



# Pioneer Bluffs

The Final Piece to the Sacramento Riverfront

Levi Rynearson

UC Davis Department of Landscape Architecture 2012



# Abstract

This project is directed at finding a solution to the development of Sacramento's riverfront through making a human scale community, ample green space, and community sensitive design. West Sacramento has made vast improvements to its riverfront, one piece is left to finish the River Walk, Pioneer Bluffs is that piece. This project aims to complete a vision for the riverfront and surrounding community. To do so the site has been researched through former planning documents, property value improvements, and contextual analysis. From this process a series of envisioning plans were created including a general plan for the area, a master plan, and a series of specific content visuals. Portions of the Pioneer Bluffs area are ready for immediate development, but with little redevelopment funds left the city must choose locations carefully. This master plan is developed with four main goals, retail, mobility, green space and density. The general plan will create the groundwork for the growth of the area and its form, the master plan will create the structural framework for the overall neighborhood, and the site specific plan will map out and highlight areas and strategies for quick development.



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Patsy Eubanks Owens  
Faculty Advisor



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David Tilley  
West Sacramento Senior Planner/Professional Advisor



---

Fedolia "Sparky" Harris  
Sacramento Senior Planner/Professional Advisor

---

Heath Shenker  
Senior Project Advisor

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# Introduction

This section investigates what makes Pioneer Bluffs a notable piece in developing an identity and bettering West Sacramento. This section also investigates background information such as: West Sacramento's growth from Sacramento as an independent city, the growth of Pioneer Bluffs, and how it became the industrial neighborhood it is today.



Figure 1.0 A barge transporting oil fills up along the bluffs

# Introduction & Background

Pioneer Bluffs has been the subject of development for a few years. Although most projects have only seen the planning stages there has been some advancement of projects such as moving the oil tanks. Should the tanks be removed the land will be available for development. The area then needs an approach for determining appropriate development. Through examining previous planning efforts and making a visual analysis of the existing conditions a general plan for the area was created. An illustrative master plan was created from a neighborhood specific general plan; to which site specific design details have been created. To understand the basis for this project though an understanding of the neighborhood through context and history.

## **The History of West Sacramento**

West Sacramento was originally owned by John Schwartz in 1844, later a 600 acre portion was bought by James McDowell. This area would later become the Broderick neighborhood. As the property was sold slowly over the next six years, after the passing of James McDowell, two major industries found themselves profiting from West Sacramento's location, fishing and farming. From this Mike Bryte a young farmer was able to establish himself in the community. The introduction of the California Steam Navigation company helped his business expand and his reputation grew. The area originally sold as the Town of Washington, where the first settlement occurred, was renamed Broderick. During the 1900's the three areas of West Sacramento were known as, Bryte, Broderick and West Sacramento. These areas doubled their population from 1900 to 1920; thus building the foundation for the city of West Sacramento. The Port of Sacramento was developed in 1963 making barge trade more lucrative within West Sacramento. In 1966 the Pioneer Bridge was built in response



Figure 1.1 Image of West Sacramento in the early 1950's  
(West Sacramento Historical Society)



Figure 1.2 Steamboats lining the Sacramento River to deliver goods between the Bay and inland cities. (West sacramento Historical Society).

to connecting the Yolo portions of I-80 and the Sacramento corridor. This bridge did exactly as the West Sacramento Corporation feared, it split areas to the north and south in two (City of West Sacramento.org).

The city continued to grow over the years developing the reputation of being an extension to Sacramento. In 1985 the city petitioned to become incorporated and was defeated, but when the motion was put forth once again in 1987 it was unanimously approved and the city of West Sacramento was formed.

### **History of Pioneer Bluffs**

Pioneer Bluffs developed as a predominantly heavy commercial and industrial producer from the 1950's onward. The oil tanks in Pioneer Bluffs were preceded by the cement towers in the north in the 1950's. The cement towers were critical to the development of the port as it was being built as the cement purchased from these towers was used in the construction of the port. As gasoline and automobiles became available the city moved to have the oil tanks installed and have the fuel moved by barge (see image 1.2). According to Roy Wickland of Wickland Oil the oil tanks were installed in 1951 along the Sacramento River to promote barge transport. Unfortunately the Kinder Morgan Pipeline, originally constructed by Southern Pacific Railroad, was approved and built following the completion of the tanks in 1960 (GMAG 2007). The tanks along the West Sacramento are owned by Ramos oil. The wastewater treatment facility located on the southern tip of Pioneer Bluffs was closed in 1988 with the construction of the Bryte treatment Facility in the Bryte neighborhood. Now the facility sits idle waiting to be sold and developed by the city. Below the Public works facility lies the area known as the Stone Lock, this is a lock used to regulate the amount of water allowed into the Port of Sacramento (Shipley 1987).



# Site Analysis

Site analysis was broken down into three sections; contextual analysis, existing general plans and case studies. These three areas focus on what exists around the site, what has been previously envisioned for the site and what the content is within the site.



# West Sacramento Neighborhoods

Sacramento, being the state's capitol, acts as a beacon from which neighboring cities like West Sacramento benefit. The visual appeal of Sacramento is this benefit, due to neighboring residents opportunity to reflect on the city. This raises the value of living in a community adjacent to views of the city. This effect is associated with the potential growth of West Sacramento's riverfront since it is adjacent to downtown Sacramento. Another benefit generated from Sacramento is its elevated population, which can potentially be attracted to West Sacramento with events. Sacramento and West Sacramento both benefit from the other through commerce and tourism. West Sacramento benefits from the skyscrapers as a skyline, the population as revenue, and amenities as an attraction.

Sacramento benefits from West Sacramento's Raley field, the originality of their skyline and the connectedness of their River Walk. The growth of West Sacramento's neighborhoods will greatly impact Sacramento through increased revenues, a stronger

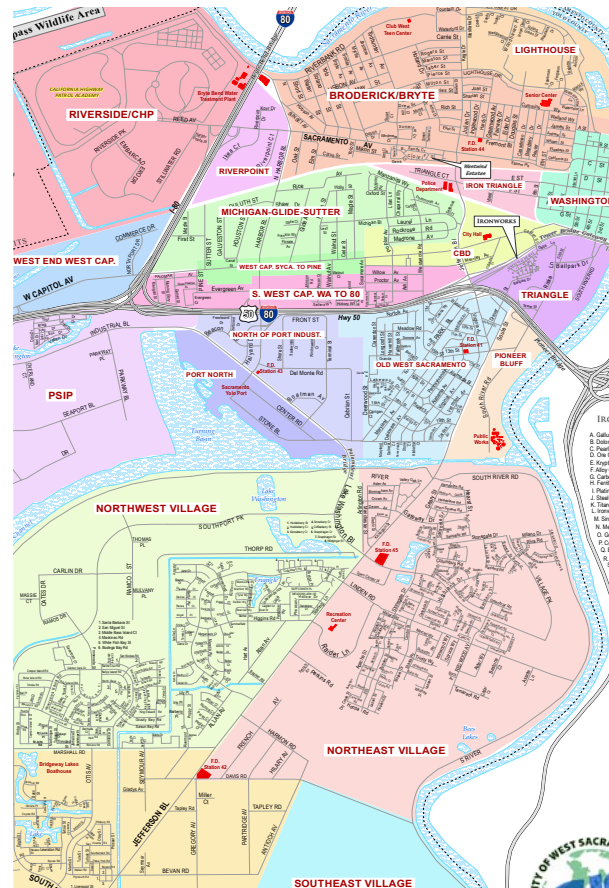


Figure 1.3

including Circle Park, The Stone Lock, Holmes Park, and the riverfront. The Stone Lock and The River Walk, along Pioneer Bluffs, are considered open space with little access and amenities. The River Walk is continued to the north of Pioneer Bridge and past The Tower Bridge as well, with increasing amenities and intricacies as the walk moves north.

local economy, and a better community atmosphere.

The view between Sacramento and Pioneer Bluffs can best be seen while driving along the Pioneer Bridge. From there downtown Sacramento can be seen comprised of large skyscrapers housing multiple companies and many government agencies. These buildings all have unique architecture and, at night, display a brilliant array of colors.

To the west of Pioneer Bluffs is the Old West Sacramento area. Within this neighborhood are landmarks such as, Whitey's Jolly-cone and Sam Combs park. Whitey's, being the primary attraction for visitors within the Old West Sacramento region, is located directly across Jefferson Blvd from Pioneer Bluffs. Sam Combs Park is also located adjacent to Pioneer Bluffs on Stone Blvd, and was named after an influential city council member of the 1960's (CityofWestSacramento.org). Along with these landmarks are a series of public parks



To the north of The Tower Bridge is Raley Field, home to the Sacramento baseball team, the Rivercats, which attracts large numbers of visitors during the summer. Along with Raley Field there are two corporate buildings that mark the skyline for the city; the Carl-sters building and the Ziggurat. Along Pioneer Bluffs is a major thoroughfare, Jefferson Boulevard, which connects northern and southern portions of West Sacramento. West Sacramento's landmark buildings along with The River Walk set the tone for the riverfront development in West Sacramento.

Figure 1.4 Pioneer Bluffs neighborhood boundary highlighted adjacent.



# Neighborhood Context

The housing adjacent to Pioneer Bluffs is predominantly R-1 residential. With smaller pockets of higher density housing in the outlying areas, such as Ironworks, this area has a neighborhood community appeal. The bridge district to the north is planned to have more high density housing built. Currently the only housing development in this area is the Ironworks housing complex, which is an average density the city plans on continuing. The housing categories that exist currently are as follows:

- R1 Residential: Homes are single family homes with secondary residential units. The purpose of these homes is to establish and protect the characteristics of historically smaller lots. Single Family homes have a lot size minimum area of 5000 square feet. Each home must meet the minimum dimension of 50' by 50' with no building exceeding 45' in height.
- R2 Residential: One Family or Multifamily homes are designed to upkeep a mix of single family and multifamily living spaces. These have a lot minimum of 8,000' with a minimum depth and width of 60' for each complex. No building shall exceed 45' in height and off street parking will be provided.
- R4 Residential: Residential apartments are designed to provide multiple family living situations, group and public quarters. These residential units are to provide high density housing for neighborhoods. The minimum lot size is 20,000 square feet with a minimum lot depth and width of 100' while no building shall exceed 65' in height.

