

# Florin-Vineyard Community Plan



## Development Guidelines

Administrative Draft  
December 18, 2002

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## LIST OF POLICIES

### RESIDENTIAL

- Policy FV-1. Encourage a variety of lot sizes and housing types to promote social and economic diversity, and to promote greater variation visibly for neighborhoods.
- Policy FV-2. Ensure an adequate mix of housing affordability dispersed throughout the community.
- Policy FV-3. Promote policies to cite duplexes for all corner lots in single-family subdivisions to promote a better integration of housing types throughout the community.
- Policy FV-4. Encourage larger lots for residential uses along the boundary common to any neighborhood of a lower density.
- Policy FV-5. For any new residential subdivision, provide assurance (e.g., larger/deeper lots, recorded setback line, or CC&Rs) that any two-story (or greater height) structure can be set back at least 100 feet from the boundary common to an existing neighborhood of a lower density.
- Policy FV-6. Promote residential development that will result in a diverse streetscape in terms of housing types, building setbacks, and building height.
- Policy FV-7. The street pattern for new residential areas should be simple in design, and should provide multiple points of access (vehicles, pedestrians and bicyclists) to nearby commercial areas, parks, schools and public transit.
- Policy FV-8. For any new residential subdivision, provide the Planning Department with an analysis of circulation in the larger neighborhood, and demonstrate how the proposed subdivision will contribute to and enhance circulation for area residents (vehicles, pedestrians and bicyclists).
- Policy FV-9. Pedestrian and bicycle trails/pathways should be located within open space areas to the extent feasible.

## COMMERCIAL

- Policy FV-10. Promote mixed use concepts that capitalize on synergies between and among different types of land uses (e.g., residential and office).
- Policy FV-11. Encourage the elimination of barriers to pedestrian access between different types of complementary land uses.
- Policy FV-12. Promote commercial centers in new neighborhoods that are integrated into and physically connect with those adjacent neighborhoods.
- Policy FV-13. Promote the incorporation of plazas and open spaces into commercial development that will provide for public gatherings and outdoor uses such as farmers' markets.
- Policy FV-14. Encourage commercial architecture and building design that promotes pedestrian and various forms of multi-modal access.
- Policy FV-15. Promote commercial uses that cater to nearby residents, in locations where they are easily accessible for pedestrians, and those that will help create a more active and vibrant pedestrian environment (e.g., theaters, restaurants, outdoor cafes, and farmers' markets).
- Policy FV-16. Promote pedestrian-friendly, human-scale commercial development that provides safe and pleasant places for people.
- Policy FV-17. Encourage screening of visibly large or tall structures such as water tanks or cellular facilities, by either locating them in areas seen by few people, or "hidden" by placement on the roof of a commercial building, or integrated into the building's design and architecture.

## INDUSTRIAL

- Policy FV-18. Encourage larger lots for industrial uses along the boundary common to any residential or agricultural-residential neighborhood.

- Policy FV-19. For any new industrial subdivision, provide assurance (e.g., larger/deeper lots, recorded setback line, or CC&Rs) that any structure can be set back at least 100 feet from the boundary common to an existing residential or agricultural-residential neighborhood.
- Policy FV-20. Outdoor industrial storage areas should be located at least 50 feet from the boundary common to an existing residential or agricultural-residential neighborhood, and this setback area should be landscaped.
- Policy FV-21. Any new industrial development should either connect (extend as necessary) to public water and sewer, or provide assurance (e.g., bond, installation of dry lines, or record an agreement to connect) to connect at some future date.
- Policy FV-22. Any new industrial development should comply with appropriate fire prevention measures, including an adequate water supply for necessary fire flows.

### OPEN SPACE

- Policy FV-23. Residential development adjacent to drainage parkways should avoid providing an excessive number of back-up lots, and should provide front-on street and open ended cul-de-sacs whenever possible.
- Policy FV-24. Improvements to drainage parkways should be consistent with the most recently approved plans and/or improvements (downstream or upstream) in terms of width, landscaping, and pedestrian access.
- Policy FV-25. Promote the construction of a network of pedestrian/bicycle trails within the study area, particularly within the electrical transmission corridor that runs north-south through the study area, near the alignment of Waterman Road.
- Policy FV-26. Residential development adjacent to the electrical transmission corridor (running north-south through the study area, near the alignment of Waterman Road) should avoid providing an excessive number of back-up lots, and should provide front-on streets and open ended cul-de-sacs whenever possible. In addition, residential fencing separating yard areas from this electrical transmission corridor should be an open design to allow viewing of the corridor.

