

# Cover Page

Please attach Master Service Plan or Site Specific Service Plan

SERVICE PLAN WORKSHEET  
The Orchards a Gill Estates Annexation

**Project Description**

A site specific service plan for providing services and improvements to land being annexed to the City is required by the Fresno Local Agency Formation Commission (LAFCo). The site specific service plan provides assurance to LAFCo that newly annexed land to the City will be properly served as urban territory. The service plan also provides information to property owners, districts and interested parties who may have projects underway within the vicinity of the proposed annexation.

The Orchards at Gill Estates Annexation area is in the northwest portion of the City of Kerman and is generally located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue. The annexation will consist of two (2) parcels (APNs 020-120-39 (formerly 020-120-06S) and 020-120-03S, totaling approximately 40 acres. The approved Orchards at Gill Estates Project will subdivide the two parcels into 172 single family residential lots, one (1) lot reserved for future mixed use development, and one (1) lot to accommodate an existing residence to remain.

On September 22, 2025, the Kerman Planning Commission conducted a noticed public hearing and adopted the following resolutions making approval recommendations to the Kerman City Council:

1. Recommending the City Council (1) certify the Mitigated Negative Declaration (SCH No. 2025060904) prepared for the project); (2) adopt the proposed Mitigation Monitoring and Reporting Program; and (3) approve General Plan Amendment 2023-02 to amend the 2040 Kerman General Plan planned land use designations for Assessor's Parcel Numbers (APN) 020-120-06 (9.64 acres) to MU – Mixed Use and MDR – Medium Density Residential (southwest corner of West Nielsen Avenue and North Madera Avenue); and
2. Recommending the City Council adopt an ordinance to amend the official zoning map of the City of Kerman for two (2) parcels identified as Assessor's Parcel Numbers (APNs) 020-120-06 (19.82 acres) and 020-120-03S (20 acres), pre-zoning the parcels consistent with the proposed land use designations, resulting in approximately 30.39 acres within the Smart Development Combining District – Residential – minimum 3,500 square feet (SD-R-3.5), 8.74 acres within the Mixed Use District, totaling approximately 39.13 acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue (Rezone 2023-03); and
3. Recommending the City Council adopt a resolution to approve The Orchards at Gill Estates parcel map of two (2) parcels identified as 020-120-06 (20 acres) and 020-120-03S (20 acres) into two (2) parcels and one (1) remainder, including a 28.35-acre "Parcel 1" that would accommodate TSM 2023-03, a 8.74-acre "Parcel 2" on the east portion of APN 020-120-06 with no development proposed at this time, and a 2.04-acre "Remainder" on the northwest corner with an existing single-family residence (Tentative Parcel Map 2024-01); and
4. Recommending the City Council adopt a resolution to approve The Orchards at Gill Estates subdivision of one (1) parcel (Parcel 1 of TPM 2024-01) into 172 single-family lots ranging in size from 3,690 square feet to 8,987 square feet and five (5) outlots, totaling approximately 28.35

SERVICE PLAN WORKSHEET

The Orchards a Gill Estates Annexation

acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue (Tentative Subdivision Map 2023-03); and

5. Recommending the City Council adopt a resolution to initiate annexation of two (2) parcels identified as Assessor's Parcel Numbers (APNs) 020-120-06 (19.82 acres) and 020-120-03S (20 acres), totaling approximately 40 acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue (Annexation 2023-03).

On October 22, 2025, the Kerman City Council conducted a noticed public hearing and approved the following:

1. Resolution of the City Council of the City of Kerman (1) adopting the findings required by California Environmental Quality Act (CEQA) Guidelines, Section 15091; (2) certifying the Mitigated Negative Declaration (SCH No. 2025060904); (3) adopting the proposed Mitigation Monitoring and Reporting Program; and (4) approving General Plan Amendment 2023-02 to amend the 2040 Kerman General Plan planned land use designations for Assessor's Parcel Numbers (APN) 020-120-06 (9.64 acres) to MU – Mixed Use and MDR – Medium Density Residential (southwest corner of West Nielsen Avenue and North Madera Avenue); and
2. Introduction by title only an ordinance of the City Council of the City of Kerman approving Rezone 2023-03 to amend the official zoning map of the City of Kerman for two (2) parcels identified as Assessor's Parcel Numbers (APNs) 020-120-06 (19.82 acres) and 020-120-03S (20 acres), pre-zoning the parcels consistent with the proposed land use designations, resulting in approximately 30.39 acres within the Smart Development Combining District – Residential – minimum 3,500 square feet (SD-R-3.5), 8.74 acres within the Mixed Use District, totaling approximately 39.13 acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue (Rezone 2023-03).

