



Town of Guadalupe General Plan 2044

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1.0 Introduction

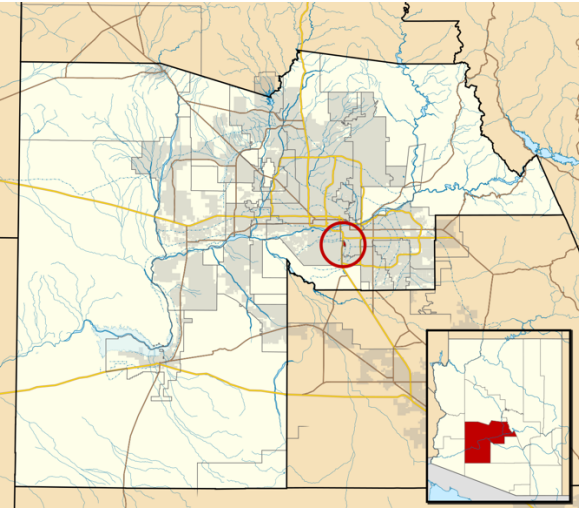
1.1 Overview of the Town of Guadalupe

Guadalupe is a Native American and Hispanic community of approximately 5,300 residents located between the cities of Phoenix and Tempe, at the base of South Mountain.

The Town proudly maintains a strong cultural and ethnic identity. It is named after the Virgin of Guadalupe, the patron saint of Mexico.

Guadalupe was founded by the Yaqui Indians around the turn of the century. The Town of Guadalupe was incorporated in 1975 and is slightly less than one square mile in area. The Town will remain this size since it is surrounded by man-made boundaries; Interstate 10 and the City of Phoenix on the west; the City of Tempe to the North and South; and by the Salt River Project's Highline Canal on the East.

The Town of Guadalupe has a council-manager form of government.



1.2 Historical Perspective of the Town

Guadalupe is a unique place, home to three cultures – The Yaqui people who settled in what is now Guadalupe, and subsequent Mexican and Anglo settlers.

The Pascua Yaqui Indians endured many turbulent times beginning with wars fought against the Spanish and Mexicans. The Yaquis lived on land near the Yaqui River in Sonora, Mexico, until they were exiled. The Yaquis were sent down to the jungles of Yucatan. During the Mexican Revolution, the Yaquis aligned with Pancho Villa. When Villa's army was defeated, the Yaquis headed to the United States for safety. Many of the Yaquis came up to the Salt River Valley to work on the construction of canals in the area. A community sprung up part of which is today's Guadalupe.

Over the years, many Hispanic families have also located in Guadalupe, and it has become a stopping point for Mexican immigrant workers. When the Yaqui people fled to Arizona, Anglos here were sympathetic to their plight as refugees and Yaquis were able to find a home in the Salt River Valley's agricultural economy. Catholic and Presbyterian missionaries also supported the community and helped secure land for a legal Town site in 1914. Residents voted to incorporate the Town in 1975.

The three cultural groups of Guadalupe flourish today in an interconnected tapestry of life, rich with tribal, cultural, and religious celebrations and ceremonies.

1.3 Guide to the Town of Guadalupe General Plan 2044

The Town of Guadalupe General Plan 2044 was created to comply with Arizona's Growing Smarter (1998) and Growing Smarter Plus (2000) legislation, but more importantly, to also identify, preserve and protect. It is based on the community's desire to accommodate new private development and public improvements that nurture economic vitality while reinforcing the existing sense of community valued by so many. The General Plan has been organized into the following chapters.

Chapter 1. Introduction Element — Describes the location and context of the Town of Guadalupe, provides an overview of each element/chapter included in the Plan.

Chapter 2. Administration & Implementation Element — Describes the administrative processes and procedures to successfully administer and implement the plan once adopted.

Chapter 3. Land Use Element — Designates the proposed general location and size of uses of the land such as housing, business, industry, recreation, public buildings and grounds, open space, and such other categories of public and private uses of land that may be appropriate in the Town.

Chapter 4. Circulation Element — Consists of the general location and extent of existing and proposed freeways, arterial, collector and neighborhood streets, and bicycle routes.

Chapter 5. Economic Sustainability Element — Provides guidance for planning to establish a fully integrated and sustainable municipal economy. Jobs, revenue and financial stability contribute to the municipality's economic health.

Chapter 5. Plan Goals — Consists of the aspirational goals associated with the General Plan elements.

The Town of Guadalupe General Plan 2044 represents a framework for the form and function of Guadalupe over the next 20 years. It is a statement developed with the community and for the community to maintain quality of life through managed growth and development. Town of Guadalupe General Plan 2044 is a statement about Guadalupe's commitment of individual and collective action to accomplish important community values, including:

- Community well-being
- Economic sustainability and growth
- Managed growth
- Positive image and identity
- Coordinated transportation and infrastructure systems
- Arts and culture
- Environmental stewardship

Optimizing these community values and goals requires collaboration between public agencies and private organizations, and partnerships between neighborhood residents and businesses. As it has done throughout its history, the Guadalupe community will attain the goals of the Town of Guadalupe General Plan 2044 by striving to understand others' perspectives and working together for the good of the community.



2.0 Administration & Implementation Element

2.1 Introduction

This chapter describes the administration of the Town of Guadalupe General Plan 2044. Town departments should understand the General Plan and use it as a foundation for decision making. Furthermore, state and regional governmental agencies should be aware of the goals in the Town of Guadalupe's General Plan so there is greater likelihood they will coordinate their efforts to complement the General Plan. Finally, the residents and business community should understand and support the Town of Guadalupe General Plan. When all these entities are working in concert to achieve the common goals and policies in the Town of Guadalupe General Plan 2044, Plan administration will be successful, and the community will progress.

2.2 General Plan Adoption and Ratification Process

Arizona Revised Statutes, Section 9-461.06 requires that adoption or re-adoption of the General Plan be by resolution, approved by an affirmative vote of at least two-thirds of the Town Council.

Guadalupe's population from the 2020 census is 5,322 and the 2010 census was 5,523. That is below 2% annual growth over the last decade. This means that under state law, once notification and outreach requirements and timing constraints are met, the Town's General Plan may be adopted by Council by Resolution at a voting meeting after a public hearing.

The General Plan must be submitted for approval every 10 years. This requirement provides an opportunity for the Town to assess progress that has been made and to respond to changes in the community.

2.3 General Plan Amendments

Periodic amendments to the General Plan can be beneficial to the community. Conditions will change over time, new technologies will evolve, the socioeconomic conditions of the community will continue to evolve, and economic conditions will change. Significant changes in any of these factors might necessitate a change in the Guadalupe General Plan. Additionally, a General Plan for the entire community is, by its very nature, general. Looking at a specific parcel or area of the community allows for a greater level of detail and may provide additional information which differs from the general policies and details of the General Plan.

ARS Section 9-461.06 also sets forth the requirements for General Plan amendments, including a requirement that governing bodies follow written procedures that provide effective, early, and continuous public participation. In that regard, amendments to the General Plan shall occur after careful review of the request, findings of fact in support of each amendment, and public hearings by the Town Council. The findings of fact required shall include (but are not limited to):

- That each amendment will result in acceptable means of mitigating impacts through subsequent zoning action of the development process, to not adversely impact the community as a whole, or a portion of the community.
- That each amendment is consistent with the Guiding Principles of the General Plan.
- Amendments to the General Plan may be initiated by the Town or by formal application by the owner(s) (or their agents). Applicants must demonstrate that the proposed change is an improvement to the General Plan. With regard to major amendments of the General Plan, the Town shall take steps to ensure participation from all geographic, ethnic, and economic areas, including:
 - broad dissemination of proposals and alternatives;
 - opportunity for written comments;
 - public hearings after effective notice;
 - open discussions, communications programs, and information services;
 - consideration of public comments; and
 - consulting with and advising public officials and agencies, the County, school districts, association of governments, public land management agencies, other appropriate government jurisdictions, public utility companies, civic, educational, professional, and other organizations, property owners, and citizens to secure maximum coordination of plans and to indicate properly located sites for all public purposes on the General Plan.

To ensure adequate review of proposed major amendments, at least 45 days before they are noticed, the planning agency shall transmit the proposal to the Town Council and for review to:

- the planning agency of Maricopa County;
- the neighboring cities of Phoenix and Tempe,
- the Maricopa Association of Governments;
- any person or entity that requests in writing to receive a copy of the proposal.

2.3.1 Major Amendments

A major amendment to the General Plan is any proposal that would result in a change to the Land Use Plan that would substantially alter the Town’s planned mixture or balance of land uses. The following criteria are to be used to determine whether a proposed amendment to the General Plan substantially alters the mixture or balance of land uses. The term amendment shall apply to both text and map revisions.

