

## GENERAL PLAN RECOMMENDATIONS

The Oxnard General Plan prepared by Gruen and Associates in 1969 revised and greatly expanded the traditional system of commercial classifications. This traditional system, still used by Oxnard, consists of two zones: neighborhood commercial and general commercial. In contrast to this basic scheme is the General Plan discussion which follows.

To maintain a balance of commercial uses to residential uses, a commercial acreage based on population is specified. Total commercial allocations should approximate five percent of the planning area.

Commercial uses should be grouped into functional units based on shopper linkages and the complementary relationship of one commercial use to the other. Insofar as possible, these commercial uses should share parking, points of ingress and egress, and pedestrian areas to insure maximum safety and convenience to the user. Commercial activities have been divided into six categories which are discussed below. Definitions, standards and locational criteria for the four categories of shopping centers are also specified on Table 1.

The Regional Center - provides a complete range of retail facilities and is usually developed around one or more major department stores. The average square feet of gross floor area exceeds 400,000 with about one-third of it occupied by the major tenant. It generally serves a minimum population of 100,000 and

occupies a site in excess of forty acres. Sites that occupy more than eighty acres become too large for efficient pedestrian travel. On such sites other land uses may be incorporated into the center. This type of shopping center should be located on thoroughfares large enough to carry a high volume of traffic. It should be located at the intersection of two major arterial streets.

The Community Center - provides a wide range of goods and often has a junior department store as its major tenant. The gross floor area ranges between 100,000 and 250,000 square feet, and is usually located on a site of 10-20 acres. This type of center can serve a population of 20,000. It is often too large to live off its immediate neighborhood trade and too weak to make a strong impact on the community. In communities of 50,000-100,000 persons, the center may take on the aspect of a regional center. The community center should be located at the intersection of two major arterial streets.

The District Center - is the local source of convenience goods and personal services for a population

of 7,500 or more persons. The supermarket is usually its major tenant. The site occupies two to six acres with a gross floor area of 20,000-70,000 square feet. They are usually located at the intersection of two major arterial streets or at the intersection of a major and a minor arterial.

The Neighborhood Center - is located in a neighborhood to support a population of approximately 2,500 persons. They are located on a site of one-half to 2 acres and must be convenient for the pedestrian shopper. A small convenience market is its major tenant. This type of center is located either in the center of or on the outside of the neighborhood at the intersection of two arterial streets or at the intersection of an arterial and a collector street. This category is not shown on the General Plan.

Other Commercial - includes all other commercial uses not found in the various categories of shopping centers or in the Central Business District. Principal uses are automotive sales and service, wholesale activities and other heavy commercial uses including those requiring a degree of fabrication such as lumber yards, transient accommodations, commercial rec-

reation, and specialty retail such as marina-oriented commercial activities. Listed on Table 2, a Planning Commission recommendation, is a tabulation of such commercial uses which are listed for reference purposes.

Central Business District - should be developed into a regional shopping center during the planning period, and should be developed with proper relationships to the Civic Center, the Community Center, and to office districts, hospitals and other non-commercial uses in the central area.

Table I

DEFINITIONS AND STANDARDS FOR  
SHOPPING CENTERS

<u>Center</u>	<u>Acres</u>	<u>Major Tenant</u>	<u>Sales Area (1000 Sq. Ft.)</u>	<u>No. of Stores</u>	<u>Population Support (1000's)</u>	<u>Recommended Location</u>
Regional	40 up	Major Dept. Store	--	50 to 100	100 min.	Intersection of major arterials near freeway
Community	10 to 20	Jr. Dept. Store or Variety Store	100 to 250	20 to 40	20 min.	Intersection of major arterials
District	2 to 6	Super-market	20 to 70	up to 15	7.5 min.	Intersection of major arterials or a major and a minor arterial
Neighborhood	.5 to 2	Convenience Market	Under 10	Under 10	2.5 min.	On major or minor arterial street

## CONCEPT OF ANCHORS

### Introduction

The idea of nucleating commercial activities in shopping centers as recommended by the General Plan depends on the concept of commercial attractors. Each of the four categories of shopping centers proposed by the General Plan has as its "anchor", a particular type of a retail store, which of itself generates a substantial amount of a shopper traffic, which helps the rest of the businesses in the shopping center to thrive. This report advances the concept that an aggregation of miscellaneous stores grouped around shared parking does not constitute a shopping center. Primary to the definition of shopping center, as contained in the General Plan, is the premise that a certain type of use must be present in each category of shopping center before appropriate shopping center zoning will be assigned.