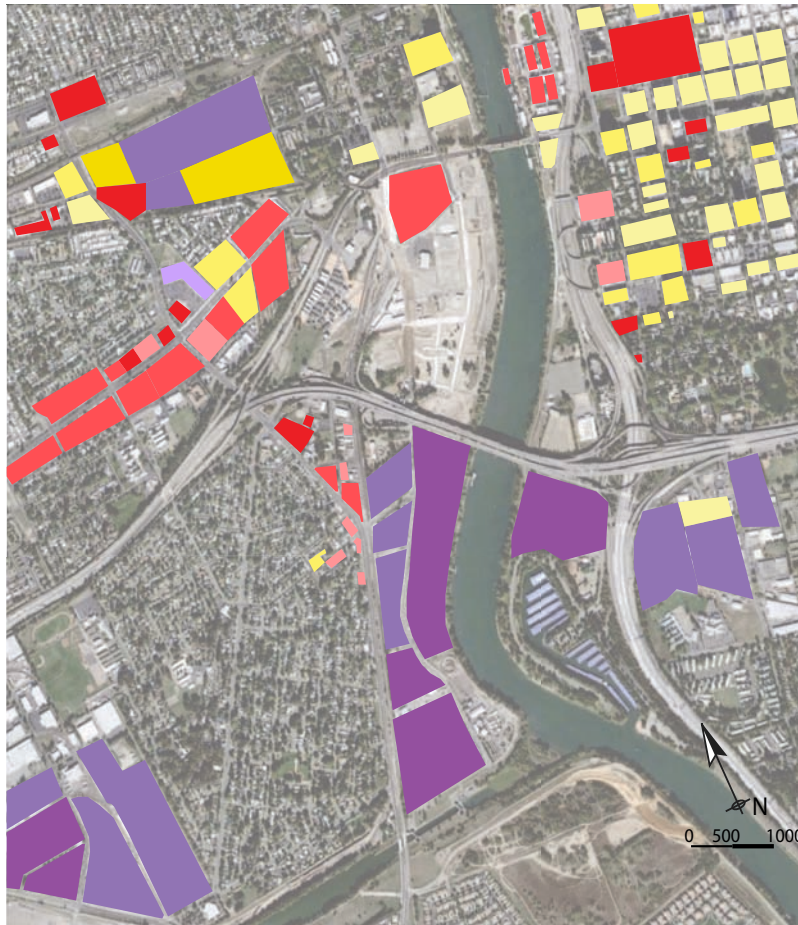
(Source: West Sacramento General Plan update 2008)



Figure 1.5 Residential analysis



# Land use



## Legend

Neighborhood commercial		Grocery		Professional offices	
C-2 Community commercial		Mixed commercial industrial		Government offices	
C-3 General commercial		Heavy industrial		BP Business Park	

Figure 1.6 Business building analysis

The Businesses surrounding and located within Pioneer Bluffs consist of the following categories:

- Neighborhood commercial: This retail is intended to provide a convenient shopping and retail center for neighborhoods. Areas surrounding such retail provide enough demand to implement a center.
  - C2 Community Commercial: Intended to stabilize regional and local oriented retail services. These areas surround multifamily residences and high density housing. Minimum lot size for C2 is 1000 sq ft. and a height restriction of 65'.
  - C3 General Commercial: Designed to provide services to wholesale and heavy commercial uses. This provides land use for extensive retail, such as offices. Frontages of buildings not being used for advertising purposes will be bordered by fencing. One sub category to this is Grocery stores. The minimum lot size for C3 areas is 20,000 sq ft. with a maximum height of 55'.
  - BP Business Park: These areas provide for professional and administrative, medical, dental, laboratories, financial institutions, industrial and distribution services. One sub-category to this is Government institutions. Minimum size for business park lots is 10,000 sq. ft. with a building height of 65'.
  - PO Professional offices: Individual office spaces providing similar services as business parks. Minimum lot size is 8,000 sq ft. with a maximum height of 65'.
  - M1 Mixed commercial Industrial: Accommodates for services which are unique and require certain manufacturing and production limitations.
  - M2 Heavy Industrial: Is implemented only in areas where adverse effects to neighborhood congestion and quality will be impacted. Minimum lot size is 1 acre with a maximum height of 75'.
- (Source: West Sacramento General Plan update 2008)

# Parks and Landmarks

The parks and open space in and around West Sacramento are limited in part to the types of open space and park size. The two parks most adjacent to Pioneer Bluffs are Sam Combs Park and Memorial Park. These large recreational parks serve two separate purposes. Memorial Park was originally designed to house baseball games, while Sam Combs Park was designed with the intent to allow for family recreation while providing a dog park for the community. The landmarks within the city, although community places, perform different functions.

Landmarks such as Whiteys Jolly Cone and the Veterans of Foreign Wars Hall are notable community beacons. These areas serve as meeting places for community members and generate public funding to help build the community. Areas such as these should be preserved and enhanced to help bind the community together. Beyond the community landmarks are regional landmarks that clearly define larger areas.

Landmarks such as The Stone Lock and Tower Bridge act as markers to spatially define location within the cities. Stone Lock is the marker that separates the Southport neighborhood from the Pioneer Bluffs and Old West Sacramento. The Tower Bridge separates West Sacramento and Sacramento. The buildings along the Sacramento River front display the face and celebrate the growth of West Sacramento.

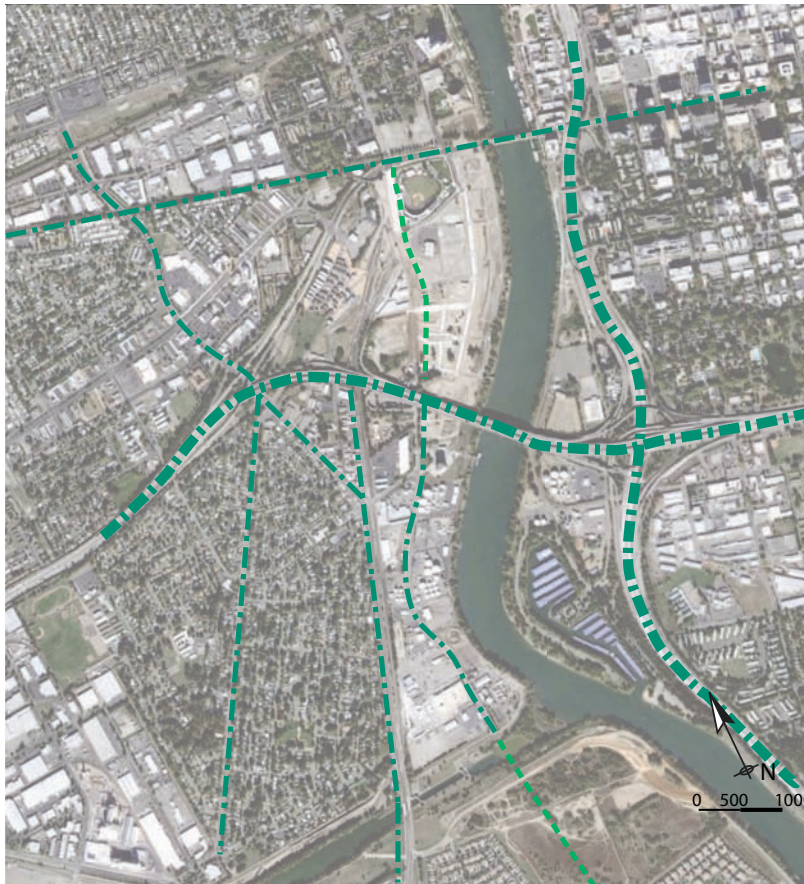
Landmarks such as Raley Field and Old Sacramento house attractions that draw in larger revenue for the area, which should be preserved to enhance both of the cities. These landmarks also serve as personality for their respective cities. These personalities can be enhanced to help make clear distinctions between the two cities.



Legend			
Parks	Quasi- public spaces/ open space	Landmarks	
1. City Hall	6. River Walk entrance	12. Memorial Park	
2. West Sacramento Community center	7. Zigurat	13. Stone Lock	
3. Yolo County Library	8. Old Sacramento	14. Sam Combs park	
4. Raley Field	9. Tower Bridge		
5. Calstrs	10. Veterans of Foreign Wars Hall		

Figure 1.7 Contextual map of city landmarks (CityofWestSacramento.org)





Legend

- Primary Vehicular Routes
- Local Vehicular Routes
- Proposed Routes

Figure 1.8 Current roadway analysis

Currently Sacramento and West Sacramento are connected primarily by one highway system and The Tower Bridge. The highway, although a connection, does not allow citizens and visitors between the two cities to interact physically with the cities. The highway provides a scenic view of both cities skylines as it transects the Sacramento River. Connections between north and south West Sacramento though are not as abundant in Pioneer Bluffs as between the two cities.

Currently there is only one connection between Old West Sacramento and Southport. These communities are bridged by Jefferson blvd. which is not a pedestrian friendly or scenic connection. Jefferson blvd. runs parallel to Pioneer Bluffs western border and severs it from the other surrounding communities. The only major street in Pioneer Bluffs is South River rd. which does not connect to any other portion of the city. This road was designed for industrial vehicular traffic and is maintained as such. South River road is currently a narrow two lane road with no public interest. This street also has no feeders, aside from 15th street, which connects the triangle district to the north with Pioneer Bluffs. Due to the businesses that line Jefferson blvd. along Pioneer Bluffs there are no other access points to Pioneer Bluffs. Unfortunately directly across the street are multiple entrances to the adjacent neighborhood that lead to a dead end at Jefferson, causing the potential connections to be under utilized by this transecting boundary.