On November 12, 2025, the Kerman City Council approved the following at a regularly scheduled meeting:

1. Ordinance approving Rezone 2023-03 to amend the official zoning map for two (2) parcels identified as Assessor's Parcel Numbers (APNs) 020-120-06 (19.82 acres) and 020-120-03S (20 acres), pre-zoning the parcels consistent with the proposed land use designations, resulting in approximately 30.39 acres within the Smart Development Combining District – Residential – minimum 3,500 square feet (SD-R-3.5), 8.74 acres within the Mixed Use District, totaling approximately 39.13 acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue; and
2. Resolution approving Tentative Parcel Map 2024-01 for two (2) parcels identified as 020-120-06 (19.82 acres) and 020-120-03S (20 acres) into two (2) parcels and one (1) remainder, including a 28.35-acre "Parcel 1" that would accommodate TSM 2023-03, a 8.74-acre "Parcel 2" on the east portion of APN 020-120-06 with no development proposed at this time, and a 2.04-acre "Remainder" on the northwest corner with an existing single-family residence); and
3. Resolution approving Tentative Subdivision Map 2023-03 for one (1) parcel (Parcel 1 of TPM 2024-01) into 172 single-family lots ranging in size from 3,690 square feet to 8,987 square feet and five

SERVICE PLAN WORKSHEET  
The Orchards a Gill Estates Annexation

(5) outlots, totaling approximately 28.35 acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue; and

4. Resolution initiating annexation of two (2) parcels identified as Assessor’s Parcel Numbers (APNs) 020-120-06 (19.82 acres) and 020-120-03S (20 acres), totaling approximately 40 acres located on the south side of West Nielsen Avenue between North Madera Avenue and North Del Norte Avenue (Annexation 2023-03).

**Service Providers**

Type of Service	Current Service Provider	Planned Service Provider
Domestic Water	None	City of Kerman
Wastewater Collection	None	City of Kerman
Wastewater Treatment	None	City of Kerman
Streets	County of Fresno	City of Kerman
Solid Waste Collection	Mid Valley Disposal	Mid Valley Disposal
Fire Protection	North Central Fire Protection District	North Central Fire Protection District
Law Enforcement	Fresno County Sheriffs	Kerman Police Department
Parks and Recreation	None	City of Kerman
Transit	Fresno County Rural Transit Agency	Fresno County Rural Transit Agency
Storm Drainage	None	City of Kerman
Street Lighting	None	City of Kerman
Schools	Kerman Unified School District	Kerman Unified School District

**Domestic Water**

The City of Kerman owns, operates, and maintains its water supply and distribution system to provide water service to developed properties within its City limits. The City relies on groundwater as its sole source of supply and currently operates five (5) active wells and one (1) standby well. The current static water level in the wells is 100 to 150 feet below ground level. Two (2) new wells are also currently being developed, with one being a replacement well and one well being a new source of supply to ensure capacity for planned growth in accordance with the City’s Water System Master Plan. In addition to the groundwater wells, the City has two (2) water storage tanks with a total capacity of 1.5 million gallons (MG). Water from the storage tanks is fed into the system via two (2) 1,000 gallon per minute (GPM) booster pumps and one (1) 2,000 GPM booster pump. The wells and booster pumps discharge into a distribution main grid consisting of a network of 6-inch to 12-inch water mains, with 12-inch mains typically spaced at half-mile intervals.

## SERVICE PLAN WORKSHEET

### The Orchards at Gill Estates Annexation

The total production capacity of the City's wells is approximately 5,700 GPM, or 8.208 million gallons per day (MGD). When needed the booster pumps can increase supply by an additional 2,000 GPM to meet peak demands. The average daily water demand for 2024 was 2.766 MGD (compared with 3.487 MGD in 2008). This translates into 160 gallons per capita per day (versus 272 gallons per capita per day in 2008). This reduction in demand reflects the City's aggressive efforts at water conservation. The maximum day demand was 5.471 MGD. Based on the City's production capacity, most recent water use data, and growth projections, there is sufficient capacity to serve The Orchards at Gill Estates Annexation area. Refer to Attachment 'A' for further analysis. Improvements to be constructed by the developer of Tentative Subdivision Map 2023-03, in order to connect to the City's system, are included in the Engineering Conditions of Approval (Section E. Water) on file with the City.

