

ATTACHMENT B

**DRAFT**

**Addendum to**

# **City of Kerman**

**Municipal Service Review and  
Sphere of Influence Update**

**Report to the  
Fresno Local Agency Formation Commission**

**LAFCO File Numbers:  
MSR-07-23B-A / USOI-199  
Kerman SOI Amendment**

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## **Introduction and Scope of this Addendum to the MSR**

This addendum to the 2007 adopted Kerman Municipal Service Review ("MSR") has been prepared to focus on the requested Kerman sphere of influence ("SOI") amendment and the City's parks and recreational services by presenting data and analysis related to the Kerman SOI amendment.

On October 2, 2019, the California Natural Resources Agency announced \$37 million in funding for 21 projects under its Cultural, Community and Natural Resources grant program funded by Proposition 68. The City of Kerman's ("City") Parks, Recreation, and Community Services Department was one of the 21 awarded projects scheduled to receive approximately \$2 million in support of Kerman's Eastside Community Park ("ECP") project.

On June 12, 2020, the City informed LAFCo that grant funding for the ECP project was contingent upon the City's ability to have the site shovel-ready no later than December 31, 2020. According to the City, shovel-ready means that the ECP project is at the stage where workers can be employed or contracted to begin the construction.

On June 23, 2020, the City filed an application with the Fresno Local Agency Formation Commission ("LAFCo") requesting a SOI amendment to include the ECP property into the Kerman SOI. The affected territory consists of 17.17 acres of land previously used as a walnut orchard located at the northeast corner of Goldenrod Avenue and California Avenue. Of the 17.17 acres, the City owns 15.6 acres, while Union Pacific Railroad Company owns 1.57 acres of abandoned railroad right-of-way near California Avenue. The City expects to purchase the parcel from the Railroad Company in the near future.

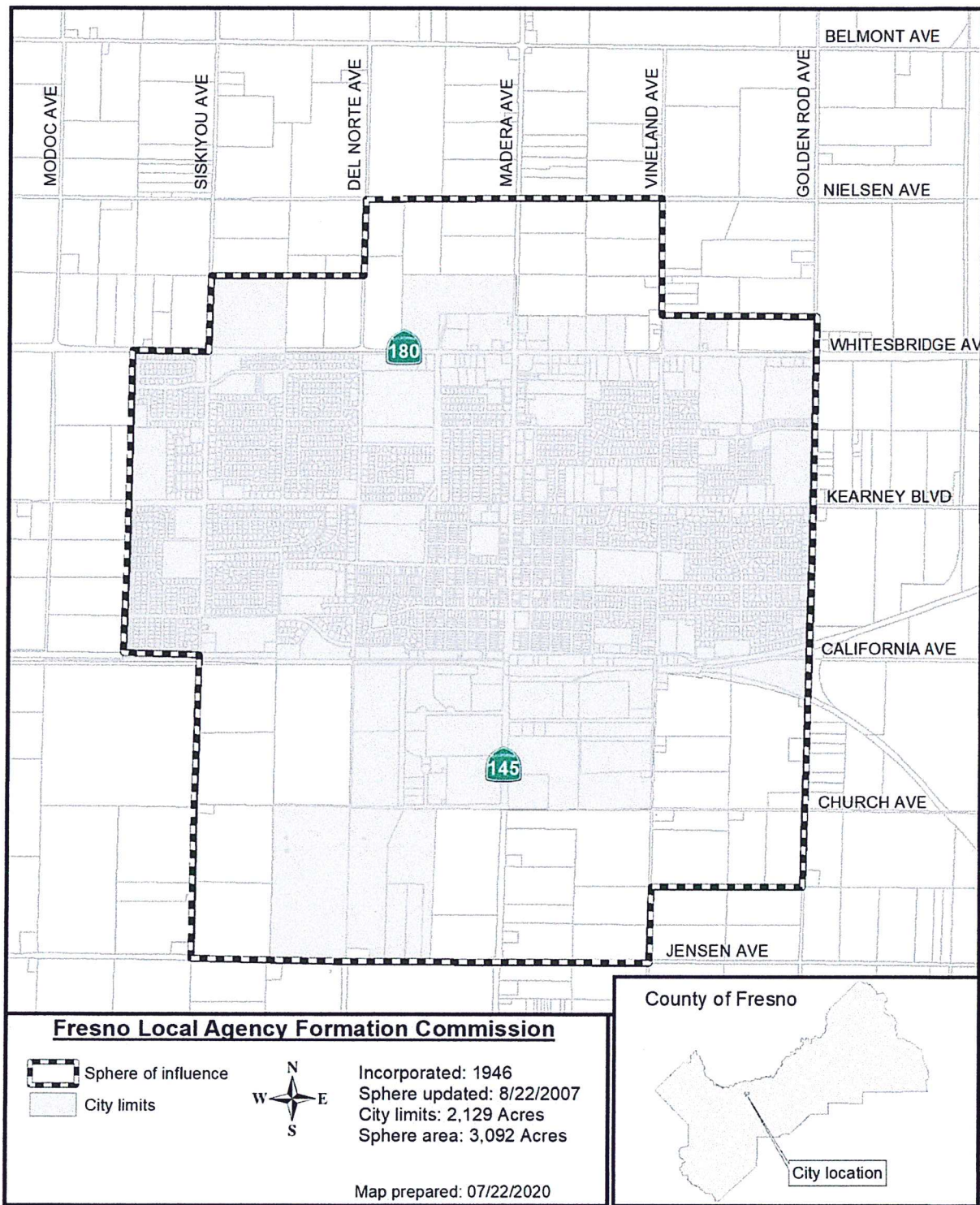
A concurrent annexation application was also submitted to LAFCo for the ECP site.