Fortunately for both of the cities, a plan has been developed to connect to two cities better. This new connection, along with other improvements, will make Pioneer Bluffs a core piece to completing the community.

(Source: West Sacramento General Plan update 2008)

# Property Analysis

To determine how to approach this project a more in-depth analysis was needed of the properties within Pioneer Bluffs. This required looking into the city of West Sacramento Geographical Information Systems (GIS) library (CityofWestSacramento.org). From this the current property values and improved property values were taken. The current property value tells what the property would be worth if it were sold today, the improvement value states what monetary gain would be made should the property be sold and modified. The improved property value is based on things such as the city's general plan, existing conditions, and resistance to modification.

The parcels on figure 1.9 are grouped by property value based on the average improvement the property would receive based on redevelopment. This means that the property value was assessed for current market price, done through Yolo county appraiser's office, this value was then subtracted from the improvement value, given by the City of West Sacramento. These values were then divided by the sum of the property values and improvement values (see appendix A for clarification). This indicates which property which have the greatest return on investment for the city, should the properties be developed immediately. Any negative values mean the city and any developer would lose capital, unchanged values mean they would break even, and positive values indicate gains. Coincidentally certain properties, such as lots 05826, are owned by the city; this explains while the may be negative it merely means that the city would not see a

profit from acquiring these properties.

The southern portion of Pioneer Bluffs involved many properties that low redevelopment values. To combat this abundance of poor property pricing, the properties were grouped by assessor parcel number (APN). Then depending on the percentage of value below 0% the parcel blocks were color coded accordingly; therefore not all of the properties in 05826 may be below 0% improvement value but over 50% were below that value, grouping them by majority. Focusing on the class I properties, the majority of the redevelopment value is located near the exchange for the interstate This class indicates that this core of businesses would provide the most turnover for the city should they be improved. These cores of redevelopment are coincidentally well located by parcels that have durable or established businesses. From this property improvement assessment the city will be able to identify which areas they do not own and need to be consolidated.



Figure 1.9 Classes of redevelopment readiness in Pioneer Bluffs  
(See appendix A for calculations)



# General Plans and Case Studies

The cities of West Sacramento and Sacramento developed *The Riverfront Master Plan*. This required cooperation from both parties to deliver a unified goal that benefited both communities. The Riverfront Master Plan was the document created by the two cities and it discloses their plan develop three key areas along West Sacramento's riverfront. The first stage of this document was implemented in 1999 with the building of The River Walk entrance which connects the downtown housing in West Sacramento to The Tower Bridge. The next phase of development broke ground in 2010 with the construction of the Ironworks housing development. This development includes a central business core, a waterfront development, and parkway edge. The proposed development in Pioneer Bluffs places medium and high density housing along the riverfront with a retail core in the northeast corner. These plans and projects will be used in context to create a general plan for the Pioneer Bluffs neighborhood (CityofWestSacramento.org 2010).



# Riverfront Master Plan

The Riverfront Master Plan was developed in 2003 as the outline to guide West Sacramento in the development on its waterfront. The plan was created to disclose their plan to develop three key areas; of which Pioneer Bluffs is the last installment. This area is primarily envisioned as suburban housing with access to the riverfront and a retail core. Although these areas were designated for these usages, no tentative plan has been developed for Pioneer Bluffs.

Three components of the Riverfront Master Plan can help develop Pioneer Bluffs into community-oriented development. The first component is the creation of Stone Lock Park at the south end of Pioneer Bluffs (figure 2.0). This park is intended to link the north and south portions of West Sacramento with a recreational community space. This recreational space will serve as a small marina for boats on the river while providing large green-space for active recreation, while preserving natural environments. In another portion of Stone Lock Park a bridge to Southport is planned, this will physically link the two disconnected ends of West Sacramento. This bridge will allow access to the riverfront and lock, along with passage to Southport. There is potential for this bridge to become a symbol for the two portions of West Sacramento to make a personal statement as well. The master plan also includes the addition of access points to the riverfront which do not currently exist in Pioneer Bluffs (figure 2.1). These would allow the neighboring communities to have easier river access. It is the goal of the Riverfront Master Plan to “allow unobstructed views to the riverfront and trail access,” which is interpreted as visual axes directed at the riverfront. These visual axes, though, should allow for pedestrian traffic with limited vehicle traffic. The master plan includes the addition of housing, retail and corporate buildings to Pioneer Bluffs (figure 2.1). This transformation will change Pioneer Bluffs from an industrial zone to a residential core. These housing developments



Figure 2.0 Illustrative Stone Lock (Riverfront Master Plan 2003)

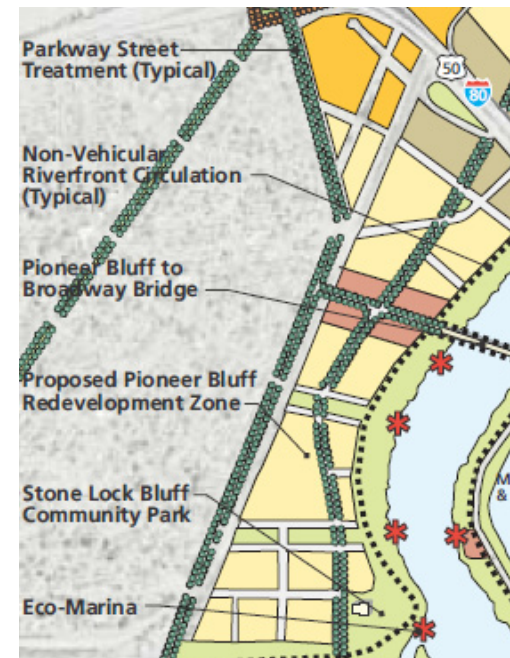


Figure 2.1 Land uses of Riverfront master Plan (Riverfront Master Plan 2003)

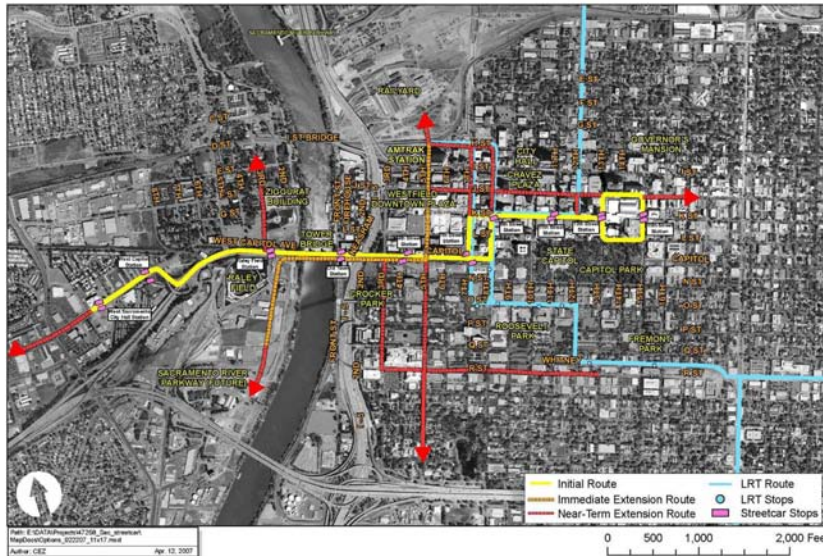




have not been determined as a format, but a blanket statement of residential housing. This allows for interpretation of density and spacing influencing type of residential structure. The retail and corporate core has been placed adjacent to the current vehicular traffic, which allows the businesses to retain their business in the event that traffic remains unchanged.



Figure 1. Preferred Initial Alignment and Possible Extensions



Executive Summary – May 2007  
Downtown/Riverfront Streetcar Study

Figure 2.2 Streetcar proposed routes  
(Sacramento Streetcar Study 2007)

The cities have also proposed a street car line originating at the Capitol and disseminating different lines from Capitol Mall. This plan was proposed in a separate document *Sacramento Streetcar Study* (Figure 2.2) which outlined the basic components of the street car system. This street car was incorporated into the Riverfront Master Plan as a people mover, a moderate transit line that does not extend regionally. This would link the two cities together by making commutes for their residents easier and increasing commerce. The transit line was proposed in sections, the first of which would be built as a system around Capitol Mall. This was predicted to create the largest revenue due to its location and its connection to the regional light rail line. From this the street car would connect with West Capitol Avenue and then disperse to the rest of West Sacramento. Although the streetcar has been planned, location is still a key aspect for businesses should it remain unbuilt.

These portions of the Riverfront Master Plan will be used in conjunction with other similar communities to create a plan of development for Pioneer Bluffs. These influences will be represented in the general plan guidelines, the master plan, and specific plans. Communities with similar traits to West Sacramento which have been analyzed will be utilized in the specific plan for key areas in Pioneer Bluffs.

## Case studies

Aggie Village and the Jackson Taylor revitalization strategy were both produced by Calthorpe Association. These projects approach two unique constraints similar to Pioneer Bluffs, place-making and density. Aggie Village examines the constraint of including density while preserving a community image. Jackson Taylor is a former industrial site that was transformed into a mixed use housing development serviced by the existing rail line.

Aggie Village was designed as a community development within the downtown corridor of Davis (Figure 2.3). This community needed to incorporate the following constraints: keeping the down town image, connectivity, and medium density housing. The design accomplished this by consolidating the side and back yards by moving the houses back from the walking path. This allowed the property to have more front yard space in exchange for the reduction of private spaces. The village was also designed with two bicycle paths placed on the perimeter of the site while walking pathways within each property make pedestrian traffic easier. Aggie Village also retains the architectural history of the community to keep its uniformity with the rest of the downtown area (Calthorpe.com 2010).

