

City of Tolleson General Plan 2024

*as approved by Tolleson City Council on April 22, 2014
and as ratified by the voters on November 4, 2014*



Summary



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CONSULTANT TEAM



WITH

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The Tolleson Community

Location

The City of Tolleson is located in the heart of the Greater Phoenix, Arizona region (see Regional Location Map). Tolleson is bordered on the north, east and south by the city of Phoenix and on the west by the city of Avondale. Tolleson's central location provides City residents with a high level of access to urban amenities and employment opportunities near their homes. Tolleson's location makes the City a convenient destination within the Phoenix Metropolitan Area, as well as to visitors flying into the nearby Phoenix Sky Harbor International Airport located approximately twelve miles east of the City, and the Phoenix-Goodyear Airport, located five miles west of the City.

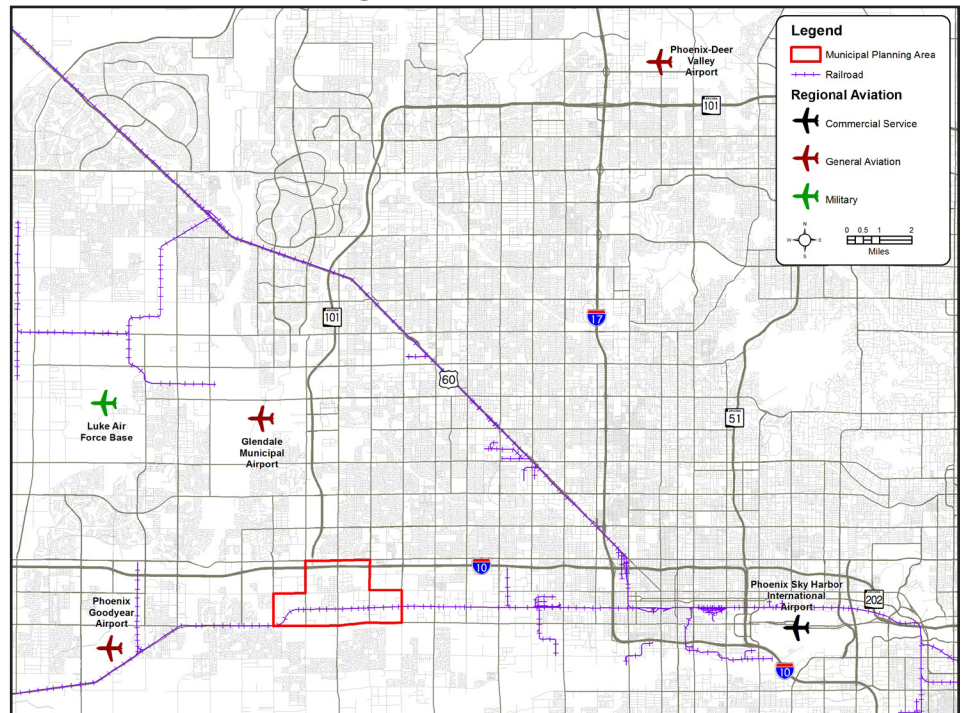
Tolleson is located along several coast-to-coast and transportation corridors. Interstate 10 (I-10) is located within the northern portions of the City. I-10 provides national access from Los Angeles, California to Texas and regional access to the eastern Phoenix Metropolitan Area (via SR 60), Tucson and central Phoenix. Loop 101 (Agua Fria Freeway) connects Interstate-17 near Beardsley/Deer Valley Roads to Interstate-10 near 99th Avenue and provides access to Flagstaff and northern California through Nevada. The Loop 101 also provides access to northern Metropolitan Phoenix. The Union Pacific Railroad is located in the southern portion of Tolleson. The railroad provides access for businesses and industries within Tolleson to key California ports and the Midwest.

Median Household Income

Jurisdiction	1990	2000	2010	2012
Tolleson	\$25,496	\$38,773	\$33,904	\$37,972
Maricopa County	\$30,797	\$45,358	\$55,054	\$54,385
Tolleson as percent of County	83%	85%	62%	63%

Source: U.S. Census Bureau

Regional Location Map



Demographics

Tolleson has experienced significant growth over the past 10 years. City residents are becoming younger. Between 2000 and 2010, an influx of young adults and an increase in children under ten years old led to a decline in the median age of the City's population and an increase in the number of households with children under 18. The City's 2012 median income is 11% higher than in 2010 and reflects the City's recovery from the recession.