- Policy FV-27. Identify a funding source that would allow for the Southgate Recreation and Park District to take ownership and assume maintenance responsibility for the electrical transmission corridor running north-south through the study area, near the alignment of Waterman Road.
- Policy FV-28. Ensure no net loss of vernal pool acreage, and/or values and functions, and mitigate any loss in relation to the values of quality of habitat.
- Policy FV-29. Evaluate feasible on-site alternatives in the environmental review process that reduce impacts on vernal pools and provide effective on-site preservation in terms of minimum management requirements, effective size, and evaluation criteria.

## STREETSCAPE

- Policy FV-30. Prominent entry subdivision signage and landscape treatment is encouraged at project entry points to provide a greater sense of neighborhood identity.
- Policy FV-31. Median landscaping is encouraged for all thoroughfares, arterials, and collector streets.
- Policy FV-32. All wood fences and masonry walls should be screened with trees and shrubs. Chain-link fencing is discouraged. Open-type fencing (e.g., wrought-iron fencing) should be used adjacent to all open space areas.
- Policy FV-33. Masonry walls should correspond to a theme common to an overall community design concept (e.g., materials, color and texture), and subdivisions should be conditioned to adhere to a wall design standard.
- Policy FV-34. Landscaped corridors should be included adjacent to the right-of-way on both sides of all thoroughfares, arterials, and collector streets. The width of this corridor should be a minimum of 25 feet on both sides of thoroughfare and arterial streets, and 15 feet on both sides of collector streets.
- Policy FV-35. Pedestrian facilities along thoroughfare and arterial streets should include a 6-foot wide sidewalk, separated by the curb by a variable width planter that includes trees. The sidewalk should meander within the corridor to the extent possible.

## 1.0 INTRODUCTION

### 1.1 PURPOSE AND INTENT

In 1999, the Sacramento County Board of Supervisors initiated a community planning program for the Florin-Vineyard area, also known as the “Gap” area. The term “Gap” has been used to refer to this area because it is located between the existing urban area to the west of Elk Grove-Florin Road and a comprehensively planned urban area to the east (i.e., North Vineyard Station and Vineyard Springs). The goal of this planning process is to provide a vision for the orderly and systematic urbanization of the study area through the establishment of a preferred land use plan and a facilities finance element based upon this plan. Preservation and protection of the rural character of existing agricultural-residential neighborhoods is one of the primary objectives in the planning process. Other objectives include clustering of commercial uses at major intersections, providing appropriate locations for multifamily uses, preserving wetlands, and considering public use/transportation options for the California Central Traction Railroad tracks. The preferred land use plan shows the existing agricultural-residential neighborhoods protected by a variety of agricultural-residential and transitional land use designations. Several new urban growth areas are shown along thoroughfares and at major intersections throughout the study area.

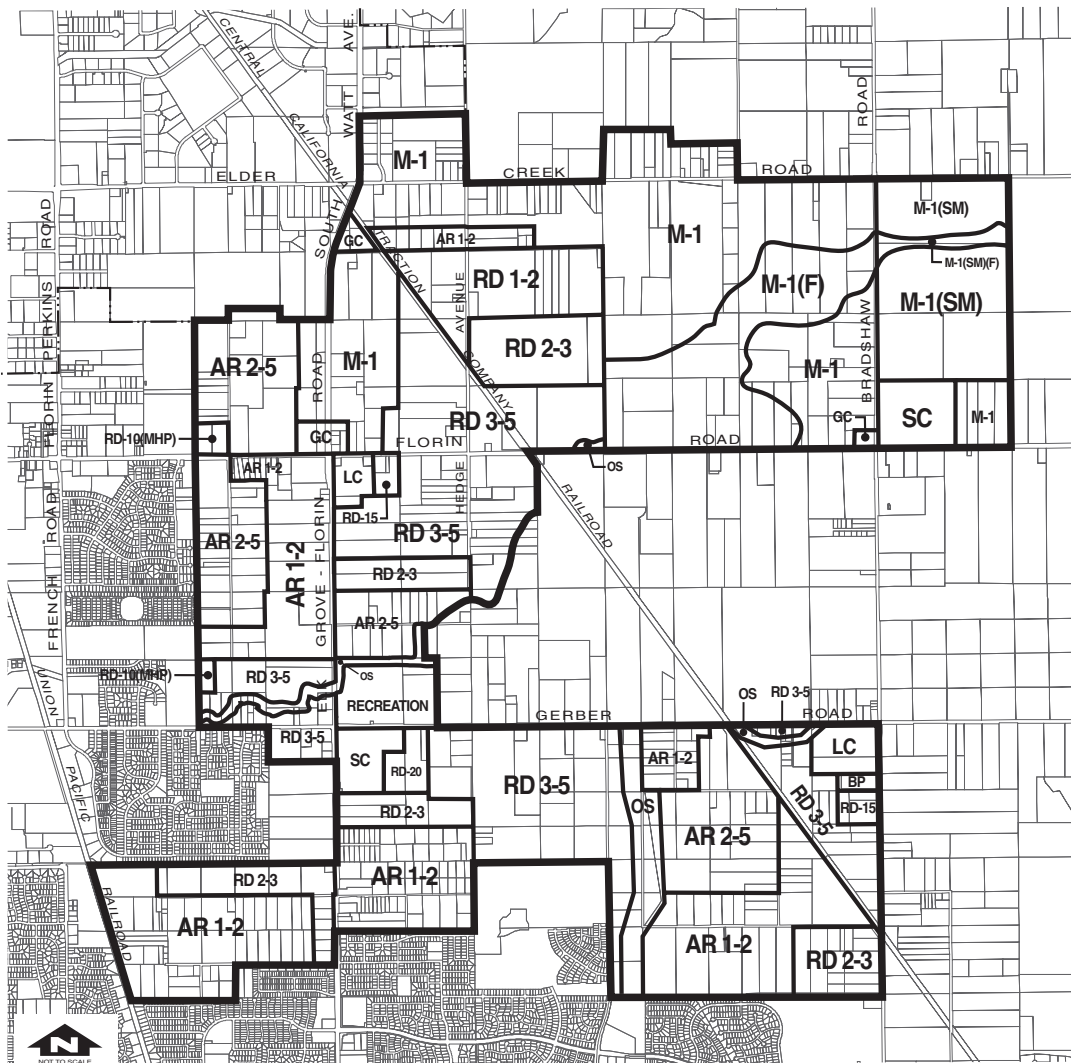
The following architectural and site design guidelines are intended to help guide development of this area and lessen the potential for land use conflicts. Graphic descriptions or illustrations have been included for use in site design and the development of properties subject to this study. Design review is not recommended, but use of these guidelines is encouraged in subsequent entitlement applications submitted to the Planning Department. These guidelines shall be incorporated into the South Sacramento and Vineyard Community Plans for the respective study area, and are intended to supplement the policies of these planning documents.