Jackson Taylor is a development in San Jose which, was previously an abandoned heavy industrial site. The project was presented in the 1990's to revitalize the dying urban district (Figure 2.4). The site is designated as a TOD, transit oriented development, similar to Pioneer Bluffs with a light rail line parallel to the property. The housing is designed to look uniform while each home is individualized. The homes are more condensed than Aggie Village with 2.65 units to 1000 sq. ft. This site also sits within previously developed neighborhoods, making its contextual sensitivity an important feature. These ideas of density sizing, transit oriented development, and contextual sensitivity will be incorporated in Pioneer Bluff's design (Calthorpe.com 2010).



Figure 2.3 Aggie village frontage (Calthorpe.com)



Figure 2.4 Jackson Taylor development (Calthorpe.com)





# Ironworks



Figure 2.5 Typical Housing in Ironworks (taken by author)



Figure 2.6 Typical front door street with rear Parking (taken by author)

Ironworks is a development in West Sacramento and one of the city's newest housing complexes. This complex is located in the north of Pioneer Bluffs in the Triangle district. The housing development is densely populated, with every housing unit a minimum of two stories. The housing units do not include a back yard but instead a common green space. This common green includes a space for socializing, a water feature, and barbeque pits. This community demonstrates how a housing development can be densely populated and function with a green space. The housing tries to mimic a classic architectural design, craftsman, with false decorative beams, partially exposed rafters, and low pitched roofs. The housing allows first story parking, with most of the living space in the second story. This community's design is also pertinent to its success.

Each street is designed as a circuit, and connects to another portion of the complex. Although this development is still incomplete, it gives the impression of wholeness through its connections. The streets are narrow to reduce the speed of traffic, with the only large street being the main entrance to the complex. The homes are serviced at the end of each arterial street. The entrance to the complex is composed of unique architecture to establish a locational identity and separate those buildings from the rest. The buildings at the front of the development are comprised of office buildings and tenant services. This buffers the housing from the adjacent major streets; this is also accomplished at the secondary entrance in the north by a planted buffer. The houses are in a unique arrangement, but they are also in a very prominent location.

Ironworks sits adjacent to Raley Field and the railroad tracks. Both of these constraints will arise when Pioneer Bluffs is developed and the street car system is put in place. The solution that has been put in place by the Ironworks community is a simple wooden fence, but this solution could be artfully done with a more elaborate wall. The fence within Ironworks is a solid boundary which means access to the site is limited. At Ironworks a formal border is appropriate, but with Pioneer Bluffs allowing access could be more useful than isolating the community entirely. Within Pioneer Bluffs limited walking access points could be added such as those that exist in Aggie Village. Ironworks is a primary example for challenges and innovations relevant to West Sacramento riverfront, not all of Ironwork's solutions allow for community friendliness.



# General Plan

The following plan focuses on completing the four goals of the community; mobility, retail, density and green space; while preserving and enhancing the Sacramento River. The following proposed plan aims to solve the problems of connection, identity, and scale; while preserving and enhancing the green-space along the Sacramento River. In the following section these problems will be approached through analyzing previous plans and case studies; creating a general plan of development, identifying place-making elements to create an identity, and specific plans for key areas.

# Pioneer Bluffs General Plan

The Pioneer Bluffs general plan is designed around three pillars: transit, density, and commerce. The streetcar system is the back bone of Pioneer Bluffs and the first of these pillars. As shown in Figure 2.7 no feature is more than fifteen minutes walking distance from the streetcar system.

The streetcar system creates the thoroughfare for the transportation system which is designed to accommodate heavier traffic originating in the Sacramento capitol region. The streetcar line then continues along Capitol Mall to Capitol Avenue in West Sacramento. As it crosses over the Tower Bridge it diverges in two directions; one continuing down Capitol Avenue while the other follows Jefferson Boulevard. Key access points along Jefferson will also be determined to allow for maximization of the system. This streetcar system will serve the majority of the community along Jefferson making it a critical piece to Pioneer Bluff’s development.

The three stops that are outlined are adjacent to current major intersections. This indicates that these stops will serve critical locations to the majority of the population. The first and most prominent stop services the proposed retail core and the existing businesses on 15th street. The second stop services the majority of the housing cores within both communities. The third stop within Pioneer Bluffs services multiple areas, including the end of the River Walk, the housing developments, Sam Combs and Stone Lock parks. The third stop is meant to act as a parks and recreation stop allowing more access to green space.

In addition to the streetcar system, the city has also planned improved bicycle paths that will make existing pathways such as South River road more pedestrian friendly. These bicycle lanes have not been set, but the specific plan in this document will lend recommendations. The streets will also be improved by making a connection between South River road and Southport. Smaller connector streets on Jefferson will allow more permeability to Pioneer Bluffs which will terminate in cul-de-sacs on the west side of South River.

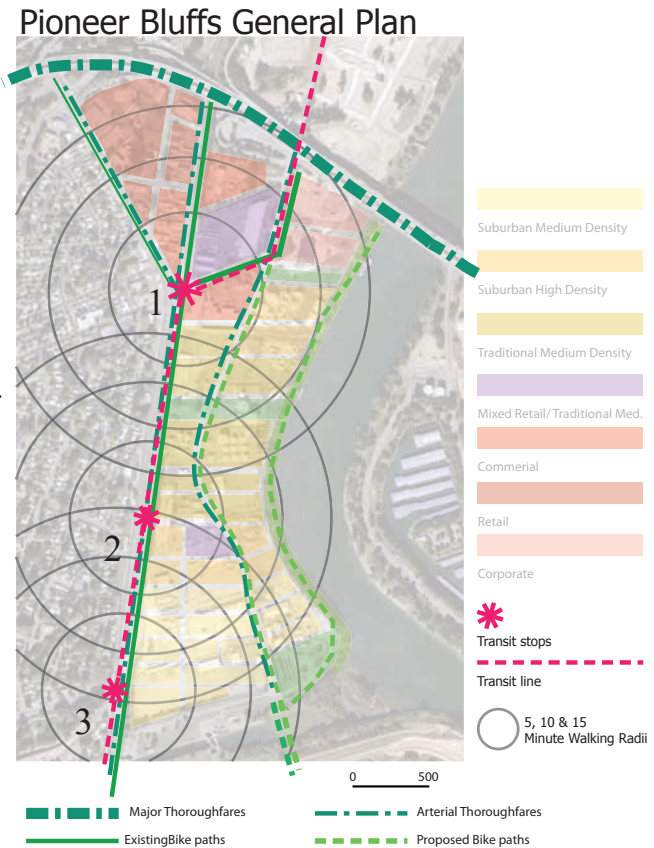


Figure 2.7 Location of transit line and transit stops with walking radii from each stop.



## Pioneer Bluffs General Plan



Figure 2.8 Three areas of access to the Riverfront and green space.

The development of Pioneer Bluffs is focused on allowing access to the river while preserving its natural qualities. To accomplish this, the general plan has outlined three key areas for mitigated access. To preserve the natural qualities of Pioneer bluffs a nature trail has also been outlined to connect with the trail in the Triangle area.

The three areas outlined creating mitigated accesses are located in sections (Figure 2.8) that create nodes of access to the riverfront. The first node in the north allows vital access between commercial core, transit line, and the riverfront. This area will be associated with leisurely recreation, rather than active recreation, providing a place for shoppers, businessmen, and residents to reflect on scenery. The second green space will allow for residential active recreation. This space will house sports fields, and be the main visual draw towards the riverfront. This park, The Main Green, will include a zone of passive recreation before entering a formal entrance space to the river walk. The third green space is the formerly planned Stone Lock Park. This will consist of a passive green space similar to the north park. This park will also step down in a series of tiers that will act as flood control beds. Each bed will consist of river friendly plants which will help ease erosion and absorb flood waters.

These three parks are set as system to service the neighboring communities. Although there are parks adjacent to this new development, riverfront access is still necessary. The parks provide two services: a green space and an access point to the River Walk. The new population and commercial attractions will support this necessity for connection to the river.



# Land Use

The land uses outlined in the Pioneer Bluffs general plan follow three simple goals: density, attraction, and mobility. These three land uses can be clearly seen in the adjacent land use chart (Figure 3.0) which illustrates not only the building type and size, but the form. This model for land use categories was taken from the Sacramento General plan by using visual representation to help illustrate a typical block using certain building types.

The blocks are arranged in a tiered system of increasing density and land use (Figure 2.9). At the base, the southern-most portion, is medium and low density residential housing units. This development is closely tied to the historic development of the area, therefore the building design will mimic surrounding developments. The next development is the medium density, mixed use and traditional medium density housing community. This area serves a higher population while still allowing for the introduction of some retail. The third portion is devoid of almost any housing, excluding the mixed use developments. This area is defined by the heavy commercial and retail core adjacent to corporate buildings. This development could resemble something similar to its current density or resemble the Ziggurat and Cal-Strs building to the north. This land use plan follows the guideline of feathering density as it changes from residential to commercial. This guideline helps ease the change from community space to public space and allows residents to have private space while still being connected. The separation of commercial types within the commercial core allows the prioritization of uses and needs by each company based upon space (Condon 2010).

These land uses, outlined in figure 2.9, shows how each area should be zoned through inclusionary zoning. With these development zones building guidelines and models are provided to aid developers in visualizing this community, these guidelines and models are not restrictive and do allow for creativity; this encourages different development solutions without changing the housing model. Building styles can be referenced through *A Field Guide to American Homes* as a style basis (McAllester 2009). Variation, combination and originality are encouraged in relation to architectural style.