The City is in the process of updating its Water System Master Plan to ensure proper planning, funding, and construction of capital improvements to accommodate further growth moving forward. The update will support the City's 2040 General Plan and the growth stipulated therein. The study area for the Master plan will correspond with the 2040 General Plan.

Water system improvements for new development will be funded by private financing (i.e. at developer's expense) and development impact fees. The City currently collects a Water Major Facilities, Water Main Oversize, and Water Front Footage impact fee for all new development, or provides credits and/or reimbursements for master planned improvements constructed by the developer. The operation, maintenance, and repair of the water system is funded by water enterprise funds, which are collected via utility billing. The City last conducted a utility rate study in 2024 and it is effective through 2028.

### **Wastewater Collection and Treatment**

The City owns, operates, and maintains its wastewater collection and treatment system to provide wastewater service to developed properties within its City limits. The wastewater collection system consists of a network of 6-inch and 8-inch diameter collection mains that connect to larger trunk mains ranging from 10-inch to 27-inch in diameter. The collection system includes two (2) permanent lift stations and one (1) temporary lift station. Wastewater collection for The Orchards at Gill Estates Annexation area will be provided via an 18-inch trunk main located in Isabella Avenue at First Street. Improvements to be constructed by the developer of Tentative Subdivision Map 2023-03, in order to connect to the City's system, are included in the Engineering Conditions of Approval (Section D. Sanitary Sewer) on file with the City.

The City's Wastewater Treatment Facility (WWTF) is located on Church Avenue west of Madera Avenue. The WWTF is permitted under Waste Discharge Requirements Order No. R5-2007-0115, issued by the California Regional Water Quality Control Board. The WWTF generally consists of a headworks, Biolac aeration system, two (2) clarifiers, sludge processing/handling facilities, three (3) storage ponds, and seven (7) disposal ponds. The City owns an additional 28 acres adjacent to the WWTF that can be used for additional disposal ponds in the future, if needed. The WWTF was designed to accommodate a daily maximum flow of 2.0 million gallons per day (MGD). The average daily flow for 2024 was 1.152 MGD. Assuming a 3.0 percent annual growth rate, the WWTF has sufficient capacity to serve planned growth

## SERVICE PLAN WORKSHEET

### The Orchards a Gill Estates Annexation

until the year 2040. With that said, the current facilities have the capacity to serve The Orchards at Gill Estates Annexation area.

The City is in the process of updating its Wastewater System Master Plan to ensure proper planning, funding, and construction of capital improvements to accommodate further growth moving forward. The update will support the City's 2040 General Plan and the growth stipulated therein. The study area for the Master plan will correspond with the 2040 General Plan.

Wastewater system improvements for new development will be funded by private financing (i.e. at developer's expense) and development impact fees. The City currently collects a Sewer Major Facilities, Sewer Main Oversize, and Sewer Front Footage impact fees for all new development, or provides credits and/or reimbursements for master planned improvements constructed by the developer. The operation, maintenance, and repair of the wastewater system is funded by sewer enterprise funds, which are collected via utility billing. The City last conducted a utility rate study in 2024 and it is effective through 2028.

#### **Streets**

The City's roadway network is characterized as urban and is surrounded by rural county roads leading into the City. It has been developed along a traditional grid system with roads running north to south and east to west, consistent with the two State Routes (SR) that dissect the City: SR-145 (Madera Avenue) and SR-180 (Whitesbridge Road). SR-145 runs north-south and connects the City to the City of Madera to the north and rural communities to the south. SR-180 is one of the main east-west routes in Fresno County and the main route connecting the City to the City of Fresno. Collector streets are typically spaced on a grid at an interval of one-half mile.

The Orchards at Gill Estates Annexation area is generally located on the east side of Madera Avenue (SR-145) between Nielsen Avenue and Whitesbridge Road (SR-180). The Annexation area will primarily be served by Madera Avenue, designated as an expressway in the City's 2024 General Plan, one (1) collector street, Nielsen Avenue, and First Street. The internal circulation of development within the area will be reviewed by City Departments to ensure compliance with the General Plan circulation, the Zoning Ordinance, and City of Kerman Standard Construction Details. Street improvements to be constructed by the developer of Tentative Subdivision Map 2023-04 are included in the Engineering Conditions of Approval (Section C. Dedications and Street Improvements) on file with the City.