A major amendment is any proposal that meets any one of the following criteria:

- A change from a residential land use classification to a non-residential land use classification on 5 or more acres, except for Open Space and Public/Quasi- Public classifications.
- A proposal on 5 or more acres that increases the maximum number of allowable residential units by more than 10 units.
- Any proposal that in aggregate includes changes in land use designations exceeding 10 acres.
- A proposal that results in a significant alteration, displacement, or diversion of a road alignment from the Circulation Plan, including but not limited to a change in functional classification.
- A proposal against which a written petition has been submitted, signed by qualified electors of the Town (as defined by state law), equal to 10% of the total number of votes cast at the Town election last preceding the submission of the petition at which a Mayor or Councilmember was chosen.

Amendments to the General Plan shall only occur after careful review of the request, findings of fact in support of the amendment, and public hearings by the Town Council. Major amendments are considered on an annual basis by the Town Council and require a two-thirds majority approval. They are presented at a single public hearing during the calendar year in which they are made.

2.3.2 Minor Amendments

Any amendments that do not qualify as major amendments to the General Plan shall be considered minor amendments. Any change mandated by changes in state law shall also be considered minor amendments.

2.4 General Plan Implementation

ARS 9-461.07 provides additional guidance for implementation of General Plans. In compliance with these requirements, the Town staff shall:

- Investigate and make recommendations to the legislative body about reasonable and practical ways to put the Plan into effect so that it will serve as a pattern and guide for orderly growth and development, and as a basis for efficient expenditure of funds. The recommended measures may include plans, regulations, financial reports, and capital budgets.
- Provide an annual report to the legislative body on the status of the Town of Guadalupe General Plan 2044 and progress towards its application.
- Endeavor to promote public interest in and understanding of the General Plan and regulations relating to it.

- Consult with and advise public officials and agencies, public utility companies, civic, educational, professional, and other organizations, and residents generally as it relates to carrying out the General Plan.

2.5 General Plan Updates

Separate from General Plan amendments that are typically related to particular areas or proposed developments, there are times when circumstances may suggest general updates to Plan goals and policies. Therefore, the Town of Guadalupe staff shall regularly review and monitor the amendment and implementation process and provide, when appropriate, recommendations to the Town Council for potentially updating the Town of Guadalupe General Plan 2044 to ensure the Plan remains valid. In appropriate circumstances, staff may recommend to the Town Council that the Town of Guadalupe General Plan 2044 be adopted or readopted sooner than every 10 years.

2.6 Implementation Mechanisms

General Plan 2044 will be used by policymakers to guide Town decisions and to evaluate future growth and development.

The greatest means for implementing a General Plan are partnerships and coordination. These means are often facilitated through several planning tools, including but not limited to:

- Zoning and Subdivision Ordinances
- Capital Improvement Plans
- Planned Area Developments
- Development Agreements
- Public-Private and Tribal Partnerships
- Staff Time
- Volunteer Citizen-Based Committees and Commissions
- Interagency Coordination – Local, County, Regional, State and Federal

A variety of funding tools also facilitate implementation of the General Plan, including:

- Private investment
- Town general funds
- Federal, state, local, and private grants
- Creative community fundraisers
- Private-public and Tribal partnerships

For any community General Plan to be effective, it needs to be kept current and used as an ongoing reference manual to help guide future land use and community development decisions. This keeps the Town focused forward on achieving the long-term goal of building the best Town of Guadalupe possible for future generations. While no General Plan can accurately predict the future, it provides a frame of reference to guide future decisions that will hopefully minimize short-term decisions that could adversely affect the best interests of the community over the long term.

2.7 A Unified Direction Toward the Future

The Town of Guadalupe General Plan 2044 represents a framework for the form and function of Guadalupe over the next 10 years. It is a statement developed with the community and for the community to maintain quality of life through managed growth and development. Town of Guadalupe General Plan 2044 is a statement about Guadalupe's commitment of individual and collective action to accomplish important community values, including:

- Community well-being
- Economic sustainability and growth
- Managed growth
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- Arts and culture
- Environmental stewardship

Optimizing these community values and goals requires collaboration between public agencies and private organizations, and partnerships between neighborhood residents and businesses. As it has done throughout its history, the Guadalupe community will attain the goals of the Town of Guadalupe General Plan 2044 by striving to understand others' perspectives and working together for the good of the community.



3.0 Land Use Element

3.1 Description of the General Plan 2044 Land Use Element

The Land Use Element presents a vision that will guide local development decisions during the lifetime of General Plan 2044. The focus of this Element is on the future form of the Town, including policies on the location of new housing and employment areas. The Land Use Element serves as the basis for future zoning and rezoning requests.

Diversifying and strengthening the local economy is a priority for the Town. Presently, the Town’s economy provides local and some regional serving amenities, and the Town would like to create additional opportunities for more highly skilled, higher-wage jobs and broaden the type and range of services available. The designation of commercial lands on the Land Use Plan is intended to provide such opportunities, and to ensure that Guadalupe remains a financially, culturally and environmentally sustainable community.

As future development occurs, the Land Use Plan will be updated to reflect these changes.

3.2 Existing Land Use

The planning area for the General Plan 2044 includes lands within the Town limits as of October 2024. The Town of Guadalupe encompasses approximately 512 acres of land.

RESIDENTIAL

In 2010, the US Census identified 1,727 Housing Units in the Town of Guadalupe, in 2020 that number had grown to 2,049.

Residential development has occurred within the Town in six named areas. These were all included within the limits of the Town of Guadalupe when incorporated in 1975. Figure A below shows these neighborhoods.

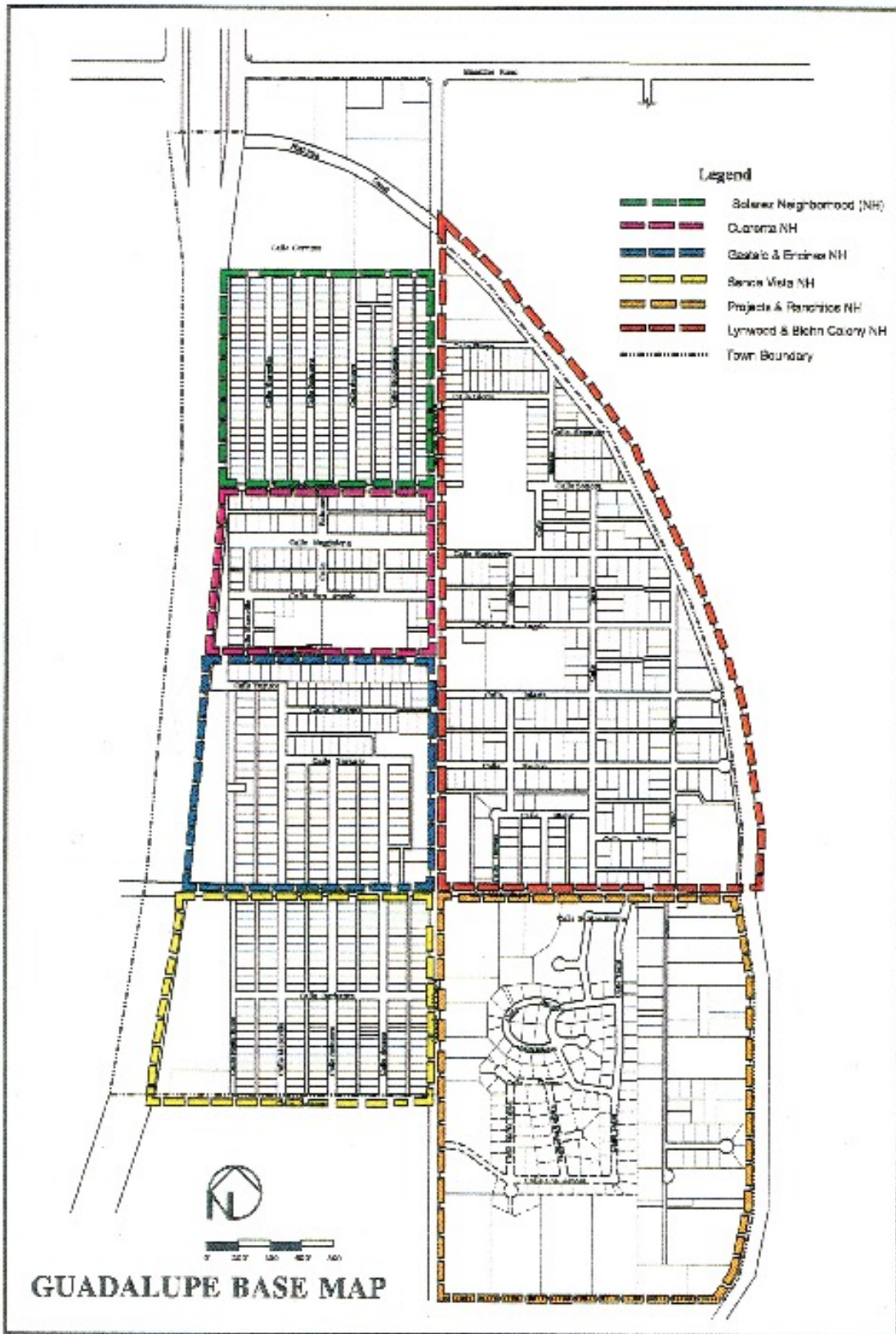
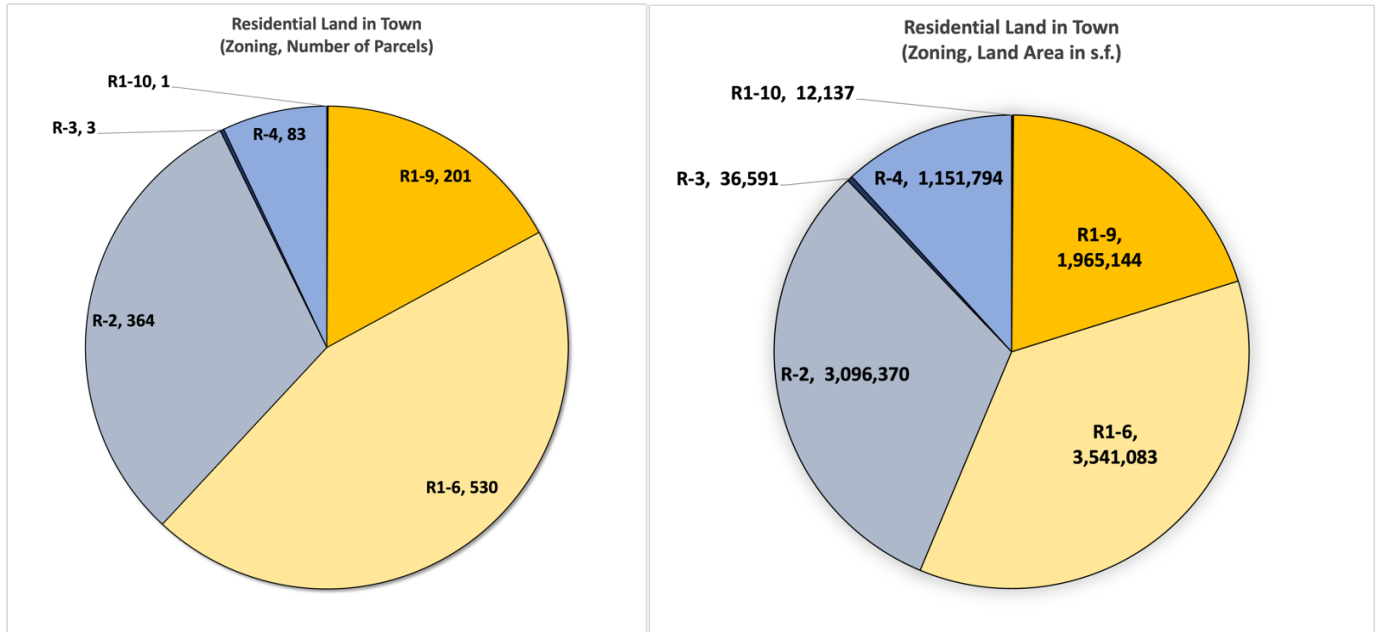