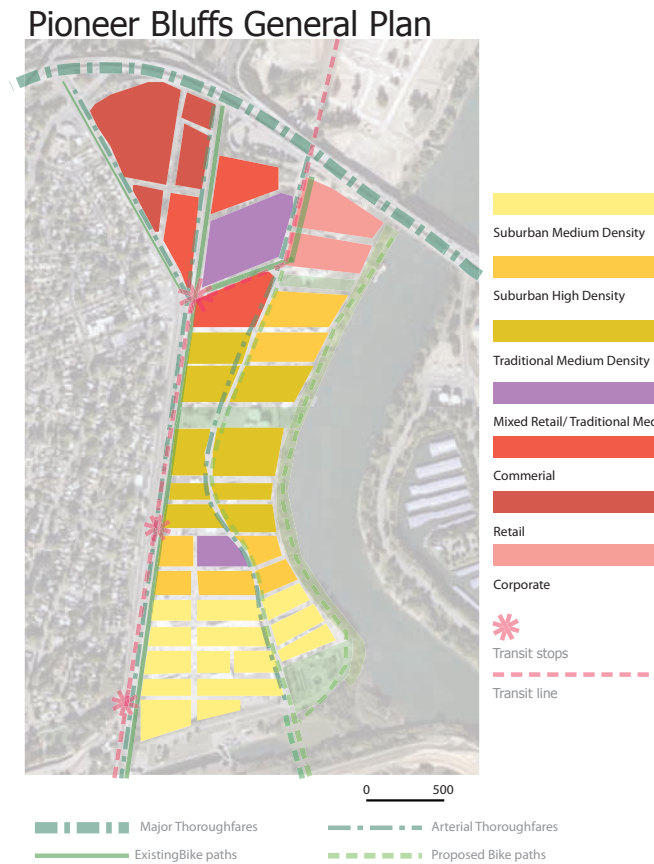


Figure 2.9 Land use types and general zoning locations. (See appendix B for enlargement)



# Land Use Types Table

## Suburban Medium Density

Height: 1-4 Stories  
 Density: 3-15 units/ Acre  
 FAR: .5- 1.5  
 Architecture:  
 Folk Victorian, Craftsman,  
 Prairie



## Commercial

Height: 1-4 Stories  
 Density: 16-32 units/ Acre  
 FAR: .5- 2.0  
 Architecture:  
 Modern, International



## Suburban High Density

Height: 1-4 Stories  
 Density: 8-20 units/ Acre  
 FAR: 1.5  
 Architecture:  
 Folk Victorian, Craftsman



## Retail

Height: 1-4 Stories  
 Density: 15-36units/ Acre  
 FAR: 1.0- 2.0  
 Architecture:  
 International, Modern,  
 Colonial Revival



## Corporate

Height: 1-12 Stories  
 Density: 15-80 units/ Acre  
 FAR: 2.0+  
 Architecture:  
 International, Modern



## Traditional Medium Density

Height: 1-4 Stories  
 Density: 8-21 units/ Acre  
 FAR: 1.5-2.0  
 Architecture:  
 Modernistic, International,  
 Modern, Craftsman



## Mixed Retail/ Traditional Core

Height: 2-4 Stories  
 Density: 8-15 units/ Acre  
 FAR: .5- 1.5  
 Architecture:  
 Beaux Arts, Italian  
 Renaissance, Colonial  
 Revival



Figure 3.0 Land use chart which includes visual examples of building type, orientation, spacing and architecture.

# Land Use Models



## Medium Density Suburban

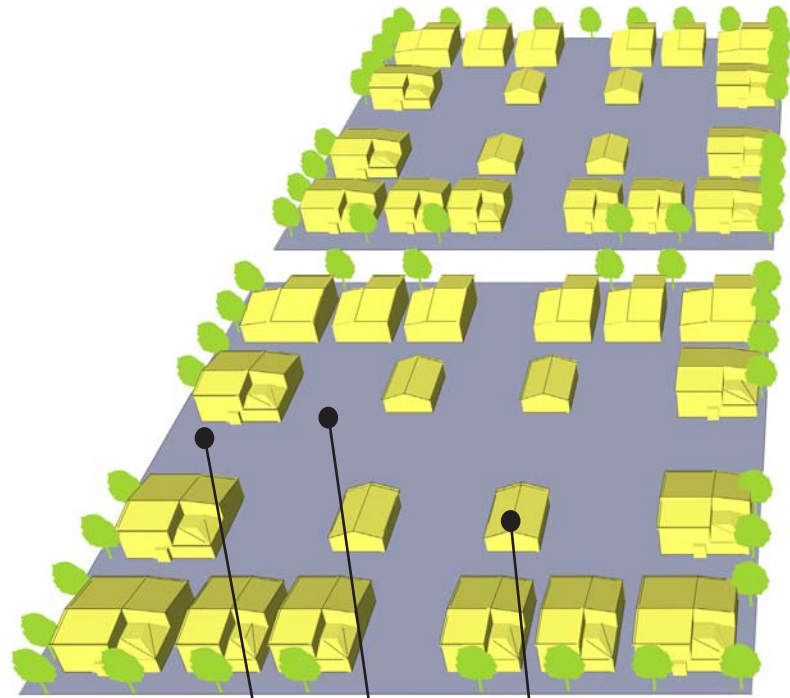


Figure 3.1

Access alley

Off-street parking spaces

Behind lot Secondary housing

## High Density Suburban

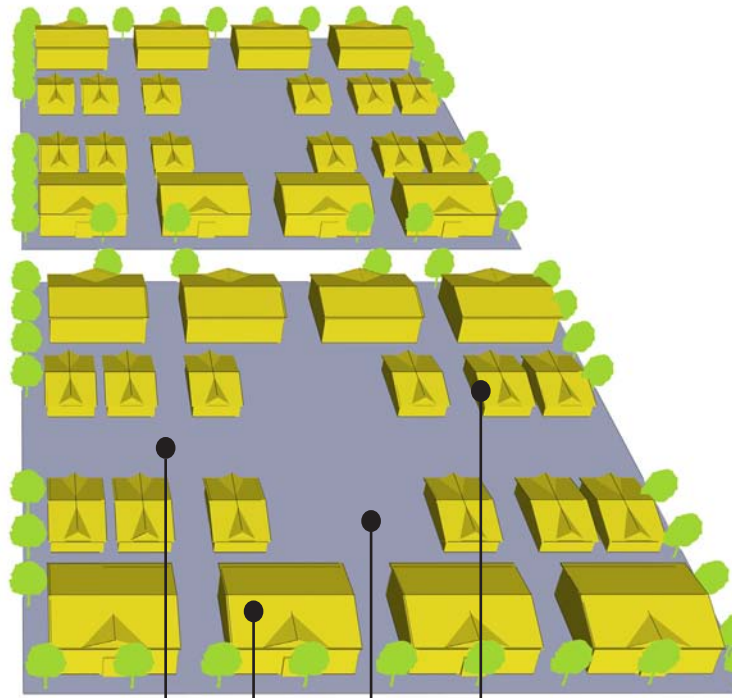


Figure 3.2

Access alley

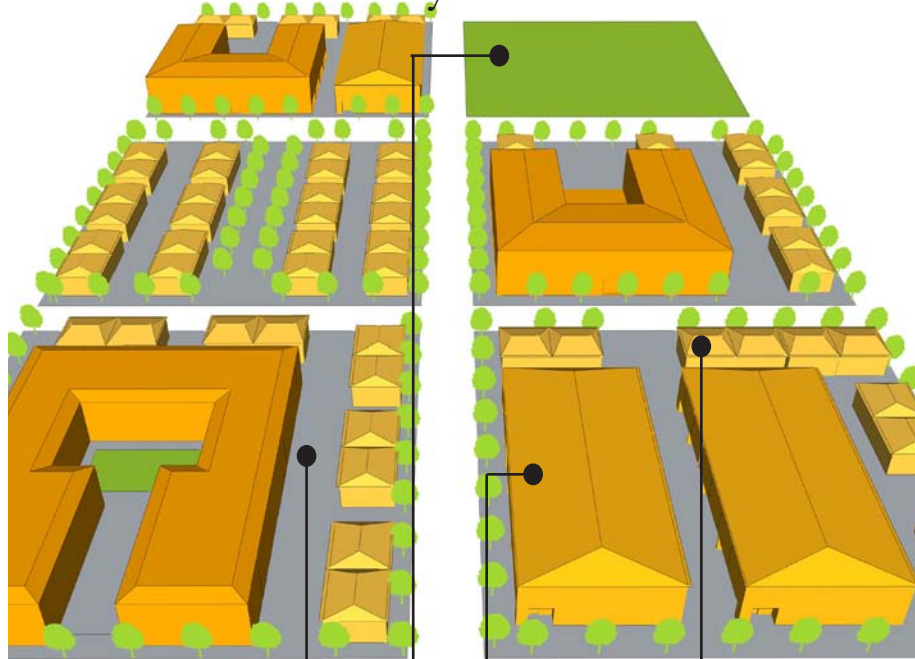
Duplex Housing

Off-street parking Spaces

Behind lot Secondary housing



## Medium Density Traditional



Interior Parking Spaces

Available Green space

Medium density housing complexes

Medium density Suburban housing perimeter

## Housing Development Guidelines

- Predominantly single family dwelling units.
- Building heights will range from one to four stories
- Highly interconnected street system will facilitate flow
- System of non vehicle access roads will encourage pedestrian traffic
- Neighborhoods will be located within reasonable walking distance to transit, schools, parks and services.
- Limited garage front access with rear, side and alley parking access.
- architectural forms consistent with the surrounding neighborhoods
- Traffic calming measures and planting strips will compose the street system
- Heavy street tree canopy will provide shade, encourage slower traffic, and from neighborhood personality.

