with an open-arch concrete railing. Sidewalks on the bridge are only 5 feet wide, and relatively narrow adjacent roadway lanes combine to make walking or bicycling over the bridge uncomfortable.

The Los Gatos Creek Trail is a very popular and heavily-used recreational facility. It extends for approximately 10 miles, from Lexington Reservoir on the south to Meridian Avenue and the Willow Glen commercial district in San Jose on the north.

The Highway 17 overpass is a portal between The PruneYard office and commercial center and East Campbell Avenue. As an architectural feature the overpass is not particularly attractive, and tends to obscure visibility of Downtown and East Campbell Avenue from the concentration of activity at The PruneYard and along Bascom Avenue. Sidewalks within the overpass are very narrow, from 4 to 6 feet, with a tubular railing separating pedestrians from passing traffic.

The Downtown Campbell light rail station is located one block south of the Railway Avenue/Civic Center intersection. The station is on the Mountain View-Winchester line, which provides service to Downtown San Jose and other connecting light rail and bus lines.



Project Area Conditions

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Existing Conditions Photos

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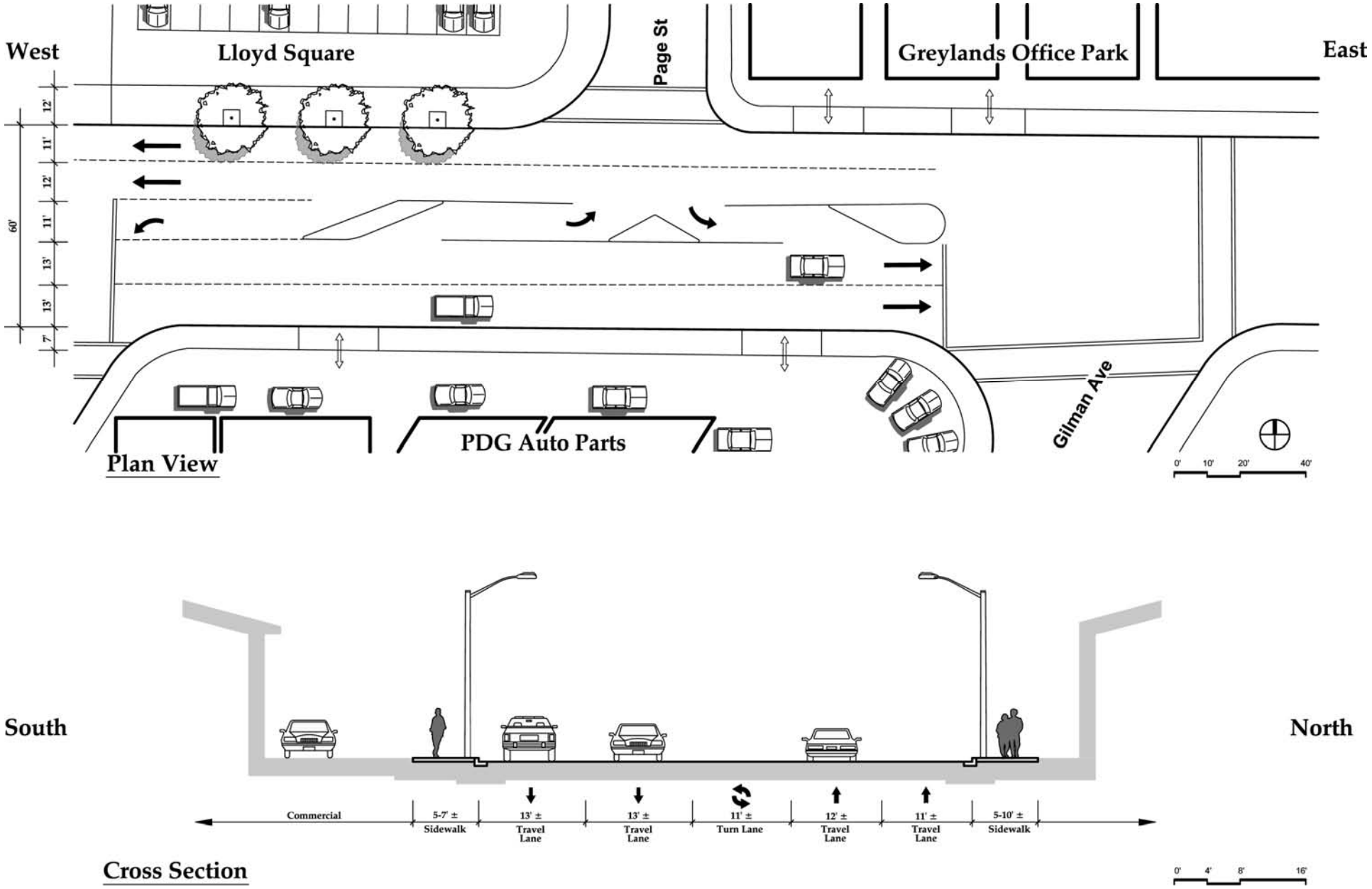


Typical Existing Street Condition

III. Master Plan Vision

Vision Concept

East Campbell Avenue is a transitional corridor linking Campbell's historic Downtown, with its array of shops and small-town atmosphere, to the more contemporary PruneYard office towers and shopping center. The area has significant redevelopment potential, and a key goal of the Master Plan is to create a more pedestrian-friendly environment with mixed-use buildings lining the street edge and a redesigned streetscape that defines East Campbell Avenue as an attractive public place in its own right. As noted in Chapter I, revitalization of the Master Plan Area is intended to allow Downtown to grow while retaining its historic character.

The vision for East Campbell Avenue revolves around reconfiguring the roadway from an arterial to more of a "Downtown" street, with curbside parking, wider sidewalks, and pedestrian-oriented street lighting, trees, and other amenities. Street improvements should support multi-modal transportation opportunities for vehicles, bikes and pedestrians, as well as provide aesthetic improvements in the form of lighting, landscaping, gateway signage, street furnishings and public art. The Master Plan Area includes two gateway improvement opportunities: the intersection of Campbell Ave. and Railway Avenue/Civic Center Drive to the west, and the Highway 17 overpass tunnel to the east.

The "Vision Plan Diagram" on the page 14 illustrates the basic elements of the Master Plan. The "Vision Concept Illustration" on page 15 depicts existing and proposed conditions as viewed looking west from Poplar Avenue. Vision Concept elements are summarized below.

Infill Development

Storefront commercial and multi-unit residential development should be extended from Downtown east to Campbell Park and Poplar Avenue. New first floor commercial space could total up to 48,000 square feet if it were continuous along the frontage. If developed to the City's maximum permitted density, infill residential development above the frontage commercial space and on property areas behind could total up to 190 dwelling units. Given existing development and property ownership conditions, however, it is likely that near and medium term development would be somewhat less than these amounts.

Building heights are recommended to vary up to a maximum of 45 feet. This is intended to accommodate two to three floors of residential and/or office space above the ground floor commercial frontage, and up to 3 floors of residential development above submerged parking to the rear.

Frontage Streetscape Improvements

Curbside parking should be provided to support storefront commercial businesses, and frontage sidewalks should be widened, consistent with the vision for a gracious, pedestrian-oriented downtown street. A width of 12 to 16 feet is recommended with wider areas at corner curb bulb-outs. Sidewalks are much narrower than this today, in some cases with frontage buildings and parking areas as close as 6 feet to the curb line. Creating wider sidewalks throughout the Master Plan Area

is therefore likely to be a gradual effort, combining incremental capital improvements with frontage development projects.

Deciduous shade trees are recommended, 30 to 40 feet on center, with grated tree wells, similar to the historic Downtown.

Existing "cobra-head" highway lights should be augmented or replaced with lower, more closely-spaced pedestrian-oriented street lights. Continuation of the Downtown historic streetlights is recommended. Future light placement, pole height, bulb type and lighting levels should be designed appropriately for the street conditions.

Pedestrian Crossings

Corner sidewalk bulb-outs are recommended at all intersections as feasible to reduce street crossing distances and improve pedestrian visibility. New bulb-outs would generally be constructed in existing no-parking/red curb areas, and include expanded, ADA-compliant sidewalk ramps. To maintain space for bicycle maneuvering, bulb-outs should generally extend no more than 6 feet from the existing curbline adjacent to parallel parking stalls. Corner curb bulb-outs should generally have a minimum radius of 20' to accommodate truck and emergency vehicle turning movements, with larger radii at oblique cross-street intersections.