Figure A: Neighborhood Map of Guadalupe

Residential land uses constitute most of the development in Guadalupe, comprising approximately 85% of the Town’s total acreage.



Residential Districts

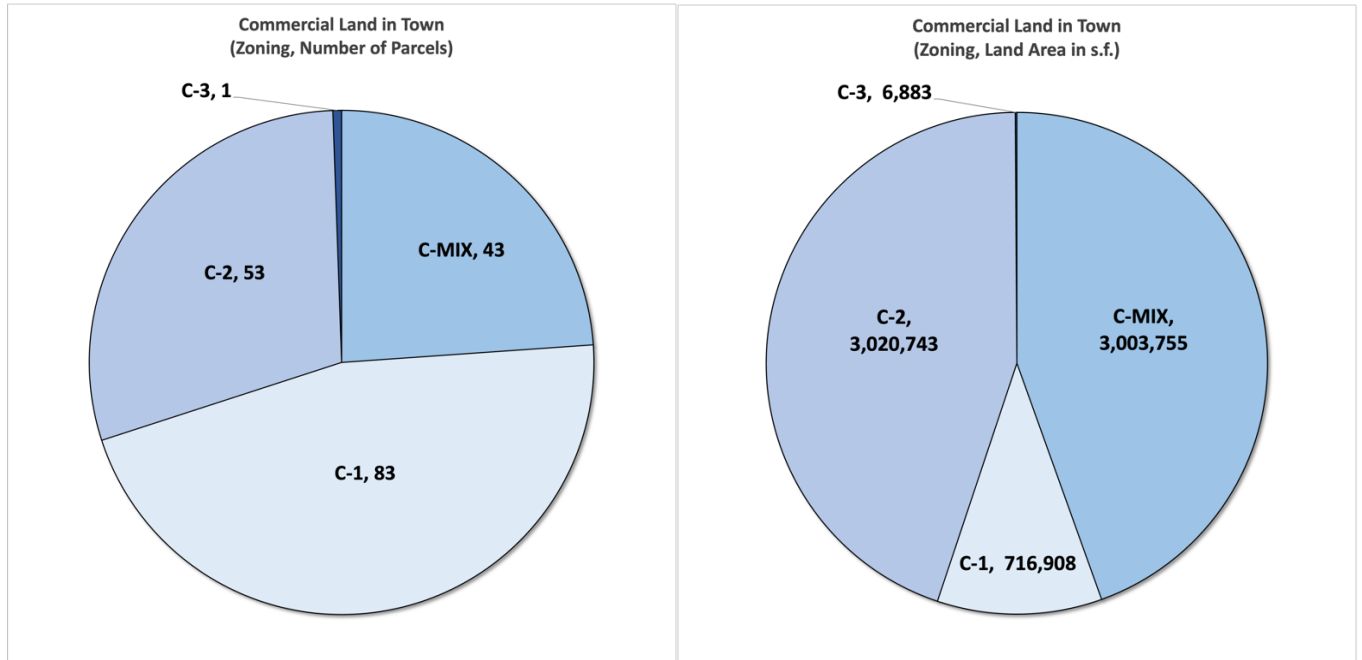
The Town’s Zoning Ordinance establishes five types of single-family residential districts: The single-family residential districts are intended to provide for low density, detached housing in the R-1-9 district and medium density, detached housing in the R-1-6 District. The R-2 District is intended to provide for medium density, one-family and two-family dwellings. The R-3 District is intended for medium density, multi-family dwellings. The R-4 District is intended for higher density, multi-family.

Planned Area Development (PAD)

Residential Planned Area Developments as defined in Town Code §154.068 involve groups of structures designed as a unified project permitting flexibility in design so that developments would produce maximum choice in the types of environments, living units, and commercial installations and facilities available to the public, and produce an efficient, aesthetic, and desirable use of open space.

COMMERCIAL/SERVICES

Commercial and service uses account for approximately 10% of the Town's total acreage.



Commercial Districts

The C-1 District is intended to preserve and protect neighborhood commercial areas located in close proximity of residential areas and to provide retailing of convenience goods and services to meet the frequent needs of the neighborhood. The C-2 District is intended to provide space for general retail and office uses, and efficient development of major retail shopping areas to serve the needs of the community and regional area. The C-M District is intended to provide for general and outdoor retailing uses and light manufacturing and storage associated with commercial uses.

PARKS, SCHOOLS, AND PUBLIC LANDS

Parks

The Town currently operates 4 developed parks encompassing approximately 17.8 acres. Located in the north portion of the Town is Stottlemyre Field. The Beihn Colony Park is centrally located, with the Guadalupe Wash and Calle Sewa Wash on the eastern edge of town against the Salt River Project North Highline Lateral Canal.

Government Buildings

Government buildings are primarily concentrated at the Town's Civic Center. The Civic Center grounds include the Town Hall, Senior Center, Guadalupe branch of the Maricopa County library system, Boys and Girls Club of the East Valley, South Mountain Community College Guadalupe Center, and Maricopa County Sheriff's Office Guadalupe Sub-Station

The Pascua Yaqui Tribe maintains a tribal complex, including a health center just south of the Town Civic Center complex.

Public Schools

The Kyrene Elementary and Tempe Elementary School districts serve the Town of Guadalupe, as does the Tempe Union High School District. Frank Elementary School is located in the Town (grades PK-5), operated by the Tempe Elementary School District.

The South Mountain Community College Guadalupe Center is located in the Town. The Guadalupe Center maintains active partnerships with nearly three dozen community organizations, such as the Town of Guadalupe, the Pascua Yaqui Tribe, Boys & Girls Club of the East Valley, United Way, AWEE, and Tempe Adult Education.