On July 8, 2020, the Kerman City Council adopted an update of the Kerman General Plan for the 20-year planning period from 2020 to 2040. The Kerman General Plan and associated certified environmental impact report propose a larger and more comprehensive amendment of the Kerman SOI than the SOI amendment examined in this MSR. However, in the interest of conforming to the City's grant funding time constraints, this MSR is limited in scope to the analysis and determinations necessary to examine the SOI amendment needed for the ECP.

The proposed Kerman SOI amendment will facilitate annexation of the ECP by expanding the Kerman SOI to include the affected territory.

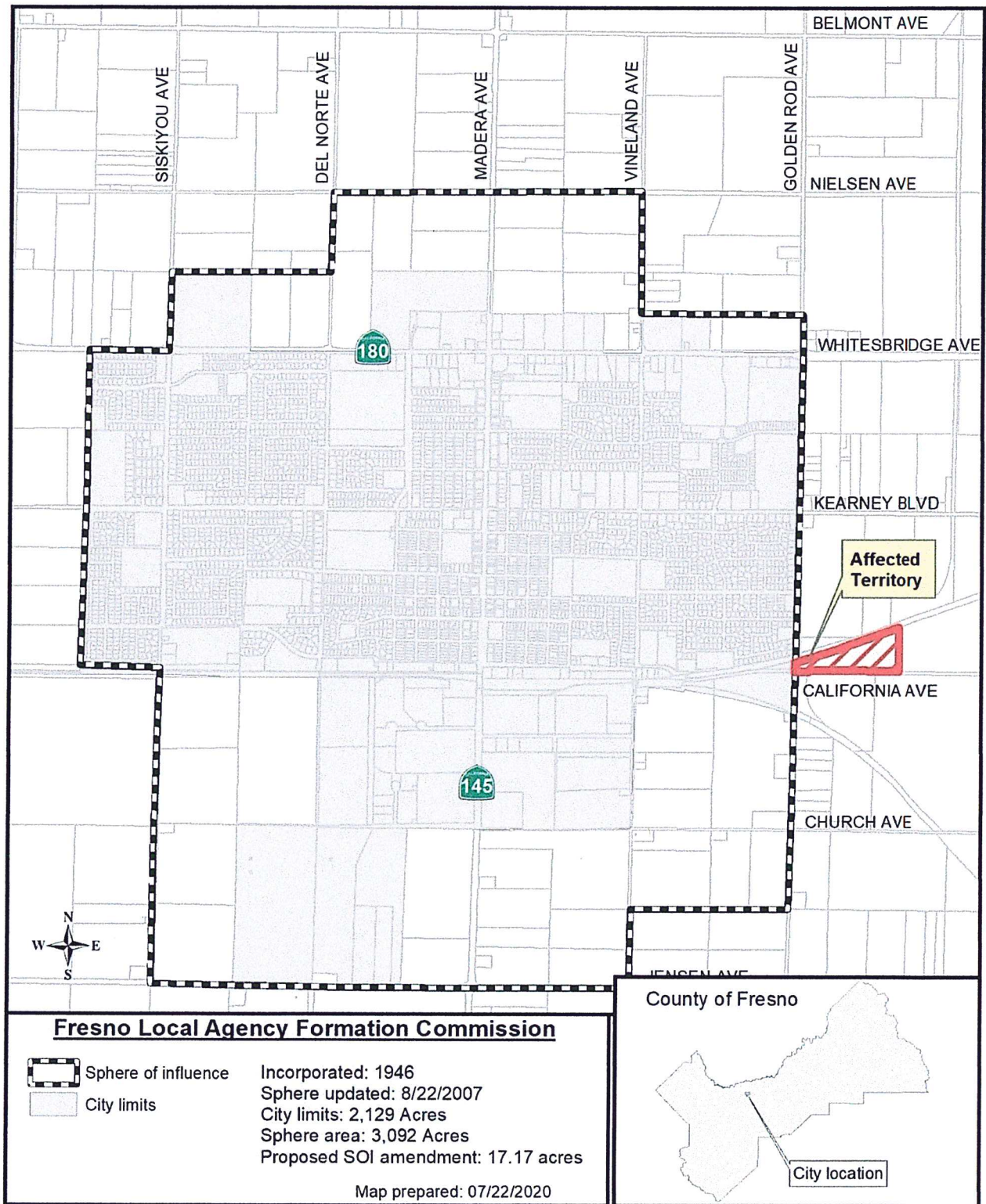


**Figure 1. City of Kerman Map**



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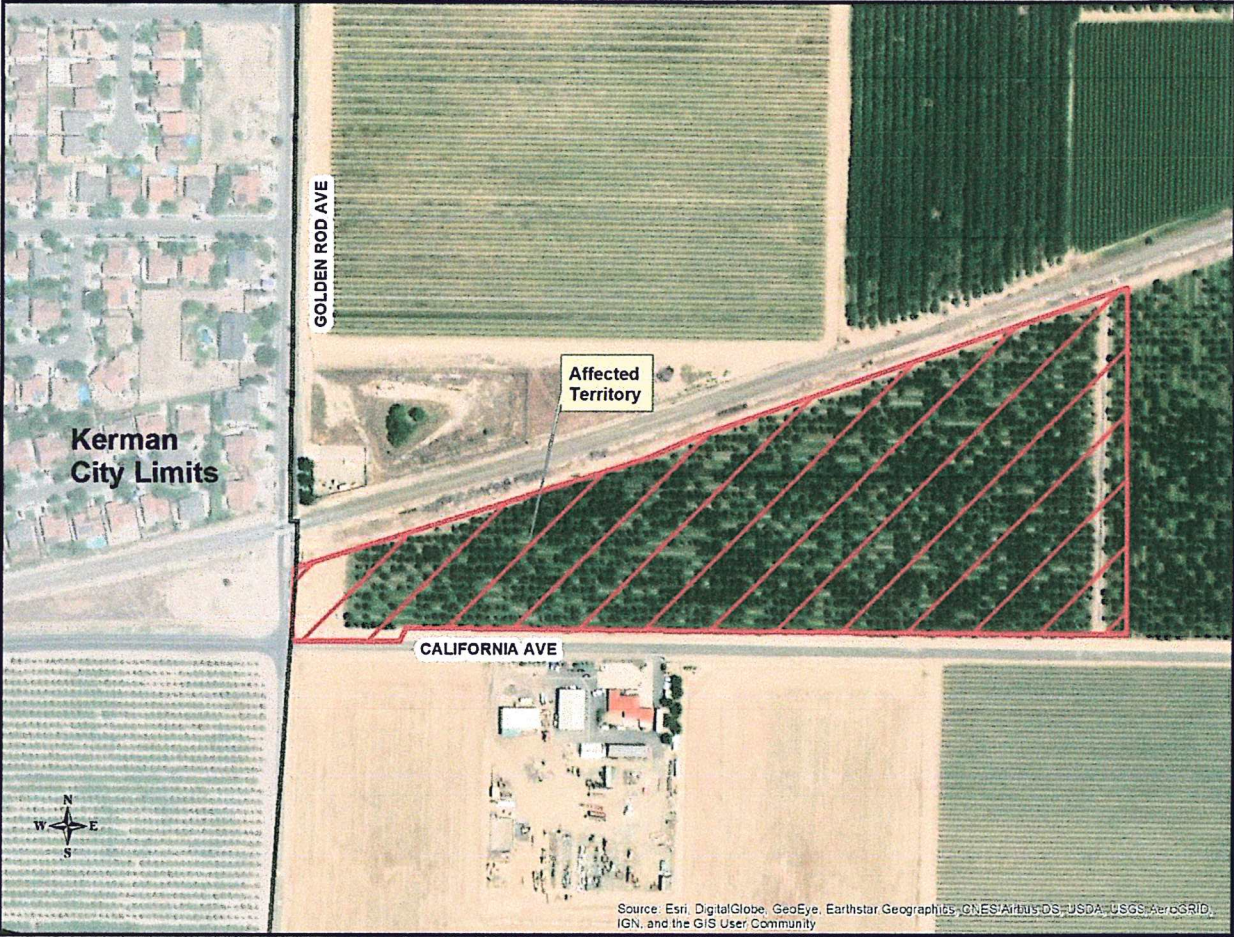
**Figure 2. Kerman SOI Amendment Map**