Highly-visible pedestrian crosswalks are recommended to enhance the street crossing experience, alert motorists, and generally project a slow-traffic character for the street. Crosswalks are depicted on the "Conceptual Streetscape Layout Plan" in Chapter IV with a "continental" or "zebra" paint pattern. However, the City may consider special crosswalk paving materials, or other paint patterns as more detailed improvement plans are prepared. "Countdown" pedestrian signals are recommended for installation at all signalized intersections.

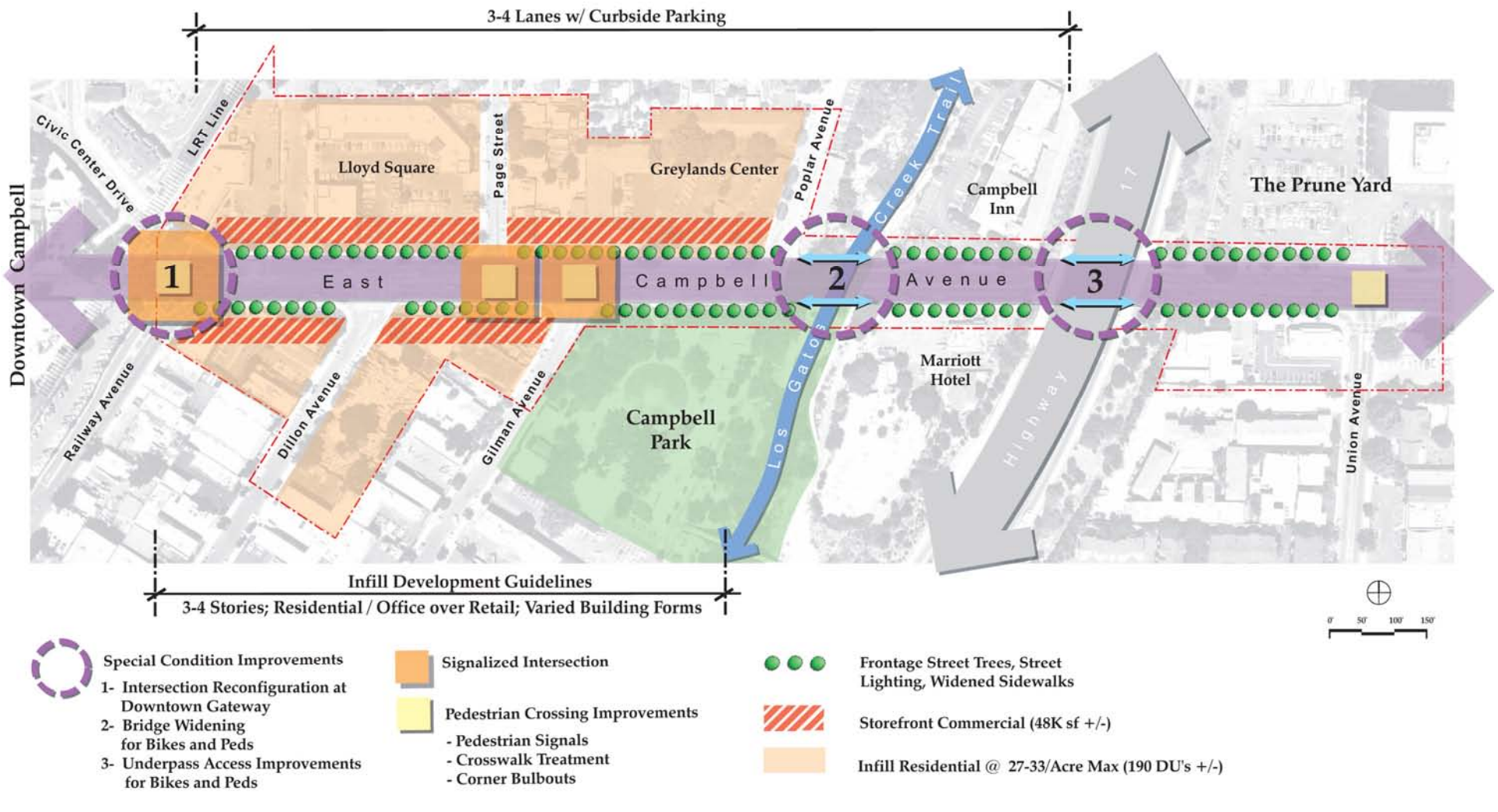
Special Conditions

Downtown Gateway Intersection - The Railway Avenue/Civic Center Drive intersection should be improved to facilitate pedestrian and vehicular movement between Downtown and the Master Plan area, and to create an attractive transition between the two areas. Reconfigured roadway lanes, pedestrian crosswalks, wider sidewalks, and possibly a new Downtown entrance sign should be pursued.

Campbell Avenue Bridge – Bridge widening to improve pedestrian and bicycle access to strengthen the link between Downtown and the PruneYard is recommended. New bridge railing should be selected to resemble existing railing.

Highway 17 Overpass –. A more bicycle and pedestrian friendly environment should be created underneath Highway 17. A narrowing of the sidewalks and travel lanes would allow for the addition of an on-street bike lane. Pedestrian lighting, paint and upgrades to fencing and railing should be installed to improve the pedestrian experience.

Additionally, an entry way element could be installed on the east side to announce entry to the City and highlight the link between Downtown Campbell and The PruneYard and continued coordination with Caltrans regarding the potential to construct pedestrian portals behind the existing overpass abutments is encouraged.



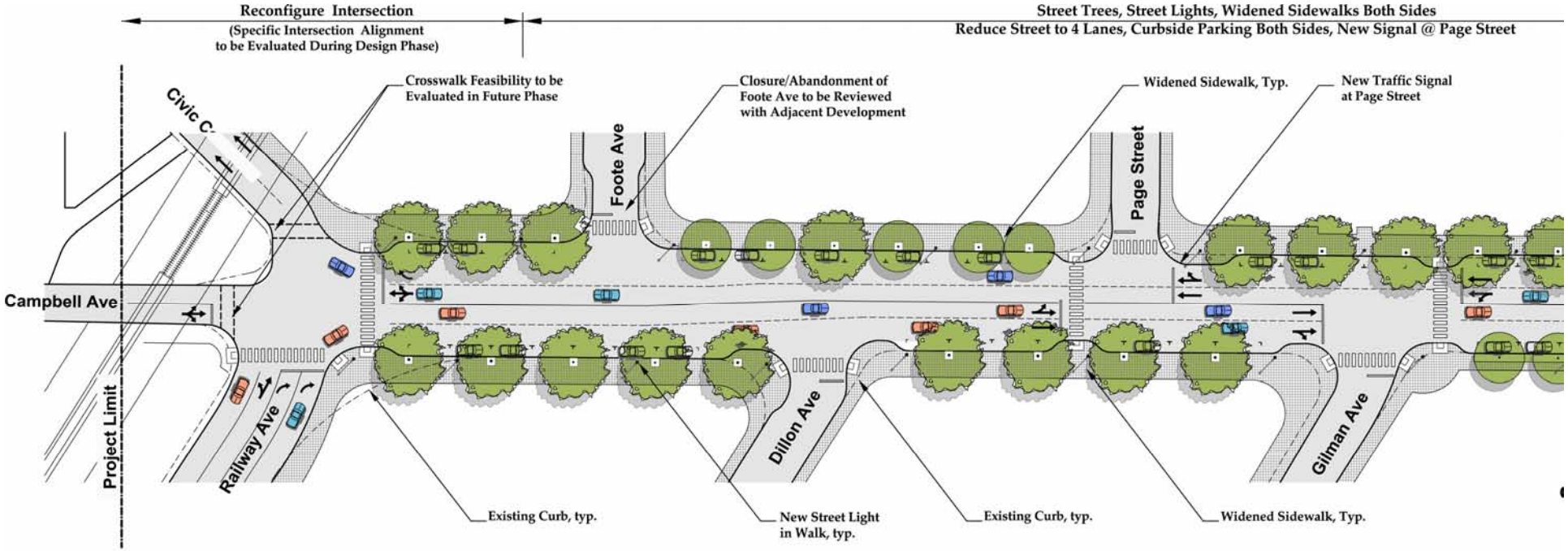
Vision Plan Diagram

Vision Concept Illustration

IV. Recommended Capital Improvements

Recommended improvements are described below and illustrated by the "Concept Streetscape Layout Plan," enlarged plans, and cross section diagrams contained in the following pages. These are to-scale drawings that provide a basis for very preliminary cost estimating and for preparation of more detailed construction plans.

