



San Francisco

# EAST CAMPBELL AVENUE CORRIDOR

Campbell, California

Technical Assistance Panel | September 16–17, 2025

# About

## Urban Land Institute

The Urban Land Institute (ULI) is a global, member-driven organization comprising more than 45,000 real estate and land use professionals dedicated to advancing ULI's mission of shaping the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership of professionals from private enterprise and the public sector represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, ULI has a presence in the Americas, Europe, and Asia Pacific regions, including over 2,100 members in ULI San Francisco ([sf.uli.org](https://sf.uli.org)).

## ULI TAPs

The ULI San Francisco Technical Assistance Panel (TAP) program is an extension of the national ULI Advisory Services Program (ASP). ULI's advisory services panels provide strategic advice to clients (public agencies, nonprofit organizations, or nonprofit developers) on complex land use and real estate development issues. The program links clients to the knowledge and experience of ULI and its membership.

Since 1947, ULI has harnessed the technical expertise of its members to help communities solve difficult land use, development, and redevelopment challenges. Since 1982, ULI San Francisco has adapted this model for use at the local level, delivering 51 TAPs.

TAPs include extensive preliminary briefings followed by an intensive two-day, in-person working session in the client's community. A detailed briefing package and guided discussion are provided by the client to each TAP panelist in advance of each working session. In these sessions, ULI's expert panelists tour the study area, interview stakeholders, and address a set of questions proposed by the client about a specific development issue or policy barrier within a defined geographic area. The product of these sessions is a final presentation and report, which presents highlights of the panel's responses to the client's questions, as well as a diverse set of ideas and suggestions.

Learn more at: [sf.uli.org/get-involved/technical-assistance-panels/](https://sf.uli.org/get-involved/technical-assistance-panels/)

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# About

## Technical Assistance Panel

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## Acknowledgments

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ULI panelists in front of the Campbell Heritage Theatre.

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# Executive Summary

The City of Campbell (the City), through its Community Development Department, invited the Urban Land Institute San Francisco District Council (ULI) to convene a Technical Assistance Panel (TAP) to study the East Campbell Avenue corridor between Downtown Campbell and the Pruneyard Shopping Center. ULI assembled a panel of real estate, planning, and design professionals to evaluate the corridor's redevelopment potential, identify catalyst sites, and recommend public realm strategies to strengthen the connection between Campbell's two most important commercial districts. Over the course of the TAP, the panel toured the study area, engaged with local stakeholders, and developed recommendations to guide the City's long-term vision for this area as a new housing district and important multi-modal connector.

The panel framed its recommendations through a series of specific questions on the following topics:

1. Land Use and Market Alignment
2. Catalyst Sites
3. Public Realm and Mobility
4. Corridor Integration, Financial Viability, and Implementation



A revised vision for East Campbell Avenue: Downtown should be compact and focused. Housing units are needed to support Downtown businesses and ensure a sustainable local economy with the entrance framing East of Highway 17.

## Land Use and Market Alignment

- **What mix of housing, commercial, and public uses is most appropriate to attract investment in today's market, and how should zoning, incentives, and partnerships be structured to advance community goals?**

The panel concluded that **new housing** will be the cornerstone of redevelopment along the corridor. It will strengthen housing attainability for the community and bring new residents to support the adjacent existing commercial anchors. The panel recommends the City focus on advertising the potential density of the current sites. Recent state housing legislation and streamlined approval processes create the opportunity to achieve significantly higher densities, potentially in the range of **80–140 units per acre**.

This higher density aligns with the current market and ensures the viability of this redevelopment. The panel recommends establishing a **clear set of design standards** for building massing and envelope, public realm improvements, and community-oriented ground-floor activation, assuming these higher densities. The City is designated Prohousing by the state and can continue shifting from a compliance-oriented stance on density to a proactive “Yes, and” approach that welcomes higher intensity development while ensuring strong design standards.

## Catalyst Sites

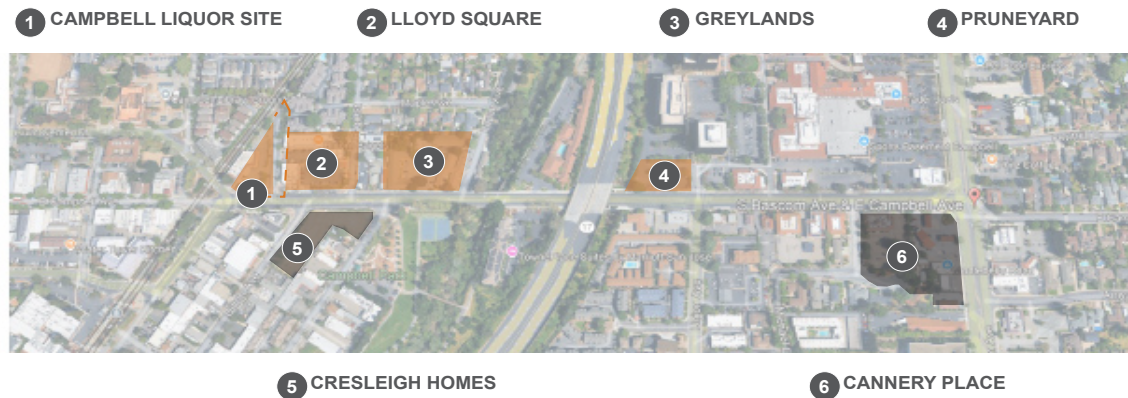
- **Which properties in the corridor offer the greatest potential for catalytic redevelopment, and what strategies could the City use to unlock this potential?**

The panel noted encouraging momentum on the south side of East Campbell Avenue, where two potential high-density developments are under discussion that together could deliver well over **300 new housing units to the corridor**. Building on this, the panel’s analysis with City staff and stakeholders identified several additional catalyst sites along the north side of the corridor, with the long-term potential for higher allowable densities to increase overall housing capacity from roughly 300 units to as many as 450. If Foote Ave. were to be vacated, there’s an opportunity of incorporating the Campbell Liquor site with Foote Ave, which has a combined 1 acre footprint and a potential 50-75 units of housing. With the vacated street, there’s also **opportunity for a public plaza at the intersection with East Campbell**. These catalyst sites represent more than just development opportunities: **they are anchors that can set the tone for the entire corridor**, shaping its identity as a vibrant, connected, and livable district.

## Mobility and Public Realm

- **What near-term, achievable infrastructure and streetscape improvements would best support walkability and create a more cohesive connection between Downtown and the Pruneyard?**

East Campbell Avenue within the study area feels like a car-centric corridor with wide travel lanes, high traffic speeds, narrow sidewalks, and inconsistent bike



Catalyst sites include Campbell Liquor, Lloyd Square, Greylands, Pruneyard, Cresleigh Homes, and Cannery Place.

infrastructure. The experience of walking or cycling along the corridor is therefore uninviting and disconnected. To shift this dynamic and envision East Campbell Avenue as a multi-modal corridor, the panel recommends a three-pronged strategy.