### 1.2 SETTING

The proposed Florin-Vineyard Community Plan area covers approximately 3,760+ acres and is located within the community planning areas of both Vineyard and South Sacramento. The boundaries of the Florin-Vineyard Community Plan (see Exhibit 1.2) are generally Elder Creek Road on the north, Bradshaw Road on the east, the Churchill Downs neighborhood to the south, and the Union Pacific Railroad tracks on the west.



At the time of this study, 2002, the Florin-Vineyard study area comprises 3,760+ acres and 670 parcels. There are many established “ranchette” neighborhoods in this area. A total of 556 dwelling units exist today, and based on the 2000 Census, this represents a population of approximately 1,690 residents. The area is also bisected by Elder and Gerber Creeks, the Central California Traction Railroad track, and several overhead transmission lines and associated easements. Its lack of continuity is perhaps one of the biggest obstacles to a comprehensive planning effort. The large number of property owners, existing development patterns, and diverse opinions on appropriate urban development is also problematic.



**Exhibit 1.2: Study Area and Proposed Land Use**

### 1.3 LAND USE SUMMARY

The plan provides for the ultimate development of the 3,760+ acre study area, including 5,667 dwelling units in a wide range of types and densities, retail commercial, industrial, business and commercial uses, parks and open space, and schools (see Table 1.3 for an accounting of the land use designations by acreage and potential dwelling yield). Following are some of the key features of the plan:

- ◆ A primarily residential community served by the necessary services (e.g., commercial services, parks, and schools), and public infrastructure.
- ◆ A range of residential and agricultural-residential densities to help provide a better transition between some of the existing and proposed neighborhoods, and to provide for a wide range of housing types and densities.
- ◆ Commercial centers at major intersections that will help provide retail commercial shopping and employment opportunities for area residents.
- ◆ Open space dispersed throughout the community to serve both active and passive recreational needs.
- ◆ An abandoned railroad corridor designated for future public transit use or a pedestrian/ bicycle trail.
- ◆ A network of drainage parkways that is part of a larger, countywide solution to areawide flooding.
- ◆ A network of pedestrian and bicycle pathways within designated open space areas.
- ◆ Land use policies and design guidelines that will help guide development and lessen the potential for land use conflicts.
- ◆ Opportunities for vernal pool preservation and mitigation banking.