A key element of the Master Plan is improving the environment for storefront commercial businesses and pedestrians. There are two dimensions -- creating an attractive environment for walking along the street frontage, and improving safety and convenience at street crossings. The "Concept Streetscape Layout Plan" incorporates both types of improvements, as described below. Street and frontage improvements are described first, followed by intersection and pedestrian crossing improvements and then recommendations for the Campbell Avenue Bridge and Highway 17 Overpass. Improvements are described from west to east.



Concept Streetscape Layout Plan

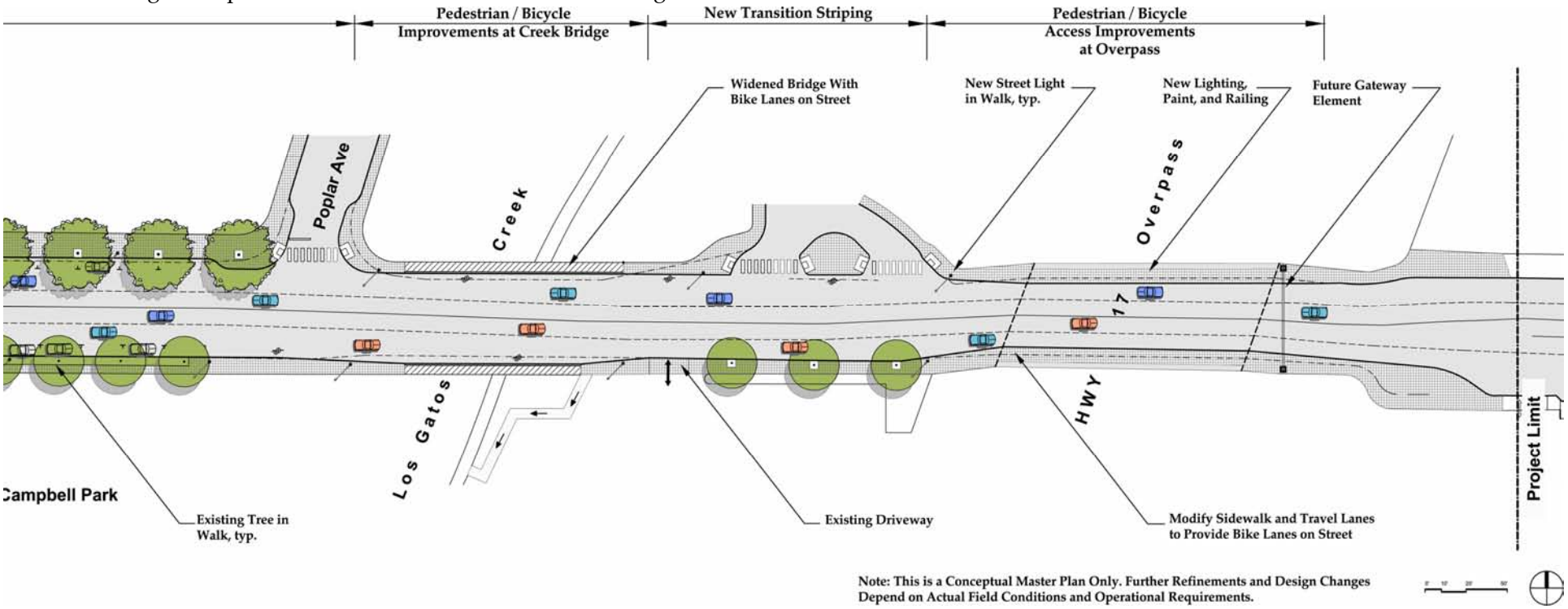
Street and Frontage Improvements

A key challenge for the design of street improvements is accommodating vehicular traffic, bicycle circulation, and curbside parking all within the confines of the existing 60-foot curb-to-curb street width. The Master Plan proposes an alignment that would strive to narrow the inside travel lanes to approximately 10 feet in order to accommodate a wider, more bicycle-friendly 13-foot outside lane; it appears curbside parking stalls of approximately 7-8 feet in width could then be installed.

Existing curb lines should be retained, where feasible. This reduces the significant costs associated with reconstruction of the existing street pavement and the associated storm drainage facilities. However, corner curb bulb-outs and other features are proposed to alter curb lines at most intersections.

In all areas, street trees should be installed, 30' – 40' on center, with tree grates matching the style of those in historic Downtown Campbell. Historic streetlights should be installed as conditions permit to frame the bridge, highlight public artwork, and provide continuity along the East Campbell Avenue frontage. Desired street and frontage improvements are described in more detail below.

Railway Avenue/Civic Center Drive to Dillon Avenue - The intersection of East Campbell Avenue at Railway/Civic Center Drive would be re-striped to have a westbound through/left



turn/right turn lane and a dedicated right turn lane to Civic Center Drive. The eastbound roadway between Railway and Dillon Avenues would be striped for a shared through/left turn lane and a through/right turn lane. Curbside parking would be provided along both frontages. A major sidewalk extension and a large corner bulb-out would be provided at the northeast and southeast corners, respectively, of the Railway Avenue/Civic Center Drive intersection. Corner bulb-outs would also be provided at Dillon Avenue and Foote Street. Depending upon agreement with adjacent property owners, sidewalks in this area could be widened to 16 feet along both frontages without impacting existing structures.

Foote Avenue is a dead-end street that contributes to complicated turning movements and related delays to the adjacent Railway Avenue/Civic Center Drive intersection. If feasible as part of future private land acquisition and development efforts, Foote Avenue should be considered for abandonment and closure. In addition to traffic-related traffic benefits, this would allow for consolidation of adjacent properties, facilitating higher-value development at an important Downtown gateway location.

Dillon Avenue to Poplar Avenue - The roadway in this area would be re-striped for a shared through/left turn lane and a shared through/right turn lane in both directions, with curbside parking along both frontages; consideration of on-street parking adjacent to the Park is in response to Gilman Avenue residents' concerns regarding spillover parking. Large corner bulb-outs should be considered at Gilman and Poplar Avenues and at Page Street; small mid block bulb-outs should be considered on the north side of East Campbell Avenue to shorten the distance for the pedestrian crossing at Gilman Avenue, and on the south side of East Campbell Avenue to shorten the pedestrian crossing at Page Street.
Sidewalks in this area should be widened to 16 feet along both frontages upon future re-development of the adjacent properties.

Poplar Avenue to Highway 17 Overpass - The roadway in this area would consist of a shared through/right turn lane and a through only lane in both directions, without curbside parking. Left turns would not be allowed and the median would be retained to prevent left turns to or from Poplar and to or from the adjacent hotels. The Campbell Avenue Bridge would be widened to provide extra roadway width for bicycle traffic.

Consideration should be given to the reconfiguration of the Campbell Inn entrance drive and traffic to create shorter pedestrian crossings and accommodate ADA curb ramps.

Sidewalk widening could also be considered on the south side of East Campbell Avenue east of the Highway 17 overpass to allow for a smoother curbline transition from the underpass area.