1. The first is **public realm improvements at catalyst sites**. This would allow for wider sidewalks, increased tree canopy, and upgraded streetscape elements that invite people to linger, stroll, and gather.
2. **Continuous, protected bicycle lanes** would knit the corridor together and safely connect Downtown to the Pruneyard, and to the Los Gatos Creek regional trail network.
3. The final recommendation is for the City to **study a road diet to calm traffic**, particularly west of the Highway 17 underpass.

Together, these changes would transform the corridor from a pass-through street into

a place where people want to walk, bike, and spend time. Encouragingly, the City already has two projects underway that can serve as early steps toward this vision, laying the groundwork for longer-term investments in a safer, greener, and more vibrant public realm.

## Corridor Integration, Financial Viability, and Implementation

- **What funding tools, grant opportunities, or financing mechanisms should the City pursue to support corridor improvements and redevelopment?**
- **How can the City ensure that strategies benefit the corridor as a whole—linking Downtown and the Pruneyard as interconnected anchors—and what coordinated approaches will enhance vitality for the entire area?**

The panel emphasized that the successful transformation of the corridor will depend not only on physical improvements but also on **cohesive identity, coordinated design improvements, and shared programming**. A **distinct wayfinding strategy** should be developed to establish a common brand for the corridor, with signage that seamlessly guides residents and visitors between Downtown and the Pruneyard while elevating the overall visitor experience.

Beyond signage, **stronger programming and marketing** will be key to knitting the corridor together. Downtown Campbell's business association, Chamber of Commerce, and the City already produce a highly successful calendar of regional events.

Establishing a **Business Improvement District (BID)** could provide a dedicated funding stream and staff capacity to sustain these efforts, supporting marketing, programming, clean-and-safe services, and enhanced public realm activation over the long term.

Regarding funding, the Panel recommends pursuing a layered funding approach that combines multiple sources to deliver needed improvements. Potential funding avenues include:

- Affordable housing and public realm projects: **Affordable Housing Sustainable Communities (AHSC)** and **Infill Infrastructure Grants (IIG)**
- Bike and pedestrian projects: Coordination and partnership with **Valley**

### Transportation Authority (VTA)

- Metropolitan Transportation Commission (MTC) Transit-Oriented Communities projects: utilize **One Bay Area Grant (OBAG)** funds

Located in the Conclusion of the report, the panel drafted detailed short-term, mid-term, and long-term wins for the Campbell Corridor.

## Conclusion

In conclusion, Downtown Campbell and the Pruneyard are already a vibrant **lifestyle district** and a regional mixed-use destination. To build on this momentum, the panel recommends strategically **adding housing** to attract the next generation of residents and customers.

**Improving biking and walking** connections will further appeal to Millennials and Gen Z—groups that make up much of the emerging workforce and future population of Campbell.

**New mixed-use development** can introduce flexible spaces for a wide range of uses while enhancing the overall attractiveness of the corridor. Complementary **branding and wayfinding** efforts will help strengthen the corridor's identity, elevate its character, and boost its competitiveness.

Campbell has an exceptional regional foundation to build upon, and the East Campbell Avenue corridor can serve as a powerful catalyst for the city's next chapter of growth.



Wider sidewalks, mature street trees, and shaded gathering spaces dramatically improve walkability and transform the pedestrian experience along the Corridor.

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# Introduction and Background

Located in the heart of Santa Clara County, the City of Campbell sits at the nexus of Silicon Valley’s economic and cultural landscape. With approximately 43,000 residents (Census Reporter), Campbell balances its historic roots as an agricultural hub with its role as a modern suburban community shaped by proximity to major regional employment centers in San José, Cupertino, and Los Gatos. This positioning allows Campbell to function both as a residential community and as an important contributor to the broader Bay Area economy, particularly in sectors such as health care, professional services, and retail.

Although not a major tech employment center on the scale of Sunnyvale or Mountain View, Campbell supports roughly 27,000 jobs and plays a complementary role to its larger neighbors (City of Campbell 6th Cycle Housing Element). Three of its most important economic districts, the Historic Downtown, the Pruneyard Shopping Center, and the Dell Avenue industrial corridor, demonstrate how the city has adapted to shifting market conditions while cultivating a strong local identity. These areas also serve as regional destinations, hosting community events such as the Sunday Farmers Market and seasonal festivals, and offering a mix of retail, entertainment, and office uses.

Campbell is also grappling with regionwide pressures that have intensified over the past two decades. Like many Silicon Valley communities, the city faces the

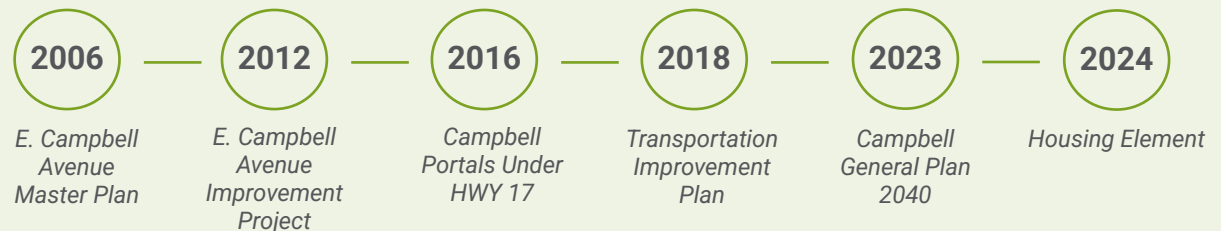
## Overview of Past Planning for East Campbell Avenue

The TAP builds on many years of thoughtful planning and significant accomplishments within the City. Throughout these efforts, the vision has remained consistent: to create a vibrant, walkable, and cohesive destination that seamlessly connects The Pruneyard and Downtown Campbell.

In 2006, the City adopted the East Campbell Avenue Plan with the goal of linking Downtown to The Pruneyard through coordinated public improvements, urban design strategies, and land use patterns. This vision began to take shape in 2012, when the City widened sidewalks from Railway Avenue to Page Street, squared off the Campbell/Railway intersection corners, constructed bulb-outs, replaced cobrahead streetlights with decorative fixtures, added on-street parking and wayfinding, and widened the Campbell Avenue bridge along the Los Gatos Creek Trail.

Progress continued with the 2016 Campbell Portals project, which dramatically improved the under-highway experience through public art and walkability enhancements—addressing longstanding safety and comfort challenges for bicyclists and pedestrians who previously shared space with fast-moving vehicles.

In 2018, Campbell adopted its Transportation Improvement Plan, followed by an updated General Plan. Most recently, in 2023, the City adopted a certified Housing Element and earned a Pro-Housing designation. These achievements represent major milestones toward advancing connectivity, livability, and long-term resilience in the East Campbell Avenue corridor.