3.3 Land Use Designations

Due to the comprehensive nature of the Land Use element, land use issues are not addressed in the same detail as they might be in certain physical planning documents, plans, and ordinances the Town of Guadalupe may adopt. The land use categories described in the Land Use Plan section of this Element indicate general categories of allowed uses and development intensities within each land use category. Other documents, including the Zoning Ordinance and Development Agreements, establish more specific regulations and policies influencing development. These are discussed below.

TOWN OF GUADALUPE ZONING ORDINANCE

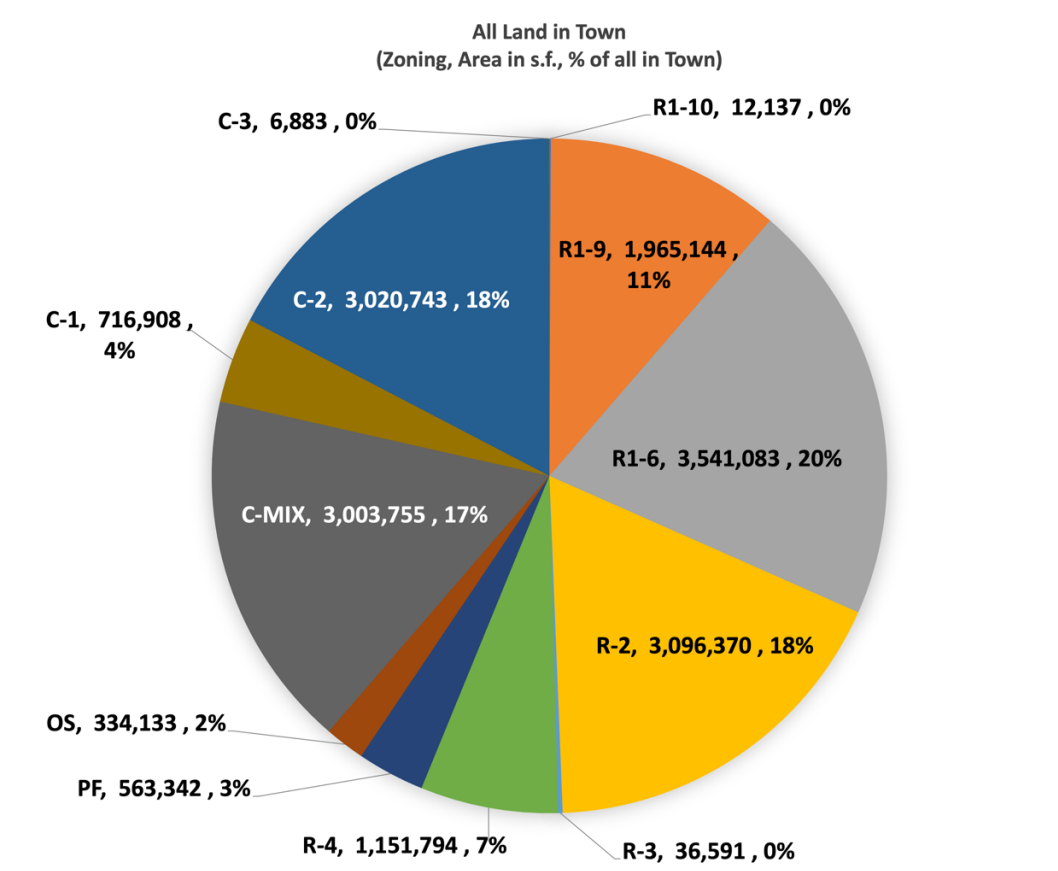
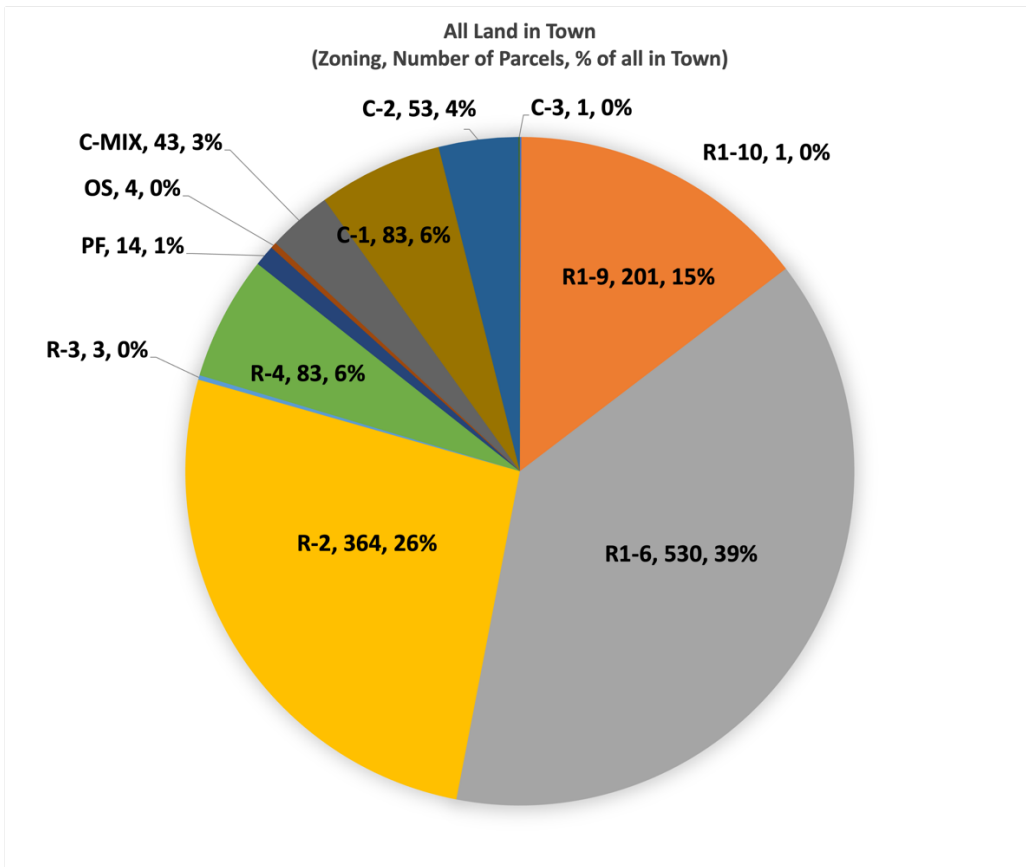
The Zoning Ordinance establishes land use districts where specific regulations apply, such as density, height, size, and development character. The Ordinance consists of two primary parts: a map that delineates the boundaries of zoning districts; and text that explains the purpose of the district, specifies permitted, conditional and accessory uses, and establishes development and performance standards.

Zoning translates the long-term guiding principles, goals, and policies of a General Plan into the guidelines used for everyday decisions. The Zoning Ordinance establishes the following zoning districts:

R-1-9	Single-Family Residential
R-1-6	Single-Family Residential
R-2	One- and Two-Family Residential
R-3	Multi-Family Residential*
MFR	Multi-Family Residential**
C-1	Neighborhood Commercial
C-2	General Commercial
C-E	Commercial – Employment**
PAD	Planned Area Development

* “R-3” is currently under consideration to be transitioned to “MFR” in 2025

** “MFR” and “C-E” are under consideration as new zoning designations in 2025



DEVELOPMENT AGREEMENTS

Development agreements enable a town or city to enter a binding contract with a developer and/or landowner to define for the Town of Guadalupe the type, character, and quality of development and guarantee the developer that the necessary permits will be issued regardless of changes in regulations that may occur in the future. This ensures that a developer and/or landowner of a multi-phased project who has based project financing on conditions negotiated with the Town at a particular time would not be adversely affected by subsequent change in regulations that might otherwise affect the project. This, in-turn, enables the Town to obtain additional contributions and benefits from the developer and/or landowner.

3.4 Future Land Use Plan

The General Plan 2044 Future Land Use Plan presented at the end of this Element provides a vision for the Town’s development through the year 2044. Land use designations (categories) indicate the type and nature of development that are allowed in each location. While terms like “residential,” “commercial” and “industrial” are generally understood, State General Plan law requires a clear and concise description of the land use categories that are depicted on the Future Land Use Plan.