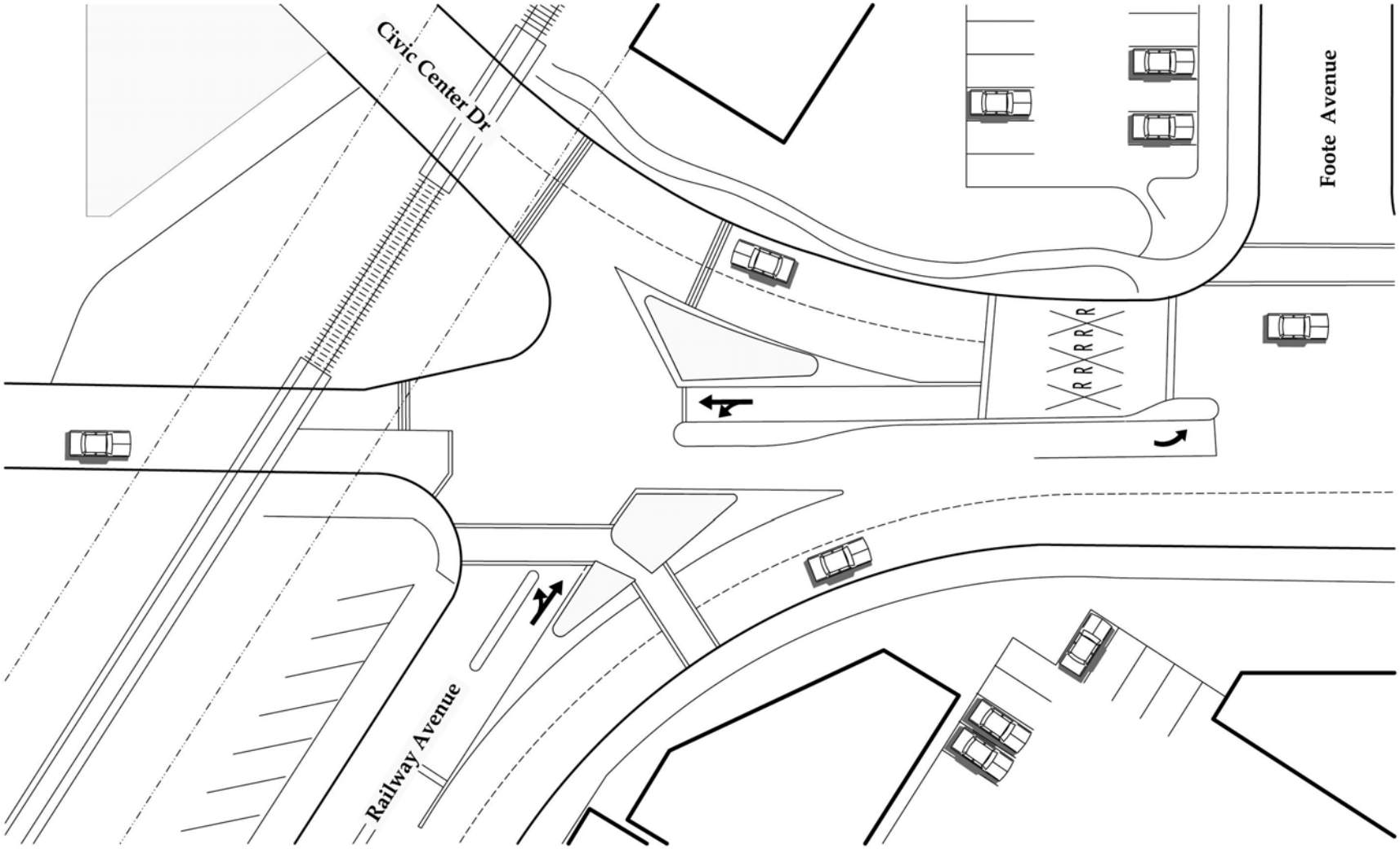
Intersection and Pedestrian Crossing Improvements

Railway Avenue/Civic Center Drive - All four corners of this intersection would be reconfigured to "square up" the intersection. Existing traffic islands and lane dividers would be removed, and the northeast and southeast corners would be pulled in dramatically to reduce corner radii and the speed of vehicle turning movements. The roadway would be re-striped for a continuous westbound through/left turn/right turn lane and a dedicated westbound right turn lane.

A new crosswalk would be installed on the on the east side of the intersection, and the existing crosswalk on the south would be shifted to be parallel with East Campbell Avenue to enhance pedestrian access to Downtown Campbell and the light rail station. Special paving or painting, such as "continental" painting would be used to highlight the crosswalks. Large bulb-out sidewalk extensions on the northeast and southeast sides of the intersection would provide space for sidewalk amenities and accommodate new ADA-compliant curb ramps.

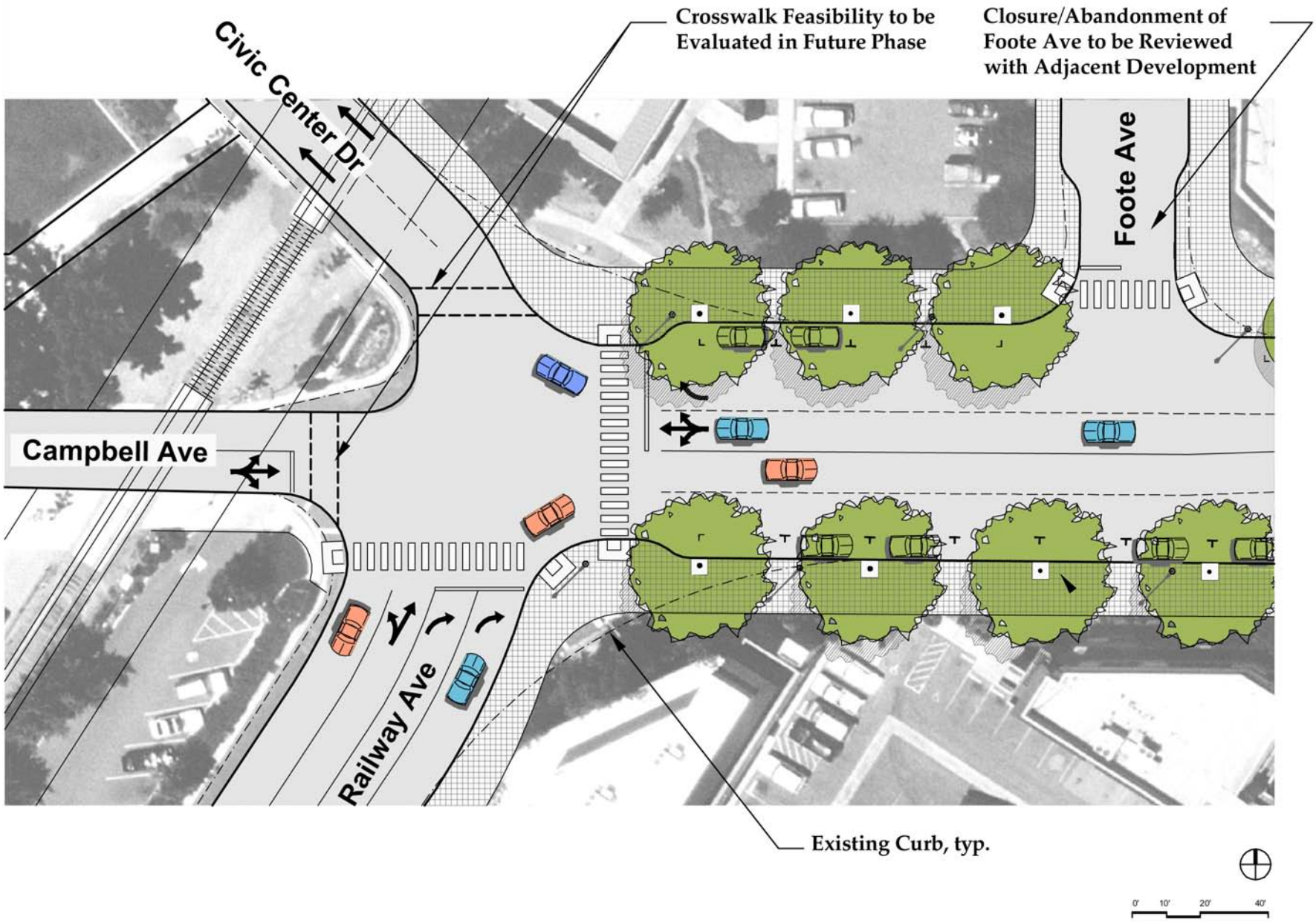
Page Street / Gilman Avenue - A new traffic signal would be installed at Page Street to allow for safe and predictable access and egress from the adjacent neighborhood area to the north. Signal phasing would be coordinated with the existing signal at Gilman Avenue for "permissive-protected" left turns. Initially, westbound left-turns would need to yield to oncoming eastbound through-traffic while the green light is displayed. Then, eastbound through-traffic would be stopped and a left-turn green arrow displayed to allow any remaining westbound left-turns to be completed.

Corner bulb-outs would be constructed at Page Street and a new mid-block bulb-out would be constructed on the south side of East Campbell Avenue to receive a new crosswalk. Large bulb-outs at Gilman would provide space for sidewalk amenities and accommodate new ADA-compliant curb ramps. A mid-block bulb-out on the north side of East Campbell Avenue is included as part of improvement to the existing crosswalk; special paving or painting, such as "continental" painting would be used to highlight all crosswalks.