### Convenience Market

One of the fastest growing market phenomenon in the decade of the 60's was the convenience market. At a time when Mom and Pop grocery stores had all but disappeared from residential neighborhoods, the concept of one-stop convenience marketing in close proximity to dwellings was given rebirth by the introduction of scientific ordering and stocking providing "one of a kind" shopping, in a modern convenience outlet featuring limited retail space and extended hours of operation. The success of firms like Seven Eleven Company of Texas demonstrated that shoppers would abandon the long lines of supermarkets to make a limited number of

purchases at prices somewhat higher than those prevalent in larger shopping centers. The magnet of the convenience market assured the success of barber shops, beauty shops, laundromats, and other purely convenience outlets located in the neighborhood shopping center.

Locational criteria of these one-stop markets required that they be placed in close proximity to residential neighborhoods, although throughout the 60's and early 70's, their location still relied heavily on vehicular access. Today the concept of a convenience outlet for each residential neighborhood is given even more credence with the advent of the energy crisis and the resulting emphasis on reduction in the use of the motor vehicle to fulfill shopping trips.

#### Supermarket

The concept of anchors for shopping centers also involves the tested market concept of the supermarket. The supermarket, which has withstood both the challenges of other merchandising concepts and evolution and innovation within retailing circles, continues to be a major draw for purchasers of food and other staple items. Although many supermarkets over the years have built as individual tenants on isolated pieces of commercial property, most retailers realized their drawing power and their desirability for inclusion in shopping centers of various sizes. The General Plan recommends that the minimum size shopping center to accommodate the supermarket should be at two acres with five

Shopping Center Locational Criteria

It should be emphasized that the proposal of this report to locate Community, District and Neighborhood Shopping Centers throughout the planning area in conformance with the overall commercial needs of the community is only one of many commercial locational criteria. In the previous section, we described some locational prerequisites for the various classifications of shopping centers. This report proposes that locational criteria be adopted for the four categories of shopping centers in the General Plan to:

1. Insure the optimum accessibility and convenience to the public;
2. Insure the success of the enterprise; and
3. Limit the number of sites that may be promoted or that may be subject to speculation for possible shopping center development.

While many developers will locate next to a competitor and seek to destroy their competition by price-cutting and promotion, most major shopping center developers prefer to "divide the pie" by maintaining separation from other commercial outlets. The General Plan proposes that shopping centers bear a proper spacing, one from the other, in order to insure some primary market area for each outlet, thereby giving some protection to the investment and insuring some measure of success, while at the same time, locating the various categories of shopping centers within specified distances of all residential areas. Locational criteria specifying the requirements that shopping centers maintain a minimum spacing reduces the number of potential shopping center sites. In Oxnard, where topographic and geologic differences are minimal several parcels have relatively equal merits for shopping center use and need only proper zoning to provide an adequate shopping center site.

Under these circumstances, precise locational criteria are necessary to reduce the number of sites that otherwise might have potential for shopping center development. See the figure on the next page for an illustration of the use of locational criteria.

Detailed Locational Criteria by Shopping Center

It is recommended that the Neighborhood Shopping Center be located in every neighborhood, as shown on the General Plan, which contains at least 2,500 persons. While a Neighborhood Shopping Center with a one-stop market can enjoy success in close proximity of supermarkets, it is recommended that Neighborhood Shopping Centers observe a minimum one-half mile spacing from any other shopping center.

Most supermarket chains typically try to observe one mile spacing between the locations of competing markets. It is recommended that the District Shopping Centers be located one mile apart from other community or Regional Shopping Centers. The minimum service area for the District Shopping Center should be four neighborhoods, and a minimum of 10,000 people. The Community Shopping Center, inasmuch as it also contains a supermarket, and will also serve a District function, should observe the same locational criteria as District Centers. But in addition, Community Centers should be located two miles apart from another Community Shopping Center or a Regional Shopping Center. A minimum of six neighborhoods or 25,000 people is the optimum number to support the Community Shopping Center.

The General Plan proposes that Regional Shopping Center have a minimum service area of 100,000 persons. Since the General Plan proposed a

APPLICATION TO OXNARD

There are currently 815 acres of commercially zoned property within the City of Oxnard. The breakdown is as follows:

C-O	36.77 acres
C-1	8.94 acres
C-1-PD	25.68 acres
C-2	329.76 acres
C-2-PD	288.43 acres
CPD	<u>125.13 acres</u>
Total Commercial	814.71 acres

Approximately 512 acres of this total are developed for commercial uses, 99 acres are used for other purposes and 204 acres are vacant. (Figure 1 gives the location of this zoning.)