The City utilizes traffic impact fees (Major Streets, Outside Travel Lane, Street Signals, and Railroad Crossings), tax funding, and various local/state/federal taxes and grant programs to complete non-developer funded portions of street improvements, and long-term preventative maintenance and rehabilitation. The City's Landscape and Lighting Maintenance District funds maintenance of all street lights and public street landscaping designated within the District.

#### **Solid Waste**

The City of Kerman contracts with Mid Valley Disposal for solid waste, recycling, and composting services. Mid Valley Disposal hauls solid waste to the American Avenue Landfill, about 6 miles southwest of Kerman,

## SERVICE PLAN WORKSHEET

### The Orchards a Gill Estates Annexation

and recyclables to their new state-of-the-art Material Recovery Facility (MRF) in Fresno, which processes 35 tons of material an hour. Compostable organic waste is transported to a 68,000 square foot composting facility located in Kerman, which handles 60,000 tons of organic material per year and produces high-quality finished compost. The Orchards at Gill Estates Annexation area will be subject to solid waste services provided through Mid Valley Disposal. According to Mid Valley Disposal, three (3) bins for the single-family residences (recycling, organics, and trash) and dumpsters for trash, recycling, and organic services for multi-family and commercial development are required. Solid waste services are funded with solid waste enterprise funds, which are collected via utility billing.

#### **Fire Protection**

Fire protection services in the City are provided by the North Fire Central Fire Protection District (District). Fire Station 55, located at 15850 Kearney Blvd, Kerman, CA 93630, serves the City of Kerman and its surrounding unincorporated areas. The District offers a full range of services including fire prevention, suppression, emergency medical care, hazardous materials, search and rescue response, as well as emergency preparedness planning and public education coordination. The District provides comprehensive fire prevention services to all commercial, industrial, and residential establishments through routine fire and life safety inspections and public education. The District reviews all building permits and subdivision maps to ensure access and fire suppression equipment (i.e., fire hydrants) are properly located and conducts fire protection system inspections of new construction and routine fire and life safety inspections of existing buildings.

According to the District, a new fire station would be required when the population reaches 20,000-25,000. Kerman's current population is approximately 17,500. The Orchards at Gill Estates Annexation would not result in an additional 2,500 residents. In addition, the District confirmed that there are enough fire fighters on duty to serve residents within a five (5) mile radius of the Fire Station while still meeting the District's performance objectives. The District is also currently in the planning and environmental phase for a new fire station to be located at Kearney Boulevard and Howard Avenue. The City collects a Fire Station and Equipment impact fee on behalf of the District for new equipment and capital improvements.

#### **Law Enforcement**

The City of Kerman Police Department provides services to all areas within the City limits, and will service The Orchards at Gill Estates Annexation area. The Kerman Police Department is located at 850 South Madera Avenue, Kerman, CA 93630, which is approximately one mile south of the Annexation area. Kerman Police Department's services include patrol, investigations, traffic, youth services and other programs designed to enhance the quality of life in Kerman. In conjunction with other City Departments, the Police Department provides additional services including back-up for code compliance. The Department's administration handles scheduling, crime analysis, budget development, confidential files, and training. The Annexation area's proximity to the existing station would support adequate service ratios, response times, and other performance objectives for police protection services. The City has also purchased a larger, more modern building across Madera Avenue from the existing station that will be remodeled into the new station. The improvements for the new station are in the design phase, with a

## SERVICE PLAN WORKSHEET

### The Orchards a Gill Estates Annexation

goal of completion and move-in within 2-3 years. Services are funded with General Fund revenues (sales taxes, property taxes, etc.) and local/state grants. Incremental increases in tax revenues due to development within the Annexation area will be used to increase staffing as necessary to provide adequate service.

#### **Parks and Recreation**

Parks and recreation facilities are overseen by the City's Parks and Recreation Department. The Department provides quality facilities, programs, and services to residents. Currently, there are approximately 50 acres of parkland, including fourteen (14) City parks: Sunset Playground, Vineland Playground, Plaza Veterans Park, B Street Park, Wooten Park, Kiwanis Park, Katey's Kids Park, Trini's Park, Rotary Park, Lions Park, Kerckhoff Park, Soroptimist Park, Northwest Park, and Philip Gallegos Play Park. Construction is also underway on Hart Ranch Park, which will add approximately 15 acres of parkland. In addition, the City has acquired approximately 56 acres of land for future park development. The City aims to maintain a standard of 4 acres of combined park and open space land per 1,000 residents.