The Tolleson Community

Economic Context

Tolleson is located within the Phoenix Metropolitan I-10 commercial corridor. To the west of Tolleson, big box retail centers, planned shopping malls, truck stops, and automotive dealerships are located along the corridor. As one travels further west, the corridor includes housing developments. East of Tolleson, the I-10 corridor is mostly industrial and commercial uses.

Buckeye Road is an industrial corridor that extends from Phoenix Sky Harbor Airport through Tolleson, west to the city of Buckeye. To capture a wide variety of manufacturing and distribution entities, Tolleson has focused its economic development efforts along this corridor and I-10. These efforts have been extraordinarily successful, and Tolleson is currently a net employer with a job to housing ratio greater than 1:1¹.

The City's population growth and aggressive retail-based economic developments of neighboring Avondale, Goodyear and Phoenix have resulted in the location of a large amount of service retail just outside the City's borders. The City is now working to maintain its employment base while providing retail services demanded by its residents. These efforts are meeting with success and recent new retail and service developments include an expanded Pete's Fish and Chips restaurant and new or expanded truck dealerships. In 2013, the City adopted new zoning for 91st to 96th Avenues to create an environment conducive to retail development. To support the new zoning, it also initiated reconstruction of Van Buren Street between 91st and 96th Avenues to create a more pedestrian-friendly retail environment.

Key Themes Guiding the General Plan

City Design

- A healthy balance of residential, commercial, and recreational land uses
- A safe, efficient, and accessible transportation system

The Good Life: Live, Work, and Play

- Quality housing for diverse family types and income levels
- Economic prosperity through a variety of small businesses
- Healthy lifestyles through a range of programs, policies, and facilities

Sustainability

- Conservation of natural resources
- Leadership in energy, air and water quality, and green building standards

Community Services

- A safe and friendly community

Moving Forward

- Continued growth and development

¹ This report was completed before the 2012 U.S. Economic Census was available. Consequently, the most recent economic census dates to 2007. To develop the jobs to housing ratio used in this report, 2010 U.S. Census population estimates and 2007 economic census employment estimates were used.

City Design

Land Use

Current:

Tolleson's land use pattern was established between 1940 and 1970, prior to the predominance of auto-oriented communities that currently define much of the region. The portions of the City with higher densities include a cohesive mixture of single-family residences, apartments, and elderly housing in walking distance of local businesses, churches, schools, recreation, and civic centers. Neighborhood streets are lined with sidewalks, connecting schools, parks, and other frequently used areas. Newer developments include subdivisions with single-family homes and townhomes.

Existing Land Uses

Land Use	Acres	% Total Acreage
Residential (<4 du/ac)	147.02	3.86%
Residential (>4 du/ac)	308.55	8.10%
Commercial/ Office	116.33	3.05%
Industrial	1,509.22	39.62%
Vacant	448.43	11.77%