The total commercial property is approximately 5.6% of the incorporated 22.6 square miles. It is, however, nearly 6.7% of the 19.1 square miles slated for development by 1990 in the Projected Population and Employment Distribution Study. Based on the assumptions of this study (i.e., an average of 80% development of all neighborhoods with existing urban development plus a designated few, new neighborhoods), there is now an excess of some 205 acres of commercially zoned property over what will be required in 1990 if the General Plan guideline of 5% commercial property is to be met. Much of this excess is currently developed for mobile home parks and consideration should be given to applying non-commercial zoning to these properties. The majority of the excess can be identified, however, only by first determining the proper location of commercial activities according to the General Plan guidelines. The remainder of this section applies these guidelines to Oxnard.

# COMMERCIAL ZONING

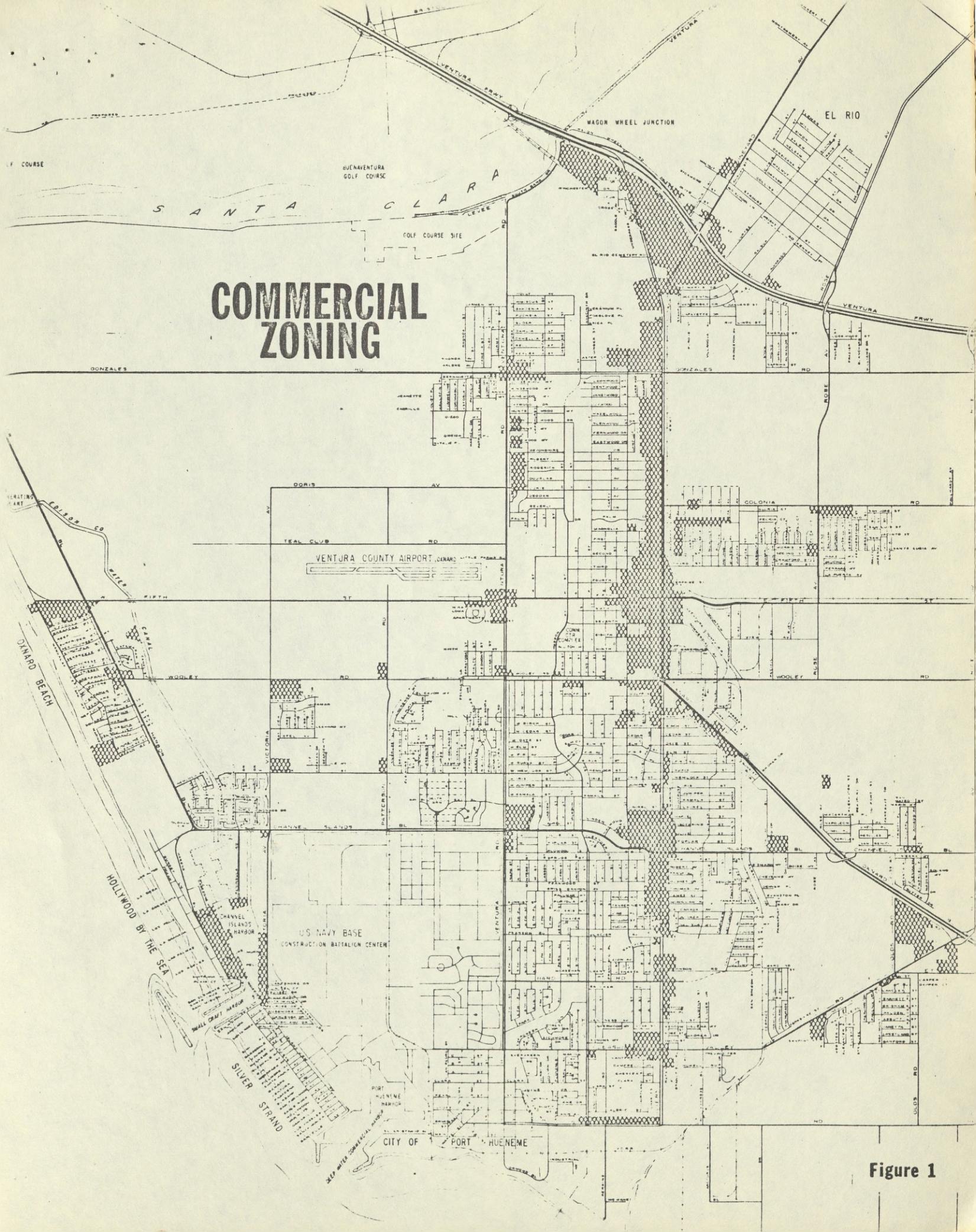


Figure 1

Neighborhood Commercial - C-1

The Plan calls for a center in a neighborhood to support a minimum population of 2,500 persons. There should, ordinarily, be no more than one such center per neighborhood, but, since the purpose of the neighborhood center is for quick convenience rather than comparison shopping, it will not conflict with a larger shopping center in the same neighborhood.