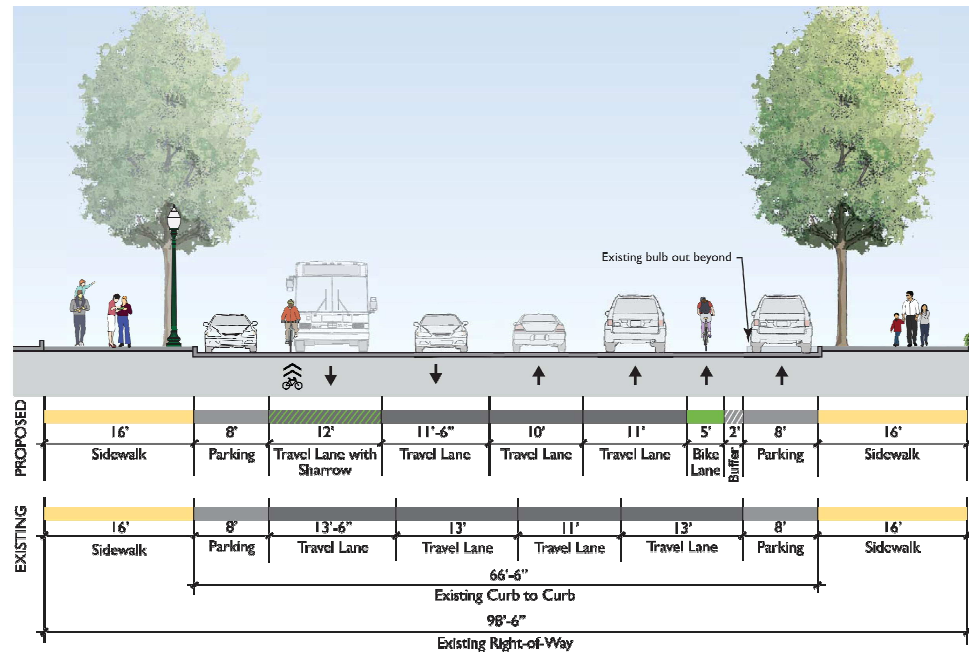


consequences of a booming housing market that has pushed home values and rents far beyond what many households can afford. Since 2001, home prices have climbed nearly 177 percent (City of Campbell 2023-2031 Housing Element), with typical values exceeding \$1.4 million (Zillow), placing homeownership out of reach for lower-income and first-time buyers. Median rents have increased more than 65 percent over the past decade, leaving 45 percent of renter households cost-burdened and more than one in five severely burdened (SV@ Home). These challenges affect a broad cross-section of the community, including teachers, service workers, and other essential employees who often must look outside Campbell for attainable housing.

In response, the City is increasingly focused on strategies that expand housing options across income levels and support more diverse, transit-oriented, and mixed-use development. The East Campbell Avenue corridor, which links the City's two most vital hubs, Downtown Campbell and the Pruneyard, represents a critical opportunity to address these challenges while reinforcing Campbell's long-term resilience, connectivity, and sense of place.



Outline of the site area for the East Campbell Avenue TAP.



Campbell Transportation Improvement Plan Section: Campbell Avenue/Railway Avenue/Civic Center Drive Recommended Improvements, Facing West



# Site Context, Constraints, and Opportunities

## Site Tour

A Corridor with Constraints

### Problem Statement

In the City's briefing prior to the site tour, staff outlined several key challenges along the East Campbell Avenue Corridor:

- Campbell's "missing link" between two strong destinations
- Lack of a cohesive identity in contrast to The Pruneyard and Downtown's established brands
- Auto- and driveway-oriented development, with inconsistent street-facing frontage
- Gaps in pedestrian and bicycle infrastructure
- Minimal redevelopment activity over the past 30 years
- Two major potential projects progressing slowly
- Weak sense of arrival when approaching Downtown
- Low-intensity and dated land uses

### Constraints

City officials guided the panel through a detailed tour of the corridor, highlighting several on-the-ground constraints:

#### **Narrow Bridge over Los Gatos Creek.**

Even after recent widening, the bridge still feels constrained and cannot comfortably accommodate multiple user types at once.

**VTA Light Rail Conflicts.** The panel learned that periodic VTA train crossings interrupt and limit access to Downtown.

**Narrow Sidewalks.** Throughout much of the corridor, sidewalks are uncomfortably narrow. The panel observed bicyclists riding on sidewalks, single-file pedestrian movement, and close proximity to fast-moving traffic.

**Lack of Tree Coverage.** In a climate as warm as Campbell, it was clear more street trees were needed to alleviate overexposure for the pedestrian experience.

**Highway 17 Crossing.** This crossing continues to feel unsafe and busy for pedestrian and bike users.



The City presented to the panel and outlined the TAP questions, the problem statement, and previous planning work.



The panel and City officials on the site tour.



East Campbell Avenue Bridge - Portals Project



VTA Light Rail



Narrow sidewalk conditions in proximity to fast traffic conditions

## Opportunities

The City outlined the following opportunities prior to the panel's work on answering the questions for the TAP:

- Downtown and the Pruneyard act as strong bookends and brands
- There are multiple lifestyle amenities including Campbell Park and Los Gatos Creek Trail access
- Recent state laws that offer more density opportunities
- The previous Portals Project vastly improved the Highway 17 mega-barrier
- Proximity to light rail station and civic anchors including the community center and the new library
- Proximity to Campbell and West Valley employment hubs



Activity at Campbell Park and the basketball court.



# Stakeholder Contribution and Summary

Following the presentation and site tour by the City, the panel proceeded to interview nearly thirty stakeholders across public sectors, private sectors, and community members.

### Stakeholder Contribution

TAP Question	Key Stakeholder Insight	Implications for TAP
1. <i>Land Use &amp; Market Alignment</i>	<ul style="list-style-type: none"> <li>• Overwhelming call for more housing (“housing, housing, and more housing”) to support retail.</li> <li>• Willingness to consider higher density if it makes projects feasible.</li> <li>• Strong caution against mandatory ground-floor retail in mixed-use; should be flexible to avoid vacancy.</li> <li>• Preference for small-scale services (gyms, deli, convenience market) rather than competing with Downtown/Pruneyard retail.</li> <li>• Concerns over parking management, entitlement costs, and zoning flexibility.</li> </ul>	<ul style="list-style-type: none"> <li>• Position housing as the corridor’s primary market driver.</li> <li>• Recommend zoning that encourages density while ensuring design quality.</li> <li>• Suggest retail flexibility to align with demand.</li> <li>• Identify parking/entitlement reforms that could reduce opposition and improve feasibility.</li> </ul>
2. <i>Catalyst Sites</i>	<ul style="list-style-type: none"> <li>• Specific sites identified: Cresleigh, Greylands, Bascom corner, Foote.</li> <li>• Desire for one signature destination (music venue, amphitheater, public gathering space).</li> <li>• The Chamber supports a community gathering hub to anchor the corridor.</li> </ul>	<ul style="list-style-type: none"> <li>• Highlight catalytic parcels and their redevelopment potential.</li> <li>• Recommend options for a destination use or public realm anchor to unify the corridor and draw activity between nodes.</li> </ul>
3. <i>Mobility &amp; Public Realm</i>	<ul style="list-style-type: none"> <li>• Recent downtown investments praised but issues persist: narrow sidewalks, unsafe crossings, and bridge pinch points.</li> <li>• Strong emphasis on shade, mature trees, and pedestrian comfort.</li> <li>• Split views on bike lanes: some call for separated facilities, others question bike lanes vs. trails.</li> <li>• Parking tensions: retail depends on it, but stakeholders suggest management/wayfinding fixes.</li> </ul>	<ul style="list-style-type: none"> <li>• Recommend near-term safety and comfort upgrades (wider sidewalks, crossings, shade).</li> <li>• Provide guidance on bike/ped trade-offs.</li> <li>• Suggest parking management/wayfinding improvements over expansion.</li> </ul>