Figure 3.3





### Mixed Use Block

Edge of housing development and transit core

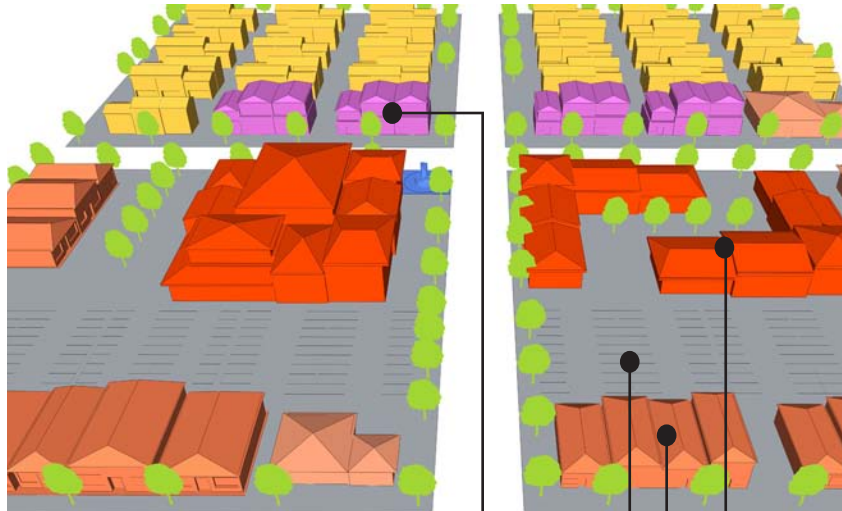


Figure 3.4

Mixed use with off-street parking

Block allocated parking

Low density retail border

Medium density retail core

### Medium Density Retail

Housing development core

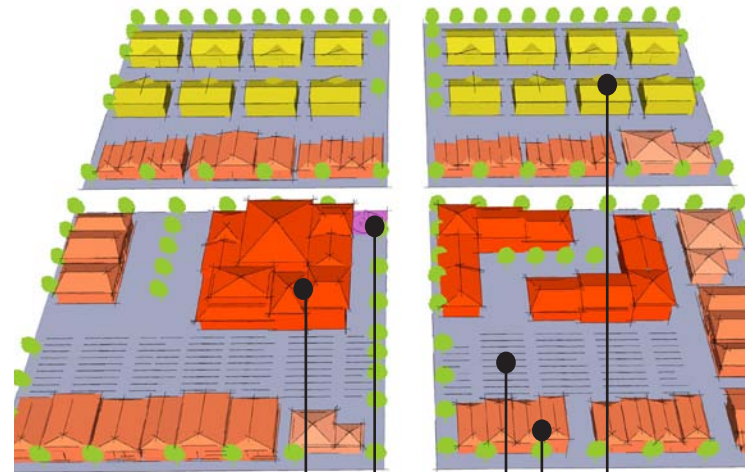


Figure 3.5

Medium density core

Civic center piece

Block allocated parking

Low intensity retail border

Medium density housing adjacent



## Urban Center Low 15th and Jefferson

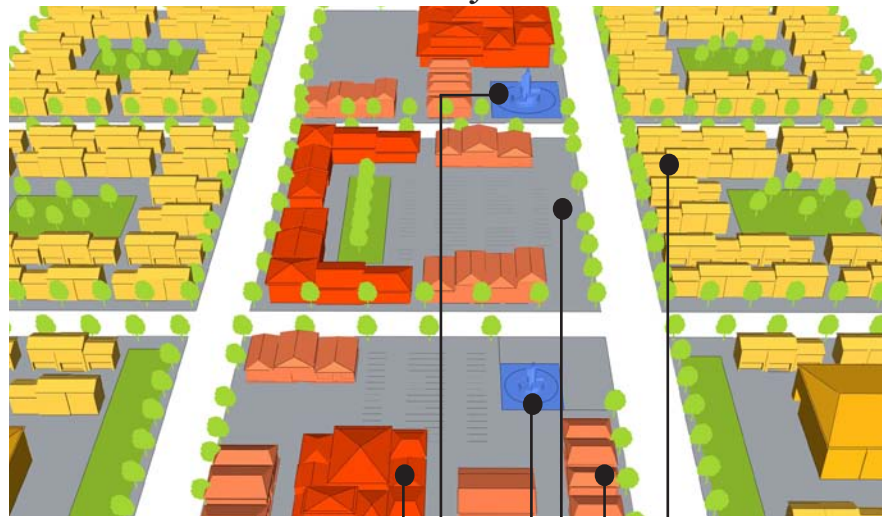


Figure 3.6

Medium intensity retail nodes

Civic center piece

Secondary civic piece/ Communal space

Centralized parking

Low intensity retail Pockets

Traditional medium density housing

## Retail and Housing Center Guidelines

- Retail is designed to service neighborhood scales
- Each business shall have a minimum FAR of 1.0
- Adjacent housing will be structured with pockets of green space
- Civic spaces, art or symbols are repeated to create community identity
- The main thoroughfares will include separated walkways by planted
- Any street car stops will be considered as primary candidates for civic spaces
- Each retail and housing block will be oriented towards increased pedestrian traffic
- Bicycle lanes will be improved to allow for separation of traffic
- Speed control design elements will be implemented to decrease traffic speed
- All housing parking will be accessible opposite major thoroughfares to reduce traffic congestion
- Intensified street tree canopies to reduce heat island effect and traffic calming practice
- Tree canopies in retail spaces where available to offset heat island
- Civic and green space adjacent to promote walking



# Master Plan

This section outlines the master plan for Pioneer Bluffs, how this plan can be implemented, and what it will entail. The designs following highlight three key areas to the development of Pioneer Bluffs: the main promenade and river walk, the retail and transit core, and the street system. These areas will be illustrated through a series of site plans, vignettes, and sections to illuminate the prominent features of each area and how it assists the development of Pioneer Bluffs.



# Master Plan

The Pioneer Bluffs master plan (figure 3.7) was developed through the previously mentioned general plan. This master plan is an illustrative of the general plan's focus, which is emphasized in three areas: open space, mobility, and retail.

The master plan graduates housing densities to create a more densely populated core, with a retail hub that would revitalize the commerce in this neighborhood. The existing streets were kept in place with small cul-de-sacs extending from the main street. Each cul-de-sac acts as garage access to housing units. The homes are serviced as blocks, based on culs-de-sac, for utilities such as waste and postal. The master plan circulates slow traffic through the residential housing by reducing the size of the streets. The main street, South River road, was extended to include a bridge to Southport and its future housing communities. With the reduced size in streets a separated bike lane has been included on each side of South River road. To increase the unit density of this area the formal back yard has been reduced and in some cases does not exist.

To compensate for the loss of a typical back yard at this housing density the houses along Jefferson blvd. have been bordered by dense vegetation to mitigate the sound and sight of the street car. Along with a planted border, a large park, Silo Park, has been placed in the center of the housing development to allow all residents access to open space. Silo Park is, like the gateway to the neighborhood, an homage to the former tanks. This park also connects to the proposed River Walk with a formal entrance, the River Walk is proposed as a levee access road as well to optimize the utility of the River Walk. Stone Lock Park was included in the master plan based upon the Riverfront Master Plan. The transit line proposed by both the city of Sacramento and West Sacramento, as outlined on the general plan (figure 3.7), meets at a key location to service the retail and housing developments. The first stop of the street will act as the gateway for this neighborhood and is designed on the basis of transit oriented development (TOD). The streetcar stop will include a civic art piece as the gateway identifier; located within walking distance to this transit stop will be retail, offices with above story housing, a park space, and corporate offices. To aid the master plan in the visualization of the three goals: mobility, open space, and retail, specifications will be given for each aspect in the following section.

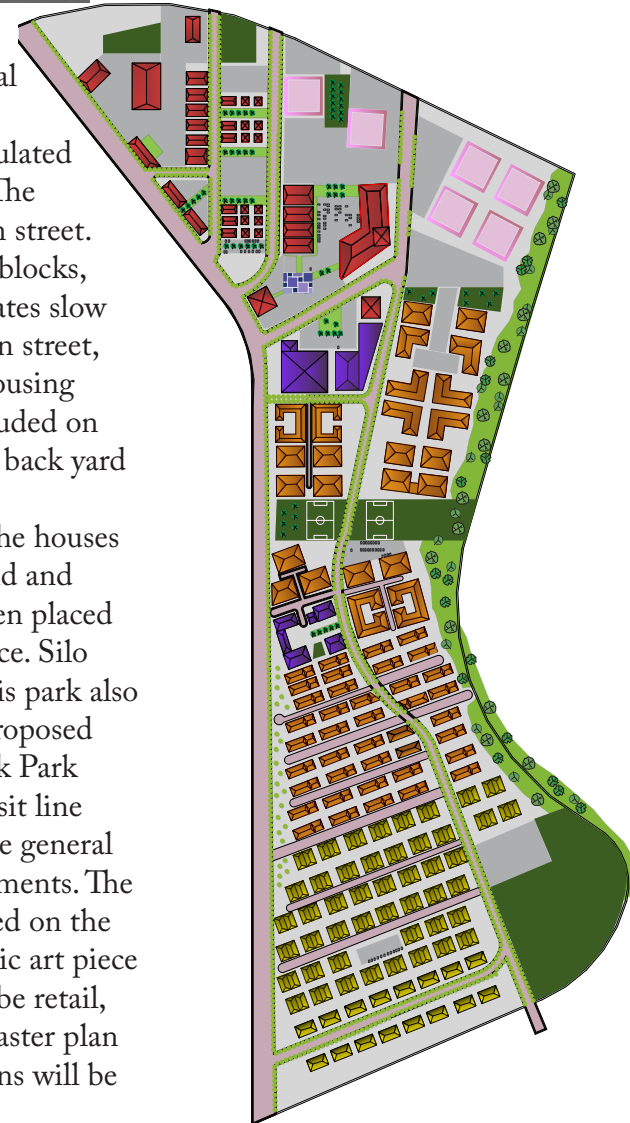


Figure 3.7 Master Plan  
(See appendix C for enlargement)



## Retail Core

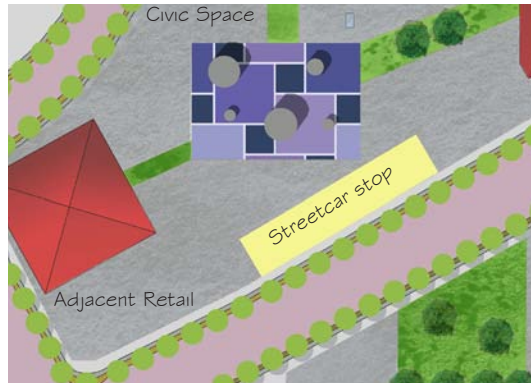


Figure 3.8 The civic space with transit platform plan.