Only in the southeast section of the city are there smaller neighborhoods designed for fewer than 2,500 persons. In nearly all instances these neighborhoods can be served by existing centers. If not, centers should be planned so as to serve multiple neighborhoods with a minimum of 2,500 residents.

Of the remaining neighborhoods, twenty-two currently contain or have approved neighborhood facilities of either the planned center or corner market variety. Three others have vacant commercial zoning available which could be so developed. (In some cases, changes may be required to bring developments into conformance with the recommended zoning system.) Another five neighborhoods are already completely developed with no locations remaining for centers. This leaves twelve neighborhoods lacking both shopping centers and zoning. All of these are at least partially undeveloped and/or unincorporated so C-1 zoning can be applied when appropriate parcels are annexed and ready to be developed. This will necessitate reserving commercial zoning

Table 3

NEIGHBORHOOD SHOPPING CENTERS,  
EXISTING AND PROPOSED

<u>Neighborhood Served</u>	<u>Location</u>	<u>Size</u>	<u>Present Zoning</u>
South 1	* Fifth & Ventura	2.07	C-1-PD
2	Wooley & "J"	.70	C-P-D
10	Wooley & "H"	1.94	C-2-PD
	Wolff & Saviers	1.00	C-2
	Hill & "C"	.37	C-1
11	Guava & Saviers	3.55	C-2
13	Ives & Rose	1.00	C-1-PD
13,16	* Channel Islands & El Dorado	1.24	C-P-D
14,15		1.50	PROPOSED
17,25,26,28	Pleasant Valley & Etting	1.19	C-PD-
18		1.50	PROPOSED
19	Yucca & Saviers	3.35	C-2-PD
21	Channel Islands & Ventura	3.51	C-2-PD
23	Pleasant Valley & Saviers (N.E.)	1.01	C-2
31	Pleasant Valley & Saviers (S.E.)	.49	C-2-PD
32	Hueneme & Perkins	3.10	C-2
Southwest 1	** Wooley & Harbor	2.39	C-2
4	Wooley & Patterson	1.43	C-1-PD
5	Wooley & Ventura	.97	C-1
7	* Hemlock & Patterson	1.00	C-1-PD
8		1.50	PROPOSED
9	COUNTY		

*C zone?*

<u>Neighborhood Served</u>	<u>Location</u>	<u>Size</u>	<u>Present Zoning</u>
Northwest 7		1.50	PROPOSED
8		1.50	PROPOSED
9		1.50	PROPOSED
Central 1		1.50	PROPOSED
3	Gonzales & Ventura	4.54	C-1
4		1.50	PROPOSED
5		1.50	PROPOSED
13		1.50	PROPOSED
14		1.50	PROPOSED
15	Doris & Oxnard	1.00	C-2
17	* Fifth & Ventura	1.32	C-2
18	Central Area		
19	First & Rose	1.18	C-P-D
	Cooper Road	8.00	C-2
20		<u>1.50</u>	PROPOSED
		64.35	

\* Zoned but not developed.

\*\* Recommend upgrade to District Center.

# NEIGHBORHOOD CENTERS



Figure 2

for approximately eighteen acres. In addition, existing neighborhood shopping centers account for 46 acres of the total commercial inventory. (Table 3 lists existing and proposed neighborhood shopping centers which are shown on Figure 2. Consideration should be given to applying C-1 zoning to all of these neighborhood centers.)

Other Commercial: C-O, C-M, C-2

The "other commercial" category of the General Plan encompasses a multitude of miscellaneous uses which do not fit into any of the Plan's other classifications. Attempts have already been made to divide this mixture of commercial uses into more homogeneous groupings by adding the C-O and C-M zones to the existing C-2 zone. This is a sufficient number of zones for the "other commercial" category but some modifications are recommended.

The General Plan discussion of "other commercial" along with Table 2 specifically mention offices, wholesaling and heavy commercial, automotive, transient accommodations, commercial recreation and specialty retail uses. The C-O, Commercial-Office, zone recognizes that office uses are unique and can be satisfactorily located in areas where other commercial uses may be less acceptable. At the time the zone was written, all professional offices were permitted. It has since become evident, however, that the only offices which, in order to serve the public, need to be dispersed outside of shopping