## Stakeholder Contribution

TAP Question	Key Stakeholder Insight	Implications for TAP
4. Corridor-Wide Integration	<ul style="list-style-type: none"> <li>The middle corridor area is seen as “left out” compared to Downtown and the Pruneyard.</li> <li>Calls to integrate non-downtown businesses into Downtown events/programming.</li> <li>Perception that the Pruneyard is not well integrated into community life.</li> <li>Interest in alley activation and consistent design elements along the corridor.</li> <li>Wayfinding is seen as key.</li> </ul>	<ul style="list-style-type: none"> <li>Recommend strategies for programmatic and design integration across subareas.</li> <li>Explore ways to connect Pruneyard and mid-corridor businesses to Downtown branding and events.</li> <li>Identify corridor-wide design standards and wayfinding opportunities.</li> </ul>
5. Financial Viability & Implementation	<ul style="list-style-type: none"> <li>Recognition that funding is critical; potential sources: Measure B, AHSC, “Safe Streets for All,” Highway Safety Improvement Program, BID/PBID.</li> <li>Developers are concerned about fees and prescriptive permitting.</li> <li>City seen as having an opportunity to become a regional partner/leader by leveraging outside funds.</li> <li>Support for developer-led frontage improvements as part of projects.</li> </ul>	<ul style="list-style-type: none"> <li>Recommend a multi-source funding strategy leveraging regional, state, and federal grants.</li> <li>Explore BID/PBID feasibility for maintenance and programming.</li> <li>Suggest permitting and fee reforms to lower barriers.</li> </ul>



The panel organizing stakeholder comments and insights.





# Land Use and Market Alignment

## Key Findings

Stakeholders overwhelmingly emphasized housing as the top priority, with comments that included “housing, housing, and more housing” and “housing means more wallets.”

There was recognition that additional residents are necessary to sustain retail, and that higher densities should be considered if they make projects feasible. However, stakeholders cautioned against mandating ground-floor retail in mixed-use projects, noting that vacant or underutilized spaces can become a liability. Instead, they stressed flexible retail/service options (gyms, delis, small markets) that respond to actual demand. Concerns also surfaced around parking management, entitlement costs, and zoning flexibility; several noted that upfront solutions (e.g., better parking management) could reduce community opposition to higher density.

Overall, the theme here is clear: residential development, potentially at higher densities, is the market driver, while retail should be carefully calibrated to avoid over-saturation or direct competition with Downtown.

## Housing Laws

The panel sees the long-term success of the Corridor as strongly dependent on adding housing. The City of Campbell has already taken important steps by identifying key parcels in the Housing Element and adopting recent rezoning efforts. Several state laws will further support housing production, including:

- **SB 330 – Housing Crisis Act:** Locks in fees and development regulations early in the process.
- **AB 130 – Infill CEQA Streamlining:** Effective July 2025, simplifies CEQA for qualifying infill projects.
- **State Density Bonus Law:** Allows additional density and waivers from zoning standards in exchange for providing affordable housing; widely used across California.
- **SB 79 – Transit-Oriented Development Upzoning:** Permits 65 feet and 100 du/acre within one-fourth mile of transit stations and applies directly to the East Campbell Avenue Corridor.
- **SB 423 – Ministerial Approval:** Grants streamlined, ministerial approval for qualifying projects.

In addition to these provisions, local standards and incentives will strongly influence development feasibility along the Corridor. Campbell’s objective design standards, parking requirements, and impact fees remain key levers, while potential local bonuses or fee reductions could help catalyze housing. Recent State laws further expand opportunities: SB 35/SB 423 streamline approvals, SB 1123 supports small-lot and “missing middle” housing, and AB 2011/SB 6 enable residential use on commercial corridors. Together, these tools create a more flexible framework to advance housing production.

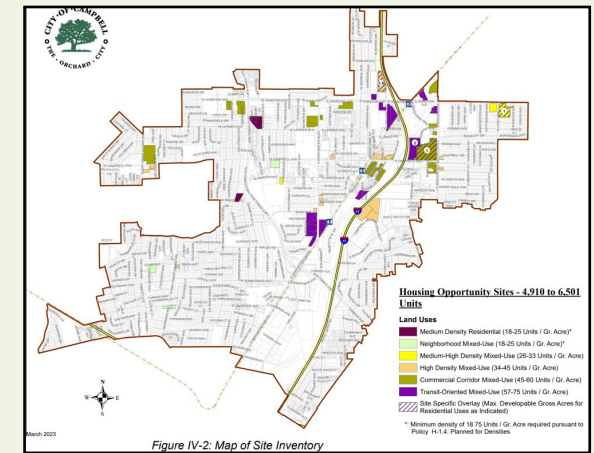


Figure IV-2: Map of Site Inventory



Source: City of Campbell’s 6th Cycle 2023-2031 Housing Element

## Density Alternatives

With the current zoning in place, development outcomes will largely be determined by market conditions. The Panel developed an overview of density scenarios and their associated market implications. Three-story townhomes remain relatively straightforward to build, finance, and sell and are common throughout the Bay Area.

Traditional garden-style apartments, derived from 1960s walk-up models, are no longer feasible due to the large parcel sizes they require. Mid-range densities of 40–60 units per acre are also challenging for developers to deliver profitably, as these projects often do not generate sufficient revenue to support financing.

High-density residential buildings generally require 75–120 units per acre to meet investor and lender expectations. The panel recommends targeting this 75–120 units per acre range, which can be achieved through the bonus laws outlined earlier. Buildings at this density can typically be constructed as wood-frame structures over a concrete podium or garage, resulting in heights of approximately six to eight stories.

## Design Standards and Active Ground Floors

The Panel recommends that housing remain the predominant land use along the Corridor, with residential densities of approximately 100 units per acre achievable through applicable State housing laws. To ensure these buildings integrate well with the surrounding context, a clear set of objective design standards is essential. The recommended standards include:

- Large street trees to establish a strong canopy and enhance walkability
- Wide sidewalks to support pedestrian comfort and activity
- Height step-downs along parcel edges adjacent to lower-density residential areas

Stakeholders expressed concern about introducing additional commercial development that could compete with Downtown Campbell or the Pruneyard. While ground-floor activation is still important, traditional requirements mandating large amounts of retail space have often led to

long-term vacancies and inactive frontages.