**Table 1.3**  
**Proposed Land Use Designations and Potential Dwelling Yield**

M-1/M-1(F)/M-1(SM) – 150 parcels; 1242 acres total  
GC – 12 parcels; 26 acres total  
SC – 4 parcels; 73 acres total  
LC – 7 parcels; 46 acres total  
BP – 1 parcel; 5 acres total  
AR 2-5 – 68 parcels; 373.5 acres total/125 dwellings possible, assuming 1 unit per 3 acres  
AR 1-2 – 205 parcels; 654.5 acres total/436 dwellings possible, assuming 1 unit per 1.5 acres  
RD 1-2 – 17 parcels; 117 acres total/176 dwellings possible, assuming 1.5 units per acre  
RD 2-3 – 41 parcels; 252.5 acres total/631 dwellings possible, assuming 2.5 units per acre  
RD 3-5 – 127 parcels; 770.5 acres total/3,467 dwellings possible, assuming 4.5 units per acre  
RD-20 – 2 parcels; 22 acres total/396 dwellings possible, assuming 18 units per acre  
RD-15 – 6 parcels; 23 acres total/299 dwellings possible, assuming 13 units per acre  
RD-10(MHP) – 3 parcels; 13.7 acres total/137 dwellings possible  
OS – 23 parcels; 89.3 acres total  
Golf Course/Recreation – 4 parcels; 58 acres total

**Potential dwelling yield – 5,667**

Study Area – 3,766 acres  
Existing Parcels – 670  
Existing Dwellings – 556

Note: The source of this information is from the Sacramento County GIS data base. There are several factors that influence dwelling yield (e.g., location and design of streets, utilities and drainage improvements). A thorough master planning effort such as that conducted for North Vineyard Station would produce a more accurate potential dwelling yield.

## 2.0 RESIDENTIAL LAND USE

### 2.1 RESIDENTIAL DENSITIES

The plan will provide for a broad range of densities and dwelling unit type by the land use designations (e.g., AR 1-2 and RD 3-5) where lot sizes and density can be varied, based on the desire of property owners and developers, or to help mitigate impacts to existing neighborhoods. In the case of the above table, the fixed unit count simply refers to the density average used to calculate dwelling yields. This range in the land use designations is much easier to provide for in largely undeveloped areas rather than existing neighborhoods. The following policies are offered to help guide development and promote diversification in housing.

*Policy FV-1. Encourage a variety of lot sizes and housing types to promote social and economic diversity, and to promote greater variation visibly for neighborhoods.*

*Policy FV-2. Ensure an adequate mix of housing affordability dispersed throughout the community.*

*Policy FV-3. Promote policies to cite duplexes for all corner lots in single-family subdivisions to promote a better integration of housing types throughout the community.*

### 2.2 EXISTING NEIGHBORHOOD BOUNDARIES

As indicated above, there are many agricultural-residential neighborhoods that make up the study area, and preservation and protection of rural lifestyles is one of the primary objectives in this planning process. A potential conflict occurs along the boundary of these different land use designations. For example, incompatible development could present a potential for nuisances, complaints, noise, invasion of privacy, and increased traffic to one or both forms of land use. Policies relating to setbacks, lot sizes, and building height will help to lessen the potential for these conflicts. The following policies are offered to help guide development and lessen these potential conflicts.

*Policy FV-4. Encourage larger lots for residential uses along the boundary common to any neighborhood of a lower density.*

*Policy FV-5. For any new residential subdivision, provide assurance (e.g., larger/deeper lots, recorded setback line, or CC&Rs) that any two-story (or greater height) structure can be set back at least 100 feet from the boundary common to an existing neighborhood of a lower density .*

*Policy FV-6. Promote residential development that will result in a diverse streetscape in terms of housing types, building setbacks, and building height.*

### **2.3 NEIGHBORHOOD CONNECTIVITY**

The plan reflects several neighborhoods or pockets of new urban development. It will be desirable to ensure that these new developments are interconnected. Piecemeal development where each subdivision is served by its own cul-de-sac does not benefit pedestrians, bicyclists, or foster a sense of community. Although this may be particularly difficult to implement in that there are so many different property owners within the study area, the following policies will be helpful to promote this desired connectivity.

*Policy FV-7. The street pattern for new residential areas should be simple in design, and should provide multiple points of access (vehicles, pedestrians and bicyclists) to nearby commercial areas, parks, schools and public transit.*