The Future Land Use Plan contains 8 land use categories as follows:

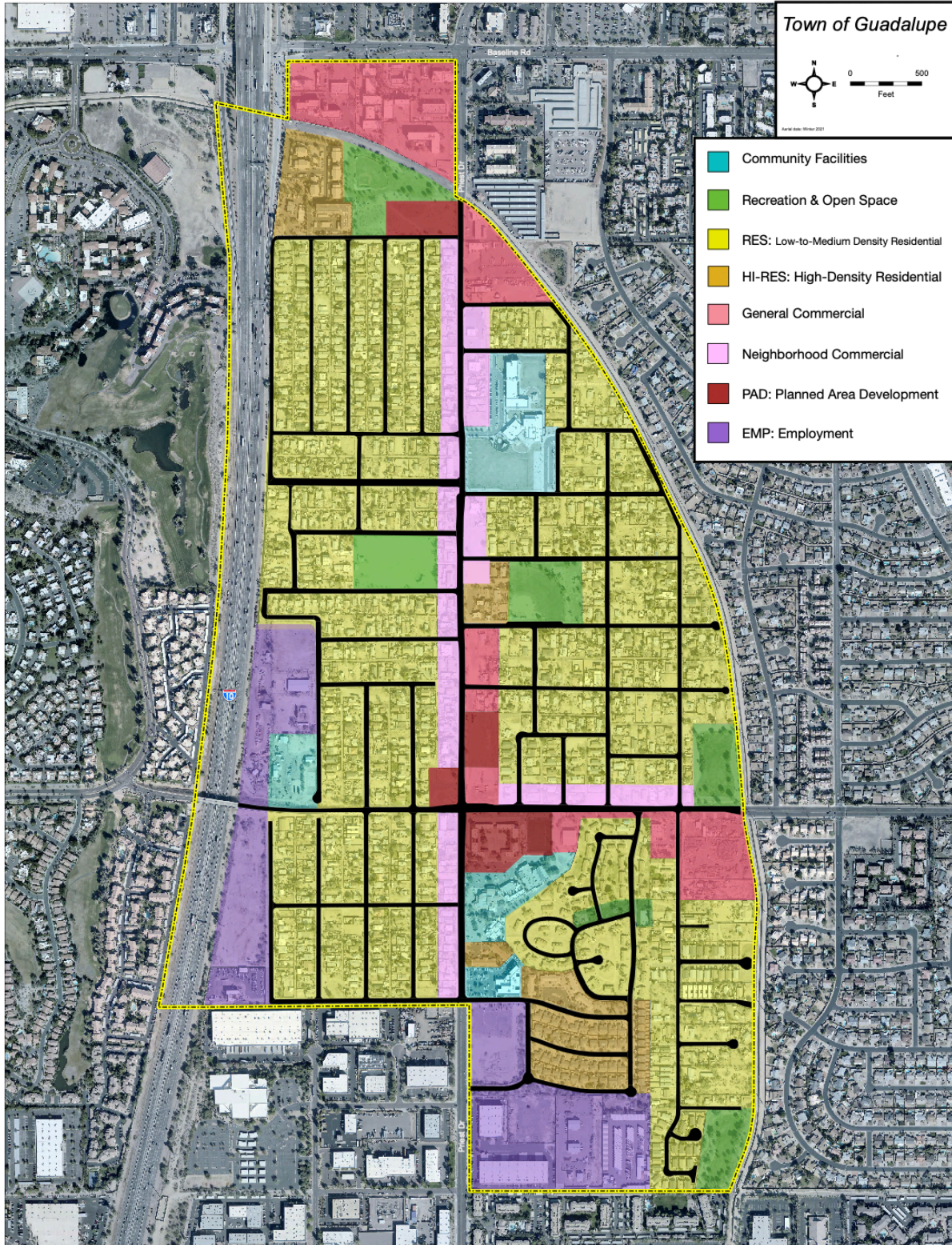
RES	Low-to-Medium Density Residential
HI-RES	High-Density Residential
N-COM	Neighborhood Commercial
G-COM	General Commercial
EMP	Employment
PAD	Planned Area Development
ROS	Recreation & Open Space
CF	Community Facility

Table C shows these designations along with their corresponding zoning districts:

General Plan 2043 Land Use Designations	Zoning Districts								
	R-1-9	R-1-6	R-2	R-3	R-4	C-1	C-2	C-E	PAD
Low-to-Medium Density Residential									
High-Density Residential									
Neighborhood Commercial									
General Commercial									
Employment									
Planned Area Development									
Open Space									
Public Facility									

Table C: General Plan Consistency with Zoning

LAND USE



Descriptions of each of the land use categories depicted on the Land Use Plan are provided below. The land use designations should be referenced when interpreting the Land Use Plan. Designation of an area with a particular classification does not entitle a property owner to develop at the top end of the stated density or intensity range. These use descriptions, types, and limitations are more specifically defined within the Town's Zoning Ordinance. Site and neighborhood specific conditions, plus available services, transportation capacity, site constraints, and other factors are considered when establishing the allowable density for an individual project.

Low-to-Medium Density Residential

The Low-to-Medium Density Residential (RES) designation is intended to provide for the development of single-family detached homes. Densities in the RES designation range from 1.0 to 8.0 dwelling units per acre (1.0 – 8.0 du/ac) which would accommodate detached single-family residences, attached single-family residences, townhomes, and mobile homes. These areas should be located within proximity to schools, parks, shopping, and employment. Non-residential uses that complement and serve the surrounding residential neighborhood typically include schools, parks, churches, and public facilities.

Zoning districts compatible with the Low-to-Medium Density Residential (RES) designation include: R-1-9; R-1-6; R-2, R-3 and PAD.

High Density Residential

The Medium-High Density Residential (HI-RES) designation is intended to provide for the development of multi-family residential uses. Densities in the HI-RES designation range above 8.1 dwelling units per acre (8.1 du/ac) that would accommodate attached single-family homes, apartments, townhomes, and condominiums close to employment and service areas, and that would buffer low density residential areas.

Zoning districts compatible with the HI-RES designation include: R-4 and PAD.

Neighborhood Commercial

The Neighborhood Commercial (CC) designation is intended to allow for both neighborhood and community serving commercial uses. Neighborhood serving commercial uses generally include smaller scale business activities that provide retail or convenience services for the residents in the surrounding neighborhood. Community serving commercial uses generally include retail, professional office, and service-oriented business activities that serve the entire community. Community commercial areas typically include neighborhood commercial uses, as well as larger retail uses. Institutional uses such as churches and schools are also appropriate if they are compatible with surrounding land uses. Sites with the CC designation need to be sensitive to the surrounding land uses when establishing their development intensity. Floor area ratios (FAR) range from 0.25 for high trip generating land uses to 1.0 for low trip generating land uses; a mix of one to three-story buildings is appropriate for the sites. This land use designation is typically located along arterials due to the potential amount of traffic generated.

Zoning districts compatible with the CC designation include: C-1, C-2, C-M and PAD.

General Commercial

The General Commercial (G-COM) designation is intended to apply to large retail shopping areas that serve a regional market area. The intended uses within this designation include major department stores, specialty retail outlets, restaurants, offices, hotel, and other complementary uses. Auto sales are allowed within specific zoning designations. Development in this designation generates high volumes of traffic because of the regional draw and location near highways and major arterials and away from residential uses. Floor area ratios up to 1.0 are allowed. Buildings can be a mix of one- to three-story buildings.

Zoning districts compatible with the G-COM designation include: C2 and C-M and PAD.

Employment

The Industrial (EMP) designation is intended to provide for a variety of small-, medium- and large-sized industrial and compatible office-and-support commercial uses. Uses include manufacturing, processing, research, science, engineering, wholesale trade and institutional uses. Development in this designation is intended to minimize conflicts between the industrial uses in this designation and adjacent land uses, especially residential, parks and open space, and institutional designations.

Development in the EMP designation should be contained on large parcels. Floor area ratios for development are limited to a maximum of 1.0, though increases are available for situations where there is a special need. A mix of one- to three-story buildings is appropriate. Because of the traffic generated by these uses, the Employment designation is located on major roadways and at the exterior borders of the Town.

Zoning districts compatible with the EMP designation include: C-E and PAD.

The Planned Area Development (PAD) designation is intended to promote a unified development, consisting at a minimum of a map and adopted ordinance setting forth the regulations, location and phasing of all proposed uses and improvements to be included the development. A PAD can be developed for residential, commercial, industrial or a mix of these types of uses. The PAD is intended to:

- Ensure orderly and thorough planning and review procedures that will result in high quality urban design and to encourage a variety in architectural design techniques including, but not limited to, variations in building style, lot arrangements and site planning.
- Establish procedures that would reduce inequities occurring when strict application of zoning regulations pertaining primarily to small lots are applied to large lots.
- Permit flexibility in design so that developments would produce maximum choice in the types of environments, living units, and commercial installations and facilities available to the public, and produce an efficient, aesthetic, and desirable use of open space.
- Produce an environment of stable character in harmony with the surrounding areas and developments.

Zoning districts compatible with PAD designations include zoning districts compatible with designated land uses.

Open Space

The Open Space (OS) designation is intended to provide for land within the Town that meets the passive and active recreational needs of the citizens and that promotes and preserves the health and general welfare of those people. Parks and open space, and the activities they offer, help to maintain the quality of life in the Town. Park and open space areas provide amenities for the community for individual and group activities. The OS designation includes both public and private areas of permanent open space for uses such as parks, recreational facilities, natural open space, recreation trails, greenbelts, lakes, utility easements, and developable portions of floodplains along waterways. This designation is intended to include lands acquired by easement, fee and other methods sanctioned by state and federal law for park land, for the preservation of biological and cultural resources, and for protecting public safety from flood or other hazards. Only accessory buildings or those structures related to parks and recreation facilities are intended for open space lands. The Growing Smarter Plus legislation guarantees a development right of one dwelling unit per one acre for lands designated as open space, which provides an allowable alternative land use on these lands.