To avoid these outcomes, the panel recommends a flexible, multi-layered strategy for ground-floor uses:

- Target only key, high-visibility corners or nodes for retail or restaurant uses with a strong likelihood of success
- Permit a broader range of service-oriented uses, such as professional services or personal care providers
- Require or encourage alternative ground-floor program elements, such as fitness rooms, community rooms, or tenant amenities, where retail demand is limited

In summary, the panel recommends:

- **Prioritize Housing as the Predominant Use:** Support higher-density residential development (up to 100 units/acre) on large parcels, leveraging new state housing laws (SB330, SB79, SB423, etc.) to streamline approvals while maintaining strong design standards.
- **Adopt Objective Design Standards:** Require wide sidewalks, large street trees, and sensitive height step-downs adjacent to lower-density neighborhoods to balance growth with Campbell’s small-town character.
- **Activate Ground Floors Strategically:** Encourage flexibility in active uses. Select key corners for retail or restaurant, while allowing services (gyms, delis, professional offices) and community uses (fitness rooms, lobbies, meeting spaces) in other locations.

## Height Step-Down Example



Frontside of 481 on Mathilda, Source: SummerHill Apartment Communities



Backside of 481 on Mathilda that steps down to meet the adjacent neighborhood character.

## Density Analysis

25-35 units/acre	3-Story Townhomes
30-40 units/acre	Garden-Style Apartments: No longer a typical product
40-60 units/acre	“No Man’s Land”
75-120 units/acre	Up to 6-8 Stories: 100 dwelling units/acre expected in this study area
9+ stories	Mid-Rise, Concrete



# Catalyst Sites

## Key Findings

Several parcels were consistently identified as high-potential catalysts, including Cresleigh, Greylands, and key corners at Bascom and Foote.

Stakeholders also called for at least one unique destination within the corridor, a gathering place, music venue, or amphitheater, to differentiate the area and draw people between Downtown and the Pruneyard. The Chamber, in particular, emphasized the need for a public gathering space.

This suggests that beyond incremental redevelopment, a signature destination or public realm investment could provide the corridor with the unifying identity it currently lacks. The capacity numbers throughout represent base density for select catalyst sites.

### 1 Campbell Liquor Site

Past planning efforts have explored the closure of Foote Avenue and City staff continue to express interest in vacating the street, which is a dead-end block-long street.

There is currently a safety issue with its proximity to the railroad tracks.

When combining the current site plus Foote Avenue, the combined footprint is approximately 1 acre and a potential 50-75 units of housing. With the vacated street, there's also opportunity for a public plaza at the intersection with East Campbell.

As the corridor develops, there could be a long-term opportunity for redevelopment.

#### 1 CAMPBELL LIQUOR SITE

Approximately 1.0 acres  
High-density mixed use  
34-45 du/ac = **34-45 units**  
75-100 du/ac = **75-100 units**

\*including Foote Ave potential street vacation

#### 2 LLOYD SQUARE

1.4 acres  
High-density mixed-use  
34-45 du/ac = **48-63 units**  
75-100 du/ac = **105-140 units**

#### 3 GREYLANDS

1.6 acres  
High-density mixed-use  
34-45 du/ac = **55-72 units**  
75-100 du/ac = **120-160 units**

#### 4 PRUNEYARD

0.5 acres  
High-density mixed-use  
57-75 du/ac = **29-38 units**  
100 du/ac = **50 units**



#### 5 CRESLEIGH HOMES

1 acre  
100 du/ac = **99 units**

#### 6 CANNERY PLACE

3.4 acres (1.88 residential)  
108 du/ac = **205 units**

## 2 Lloyd Square

Highlighted in Campbell's Housing Element, the Lloyd Square site is a prime housing development location. The 1.4 acre site has capacity for 105-140 units.

## 3 Greylands Professional Office Park

The third site is Greylands, a group of single-story buildings that are approximately 30,000 sf on a 1.6 acre site. The land-use is predominantly professional services offices. As the corridor continues to develop, the site has potential as a high-density residential project due to its size.

The panel recommends offering flexibility on alternates to retail use, such as professional services, property management offices, or resident amenity spaces. Due to its proximity to a low-density neighborhood to the North, the panel recommends objective standards for higher densities backing lower densities to encourage the step-down of the buildings to 2-3 stories.

## 4 Pruneyard

The Pruneyard site is also highlighted in Campbell's Housing Element and has potential for 60 units when zoning for 100 dwelling units/acre.

## 5 Cresleigh Homes

This site could bring 90 additional housing units to the Campbell Avenue Corridor. Cresleigh Homes submitted plans for a 90-home development that would help connect Downtown with the Pruneyard. As of February 2026, Cresleigh has been approved to build up to 120 units under a local density bonus program.



Proposed Cresleigh Homes development, Source: Cresleigh Homes

## 6 Cannery Place

Cannery Place is a preliminary concept for the corner of Bascom and East Campbell. There is potential of 206 units on the 3.4 acre site. This site benefits from strong regional access and proximity to the Downtown and Pruneyard.



Current Cannery Place site, Source: Google Maps



# Public Realm and Mobility

## Key Findings

Comments revealed a strong appreciation for recent downtown investments but underscored lingering safety and comfort challenges.

Stakeholders want more shade, wider sidewalks, and mature landscaping, which they feel matter as much as building facades in creating a welcoming environment. Bridge pinch points, narrow sidewalks, and unsafe crossings were repeatedly flagged. While some supported bike facilities, others questioned whether bike lanes on Campbell Avenue are the right investment compared to trails.

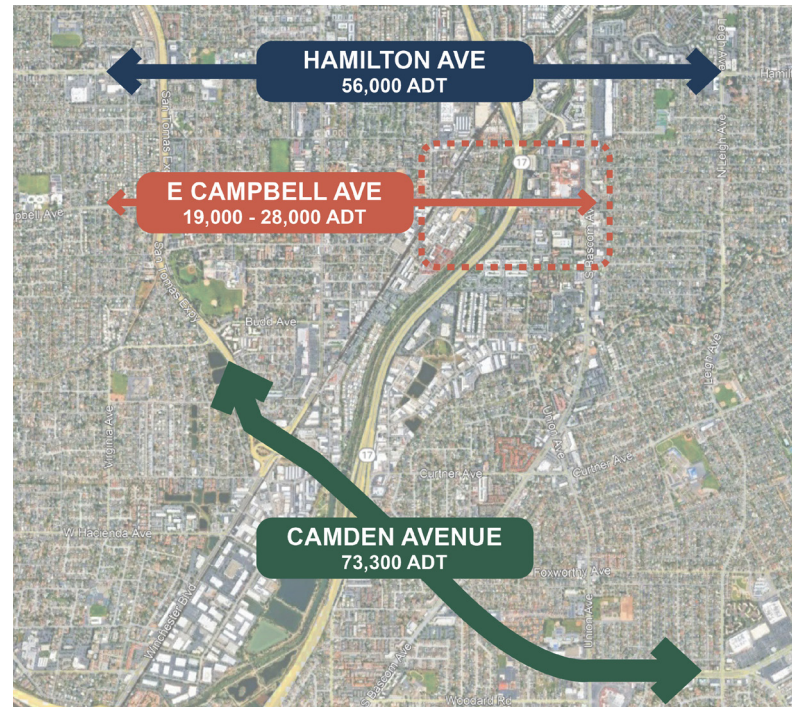
Parking remains a recurring tension: retail depends on it, but some stakeholders noted management and wayfinding solutions could alleviate pressure without expanding supply.