Figure 3.9 Example retail facade.



Figure 4.0 I-80 over Sacramento River where cement silos stand

Pioneer Bluffs has unique opportunity within its development, the addition of a retail core and transit system adjacent to one another. This lends itself to becoming a transit oriented development (TOD). This vision includes three goals of TOD: mobility, mixed commerce, and density (NewJerseyFuture.org). Another goal for this area is to create a gateway for this section of the city. This vision identifies what the plan of the transit hub will resemble, and how the gateway could look and function.

The plan (figure 3.8) is an illustration of how the site could function as a transit stop. This plan demonstrates how the transit stop and gateway piece would interact. The transit stop allows for passengers to leave and board the train on a platform that is visually separated from other site functions. Adjacent to the platform will be a civic space that commemorates the history of the oil tanks and the industry that built the adjacent neighborhoods. The civic space will be connected to all of the retail through a series of planted walkways that allow a touch of nature within this transit stop.

The retail at the core of Pioneer Bluffs will not only change due to the addition of a street car transit system, but the retail building form. Retail will consist of two story buildings with above story housing and standard retail, while imitating local architecture. The image (figure 4.0) demonstrates how building forms will change to imitate the residential building form while allowing walk-ability. Retail buildings though are not the only addition to the transit core, commercial and corporate buildings will also encourage white collar jobs and commerce.

The corporate buildings in the north of the site are a concern for the residents of Sacramento and West Sacramento. These buildings are a concern for the visual effect they will have on traffic along interstate 80. This simulation visual (figure 3.9) shows how the buildings would look while driving over the overpass at night in their proposed areas. This renewed facade has the potential to show the innovative face of West Sacramento to numerous travelers.



Silo Park (figure 4.2) is the largest park in the master plan development. This park serves two functions: being the main green space and the connection to the Sacramento River. Silo Park will allow access for all the residents of the community to community space. The park is envisioned as a playfield and a promenade. The playfields are divided by South River road, but allow on-street parking with parking bulges. These bulges also act as traffic calming treatments. The promenade form follows the visual cue to the river's edge. The location of the park allows outside residents to access the green space and River Walk as well. The entrance to the River Walk includes historical facts about Pioneer Bluffs with a civic space that imitates the gateway feature at the central transit stop. The civic feature is a traversable center that allows for easy movement and an uninterrupted view of the Sacramento River. Civic spaces can create an image for communities, rather based off an existant image. Green space connects people to nature and can help create a community (Benfield 2001). The trail that leads down the bluff is a separate element to the civic space.

From the civic platform a series of pathways slowly meanders down the face of the bluff (figure 4.1). These paths move along the bluffs in two series of trails. The first series of trails is a dirt pathway that is intended to not be heavily maintained. Between this pathway and the next is a series of plantings that are sided by a small wall. This planting area is meant to help absorb the waters from a flooding event. The retaining wall at the edge of the planting is designed to allow a flooding event, while keeping the roadway intact. The pathway connects to Stone Lock Park at the south end of Pioneer Bluffs. This allows easier access to the civic space, parkway and Silo Park to the residents of the Southport community. This trail feathers the slope of the bluff to ease water levels during flooding events. The pathway and Silo Park will help connect the heavily dense new community to nature and open space.

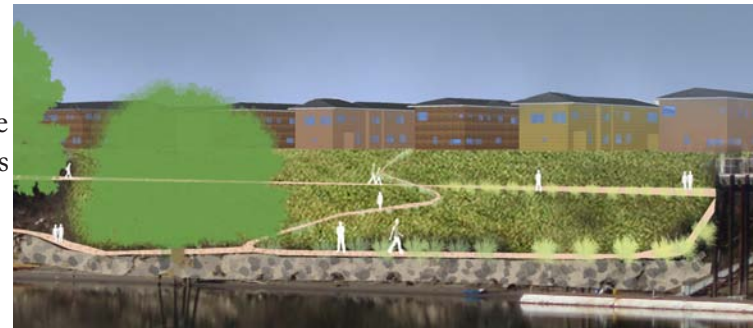


Figure 4.1 River access roads from Silo Park and Housing



Figure 4.2 Street crossing at the center of Silo Park

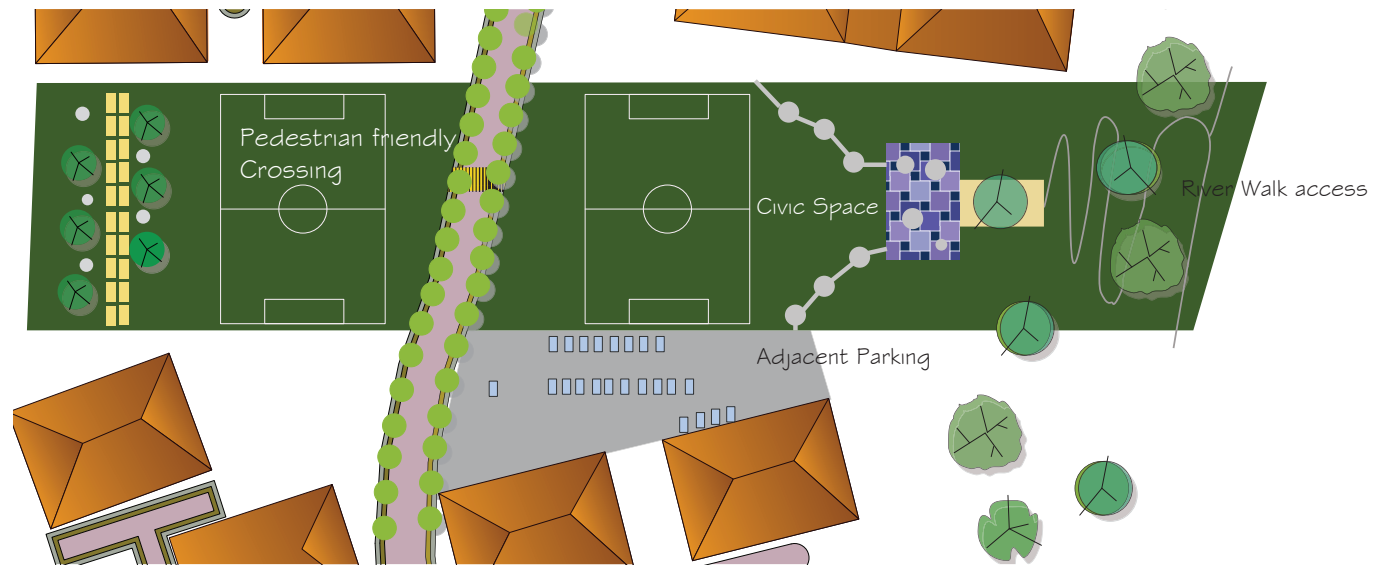


Figure 4.3 Plan of Silo Park

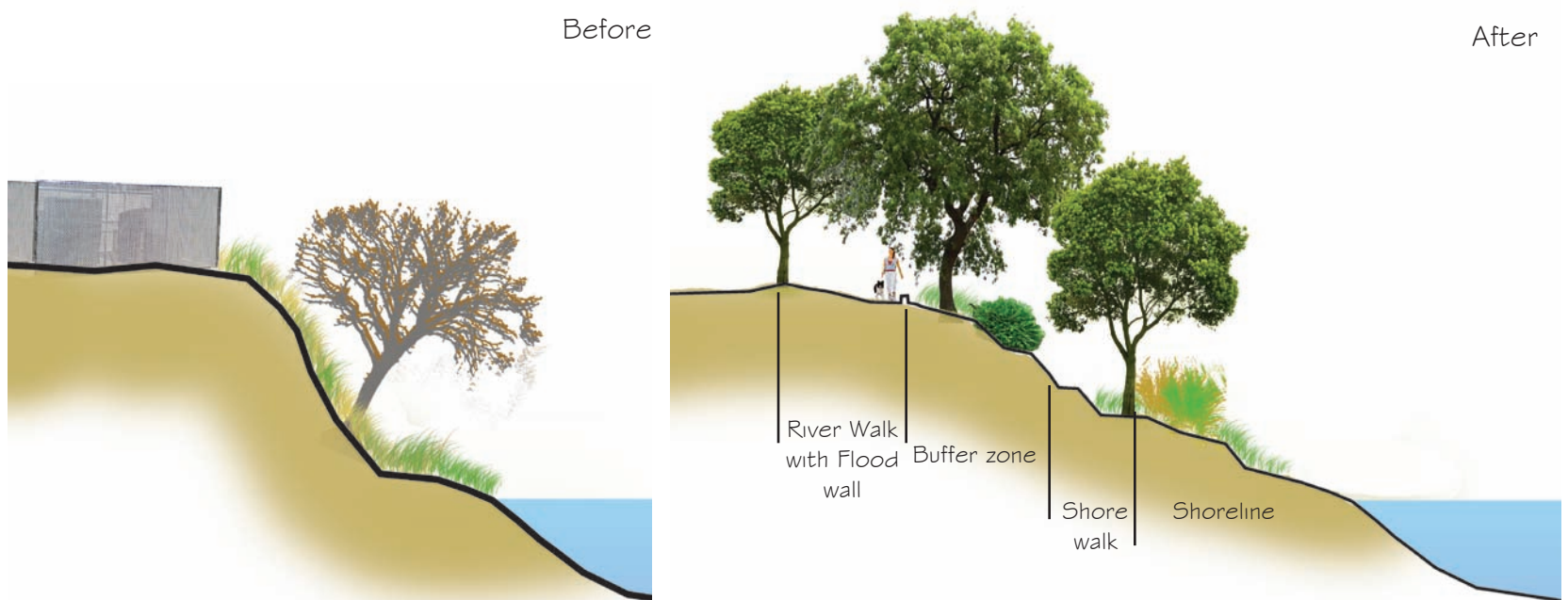


Figure 4.4 Section of proposed riverwalk and levee break before and after



# Mobility

The streets of Pioneer Bluffs are not a result of its density but, a necessary element to assisting community development. These streets allow for human scale walking distances, and community spaces. The streets within the community are scaled to allow for the necessary function of the street. This scaling is tiered into three categories, the first is alleyway access to housing cul-de-sacs. The second in scale is the main thoroughfare along South River road, and third is the main access road on 15th street and Jefferson boulevard.