Development within The Orchards at Gill Estates Annexation area will include residential uses which will introduce residents to the area and increase the demand for, and use of, public parks and other recreational facilities. Development within the Annexation area will be required to develop park and open space or pay in-lieu fees to mitigate any potential impacts to the City's parks and recreation facilities generated by the incremental population increase. TSM 2023-03 will include the dedication and development of a 1.53 acre park to benefit area residents..

Park and open space improvements for new development will be funded by private financing (i.e. at developer's expense) and development impact fees. The City currently collects Park Development and Parks Quimby (land acquisition) impact fees for all new development, or provides credits and/or reimbursements for improvements constructed by the developer. Park maintenance is funded with General Fund revenues (sales taxes, property taxes, etc.)

#### **Transit**

Fresno County Rural Transit Agency (FCRTA) is the only public transit system that provides service to the City. FCRTA operates two (2) inter-city transit routes: 1) Westside Transit and 2) San Joaquin Intercity Transit that provide service to the City. Both of these routes are primarily used for traveling between the City of Kerman, west side cities, and City of Fresno. There are two (2) stop locations within the City: 1) Whitesbridge Road west of Madera Avenue and 2) Goldenrod Avenue south of Whitesbridge Road. The Whitesbridge Road stop is approximately ¼ mile from The Orchards at Gill Estates Annexation area. There are no transit services offered by the City within City limits.

#### **Storm Drainage**

The City's Public Works Department manages Kerman's storm drainage system and monitors storm water quality. The City's storm drainage system consists of a system of drain inlets, pipelines (ranging from 12-inch to 54-inch diameter), channels, and retention basins located throughout the City. The City currently maintains a total of 11 retention basins. The basins serve a dual purpose, flood control and groundwater

## SERVICE PLAN WORKSHEET

### The Orchards a Gill Estates Annexation

recharge. The City performs preventative maintenance (i.e. cleaning of drain inlets, street sweeping, etc.) ahead of rainfall events in an aim to prevent flooding and responds as needed when flooding does occur on City streets. The City is in the process of updating its Storm Drainage System Master Plan to ensure proper planning, funding, and construction of capital improvements to accommodate further growth moving forward. The update will support the City's 2040 General Plan and the growth stipulated therein.

The Orchards at Gill Estates Annexation area is tributary to the Area M retention basin per the City's Storm Drainage Master Plan. Land for this basin has not been acquired, and the basin has not been constructed, at this time. TSM 2023-03 will be required to construct a temporary retention basin to be used until such time that the master-planned retention basin has been constructed. At that time, connection to the master-planned conveyance facilities will be required and the temporary basin will be backfilled. Future developments within the Annexation area will be required to construct temporary retention basins, until the time the master-planned retention basin has been constructed. Storm drainage improvements to be constructed by the developer of Tentative Subdivision Map 2023-03 are included in the Engineering Conditions of Approval (Section F. Grading and Drainage) on file with the City.

Storm drainage system improvements for new development will be funded by private financing (i.e. at developer's expense) and development impact fees. The City currently collects Storm Drain Basin Acquisition and Storm Drain Facilities impact fees for all new development, or provides credits and/or reimbursements for master planned improvements constructed by the developer. The operation, maintenance, and repair of storm drainage facilities is funded by storm drain enterprise funds, which are collected via utility billing.

#### **Street Lighting**


The City is responsible for operation, maintenance, and repair of all City-owned streetlights. Streetlights will be installed for all development in The Orchards at Gill Estates Annexation area as required by the City's Municipal Code and City Standard Construction Details. The cost of installation of the streetlights is borne by the developer. Operation, maintenance, and repair is funded via assessments collected from property owners within the City's Landscape and Lighting Maintenance District.

#### **Schools**

The Orchards at Gill Estates Annexation area is within the Kerman Unified School District (KUSD). Educational services within the City are primarily served by the KUSD, which was formed in 2002, after merging the smaller districts in the area. Since residential development is proposed, the Project would introduce residents to the area and therefore will generate new students that would increase the KUSD's enrollment. A school impact fee will be collected for development within The Orchards at Gill Estates Annexation area based on the rates in place at the time payment is due. This impact fee will aid KUSD in completing future capital improvements to accommodate growth, as needed.

SERVICE PLAN WORKSHEET  
The Orchards a Gill Estates Annexation

Approved:

  
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Jerry Jones, Community Development Director

2/26/26  
Date