The common thread is that the public realm must prioritize pedestrian comfort and safety, even if it requires trade-offs in street capacity.

## Multi-Modal East-West Corridor

The panel recognizes that East Campbell Avenue is one of only three major east-west corridors in the City. While Hamilton Avenue to the north and Camden Avenue to the south will continue to prioritize vehicle movement due to their connections to Highway 17 and higher traffic volumes, treating East Campbell Avenue similarly would be a missed opportunity.

## Multi-Modal East-West Corridor



- 1 **Improve “public realm”** with wide sidewalks and enhanced pedestrian comfort
- 2 **Expand bicycle infrastructure** on East Campbell Ave as part of citywide multi-modal network
- 3 **Study road diet** and potential traffic calming strategies

Instead, East Campbell Avenue has the potential to serve as a vital multimodal connector between Winchester Boulevard and Bascom Avenue. This direction is supported by both stakeholder input and the vision articulated in the 2018 Transportation Improvement Plan (TIP), as well as the corridor’s direct linkage from Downtown to the regional trail system.

## Three-Pronged Strategy

The panel believes that supporting pedestrians and bicyclists on East Campbell Avenue is key to the connection between the Pruneyard and Downtown.

## Improve “Public Realm”

The panel conducted a block-by-block review of East Campbell Avenue and identified priority improvements. The panel recommends minimum sidewalk widths of 16 feet west of Highway 17 and 10 feet east of Highway 17. Many sidewalk-widening opportunities align with parcels likely to redevelop, creating opportunities for public-private partnerships.

Several improvements, however, can be City-led and delivered sooner. These include upgrades at the railway crossing, creation of an expanded sidewalk and small plaza overlooking the Campbell Park basketball courts, and targeted safety enhancements at the Portals Project.

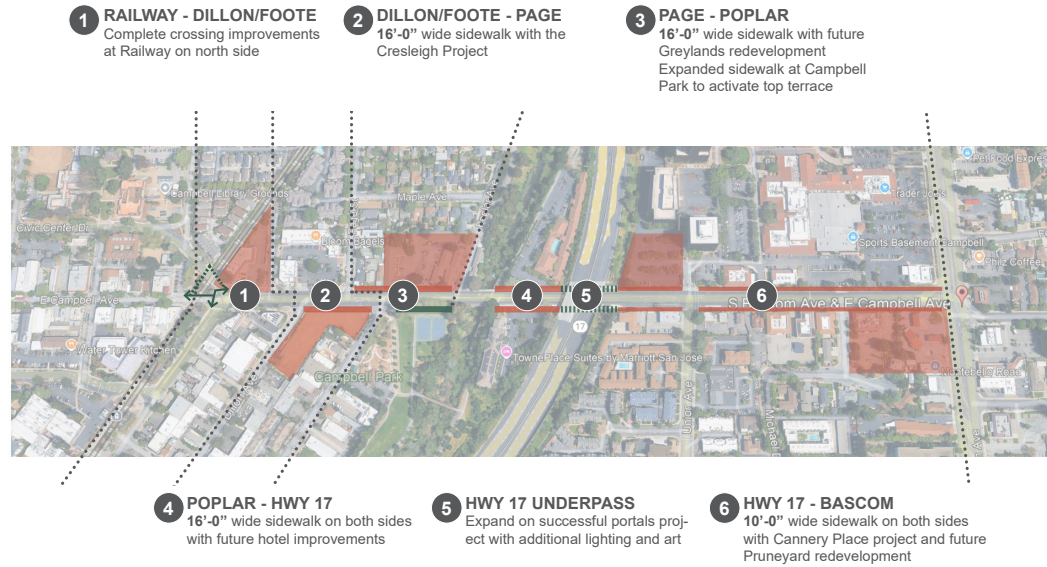
## Wide Sidewalks Transform Experience

During their site visit, the panel observed that the widest existing sidewalks along the Corridor already demonstrate how transformative pedestrian-oriented design can be. Wider sidewalks accommodate mature street trees that provide essential shade, create space for people to comfortably pass one another, and support a more active and sociable pedestrian environment along East Campbell Avenue.

## Expand Bicycle Infrastructure

The panel notes that the current bicycle infrastructure along the Corridor is not functioning effectively. The 2018 Transportation Improvement Plan (TIP) identifies East Campbell Avenue as both a critical multimodal connection and a high-stress environment for cyclists. Existing bike lanes and sharrows do not provide the comfort or safety necessary for everyday users.

Future bicycle facilities should provide meaningful separation from vehicles. The minimum appropriate treatment is a Class II bike lane, while the preferred solution is a Class IV separated bikeway. While sidewalk widening can occur largely through redevelopment, accommodating high-quality bicycle infrastructure will require reallocating portions of the existing right-of-way.



## Traffic Calming

Given these conditions, slowing traffic along East Campbell Avenue, particularly west of Highway 17, may be appropriate. Reduced vehicle speeds improve comfort and safety for pedestrians and cyclists, strengthen connections between destinations, and support local businesses by enhancing street activity. The panel recommends considering traffic calming measures such as:

1. Lane widths limited to 10–12 feet
2. Bulb-outs and other traffic-calming features
3. Consideration of chicanes to introduce subtle roadway curves that encourage slower speeds
4. A new signal at Page Street (as proposed)

## Leverage Current Planning Projects

The City is already advancing two planning efforts that directly support and align with the recommended improvements. The panel recommends focusing on these studies:

**Citywide Multi-Modal Plan:** Prioritizes East Campbell Avenue as a key connection from Downtown to the regional Los Gatos Creek Trail network. It calls for further right-of-way analysis to evaluate the feasibility of a separated bikeway.

**Plan Line Study:** The East Campbell Plan Line project will update the existing Plan Line along East Campbell Avenue from Railway Avenue to Bascom Avenue. Based on the East Campbell Avenue Master Plan, the Plan Line will determine the street geometrics to include the type and width of lanes within the street right-of-way.