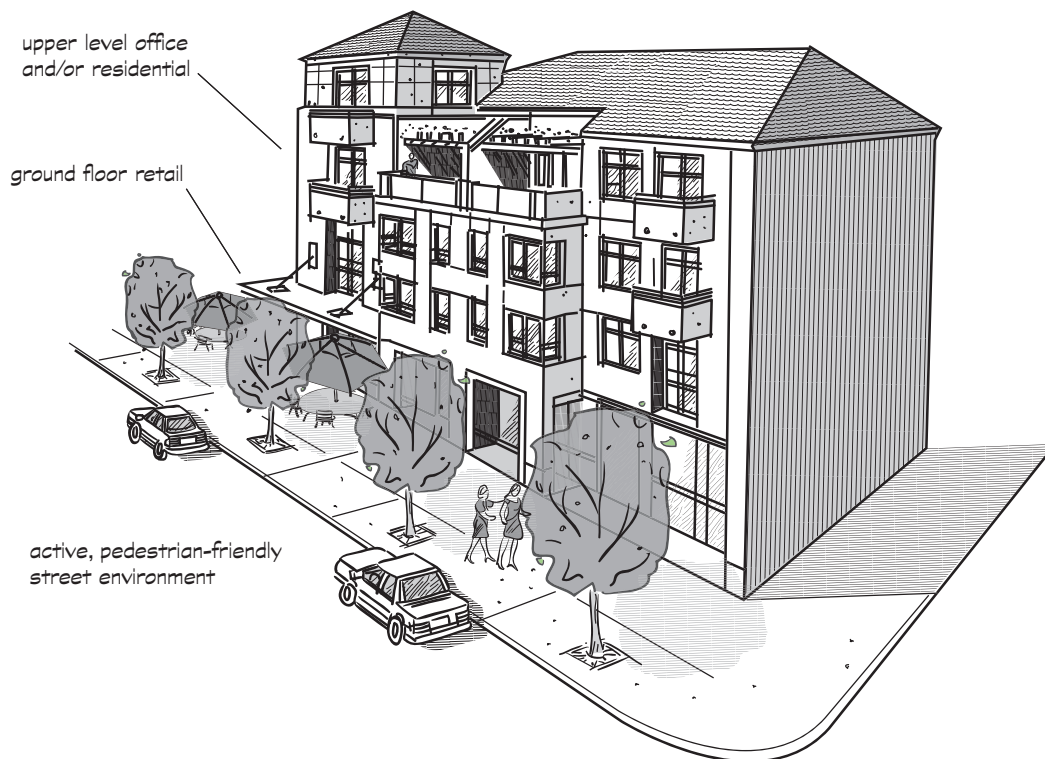
*Policy FV-8. For any new residential subdivision, provide the Planning Department with an analysis of circulation in the larger neighborhood, and demonstrate how the proposed subdivision will contribute to and enhance circulation for area residents (vehicles, pedestrians and bicyclists).*

*Policy FV-9. Pedestrian and bicycle trails/pathways should be located within open spaces areas to the extent feasible.*

## 3.0 COMMERCIAL LAND USE

### 3.1 MIXED USE DEVELOPMENTS

The plan contains several commercial land use designations, primarily located at major intersections within the study area. At three of these commercial locations, multifamily has also been designated. It would be desirable to integrate these uses to help create a more vibrant “town center” environment, reduced vehicle trips, and greater convenience for area residents. Mixed use developments can take various forms. For example, a simple commercial-residential development on the same parcel with no barriers between the uses such as fencing or landscaping; or a multi-story structure with retail on the ground floor and residential above, shared parking, and reduced front yard setbacks (see Exhibit 3.1). Standards that permit mixed-use development are beyond the scope of this project; however, policies are recommended that would encourage this type of development, provided that the necessary entitlements can be secured.



**Exhibit 3.1: Multi-Story, Mixed Use Illustration**

*Policy FV-10. Promote mixed use concepts that capitalize on synergies between and among different type of land uses (e.g., residential and office).*

*Policy FV-11. Encourage the elimination of barriers to pedestrian access between different types of complementary land uses.*

### **3.2 COMMERCIAL DESIGN**

A “town center” concept is very important to create a greater sense of identity or community for residents. Many commercial centers today use one or more architectural themes to help set them apart from others in the commercial district. A town center is a unique combination of elements—diversity, activity, architectural character, a street scene, color, texture and scale. The following policies are offered to help create better places for people to work, live, gather, shop, and enjoy community life.

*Policy FV-12. Promote commercial centers in new neighborhoods that are integrated into and physically connect with those adjacent neighborhoods.*

*Policy FV-13. Promote the incorporation of plazas and open spaces into commercial development that will provide for public gatherings and outdoor uses such as farmers’ markets.*

*Policy FV-14. Encourage commercial architecture and building design that promotes pedestrian and various forms of multi-modal access.*

*Policy FV-15. Promote commercial uses that cater to nearby residents, in locations where they are easily accessible for pedestrians, and those that will help create a more active and vibrant pedestrian environment (e.g., theaters, restaurants, outdoor cafes, and farmers’ markets).*

*Policy FV-16. Promote pedestrian-friendly, human-scale commercial development that provides safe and pleasant places for people.*

*Policy FV-17. Encourage screening of visibly large or tall structures such as water tanks or cellular facilities, by locating them in areas “hidden” by placement on the roof of a building or integrated into the building’s design.*

## 4.0 INDUSTRIAL LAND USE

### 4.1 RESIDENTIAL BOUNDARIES

There are several existing neighborhoods that abut industrial land use within the study area. Today, much of this industrial land is either vacant or is used for some low intensity purpose such as general yard storage. With the intensification in land use possible through this planning process, and the new residential designations, potential conflicts may occur along the boundary of the different land use designations. For example, industrial development adjacent to residential development presents a potential for nuisances, complaints, noise, invasion of privacy, and increased traffic to one or both of these forms of land use. The following policies relating to setbacks and building height will help to lessen the potential for these conflicts.