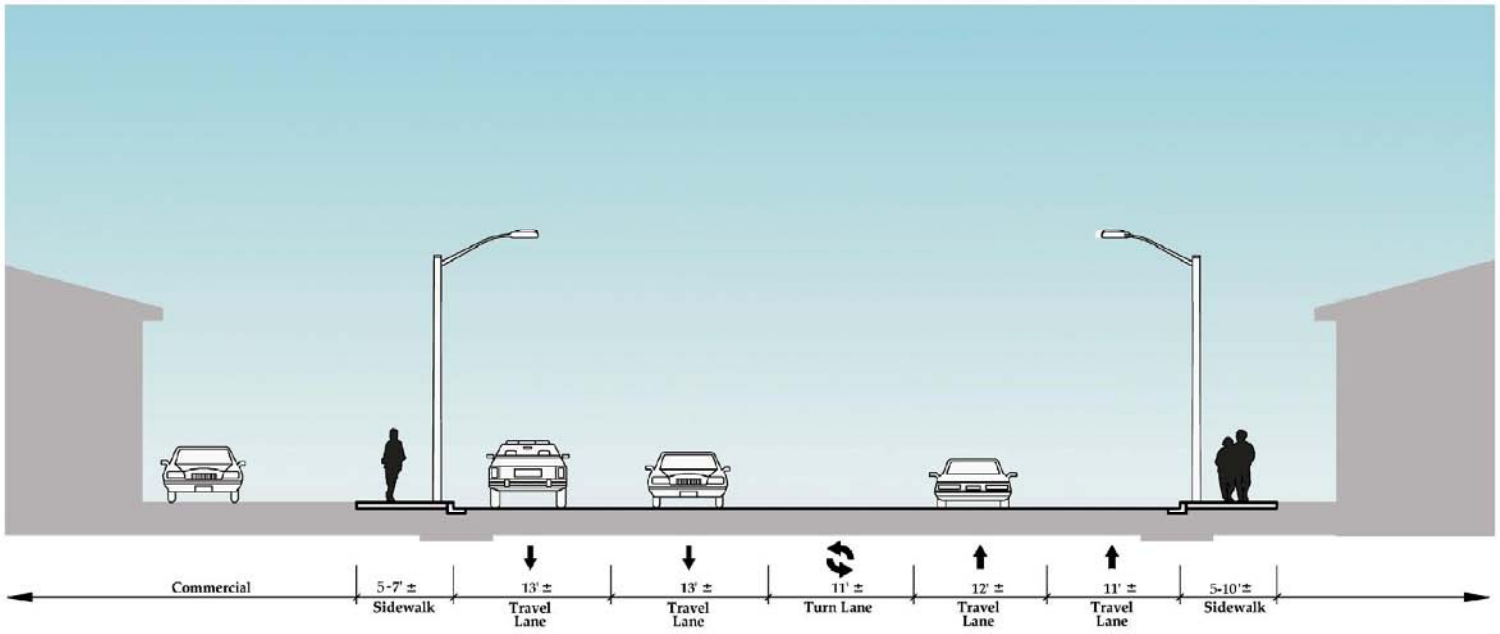
Plan View

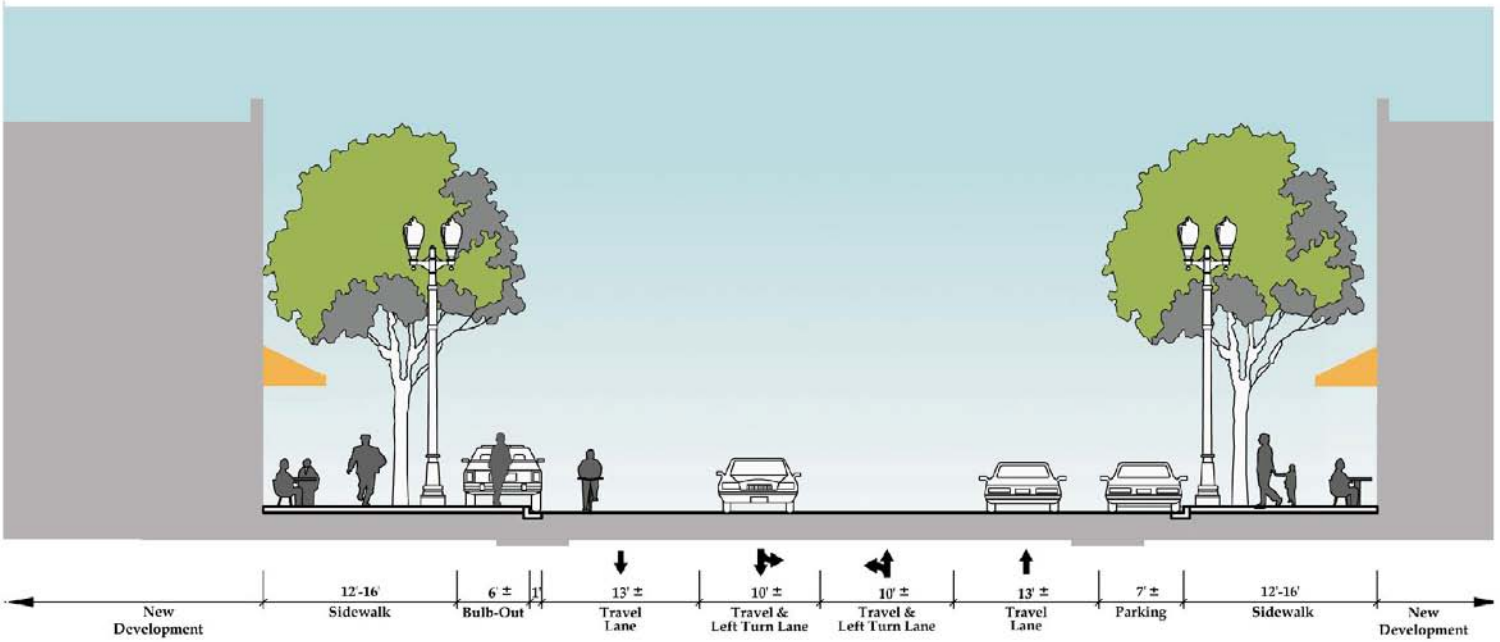
Existing Condition - Railway Avenue / Civic Center Drive



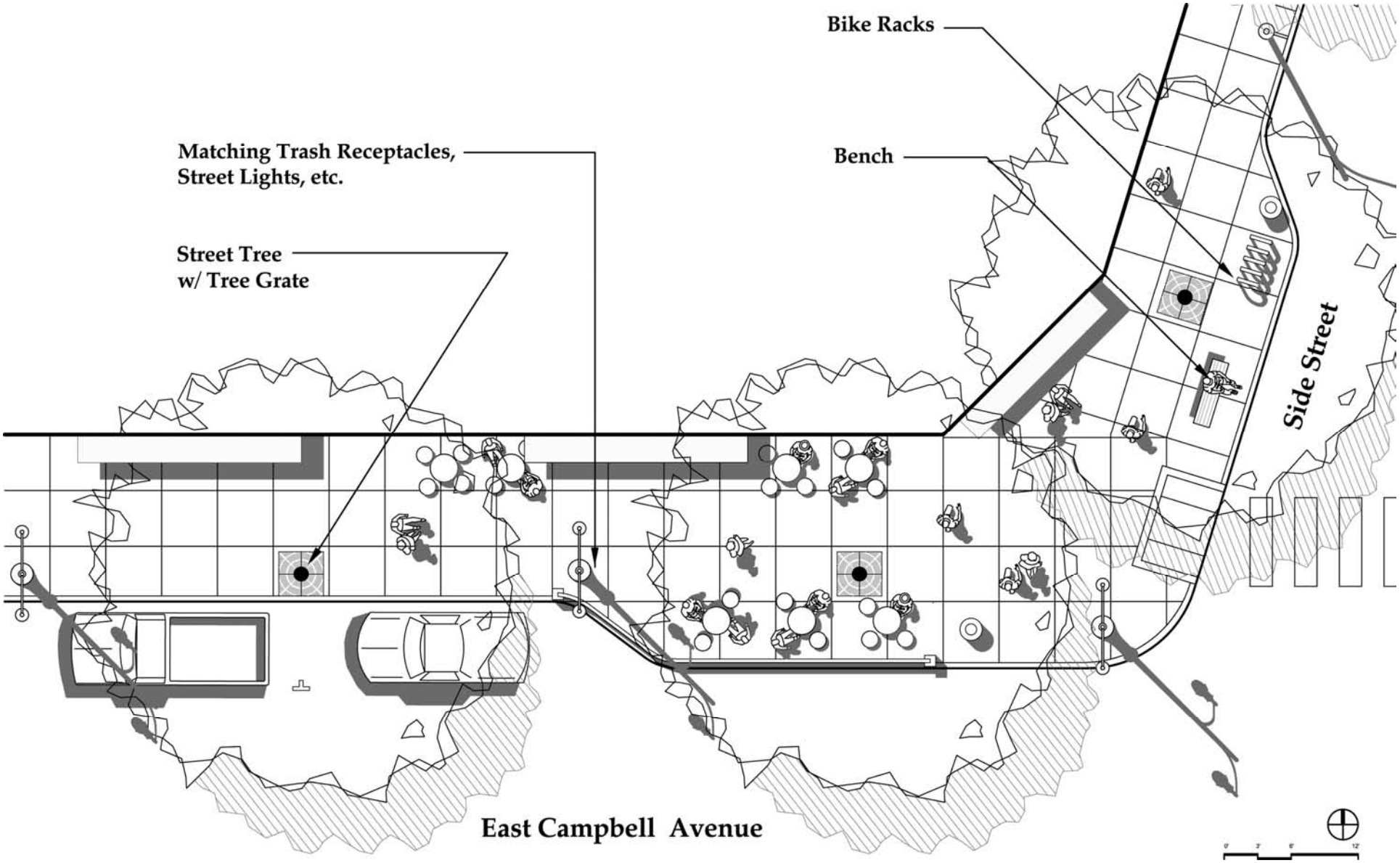
Proposed Condition - Railway Avenue / Civic Center Drive