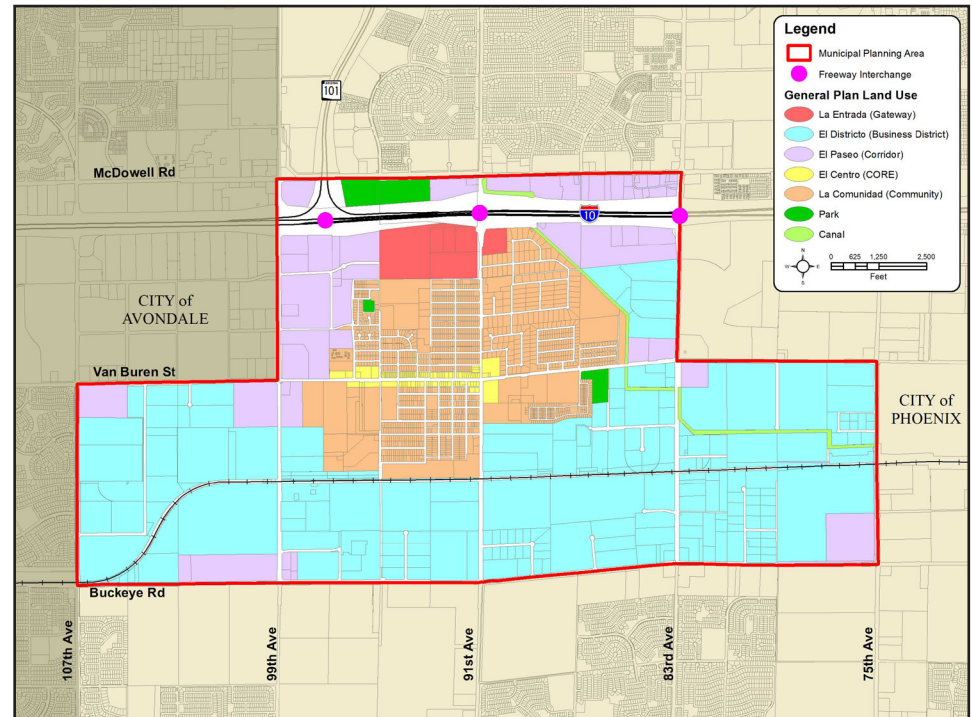
The close proximity of the City's retail, municipal and residential land uses allow residents to easily access community and municipal services. Close proximity of uses also encourages social interaction and neighborliness, the essence of community. Tolleson residents are proud of and cognizant of this aspect of their community. Community recognition of

the City's strong sense of community is reflected in the community survey, conducted as part of the General Plan process, by the large number of residents who stated they liked the "small, friendly community" aspect of Tolleson the most. Finally, because they are close to residential areas, other City services, such as police and fire, can be more efficiently provided throughout the City.

Future:

While maintaining its desirable compact land use pattern, Tolleson is shifting its focus toward enhancing its gateways and providing more services, shopping, and dining for its residents, commuters, and visitors.

General Plan 2024 Land Use



Land Use Category	Description
La Comunidad (Community)	Tolleson's residential and neighborhood services.
The CORE District	Downtown Tolleson commercial, office, retail, and entertainment (CORE) District.
La Entrada (Gateway)	Tolleson's gateway, providing housing and services for commuting professionals and visitors.
El Paseo (Corridor)	Land prime for new developments, especially commercial services and housing to foster population growth.
El Distrito (Business District)	Land used for light manufacturing and distribution centers, as well as services for Tolleson employees.

City Design

Transportation

Current:

The City of Tolleson has a high level of transportation access due to its proximity to I-10 and Loop 101. The City also has a continuous grid system of major streets that provides for more localized transportation service. The Union Pacific Railroad (UPRR) traverses the southern portion of the City of Tolleson. Freight rail service continues to the east and west through the Phoenix Metropolitan Area. The City of Tolleson is close and accessible to several major airports, including the Phoenix Sky Harbor International Airport, the Phoenix-Goodyear Airport, the Glendale Municipal Airport, the Phoenix Deer Valley Airport, and Luke Air Force Base. The City is served by Valley Metro via three express routes on I-10: Routes 562, 563, and 573, two local fixed routes: Van Buren Street Route 3 and McDowell Road Route 17A, the Ajo/Gila Bend Connector Route 685, and the local circulator ZOOM.

Future:

The proposed South Mountain Freeway is planned to connect to I-10 east of Tolleson, at approximately 59th Avenue. The South-west Valley Local Transit System Study (2013) recommends increased service frequency on two routes serving Tolleson, and seeking funding for weekend service or later hours of operation. Other possible transit improvements identified in the Study include development of a circulator (local transit) route to serve the areas west of Desert Sky Mall, or combining some routes west of Desert Sky Mall Transit Center. The Study also recommends increasing the number of trips, service area, or capacity on the ZOOM Circulator to better serve Tolleson. Longer term transit goals include establishing a new fixed route service on 91st Avenue south to Baseline Road. The 2010 Regional Transportation Plan includes funding in Phase III (2016-2020) for an extension of light rail along I-10 to 79th Avenue. Van Buren Street and Buckeye Road through Tolleson are included in the Regional Transportation Plan Super Bus Grid System, scheduled to be funded in Phase V (2026-2031). With its compact size, flat terrain, mild climate, and available transit alternatives, the City of Tolleson is ideally situated to encourage bicycle and pedestrian travel. Additional bicycle and pedestrian facilities would provide additional mobility choices for residents, could connect to city of Phoenix bicycle routes that currently end at the City limits, and could provide options for connections to transit.