*Policy FV-18. Encourage larger lots for industrial uses along the boundary common to any residential or agricultural-residential neighborhood.*

*Policy FV-19. For any new industrial subdivision, provide assurance (e.g., larger/deeper lots, recorded setback line, or CC&Rs) that any structure can be set back at least 100 feet from the boundary common to an existing residential or agricultural-residential neighborhood.*

*Policy FV-20. Outdoor industrial storage areas should be located at least 50 feet from the boundary common to an existing residential or agricultural-residential neighborhood, and this setback area should be landscaped.*

### 4.2 PUBLIC INFRASTRUCTURE

Much of the industrial land within the study area is unique in that it is constrained by floodplain, transmission easements, and high noise (60-65 CNEL) from Mather operations. Some of these industrial lands also are designated as "Aggregate Resources" on the General Plan. On one hand, it would be preferable to ensure that new industrial development is adequately served by infrastructure, and is attractive for high-quality industrial development in terms of both design and improvements. However, the floodplain coverage in the industrial area is significant, and



there are many vernal pools located in and adjacent to the floodplain. Thus, the cost of channelization of Elder Creek might be quite high. Also, it might be desirable to locate a mitigation bank for vernal pools in this area.

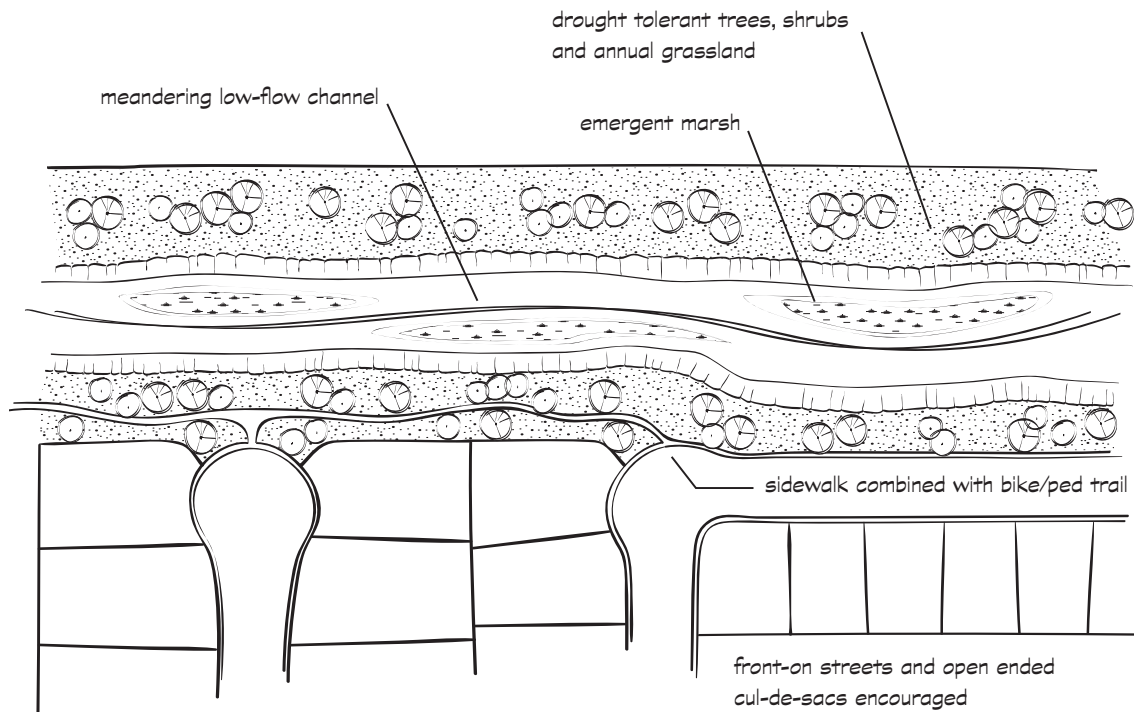
*Policy FV-21. Any new industrial development should either connect (extend as necessary) to public water and sewer, or provide assurance (e.g., bond, installation of dry lines, or record an agreement to connect) to connect at some future date.*

*Policy FV-22. Any new industrial development should comply with appropriate fire prevention measures, including an adequate water supply for necessary fire flows.*