Page/Gilman Intersection Concept





Typical Street Cross Sections



Typical Corner Bulb-Out

Campbell Avenue Bridge

Existing sidewalks would be removed to create additional lane width for bicycle access over the bridge. Pedestrians would be shifted to new sidewalks on the widened bridge. Although attempts were made to cantilever walkways from the existing bridge, this was not feasible given the condition and configuration of the existing structure. Widening of the existing structure by means other than a cantilevered walkway structure will be required. Widening the bridge would necessitate removal of the existing concrete railing. In response to public comments, a new railing should be built that simulates the existing railing.

Highway 17 Overpass

The Overpass should be improved to create a more pedestrian- and bicycle-friendly link between Downtown and the PruneYard. As depicted by the cross section on the following page, the curb-to-curb width inside the overpass would be increased from approximately 50 feet to approximately 52 feet. Both the outside and inside travel lanes would be narrowed as well as the northern sidewalk and a new standard bike lane would be added to both sides of the roadway.

Sidewalks would be improved with a new barrier railing. Pedestrian-oriented sidewalk lights would be mounted in the overpass, and the walls painted to brighten the space. Additionally, or alternatively, lighting of the underpass structure above the traveled way and modifications to the pigeon netting could be considered to improve the space. Methods to reduce noise, such as sound absorbing panels, or special pavement treatments should also be investigated.

Additional improvements to the fenced-off Caltrans right-of-way (such as new fencing, upgraded landscaping) should also be investigated. All proposed improvements to the Highway 17 overpass area may be subject to Caltrans review and approval, and may therefore require design modifications based on that review.

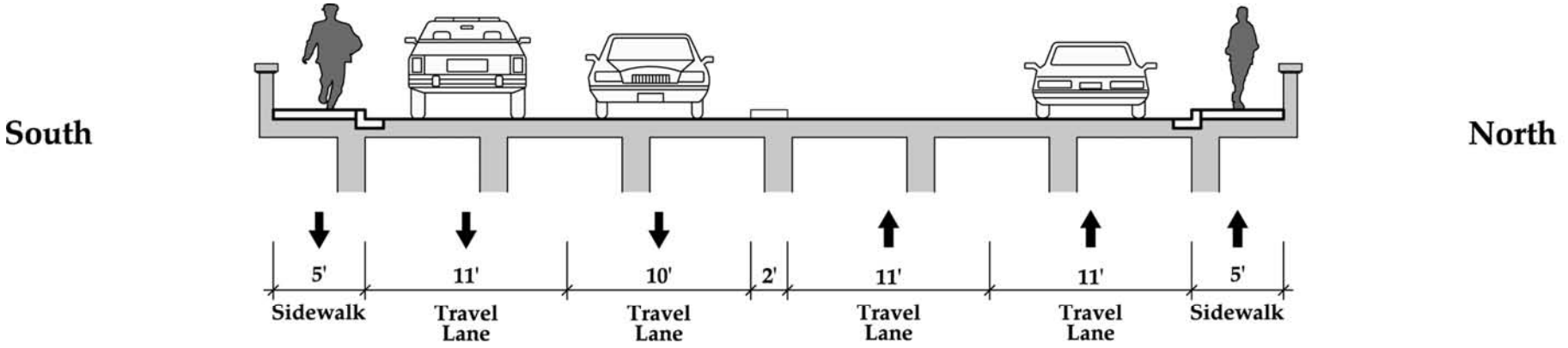
In an even more ambitious approach, pedestrian tunnels or portals could be constructed behind the existing abutment walls. These tunnels would incorporate large openings in the abutment walls to create portals between the bicycle and pedestrian ways. Though costs for these tunnels would be substantial, the improvement to the access beneath the overpass would be dramatic.

Gateway Sign

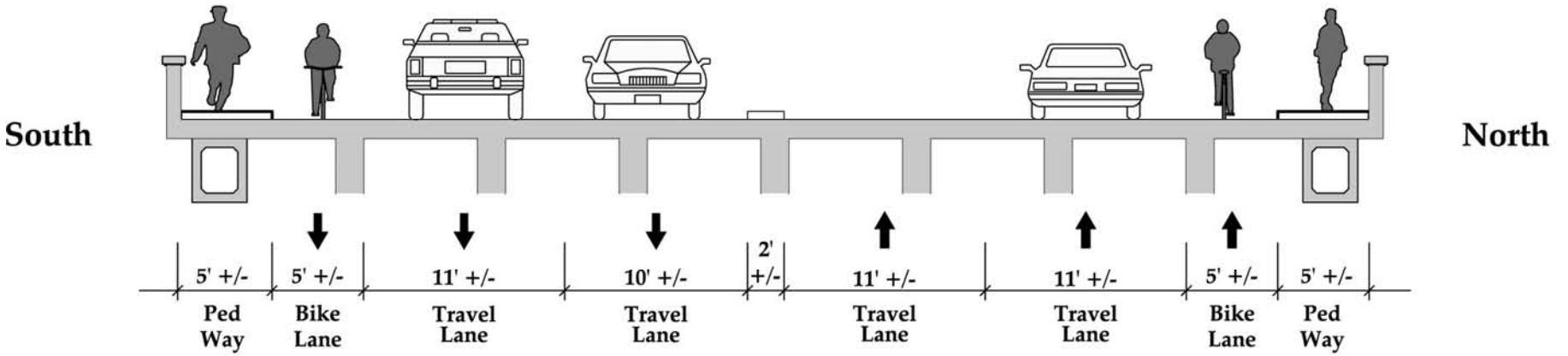
The east side of the Highway 17 overpass is not attractive architecturally, and the overpass itself tends to obscure the greater Downtown area from The PruneYard and Bascom Avenue. A freestanding gateway sign could be considered as an option both to highlight the area as a Downtown gateway and to screen the structure from view. In combination with the improvements described above, the gateway sign could potentially help alter the perception of the overpass, from a visual obstruction to an attractive portal.

Caltrans has indicated they would not approve the attachment of a gateway sign to the overpass. Consequently, a freestanding sign should be considered which will allow flexibility in design and orientation. The concept sketch on the following page depicts a “placeholder” design. It is intended to indicate the potential location of support columns, width of crosspiece/sign frame, and height of sign panel needed to screen the overpass roadway.

Key issues for a refined design include the sign panel message – e.g. “Downtown,” “Campbell,” or other – the aesthetic form(s) for lettering, crosspiece, column shape, and possible coordination with Caltrans and The PruneYard.