The Good Life: Live, Work, and Play

Housing

Current:

Tolleson's housing stock exhibits a range of different types of housing that serves the needs of the community and provides a variety of housing for all income ranges. Single-family detached housing accounts for 67.8% of all housing and multi-family housing accounts for 28.2% of all housing. With the increase in multi-family housing over the last decade, the proportion of renters to owners in the City changed. In 2000, 65.6% of all households were owner-occupants. In 2010, that percentage declined to 48.2%. However, it appears that the decline in homeownership could largely be the result of the 2008 Recession, and investor purchases of homes in foreclosure. Through September of 2013, the median price for resale homes has increased in Tolleson by 64% compared to 58% for Maricopa County.

Future:

The Maricopa Association of Governments (MAG) 2013 forecast for Tolleson, which is based on the City's 2005 plan, shows that Tolleson is expected to experience moderate growth in its housing stock. Between 2010 and 2020, Tolleson is forecast to grow by 104 housing units; and in the 2020 to 2030 decade, housing growth is expected to increase by 441 units. The MAG projections anticipate that Tolleson will be largely built out by 2030. The land use categories in this General Plan increase the total residential build-out potential of the City. With the adoption of this plan, in consideration of the City's desirable location within the Southwest Valley employment shed, and with the construction of planned enhancements in the CORE District, it is likely that the City will experience substantially more growth than predicted by the current MAG forecast.



Economics

Current:

Skilled employees bring wealth to the community through higher wages and attraction of new businesses. Tolleson's 6.5 percent unemployment rate for the first five months of 2013 was the lowest of other Southwest Valley cities, Maricopa County and the State of Arizona. Tolleson also provides a significant industrial employment base that has established the community as an employment hub. Since 2000, advances have been made in Tolleson resident college attendance, although overall educational attainment in 2010 is below that of Maricopa County. Most City residents continue to be employed in service occupations. Service occupations experienced the largest percentage increase of employment type for City residents between 2000 and 2010. Between 2000 and 2010 Tolleson residents were increasingly employed in the arts, entertainment, food services, and related employment.

Future:

This plan recommends Tolleson focus on its resources along I-10 to expand its retail employment base, including additional restaurant and hospitality uses. The expansion of retail and restaurant uses along I-10 will provide more employment opportunities. Additionally, as the City continues to implement the policies in this plan, and in its CORE zoning district, to expand the variety and scale of retail services available to the community, its tax base will grow and the City will be able to provide enhanced services to its residents.



The Good Life: Live, Work, and Play

Parks, Open Space, Trails, and Recreation

Current:

Tolleson maintains two City-owned parks, a Boys and Girls Club, a Library, and a Community Center that serves as the Senior Center. Veterans Park, developed in 2009, meets many of the community needs and hosts several community events. Tolleson residents also enjoy recreational resources through the City's intergovernmental agreements (IGAs) with the local high school and elementary school districts. In addition to City-owned parks, Tolleson requires open space set asides on private property through residential developments within a Planned Area Development (PAD) Overlay District. Tolleson's relatively small population base and incorporated area do not support regional level recreational resources. However, because of Tolleson's central location, residents are afforded convenient access to many regional recreation resources.

Future:

Tolleson provides pedestrian paths and bicyclist routes within its streets rights-of-way, connecting residential neighborhoods to recreational resources; however, expansion of paths and bike routes is needed to fulfill Tolleson residents' desires for completed connections. These paths and trails are intended to be a part of the larger regional routes and pathways in the neighboring cities. Youth activities, paths along the canals, and a pool or aquatic center are recommended in the General Plan and are the top resident priorities for the future.



Sustainability

Environmental Planning

Current:

Tolleson's efforts in the area of environmental sustainability provide a framework for development that conserves resources and protects residents. Protection of air and water qualities and land resources are important concerns and are moved forward in this plan through the concept of healthy communities.