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Figure 3. Aerial View of Kerman SOI Amendment



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Figure 4. Eastside Community Park Master Plan Diagram





## Kerman Sphere of Influence

In 1974, the Commission determined the first Kerman SOI. The Commission has adopted three subsequent updates of the Kerman SOI in 1982, 2005, and 2007. The Kerman SOI is generally bounded by Nielsen Avenue to the north, Jensen Avenue to the south, Goldenrod Avenue to the east, and the Kenneth Avenue alignment to the west.

The 2007 Kerman SOI encompasses 3,092 acres of which 68.9 percent (2,129 acres) of the available land within the existing Kerman SOI has been annexed into the City. The current Kerman SOI has existed in its current form for over 13 years.

## Proposed Kerman SOI Amendment

The proposed SOI amendment requests the inclusion of two parcels totaling 17.17 acres, (Figure 3) to accommodate Phase One of the ECP project. At full build-out, the ECP will be the largest park on Kerman's eastside and will provide year-round recreational opportunities for the community.

The proposed SOI amendment represents a less than one percent change to the existing Kerman SOI. Both parcels are designated for Agriculture use by the County of Fresno General Plan and identified in the County's Exclusive Agriculture (AE-20) zone district.<sup>1</sup> The properties are not subject to an existing Williamson Act Contract. There are no private residences within the requested SOI amendment.

The Kerman General Plan designates the affected territory for Open Space use as a Community Park. Prior to applying to LAFCo, the City determined consistency between the proposal and the Kerman GP for the affected territory, conducted the necessary environmental review, and approved the necessary land use entitlements to provide for the logical progression of the City's growth.

On November 13, 2019, the Kerman City Council approved the following documents in support of the ECP proposal:

- **Eastside Community Park, Initial Study and Negative Declaration, Resolution No. 19-64:** The City Council approved the Negative Declaration No. 2019-01 (SCH No. 2019080200) for the Eastside Community Park project. A Notice of Determination was filed with the Fresno County Clerk on December 23, 2019.
- **Kerman General Plan Amendment 2019-01:** The City Council approved the changed the Kerman General Plan map to expand the Kerman SOI to include the two parcels that make up the Eastside Community Park site.<sup>2</sup>
- **Kerman Pre-zone 19-01:** The City Council approved the first reading and Ordinance Amendment of the Kerman Municipal Zoning Map to pre-zone the Eastside Community Park property from the Exclusive Agriculture (AE-20) Fresno County zone district to the Kerman "O" Open Space Zone consistent with the Kerman General Plan.