# Corridor Integration and Implementation

## Key Findings

Stakeholders consistently voiced a strong interest in better integration of businesses outside the core into Downtown programming (e.g., Wine Walks, parades), as well as improved collaboration with the Pruneyard, which some perceive as disconnected from the community. Ideas like alley activation, coordinated design elements along the full length of East Campbell Avenue, and stronger marketing/communications partnerships reflect a desire to build corridor cohesion across subareas that currently feel fragmented.

Stakeholders acknowledged that funding will be essential to unlock improvements. Suggestions included Measure B funds, “Safe Streets for All” and Highway Safety Improvement Program grants, AHSC funding (linked to bike/ped improvements), and exploration of a BID or PBID to support maintenance and programming. Developers noted that fees (e.g., park fees, special use permits) and prescriptive permitting processes can be barriers. There is also recognition that Campbell’s constrained fiscal position makes regional and partnership-based funding strategies critical. Stakeholders see an opportunity for the City to position itself as a regional leader/partner by leveraging grants and partnerships with VTA, MTC, and others.

Overall Takeaway: Stakeholders are aligned that housing is the anchor for corridor revitalization, but it must be paired with

public realm improvements, a signature destination, and corridor-wide integration strategies. Retail should be right-sized and flexible. Financial viability hinges on creative use of regional funding and streamlined City processes.

## District Wayfinding Strategy

The panel recommends implementing a comprehensive wayfinding system throughout the Corridor, extending from Downtown Campbell to the Pruneyard. This system could include corridor-wide banners on light standards between Winchester Boulevard and Bascom Avenue, along with improved directional signage to clearly guide visitors to parking structures and key destinations. The panel recommends:

- **Establish a cohesive district brand**
- **Encourage seamless navigation between the Pruneyard, East Campbell Avenue, and Downtown**
- **Enhance the overall visitor experience and support increased pedestrian activity**

## Parking Management

Stakeholder feedback highlighted a perceived shortage of parking Downtown; however, parking structures are rarely at full capacity. While paid parking could improve curbside turnover, many stakeholders emphasized the importance of maintaining free parking options.



Current successful branding in Downtown.



Entrance to the Portals Project.

Improved wayfinding, potentially integrated with digital tools, can help direct visitors to available parking spaces more efficiently. Between Railway Avenue and Highway 17, adding additional on-street parking is a lower priority compared to other multimodal improvements. As Downtown continues to draw more patrons, the expectation of parking directly in front of every business becomes less feasible, underscoring the need for better management rather than expanded supply.

## Marketing and Events

Downtown Campbell already benefits from highly successful events organized by the Downtown Campbell Business Association, the Chamber of Commerce, and the City—events that regularly attract regional visitors. The panel recommends expanding these efforts to include businesses throughout the entire Corridor. For example, incorporating Corridor businesses into events such as the Wine Walk would increase visibility, draw foot traffic beyond the core, and strengthen a sense of district-wide cohesion.



Source: Sheldon Chang/SocialWave.com



Source: Sheldon Chang/SocialWave.com

The panel also recommends closer collaboration with the Pruneyard on joint event marketing to encourage movement between destinations. Additionally, if a Business Improvement District (BID) were to be formed, they could play a key role by providing funding, staffing, programming, marketing support, and enhanced services that elevate the visitor experience.

## Funding Strategy

Given limited resources, the Panel recommends pursuing a layered funding approach that combines multiple sources to deliver needed improvements. Potential funding avenues include:

- **Affordable housing and public realm projects:** Affordable Housing Sustainable Communities (AHSC) and Infill Infrastructure Grants (IIG)
- **Bike and pedestrian projects:** Coordination and partnership with Valley Transportation Authority (VTA)
- **Metropolitan Transportation Commission (MTC) Transit-Oriented Communities projects:** utilize One Bay Area Grant (OBAG) funds

The panel also recommends exploring additional local tools, including evaluating the creation of an Enhanced Infrastructure Financing District (EIFD) to capture long-term value and reinvest it into the South of Campbell Avenue (SOCA) blocks.



Entrance to Los Gatos trail.

The City may also leverage its existing assets. The panel recommends considering targeted disposition of right-of-way to support redevelopment and generate revenue, Foote Avenue is one example of where this strategy may be appropriate. Developer contributions and impact fees may also be considered when consistent with project feasibility.

Finally, the panel recommends fully utilizing available State streamlining provisions. Bringing local land-use policies into alignment with State law will enable applicants to benefit from expedited processes and encourage timely, well-designed development along the Corridor.

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# Conclusion and Next Steps

Building on Campbell’s already strong foundation, the East Campbell Avenue corridor presents a clear opportunity to shape the city’s next chapter of growth. By **strategically adding housing**, Campbell can attract the next generation of residents and customers while reinforcing long-term economic vitality.

**Enhancements to biking and walking connections** will further strengthen the corridor’s appeal to Millennials and Gen Z,

groups that represent much of the emerging workforce and future population, while improving comfort and accessibility for all users. **New mixed-use development** can introduce flexible spaces for a wide range of uses, activate the public realm, and elevate the overall attractiveness of the corridor. Complementary branding and wayfinding efforts will help unify these investments, strengthening the corridor’s identity, character, and competitiveness.

**By prioritizing housing, enhancing public realm comfort, and building corridor cohesion through phased investments and layered funding, Campbell can bridge its two strongest anchors, Downtown and the Pruneyard into a unified, vibrant destination.** With its exceptional regional foundation, the East Campbell Avenue corridor can serve as a powerful catalyst for building the next generation of success.

## Conclusion and Next Steps

Short Term Wins	Mid-Term Wins	Long-Term Wins
<p>The panel identified several immediate, achievable actions that can build momentum while larger initiatives take shape. These include:</p> <ul style="list-style-type: none"> <li>Expanding communications, marketing, and events to incorporate all corridor businesses between Downtown and the Pruneyard, ensuring visibility and cohesion across the district.</li> <li>Several critical mobility improvements should also be addressed quickly: revising bicycle sharrows on East Campbell Avenue to clearly signal shared-lane use, and enhancing safety at the CA-17 undercrossing with improved signage, emergency kiosks, and visible monitoring systems.</li> </ul>	<p>Within the next three to five years, the City can advance a series of moderate-cost initiatives that build on early successes. These include:</p> <ul style="list-style-type: none"> <li>A comprehensive wayfinding plan with consistent branding and signage to help unify the corridor experience and guide visitors to destinations and parking options.</li> <li>The proposed frontage and curb realignment associated with the Cresleigh development to offer opportunities to showcase corridor design improvements, and additional multi-modal upgrades from Railroad Avenue to Bascom Avenue can further improve safety and connectivity.</li> <li>Establishing a new Business Improvement District (BID) or Property-Based BID to provide the financial and organizational capacity to sustain marketing, programming, and enhanced public realm services.</li> </ul>	<p>Over the longer horizon, the panel envisions more transformative projects that will solidify the corridor’s role as a vibrant, connected destination. These include:</p> <ul style="list-style-type: none"> <li>Comprehensive design enhancements along the full length of East Campbell Avenue, from Winchester to Bascom, to create a cohesive identity and high-quality public realm.</li> <li>The City should also pursue partnerships with affordable housing developers to secure Affordable Housing and Sustainable Communities (AHSC) and/or Infill Infrastructure Grant (IIG) funding, leveraging these resources to deliver both housing and corridor improvements.</li> </ul>



# About the Panel



**Nell Selander**  
 TAP Chair  
 Director, Economic  
 & Community  
 Development  
 Department, City of  
 South San Francisco

Nell Selander serves as the Director of the Economic & Community Development Department with the City of South San Francisco. In this role, she oversees the City's Building, Planning, Housing, and Economic Development functions. Beyond simply entitling and permitting projects, funding and monitoring affordable housing, and supporting the business community, the Department is also charged with winding down the former South San Francisco Redevelopment Agency, administering the City's Community Development Block Grant, and managing the North San Mateo County Economic Advancement Center.