The City complies with all Arizona water quality regulations including the provision of annual water quality reports, which summarize the results of required monthly, quarterly, semi-annual, and annual tests for water contaminants. Tolleson is included in Maricopa County's designation as a serious area for several air pollutants. The Maricopa Association of Governments has committed to a number of measures to decrease pollution and conform with US Environmental Protection Agency standards. These measures are included in the CO Maintenance Plan, the Eight-Hour Ozone Maintenance Plan, and the Five Percent Plan for PM-10. The City cooperates with MAG to comply with pollution reduction standards and practices.

Future:

Tolleson embraces the concept of healthy communities. Healthy communities encourage physical activity and offer access to nutritious foods. The new downtown streetscape and CORE District enhance the pedestrian environment and will increase the number of bike lanes on Van Buren Street. These improvements promote physical activity and improve air quality by reducing automobile pollution. While Tolleson's small population does not currently support a grocery store, the plan suggests that the City support other local food options through independent grocers, community gardens, and farmers markets. These initiatives can increase access to nutritious foods, stimulate the local economy and cultivate the natural resources in Tolleson. Food education is provided through Tolleson's school districts' food nutrition departments.

Energy

Current:

In the spring of 2004, the Tolleson City Council enacted a proclamation "endorsing the Municipal Green Building Guidelines and Green Criteria Standards used for the design of Leadership in Energy Efficient Design (LEED) and Energy Star certified municipal facilities."

Future:

The City's commitment to energy efficiency and community education are important components of local energy saving. Tolleson promotes the use of clean energy sources and is well-positioned to develop its clean energy portfolio. The plentitude of industrial surface space provides an ideal opportunity to attract solar and other renewable energy technologies. The City's wastewater treatment plant provides an opportunity to develop gas-to-energy products.



Community Services

Public Buildings and Services

Current:

Tolleson's public buildings and services are keys to the City's strong sense of community. Tolleson residents have access to:

- *Public Safety Services:* fire department, police department, and City court;
- *Municipal Public Works:* sanitation, streets, parks, municipal building maintenance, sewage collection/treatment, water distribution, and other public services;
- *Civic Buildings:* Community Center, City Hall, Library, and Parks and Recreation Center; and
- *Public Schools and Colleges:* Tolleson Elementary School District, Tolleson Union High School District, and West Valley Colleges and Universities.

Future:

To continue providing excellent public services and foster community pride, Tolleson plans to build a new Civic Complex, which will include a City Hall, Council Chambers, Library, Community Center, and other citizen service areas, integrated with a park and pedestrian and bicycle pathways.

Water Resources

Current:

Tolleson meets its current water demands from a combination of surface water and groundwater sources. The capacity of the Tolleson Wastewater Treatment Plant (WWTP) is 17.5 million gallons per day (mgd). Tolleson has agreements with the West Subregional Operating Group (SROG) partners to accept and treat flows using excess capacity at the WWTP. All treated effluent at the WWTP is sent to the Palo Verde Nuclear Generating Station for use as cooling water, and the City retains the right to 10% of the treated effluent.

Tolleson currently receives an average of 3 to 4 million gallons per day of its SRP water allotment for the use of a current population of approximately 6,680 persons, plus all commercial, industrial and municipal uses. The Arizona Department of Water Resources (ADWR) estimates that the average water use of Tolleson residents and non-residential consumers in 2012 was 3,876,000 gallons per day, well within the City's water allotment of just over 12,000 acre-feet per year.

Future:

Tolleson plans to continue delivering sufficient quality and quantity of water to its residents, while promoting water conservation practices.