## 5.0 OPEN SPACE

### 5.1 DRAINAGE PARKWAYS

The study area is bisected by Elder Creek, Gerber Creek, and Union House Creek. Improvements to many of these creeks (channelization) will be made as part of the County flood control project, and the conditions imposed on the North Vineyard Station Specific Plan development. In most cases, these improvements will consist of linear open space areas that contain manmade storm drainage channels, wetland areas, and maintenance road/pedestrian pathways (Exhibit 5.1). These drainage parkways will serve a dual purpose—conveying storm water drainage and providing linear open space for recreation use. In some cases, the Southgate Recreation and Park District may choose to provide some type of joint-use facility adjacent to these parkways, although improvements to the parkways do not necessarily count toward Quimby Act requirements. To the extent that improvements to these drainage parkways are not made by the County as part of a flood control project, the following policies are offered to ensure a consistent approach to the design and development of these areas.



**Exhibit 5.1: Drainage Parkway and Street/Residential Interface**

*Policy FV-23. Residential development adjacent to drainage parkways should avoid providing an excessive number of back-up lots, and should provide front-on street and open ended cul-de-sacs whenever possible.*

*Policy FV-24. Improvements to drainage parkways should be consistent with the most recently approved plans and/or improvements (downstream or upstream) in terms of width, landscaping, and pedestrian access.*

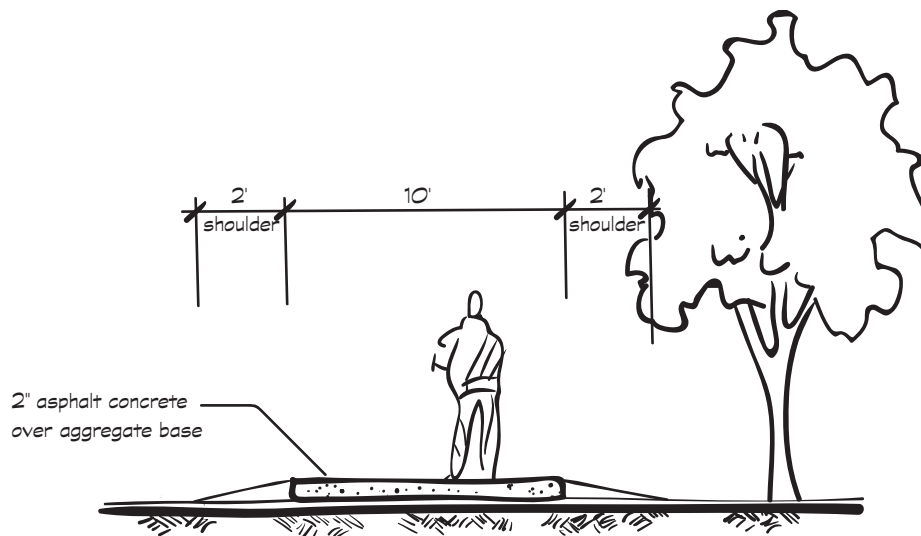
## **5.2 PARKWAYS – ELECTRICAL TRANSMISSION CORRIDORS**

The study area is bisected by numerous overhead electrical transmission lines, and associated towers and utility easements. Within these electrical transmission corridors, no structures are permitted; however, parking areas (e.g., parking areas associated with commercial and multi-family uses) are acceptable. These corridors provide an ideal opportunity for linear open space connections between parks, neighborhoods, and other uses. They could also include a pedestrian/bicycle network (see Exhibit 5.2). The North Vineyard Station Specific Plan development designates a 300-400 foot wide parkway along the alignment of this corridor for that purpose. Further south of the study area, a park (Churchill Downs Community Park) has been located to correspond with this corridor. According to the Southgate Recreation and Park District, these areas do not count toward Quimby Act requirements, but might be suitable for some form of passive recreational use. If a funding source were to be identified (assessment district), the District has indicated a willingness to accept these areas for development and maintenance. The following policies are offered to help guide the development of and adjacent to these areas.

*Policy FV-25. Promote the construction of a network of pedestrian/bicycle trails within the study area, particularly within the electrical transmission corridor that runs north-south through the study area, near the alignment of Waterman Road.*

*Policy FV-26. Residential development adjacent to the electrical transmission corridor (running north-south through the study area, near the alignment of Waterman Road) should avoid providing an excessive number of back-up lots, and should provide front-on streets and open ended cul-de-sacs whenever possible. In addition, residential fencing separating yard areas from this electrical transmission corridor should be an open design to allow viewing of the corridor.*

*Policy FV-27. Identify a funding source that would allow for the Southgate Recreation and Park District to take ownership and assume maintenance responsibility for the electrical transmission corridor running north-south through the study area, near the alignment of Waterman Road.*