The streets along the cul-de-sacs are designed at 24' wide (fig. 4.5) which allows for first floor parking only. These culs-de-sac are serviced at their connection to South River road by waste and postage. These streets allow for a small area of planting in front of homes, but lacking the traditional back yard. The next tier of streets is meant to service a low to medium grade of traffic and is the main thoroughfare for utility services.

The main street is approximately 40' wide, this allows for two directions of traffic, street side parking and a separated pedestrian and bike path. This main street will be the service road for many utility companies and the secondary connection, aside from Jefferson blvd., to Southport. This street is designed to have a walkway that doubles as a bike path as well. This bike-pedestrian path is separated by a vegetated border including street trees. The street trees along the main street are intended to give the community a more relaxed personality and slow traffic, similar to the residential streets of downtown Sacramento (Ben-joseph).

Figure 4.5 Section of streets between housing



Figure 4.6 Section of proposed South River road







The third tier to streets in Pioneer Bluffs is the main thoroughfare and location of the street car line, 15th street. This street is designed to accommodate one lane for the street car, which could be shared, and three other lanes for traffic. This portion of Pioneer Bluffs will need to be designed as a much heavier traffic corridor due to the proximity of Raley field. Fifteenth street leads directly to Raley field and with the connection of the street car will be a much more utilized street. The street car is being accounted for in this scenario though as a large component in reducing the number of cars within this intersection as well. Therefore this street is approximately 60' in width to allow for a smooth traffic flow. This 60' also accommodates a pedestrian and bike lane on both sides with a planted border separating them from traffic. The bike and pedestrian lanes in Pioneer Bluffs will act as a semi-connected series of trails which will make movement through the community easier for residents.

Figure 4.7 Section of 15th street with street car



Traffic in this community will be designed with a circulatory form. This form allows persons not from this community to maneuver through the area more quickly while residents will arrive at their destination more smoothly. The circulation and traffic flow will help develop this community like others through “street design with community scale access” (Carter 1972). This movement is reflected in the housing development by making difficult maneuvers, such as parking, separated from heavy traffic flow. This will also allow easier maintenance of the facilities through a single access point for each housing block. Emergency vehicular access will be maintained with a similar model excluding areas that require direct vehicular access. These aspects will make community scale effective while allowing citywide public service and necessary maintenance.



# Conclusion

Putting the future in motion

West Sacramento and Pioneer Bluffs have gone through extraordinary changes through their history, but what lies ahead is still uncertain. This process of general plan and master plan will enable the city to envision how their new neighborhood will be formed. This vision is intended to inspire, accurately account, and plan, to an extent, the city's potential. What the city will need to examine next is the areas that are best suited for development, which is outlined in the analysis. From these core properties the city will need to develop steps to create this envisioned neighborhood. This envisioned neighborhood is the result of this document, intended as focal direction for the city.

It is the intention from the plans that have been put in place that the city will have more direction for the development of Pioneer Bluffs. This direction is meant guide the city in building form, structure, and phasing. This document should help the city examine areas that are available in relation to their intended future use and draw on those points as indicators for development. The three areas chosen in specific planning are intended as general models for the three main focuses of the area: mobility, retail and green-space. For example; should the city decide to develop the area at Stone Lock Park, these models of community scale, transit structure, and green space access should assist their decisions. Due to the

volatile economy and stringent redevelopment the areas that will be developed are uncertain, but this document will help form the processes after development has begun.

As a recommendation from the author it is within the city's best interest to identify focal areas for redevelopment. These areas should be based on two broad categories, readiness for redevelopment and impact of development. The readiness for development would be an incorporation of ownership, foreclosures, the property improvement index, and lot size. The impact development category should be based on the general plan 's land use categories, locations, and models for development to determine what type of development would have the greatest impact. By correlating these two inputs the city should determine what areas deserve immediate attention. This approach should help the city put plans for development into action and help create this new neighborhood.





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# Appendix A

## Property improvement evaluation chart

APN	Land Value (\$)	Improvement Value (\$)	% change	Coverage (ac.)	Above 0%
058 990 001 000					
058 014 001 000	147014	0	-100%		
058 014 002 000	172,960.00	472,762.00	46%		
058 014 003 000	53981	314379	71%	0.34	
058 014 004 000	60,064.00	487,366.00	78%	0.42	
058 014 006 000	72,655.00	0.00	-100%	47.7	
058 014 007 000	97,176.00	1,199,666.00	85%	1.24	
058 014 008 000	114,790.00	154,224.00	15%		57%
058 015 001 000	29,257.00	28,108.00	-2%		
058 015 003 000	20,000.00	0.00	-100%	0.06	
058 015 004 000	37,000.00	133,000.00	56%		
058 015 006 000	34,276.00	76,717.00	38%	0.17	
058 015 007 000	24,244.00	90,954.00	58%	0.12	
058 015 008 000	24,244.00	62,652.00	44%	0.12	
058 015 009 000	35,000.00	80,000.00	39%		
058 015 010 000	114,237.00	195,838.00	26%		
058 015 011 000	80,000.00	100,000.00	11%		
058 015 012 000	74,948.00	27,097.00	-47%	0.29	50%
058 033 001 000	39,152.00	59,573.00	21%		
058 033 002 000	266,995.00	690,158.00	44%	0.34	
058 033 003 000	76,552.00	202,730.00	45%		
058 033 004 000	14,917.00	0.00	-100%		50%
058 034 001 000	44,966.00	0.00	-100%	0.09	
058 034 002 000	75,385.00	216,004.00	48%	0.11	
058 034 003 000	30,916.00	203,569.00	74%		
058 034 007 000	10,616.00	18,047.00	26%		
058 034 008 000	23,518.00	88,206.00	58%	5.74	
058 034 009 000	43,614.00	109,669.00	43%	0.12	
058 034 010 000	24,921.00	0.00	-100%	0.06	
058 034 011 000	24,921.00	0.00	-100%	0.06	
058 034 012 000	31,714.00	11,113.00	-48%		
058 034 013 000	8,649.00	0.00	-100%		
058 034 014 000	15,661.00	111,426.00	75%		
058 034 015 000	17,231.00	0.00	-100%		
058 034 016 000	35,655.00	75,278.00	36%		
058 034 027 000	35,345.00	107,101.00	50%		
058 034 028 000	174,639.00	26,143.00	-74%	0.32	
058 034 029 000	34,914.00	0.00	-100%		
058 034 030 000	22,527.00	8,368.00	-46%	11.48	
058 034 031 000	76,270.00	47,204.00	-24%	0.23	36%
058 260 002 000	840,943.00	310,746.00	-46%	9.56	
058 260 003 000	690,494.00	974,566.00	17%	9.61	
058 260 010 000	374,949.00	0.00	-100%	2.03	
058 260 012 000	57,651.00	184,489.00	52%	0	
058 260 013 000	479,478.00	87,245.00	-69%	0.69	
058 260 016 000					
058 260 017 000					
058 260 018 000					
058 260 019 000					
058 260 020 000					
058 260 021 000	621,197.00	717,030.00	7%		
058 260 025 000	721,427.00	300,326.00	-41%		
058 260 026 000	433,778.00	375,016.00	-7%		
058 260 027 000	19,660.00	123,081.00	72%		0.74
058 260 028 000	39,301.00	234,773.00	71%		1.5 20%
058 270 001 000	917,392.00	318,903.00	-48%		4.47
058 270 006 000	960,988.00	0.00	-100%		3.78
058 270 008 000	705,686.00	352,842.00	-33%		0.01
058 270 012 000	670,400.00	82,326.00	-78%		3.28
058 270 014 000	376,625.00	882,448.00	40%		8.11
058 270 017 000	542,538.00	0.00	-100%		16%
058 280 003 000	1,115,690.00	875,670.00	-12%		4.73
058 280 005 000	1,162,478.00	494,741.00	-40%		8.89
058 280 006 000	177,559.00	105,424.00	-25%		0.47
058 280 007 000	253,674.00	1,014,712.00	60%		1.12 25%
058 290 001 000	71,759.00	0.00	-100%		0.82
058 290 002 000	98,440.00	64,172.00	-21%		3.62
058 290 004 000	1,058,530.00	2,913,071.00	47%		7.58 33%
058 350 001 000	1,958,395.00	1,262,077.00	-22%		5.37
058 350 002 000	1,081,505.00	0.00	-100%		3.23
058 350 003 000	347,311.00	0.00	-100%		0.94
058 350 007 000	191,611.00	0.00	-100%		0.64
058 350 008 000	887,804.00	145,790.00	-72%		5.11 0%
067 180 001 000					0
					155.31

# Appendix B

Pioneer Bluffs General Plan



- Suburban Medium Density
- Suburban High Density
- Traditional Medium Density
- Mixed Retail/ Traditional Med.
- Commerial
- Retail
- Corporate



# Appendix C

Pioneer Bluffs Master Plan



0 500'