Moving Forward

Growth Areas

Growth areas are particularly suitable for multimodal transportation and infrastructure expansion, and other improvements designed to support a concentration of a variety of uses. The 2024 General Plan includes the following four growth areas and specific growth area focus:

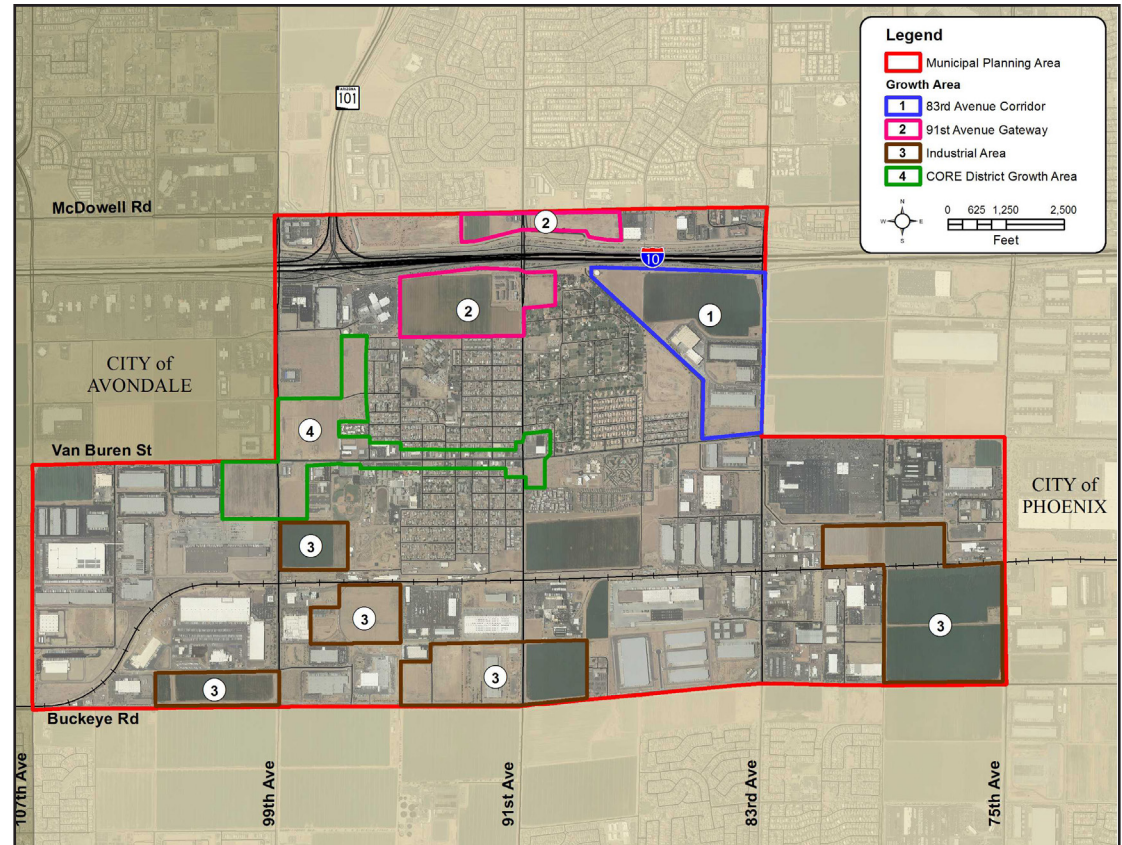
1. 83rd Avenue Corridor
 - Multi-use trails along the Roosevelt canal
 - Effectively combining commercial and industrial uses
 - High-density residential
2. 91st Avenue Gateway
 - Higher-density housing for commuters
 - Attractive gateway signs
 - Multi-modal connections to downtown Tolleson and the region
 - Transit-oriented development
3. Industrial Area
 - Light manufacturing and distribution companies
 - Services for Tolleson and Phoenix employees
4. CORE District
 - Higher-intensity mixed use development
 - Continued pedestrian streetscape along Van Buren Street

Cost of Development

Current:

Tolleson's infrastructure funding and financing needs are directed towards system completion and capacity upgrades, rather than geographic expansion. The City has also been heavily focused on maximizing its commercial and industrial real estate resources in order to support its residents. Tolleson has a wide variety of financial resources to meet the infrastructure needs of the community,

2024 General Plan Growth Areas



such as municipal bonding, intergovernmental agreements, and improvement districts that are designed to provide infrastructure for a specific portion of the City.

Future:

Over the next 20 years, the wise use and development of the remaining land resources will be an important concern. Tolleson's policies and strategies will continue to explore new and innovative ways of financing the costs of new and existing public service needs.