Zoning districts compatible with the OS designation include zoning districts compatible with designated land uses.

Public Facility

The Public Facility (PF) designation provides areas for a wide variety of services for the public. Services provided in this designation promote a high quality of life, protect the safety of the citizens, and serve as focal points to join the entire Town together. Civic and governmental uses are intended for this designation, which typically include town offices and facilities, libraries, schools, post offices, and fire and police stations. Hospital and medical centers may also be appropriate. Sites are located throughout the Town. Depending on the use for the site, buildings or other permanent structures may or may not be present.

Zoning districts compatible with the PF designation include zoning districts compatible with designated land uses.

3.5 Land Use Intensity/Density

State law requires that the Land Use Element define building intensities/ densities. Several terms are used to define the land use designations described in this Element. The term “intensity” refers to the degree of development based on building characteristics such as height, bulk floor area ratio, and percentage of lot coverage. Intensity is most often used to describe non-residential development levels. For most non-residential land use categories (commercial, industrial, and public), the measure of intensity known as “floor area ratio” (FAR) provides the most convenient method of describing levels of development. The floor area ratio is the relationship of total gross floor area of all buildings on a lot in square feet to the total land area of the lot in square feet expressed as a ratio. For example, a 21,780-square-foot building on a 43,560-square-foot lot (one acre) yields a FAR of 0.50:1. The FAR describes use intensity on a lot, but not the actual building height, bulk, or lot coverage.



4.0 Circulation Element

4.1 Introduction

The Circulation Element focuses on the movement of vehicles, pedestrians, bicycles, and other forms of transportation through the existing and future roadway and trail system in the Town of Guadalupe.

The Town currently has a developed transportation system consisting of arterial, collector and local roadways, as well as canal trails and paths. The main access corridors to the Town are provided along the north-south arterial of Avenida Del Yaqui and the east-west arterial of Calle Guadalupe. Interstate 10 is at the west border of the Town, with exits at Elliot and Baseline Roads that facilitate access to the Town. Future traffic through the Town will be generated by several sources, including internal growth within the community of Guadalupe and from new development throughout adjacent communities and Maricopa County. Aside from roadway improvements, the Town benefits from improved alternate transportation modes such as public transportation, and pedestrian and bicycle facilities.

4.2 Existing Transportation System

The roadway network in and through the Town of Guadalupe consists of the interstate carrying regional traffic, as well as arterial and neighborhood streets carrying local traffic. Interstate 10 provides regional access to the Town. The arterial and neighborhood street system has been established and utilizes 1 fully signalized intersection.

Public Transit

The Town of Guadalupe is serviced by the regional transit authority, Valley Metro. Valley Metro operates 14 bus stops in Town along Avenida Del Yaqui, and one at the south side of Baseline Road. Every residence in the Town is within a 12-minute walk of a Valley Metro bus stop.

Pedestrian and Bicycle Facilities

Town development standards include improvement of sidewalks and/or landscaping in conjunction with new developments along arterials. Avenida Del Yaqui features dual bike lanes and sidewalks.

5.0 Economic Sustainability Element

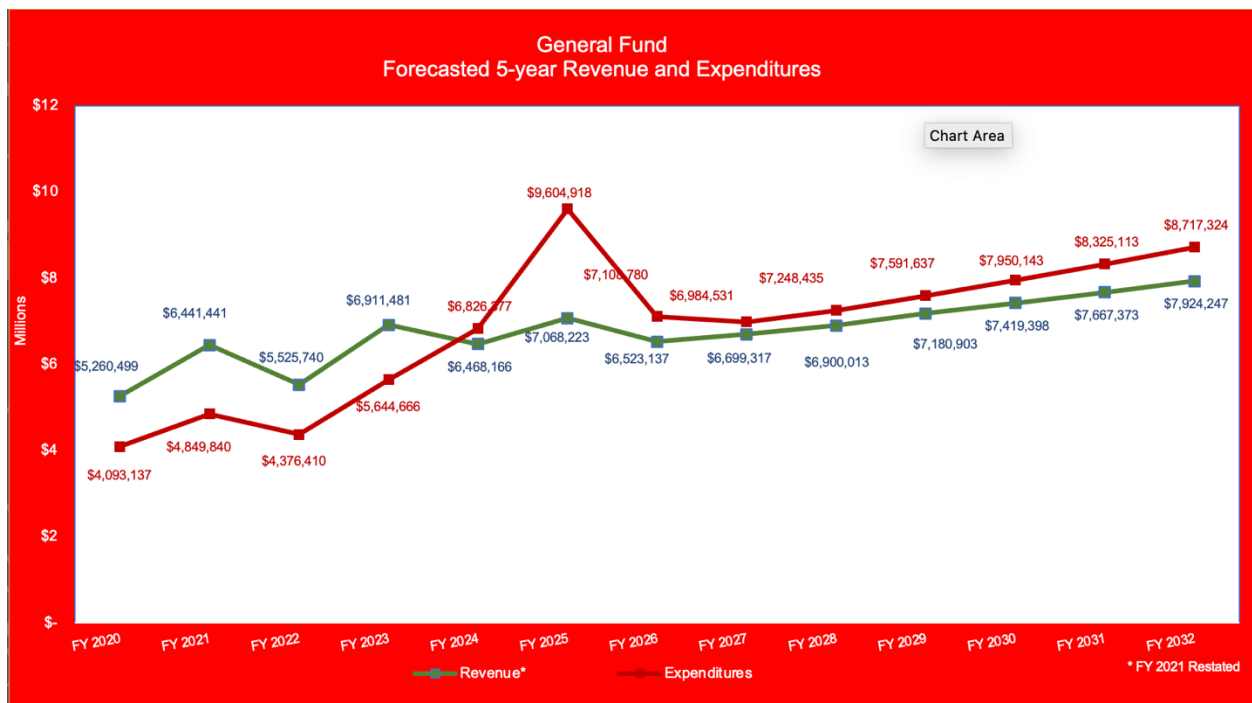
5.1 Introduction

A strong local economy is the foundation of a vibrant community. The Town is currently experiencing a structural deficit and needs to consistently generate the revenue needed to support a level of quality services residents expect and deserve.

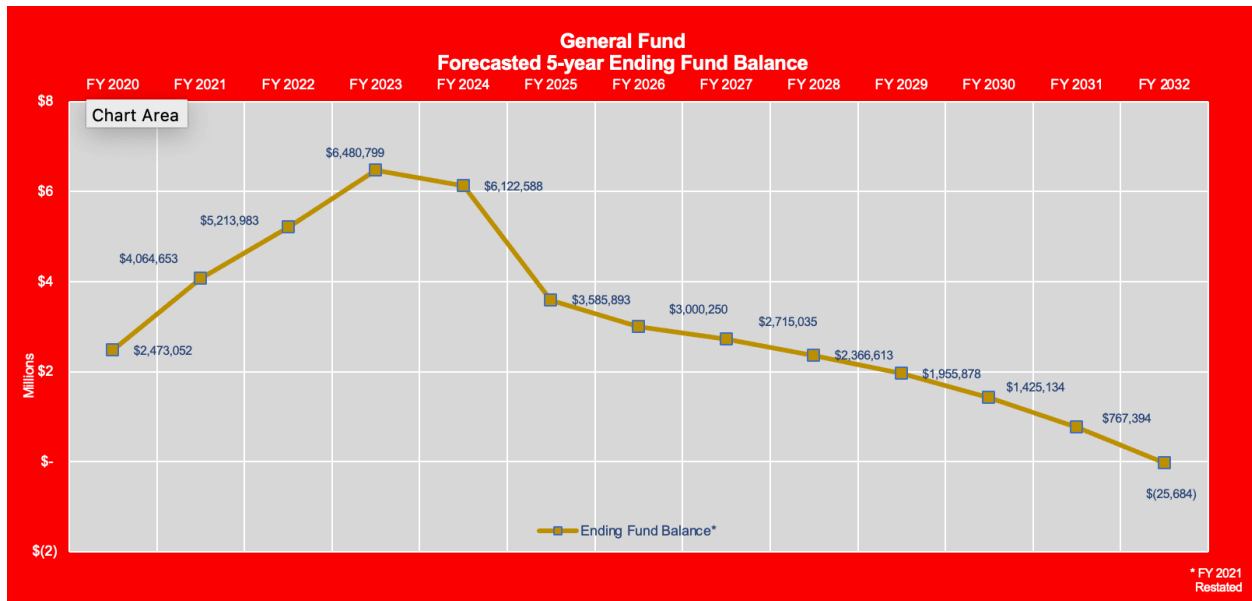
Most Arizona communities received revenues from three main sources: retail sales tax collections, state shared revenues based on population, and property taxes. Guadalupe's economic vitality is closely linked to collections from transaction privilege taxes, the main source of recurring Town revenue. Guadalupe's portion of State Shared revenues will decline year-to-year as Arizona's overall population increases and Guadalupe's borders and population remain relatively fixed. Therefore, Guadalupe may only plan for this continued decline with more dependence on sales taxes. There are no property taxes collected by the Town of Guadalupe. Town lands held in ownership by tax-exempt entities (churches, schools, tribal properties, non-profit entities) further solidify the inability to collect property taxes in the future.