Nell previously held the Deputy Director position in the same Department at the City of South San Francisco, served as Economic Development Coordinator and then Economic Development & Housing Manager with the City of San Carlos, and prior to that worked on various, large capital projects for the Columbus Downtown Development Corporation in Columbus, Ohio. Nell received her Bachelor of Arts in American Studies with Honors from Stanford University and a Master of Urban Planning degree from New York University's Robert F. Wagner Graduate School of Public Service.



**Mariana Ricker**  
 TAP Vice Chair  
 Associate Principal,  
 SWA Group

Mariana has been with SWA San Francisco since 2016 after receiving her bachelor's degree in landscape architecture with minors in sustainable design and conservation resource studies from UC Berkeley. She became an Associate Principal in 2024. Mariana is passionate about California landscapes and emphasizes the importance of place-based, sustainable design. She enjoys working in urban settings that engage diverse user groups and activate spaces essential to civic life. In her work as a licensed landscape architect, Mariana seeks to create a vibrant public realm, connect people to the environment, and develop strategies to accomplish the project vision.

At SWA, she leads a wide range of projects, from community parks to district-scale urban development and planning around the Bay Area and beyond. Mariana is committed to climate action and advancing sustainability efforts within her project work, at a firm-wide level, and professionally. She is an active ULI member, serving as Co-Chair for the local Technical Assistance for Communities (TA4C) committee in SF, and holding a position on the national Sustainable Development Council.



**Patricia Centeno**  
 Principal, BAR  
 Architects & Interiors

A Principal with BAR Architects, creating affordable and multifamily housing has been the primary focus of Patricia's career for over 30 years. A licensed architect, she has been instrumental in helping successfully realize numerous award-winning housing communities throughout the San Francisco Bay Area that residents and the broader community embrace.

Having worked with a variety of both non-profit and market rate developers on projects ranging from 60 to 330 units, Patricia's knowledge, best practices and bilingual abilities has enabled her to cohesively work together with communities and developers to achieve consensus, helping enable projects to proceed.

Patricia currently serves on the AIA San Francisco Board of Directors, is an Executive Board Member and mentor for Arquitina, and a Latinx in Architecture (LiA) steering committee member. She received her Bachelors of Art in Architecture from the University of California Berkeley.



**Ron Golem**  
Principal, RG Urban  
Advisors  
Previously VTA and  
BAE

Ron Golem is an expert with three decades plus experience working throughout the US on the planning, funding, implementation, and management of Transit-Oriented Development (TOD); planning and negotiation of large-scale real estate Public-Private Partnerships (P3); and urban regeneration projects.

As Principal, Ron works with public agencies and private entities and multidisciplinary teams to integrate strategic planning; program development; area planning; policy development; funding and financing strategies; transaction support; and community engagement to advance diverse and inclusive award-winning places and projects.

Ron was previously Director of Real Estate & Transit-Oriented Development for the Santa Clara Valley Transportation Authority (VTA) where he established its TOD program and led real estate acquisition. Prior to that he was a Principal at BAE Urban Economics who led its national TOD practice and did wide-ranging work in urban redevelopment, military base reuse, and P3 projects. He has a Masters in City and Regional Planning and a BA in Economics, both from UC Berkeley.



**Katia Kamangar**  
Principal, Kamangar  
Consulting, LLC

Katia Kamangar is founder and Principal of Kamangar Consulting, LLC and has over 25 years of experience in residential and mixed-use real estate development. Over this career span, she has led successful entitlements on over 70 projects and created over 7,000 new housing units in the San Francisco Bay Area.

Kamangar Consulting provides entitlement services to developers and landowners. Prior to forming her own consulting firm, Katia was a partner at SummerHill Housing Group for 15 years. In her role as Executive Vice President and Managing Director, she led all new Northern California community development activities for SummerHill Homes and SummerHill Apartment Communities.

Katia also has extensive volunteer experience in various capacities. Katia is currently on the Board of Eden Housing and serves as the Vice Chair of Eden's Finance Committee. She also served on the Board of Housing Trust Silicon Valley, a CDFI that finances affordable housing projects, and was the Chair of the Finance Committee. She served on the Los Altos Planning Commission and for the Building Industry Association of Bay Area. She has been involved with the ULI as an Urban Plan volunteer and as a mentor for the Young Leaders Program.



**Abby Thorne-Lyman**  
Director of Base  
Reuse and Economic  
Development, City of  
Alameda

Abby Thorne-Lyman is the Director of Base Reuse and Economic Development at the City of Alameda, where she oversees leasing, property management and development of the 700+ acre former Naval Air Station ("Alameda Point") and supports the sustainability and growth of business throughout the City.

She has worked in the fields of real estate and economic development for over 20 years, in the private, nonprofit and public sectors. Most recently she oversaw Real Estate and Property Development at BART where her flagship projects included the Lake Merritt Chinatown Mixed-Income Development, and the North Berkeley and Ashby BART developments, and implementation of AB 2923, which granted greater land use authority to BART.

Previously she was a Principal at Strategic Economics, and ran the Center for Transit-Oriented Development, a national non-profit organization conducting research, technical support, and advocacy efforts around the intersection of transportation and land use policy. Abby has her Masters in City and Regional Planning from UC Berkeley.



## **Nitzayah Schiller**

**TAP Writer  
Project Associate,  
MidPen Housing**

Nitzayah Schiller holds a B.A. in Urban Studies and Sociology from Brown University, where she focused on human-centered urban design and the social dynamics of public space.

Her time living and studying in Copenhagen deepened her passion for designing the spaces between buildings and prioritizing livability in cities. Prior to joining Midpen, she worked as the Studio Manager and Marketing Assistant at SWA Group. She focused on project administration and developing tools to organize workflow and marketing pursuits. Prior to this position, she gained experience in real estate development through roles at The Hudson Companies, Mack Real Estate Group, and Formwork Development.

At MidPen, Nitzayah works as a Project Associate to develop affordable housing throughout the Bay Area.