## Exhibit 5.2: Pedestrian/Bicycle Path Section

### 5.3 WETLANDS

There are several acres of jurisdictional wetlands, including numerous vernal pools located within the study area. The two primary areas are located within the floodplain of Elder Creek north of Florin Road, and adjacent to the Central California Traction Railroad tracks south of Gerber Road. Neither of these two areas have been designated for intense urban development, and it is recommended that these areas be considered for a possible vernal pool mitigation bank. It may be more advantageous to look beyond the designated urban areas to preserve wetlands in permanent open space. It should be noted that the floodplain of Elder Creek north of Florin Road is currently located outside of the Urban Policy Area (UPA) on the General Plan, and that directly to the south, the North Vineyard Station Specific Plan development is located inside of the UPA. Regardless of the value to preservation within the study area, property owners will

have to mitigate impacts to these wetlands from their own development. The following policy is recommended to help guide development of these wetland areas.

*Policy FV-28. Ensure no net loss of vernal pool acreage, and/or values and functions, and mitigate any loss in relation to the values of quality of habitat.*

*Policy FV-29. Evaluate feasible on-site alternatives in the environmental review process that reduce impacts on vernal pools and provide effective on-site preservation in terms of minimum management requirements, effective size, and evaluation criteria.*

## 6.0 STREETScape

A consistent approach to the treatment (design) for thoroughfares, arterials and collector streets will help promote a positive community identity, enhanced pedestrian activity, and create a more desirable quality of life for residents. Median landscaping, soundwall design, meandering sidewalks, and landscape corridor width are some of the features that contribute to a desirable streetscape. Guidelines for streetscapes will be particularly important in the development of the study area because of the large number of property owners, and the development patterns that have already been approved and/or established in this area. The following policies are offered to help create a more desirable streetscape.

*Policy FV-30. Prominent entry subdivision signage and landscape treatment is encouraged at project entry points to provide a greater sense of neighborhood identity.*

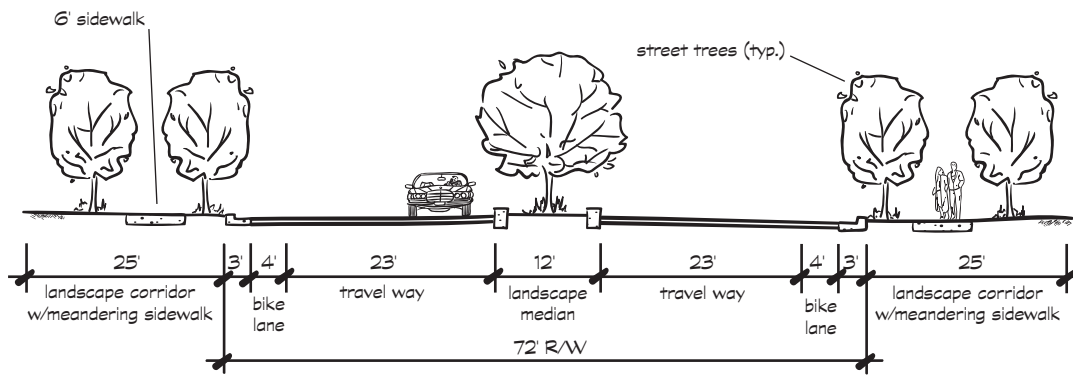
*Policy FV-31. Median landscaping is encouraged for all thoroughfares, arterials, and collector streets.*

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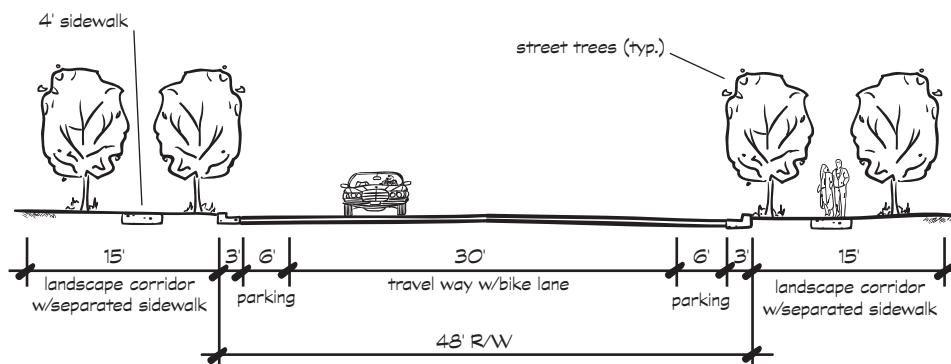
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*Policy FV-35. Pedestrian facilities along thoroughfare and arterial streets should include a 6-foot wide sidewalk, separated by the curb by a variable width planter that includes trees. The sidewalk should meander within the corridor to the extent possible.*



Arterial Street Section



Collector Street Section

## Exhibit 6.0: Typical Street Sections