- 30.3% of the Town's parcels are owned by entities receiving tax bills outside the Town
- Out-of-Town property owners represent 64.5% of the Town's assessed valuation
- 14.1% of the Town's parcels are tax-exempt
- 18.6% of the Town's assessed valuation is tax exempt

Below is the exhibit depicting the Town's General Fund's forecasted revenues and expenditures in October of 2024:



Below is the exhibit depicting the Town’s General Fund forecasted balance in September of 2024:



Ongoing deficit spending is not sustainable. The Town will need to generate new revenues, reduce expenditures, or both.

Raise Revenues

1. Taxes: Sales, Income, Property
2. Grants: Revenue Sharing, Capital Projects
3. Fees
4. Rents
5. Billboard Leases
6. Telecomm Agreements

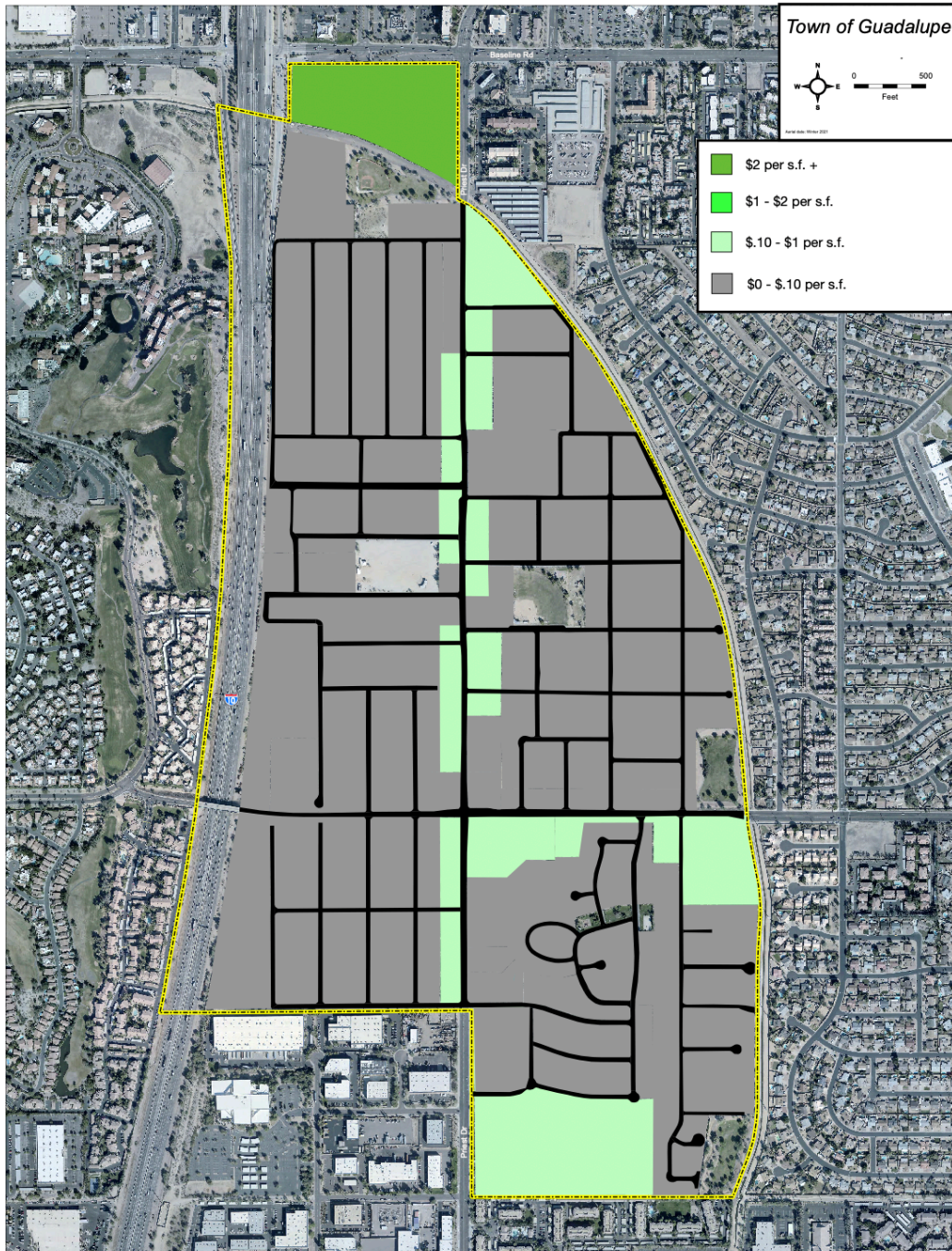
Reduce Expenditures

1. Reduce / Eliminate Services and Programs
2. Reduce / Eliminate Contractual Services
3. Reduction in Force (RIF)
4. Reduce Wages

5.2 Land Uses and Revenue

Decisions on future land use should reflect this priority of establishing and maintaining robust tax-generating uses. Most Town revenues are generated at retail centers, and commercial businesses.

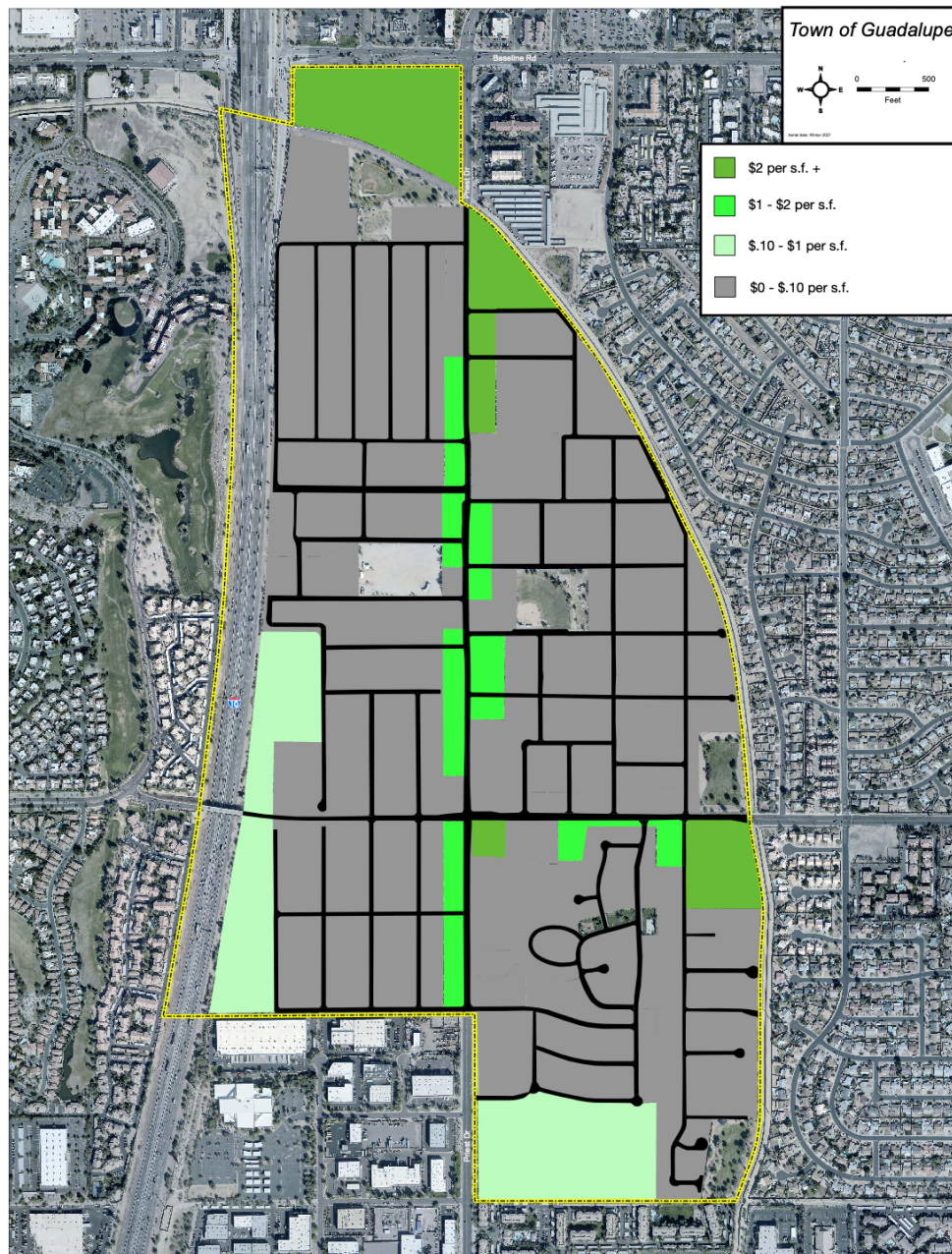
TOWN COLLECTED TRANSACTION TAX REVENUES in 2022



These centers of commerce should be protected and expanded through the streamlining of regulatory approvals, supportive land use decisions, and detailed analysis and review of budget performance on a regular basis.