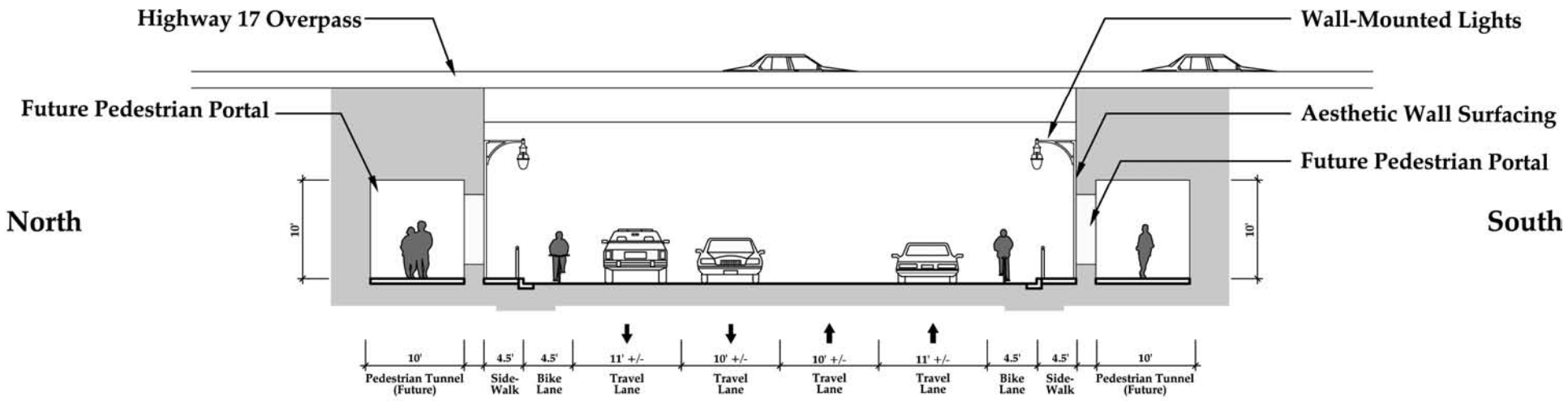


Existing Cross Section



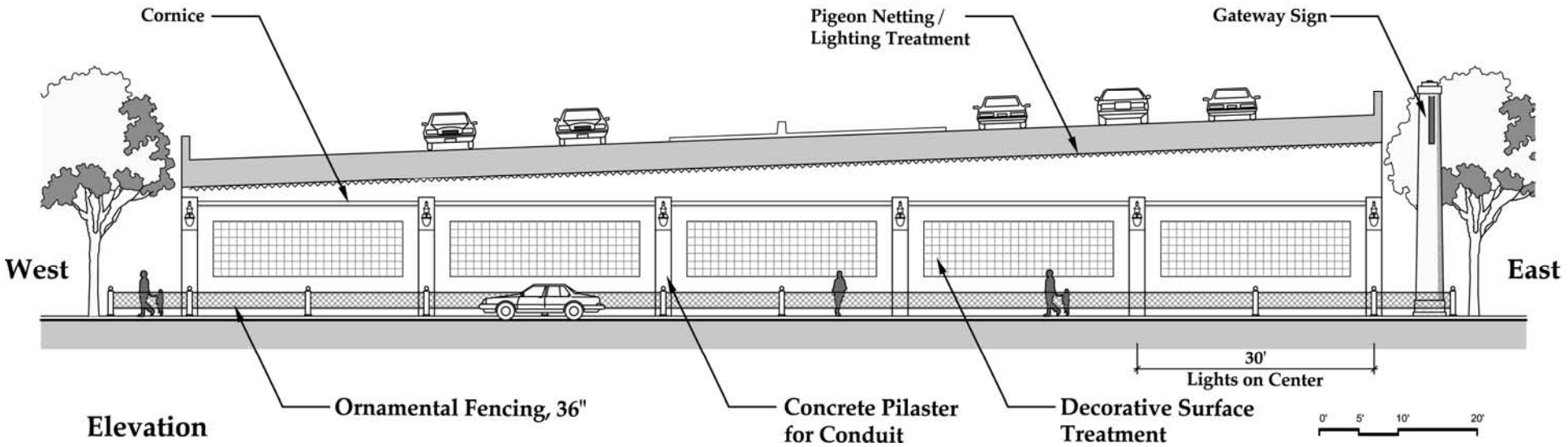
Proposed Cross Section

East Campbell Avenue Bridge



Cross Section

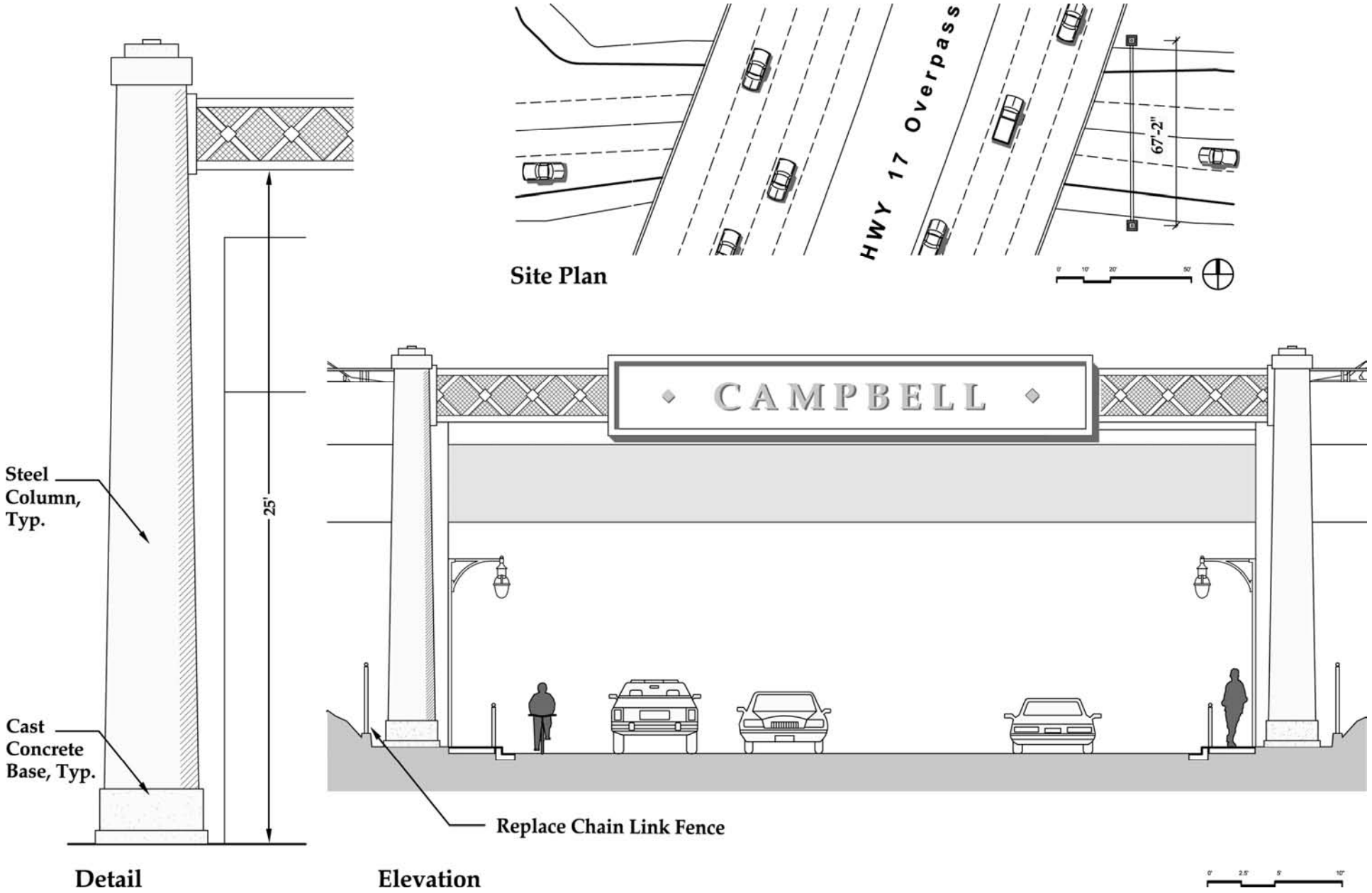
0' 4' 8' 16'



Elevation

0' 5' 10' 20'

Highway 17 Overpass Concept



Gateway Sign Concept

V. Development Standards & Design Guidelines

The *Campbell General Plan*, updated in 2001, provides clear direction regarding land use within the East Campbell Avenue Master Plan Area. The area is planned for mixed-use development, with ground floor commercial and office or residential above at a density of up to 27 units per acre. Development Standards and design guidelines address massing, architectural styles, height, and the general development pattern that would best accomplish the physical changes needed to create an attractive transition between the historic Downtown core and The PruneYard.