The use of Town-owned land and buildings should promote revenue expansion and diversification. Lease agreements should incorporate market rates, and not be subsidized if a Town structural deficit remains.

TOWN REVENUE-PRODUCING PROPERTY PROJECTION



5.2 Use of Grant Funds

The Town has a solid track record of obtaining one-time funding grants. Grant funding should not support ongoing operations, but rather one-time capital needs. The use of grant funds towards operations can be detrimental to understanding actual operational funding gaps and recurring needs.

Examples of operational needs include:

- Public Safety
- Town Administration
- Insurance, Utilities & Fuel
- Property & Road maintenance
- Social Programs
- Landscape & Equipment Maintenance.

Examples of capital needs include:

- Building Additions
- Road and Sidewalk construction
- Signage
- Installation of Landscaping
- Purchase of Large Equipment
- Enhancements to Public Property and Rights-Of-Way

5.3 Town Location Advantages

As surrounding cities continue to evolve, they will provide opportunities to attract new businesses and economic activity in Guadalupe. The Town should continually position itself to take advantage of these opportunities.



5.0 Plan Goals

LAND USE ELEMENT

These goals of the Land Use Element act to organize principles that will be utilized by the Town of Guadalupe in making decisions regarding the location and intensity of land uses in the Town:

- A) Preserve and reinforce the stability and diversity of the Town’s existing neighborhoods, while allowing for increased density to attract and retain long-term residents and businesses to promote the Town’s residential quality and economic vitality
- B) Provide for a fully balanced residential mix, which includes a wide range of housing by location, type of unit, and price, to accommodate various income levels, family size, age, and physical restraints, that addresses both owner and rental households
- C) Encourage the provision of adequate housing to meet the needs of families of all sizes
- D) Promote development of additional retail and employment uses
- E) Encourage home-based employment where the nature of the work is not disruptive to the neighborhood
- F) Ensure that new development is compatible with surrounding land uses, the circulation network, the availability of public facilities, and existing development constraints
- G) Recognize the need for existing and future residential areas to be separated from adjacent non-residential uses by providing appropriate buffers be developed and maintained. Buffers shall be required as conditions of approval and may consist of landscaping, sound barriers, building setbacks or open space

- H) Strive to reduce or eliminate deferred or lacking property maintenance throughout the Town. Vigorously enforce Town codes, including building safety and housing codes, to promote increased property maintenance
- I) Develop and promote programs that recognize excellence in property upkeep
- J) Encourage modernization of older commercial structures including upgrading of building elevations, parking areas, screening, and landscaping
- K) Consider developing incentive programs to upgrade the appearance of residential, commercial, and industrial buildings and/or areas
- L) Develop and coordinate programs to prevent the deterioration of existing structures and public facilities.
- M) Identify, preserve, and retain historic structures and areas throughout the Town.
- N) Improve pedestrian circulation and amenities
- O) Utilize site and building design, landscaping, and parking to make walking convenient, comfortable, and safe
- P) Provide streets that create comfortable walking environments that are not overwhelmed by traffic speeds and volumes, while recognizing the need for reasonable vehicular access
- Q) Maintain high standards of quality in the construction of buildings and site features
- R) New development shall be of high-quality design and construction. Development shall enhance the character and identity of the Town
- S) Work with other agencies providing public utilities or public services to the Town of Guadalupe to define area wide and regional needs, projects, and responsibilities
- T) Work with neighboring jurisdictions, Maricopa County, and the Arizona Department of Transportation to coordinate improvements in the regional transportation system
- U) Promote water conservation in existing and new projects
- V) Promote installation of low water use landscaping including trees, shrubs, and ground cover in new projects and existing properties when retrofitted
- W) Promote use of drought tolerant plant materials native to the Guadalupe in all Town landscaping and discourage use of non-native invasive species

CIRCULATION ELEMENT

Guadalupe’s transportation goals address improvements both to regional and local circulation by various modes ranging from vehicular convenience to pathway accessibility:

- A) Develop and implement a street improvement plan for Guadalupe that supports existing development and projected growth.
- B) Establish priorities and funding mechanisms for the maintenance and/or improvement of existing roadways and crosswalks in the Town.
- C) Establish funding mechanisms for the design and construction of improvements to existing roadways and future transportation infrastructure within the Town.
- D) Continue to provide residents with alternative forms of transportation including, but not limited to, public transit, pedestrian-friendly trails and sidewalks, and bicycle routes.
- E) Develop a connecting system of sidewalks and bicycle paths along existing and future streets, where deemed necessary and appropriate.
- F) Work with school districts and partner agencies to develop a “Safe Route to School” system and promote the system to school children of all ages.

ECONOMIC SUSTAINABILITY AND GROWTH DEVELOPMENT ELEMENT

Guadalupe’s economic goals focus on elimination of the current structural deficit and growth of revenues to consistently generate the revenue needed to support a level of quality services residents expect and deserve.

- A) Consider Development Impact Fees: These fees are imposed on developers in conjunction with the issuance of building permits to cover the anticipated additional costs that the Town will bear because of the development. While accepted by the development community, Guadalupe will need to assure that the fees are competitive with other communities to avoid redirecting development elsewhere.
- B) Consider Property Taxes: These revenues are imposed annually on both residential and commercial property and tend to be more stable than other sources of revenue.
- C) Maintain or Grow Sales Taxes: These are taxes imposed on sales activity that occur within the Town boundaries. These revenues can vary considerably during the business cycle.
- D) Track Construction Excise Sales Tax: This is a tax that is paid on a portion of the material and labor costs associated with each construction project. The Town of Guadalupe

typically allocates the revenue generated by this tax, which can vary significantly from year to year, to capital projects associated with infrastructure enhancement.

- E) Examine Bed Taxes: This tax is imposed on the room revenues of hotels and motels within the Town. These revenues can also vary considerably.
- F) Examine Bonding Capacity and Needs: Whether general obligation bonds or revenue bonds, this source of immediate capital allows for capital projects to be built prior to the revenue being fully collected. In these cases, community taxes and fees are simply used to service the debt over a specific period of years.
- G) Public-Private Partnerships: Public-Private Partnerships (PPP) constitute an important, but often overlooked technique for leveraging the limited assets of a community. PPPs are often used in Town Center areas, where the Town may have acquired land over time, and desires a developer to redevelop the area. This technique may be able to be used successfully to encourage desired redevelopment of land and properties the Town owns.
- H) Examine Other Miscellaneous Revenue Streams: This includes special taxing districts that will be dedicated to regionally important transportation improvements.
- I) Update Planning, Building and other Service-related Fees.
- J) Support land uses in designated employment areas that align with emerging economic conditions and the town's target industry sectors, such as retail.
- K) Create partnerships with economic development agencies to attract businesses that are likely to provide sustainable and livable wage employment opportunities.
- L) Conduct market research to identify and attract businesses and industries that complement Guadalupe's existing strengths and targeted growth sectors.
- M) Attract and support the growth of light industrial business.
- N) Develop and enforce design standards that ensure new developments and renovations in the Town align with the town's historical and cultural aesthetics.
- O) Facilitate public-private partnerships to invest in and revitalize key properties within the Town.
- P) Implement streetscape improvements, including landscaping, lighting, and pedestrian-friendly pathways, to enhance the visual and functional appeal of the Town.
- Q) Encourage mixed-use developments that combine retail, office, and residential spaces to create a vibrant built environment.

- R) Continue to support the establishment of art galleries, cultural festivals, and events that draw visitors to the Town.
- S) Guadalupe cultivates an efficient, transparent, and supportive environment for business growth and development.
- T) Maintain a simple and effective development review, permitting, and inspection process. Ensure that local regulations and policies support and do not hinder the growth of startups and small businesses.
- U) Publish and regularly update clear guidelines and checklists that outline each step of the process for different types of development requests.
- V) Partner with educational institutions to develop and offer vocational and technical training programs tailored to local industry needs, and to support the employee needs of high wage industries.
- W) Support scholarship programs to assist residents in obtaining necessary certifications and advanced training in key sectors.
- X) Develop internship and apprenticeship programs in collaboration with local businesses and educational institutions to provide practical experience and career pathways for young residents.
- Y) Promote continuous learning and professional development opportunities for the existing workforce to ensure they remain competitive in a changing job market.
- Z) Enhance Guadalupe's competitive advantage in attracting employers by investing in public infrastructure and the overall business climate.