The Master Plan area should be compatible in character with Downtown, but not attempt to duplicate it in form. Unlike Downtown, the street width in the area is 60 feet from curb to curb; in Downtown it is 40 feet. This allows the Master Plan area to accommodate larger buildings more gracefully, without creating a tunnel effect along the street. Parcels adjacent to low-density residential areas have increased rear setbacks to minimize the impact of new development.

While a somewhat increased scale will differentiate this section of East Campbell Avenue from the Downtown Core, architecturally the two areas will be compatible. Many of the standards guiding development in the Downtown Core are incorporated herein, including those pertaining to land-use. Development along this section of East Campbell Avenue is intended to expand on and complement Downtown's small-town feel.

DEVELOPMENT STANDARDS

Permitted, Conditional and Prohibited Uses

The subject parcels in this Plan Area are zoned "Planned Development." The Planned Development Zone District regulations do not specifically list Permitted, Conditional and Prohibited Uses. Instead, allowed uses in the Planned Development district are determined by referencing the zone district which corresponds with the General Plan designation. The subject parcels have a General Plan designation of Central Commercial (C-3), therefore Permitted, Conditional and Prohibited Uses shall be those set forth in the C-3 zoning district.

In general, the vision for this Plan area shall be ground floor retail/restaurant, with upper floor residential/office. It is expected that a variety of ground floor retail businesses and eating establishments shall be maintained to achieve a balanced and distinctive pedestrian-oriented experience, without an over-concentration of any one type of use.

Sidewalks

In conformance with the East Campbell Avenue Streetscape Plan:

- Include sidewalks of sufficient depth to accommodate outdoor seating for restaurants or cafés. This may include the use of private property. Outdoor seating shall be in compliance with CMC Section 21.36.150, Outdoor Seating.

- Include street trees in conformance with this Master Plan and applicable Zoning and General Plan provisions.

- Develop sidewalks with "bulb-outs". Use street furniture and street lights consistent with Historic Downtown.

Building Height

- Maximum building height shall be 45 feet. Buildings in the Master Plan area shall vary in height to achieve an eclectic rhythm, both within and between buildings. This can be achieved by "wedding-caking" – i.e., locating taller building elements at the center of the building's mass -- and other design approaches. Wedding-caking shall not preclude taller architectural elements at street corners. New construction shall require a Pre-Application Review by SARC for a massing study.

- Minimum building height shall be two stories.

- Ground floor interior finished ceiling heights shall be a minimum of 15 feet to accommodate retail operations.

Floor Area Ratio (F.A.R.)

- Maximum FAR shall be 1.5 (exclusive of residential).

Front Setbacks – as measured from the rear end of abutting sidewalks.

- The first floor shall front the property line utilizing a zero foot setback to create a pedestrian-accessible retail experience. Deeper setback along the streetscape shall be considered for larger developments.

- Adjustments to setback requirements related to the use of special architectural features or other elements may be approved by the decision-making body.

Rear Setbacks – as measured from abutting property line.

- North Block 1 (Between tracks and Foote Street): Shall be a minimum of 10 feet from the railroad right-of-way.

- North Block 2 (Between Foote Street and Page Street): Minimum first and second floor setbacks shall be 15 feet. Minimum third floor setback shall be 20 feet.

- North Block 3 (Between Page Street and Poplar Avenue): Minimum first and second floor setbacks shall be 15 feet. Minimum third floor setback shall be 20 feet.

- North Block 4 (Between Highway 17 and Union Avenue): Subject to building code standards.

- South Block 1 (Between Railway Avenue and Dillon Avenue): Minimum setback shall be 10 feet

- South Block 2 (Between Dillon Avenue and Gilman Avenue): Minimum setback shall be 10 feet.

- South Block 3 (Between Highway 17 and Union Avenue): Minimum setback shall be 5 feet.

Side Setbacks

- Shall be zero feet except as necessary for pedestrian or vehicular access ways.

- Deeper side yard setbacks shall be provided at corner side yards.

Site Access

- Pedestrian Access – Every building and tenant space shall provide a main entrance directly adjacent to the sidewalk frontage. Entryways will need to be recessed in order to maintain the necessary 2% (max) cross-slope on the adjacent sidewalk and provide an entry without steps into the building. Rear pedestrian access from parking lots shall be limited to emergency exiting.

- Driveways/Curb Cuts – Minimize the number of driveways/curb cuts by development of shared parking lots where possible. Limit the number of driveways/curb cuts to a maximum of 1 two-way curb cut, or 2 one-way curb cuts per building.

Service Areas and Access Drives

- Centralize and share service areas/access drives wherever possible.

- Service areas (including dumpsters and similar facilities) shall be accessed from side or rear parking areas, and shall be screened by architectural walls, fencing, and/or planting, as appropriate.

- Consider residential adjacencies when designing services areas/access drives.

Parking

- Minimum Requirements: All new developments are subject to existing city parking requirements. Adjustments to parking requirements may be approved by the decision making body pursuant to CMC 21.28.050.

- No new surface parking shall be developed fronting East Campbell Avenue.

- Surface parking shall be permissible only in the rear of new developments.

- Surface lots shall be screened with an attractive fence or wall that compliments the material of the principal building. Walls or fences shall not exceed a height of 6 feet.

- All surface lots shall utilize trees or other landscaping to provide shade throughout the lot.

- Where rear parking lots are provided, access ways shall be well lit and landscaped.

Structured Parking

- Below grade parking is encouraged where feasible.

- Parking structures located on East Campbell Avenue should incorporate retail storefronts at the ground level along front-facing elevations to prevent the creation of "dead zones" along the street.

- Prohibit podium parking designs that would raise the ground floor along the Campbell Avenue frontage; frontage commercial space should be entered at-grade.

Utilities

- Utility boxes and equipment shall be undergrounded to the extent feasible and practical.

DESIGN GUIDELINES

Ground Level Treatment

The ground level of buildings on East Campbell Avenue shall include design features, such as retail display windows and building articulation, which are attractive and pedestrian-oriented. Particular attention should be given to craftsmanship and detailing within the pedestrian's range of experience. The use of special storefront detailing, special materials, planters, outdoor seating, decorative pavers, flags and banners should be included to reinforce the pedestrian nature of the street.

Buildings facing East Campbell Avenue should be designed to maintain a 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 as determined to be of benefit to the overall East Campbell Avenue corridor.

Façade Treatment and Massing

Consistent with the present scale and character of Downtown, large, uninterrupted expanses of horizontal and vertical wall surface should be avoided. Large buildings should be divided into multiple storefronts or similarly-scaled elements to complement the existing small property divisions. Building facades should respond to the relatively narrow increments of development (25′ to 50′) with variation in building planes. Eclectic rhythm shall be accomplished by varying the design of building fenestration and materials between buildings.

Corner parcels are encouraged to incorporate special features such as rounded or cut corners, special corner entrances, display windows, corner roof features, etc. Additionally, the massing of development should be designed to reflect Downtown's diverse character and scale through variation in roofline, building plane and materials. Building elements that add scale and interest such as second-story bay windows, parapets, and cornices, are encouraged. Special attention to detail should be given to elevations that include a mix of finishing materials, façade ornamentation, lighting, flower boxes and/or storefront articulation.

Ground floor windows should be attractive, inviting, and enticing to passersby. Windows should be inset generously from the building wall to create shade and shadow detail. Retail establishments should utilize expansive storefront windows to provide the appropriate setting for displaying and marketing retail merchandise.

Building Materials

Building materials should be of a high quality. A mix of materials is encouraged to continue the eclectic rhythm of Downtown.

Signs

All signs should be of a high quality and complement current signage in Downtown, with respect to size, color, and design. All signs on East Campbell should substantially conform to guidelines specified in *Sign Standards for Historic Downtown Campbell*.

ACKNOWLEDGMENTS

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Joseph D. Hernandez
Jane P. Kennedy
Evan Low

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