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<sup>1</sup> Assessor Parcel Numbers ("APN") 025-200-18S and 025-010-04U.

<sup>2</sup> **Note:** the SOI employed by the City is not the LAFCo SOI.

- **Kerman SOI amendment and Annexation Applications:** The City Council approved a resolution of application requesting LAFCo to initiate proceedings for SOI amendment and reorganization proceedings for property known as the Eastside Community Park.

## **California Environmental Quality Act (CEQA)**

This addendum to the Kerman MSR collects data and analyzes data in support of a SOI amendment intended to facilitate a subsequent and coterminous annexation of the Eastside Community Park.

The City of Kerman, acting as Lead Agency under California Environmental Quality Act ("CEQA"), prepared an initial study and a Negative Declaration ("ND") for the Eastside Community Park (SCH No. 2019080200) pursuant to Public Resources Code Section 21092 and CEQA Guidelines Section 15070. The Kerman SOI amendment and subsequent annexation were included in the project description and analyzed in the Initial Study. On November 13, 2019, the City adopted Resolution No. 19-64 certifying the ND for the Eastside Community Park. The City filed a Notice of Determination with the County of Fresno's Clerk Office on December 23, 2019.

Acting as a Responsible Agency pursuant to CEQA Guidelines, LAFCo considered the initial study and certified the ND prepared by the City of Kerman, Lead Agency, for the Eastside Community Park (SCH No. 2019080200) for its review and update of the Kerman SOI and related reorganization.

## **Disadvantaged Unincorporated Community Analysis**

A DUC is defined by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH") as an inhabited territory (meaning territory within which there reside 12 or more registered voters), or as determined by LAFCo policy, that constitutes all or a portion of a "disadvantaged community" as defined by section 79505.5 of Water Code.

The State Water Code defines a "disadvantaged community" as a community with an annual median household income ("MHI") that is less than 80 percent of the statewide annual median household income.

On January 9, 2013, Fresno LAFCo exercised its powers under CKH and adopted local policy which refined the DUC definition within Fresno LAFCo's jurisdiction. Fresno LAFCo's DUC Policy characterizes DUCs as at least 15 dwelling units at a density not less than one unit per acre. Additionally, LAFCo's policy includes "Legacy Communities" which is defined as a geographically isolated community that meets the DUC criteria, is at least 50 years old, and is beyond the adopted SOI of any City.

In 2015, Fresno LAFCo adopted its first DUC database. On February 12, 2020, Fresno LAFCo comprehensively updated its DUC database based upon updates demographic datasets to estimate median household income levels within the County of Fresno. The 2020 DUC database relies upon information collected through the Commission's MSR Program, sphere of influence update program, and demographic information obtained from the United States Census Bureau Americans Community Surveys, five-year reports for years 2012-2016.

Based on this database, the affected territory does not meet LAFCo's DUC criteria.



## **City and County Meeting and Agreement**

As prescribed by State law, City of Kerman and Fresno County representatives convened to discuss the proposed Kerman SOI amendment. Both local agencies have reached a formal agreement by the way of a Memorandum of Understanding ("MOU").

On December 20, 2019, the County of Fresno County Administrative Officer found that the proposed Kerman SOI amendment and the ECP Reorganization were consistent with the Amended and Restated MOU between the City of Kerman and County of Fresno.

## **Kerman's Parks and Recreation Services**

The Kerman Parks, Recreation, and Community Services Department ("PRCSD" or "Department") oversees the City's parks and recreation programs. The Department is responsible to maintain the City's recreational facilities, streetscape, parks, trails, other landscaped open space areas, city trees, and city building grounds.

The Department's mission statement is: "To provide fun, safe, and affordable recreational opportunities in exceptional Park and Recreational Facilities that will enhance the quality of life and promote healthy lifestyles for all participants and citizens of our community."

The City has ten park locations amounting to a total of 40 acres of land developed for recreational use. The Department coordinates the delivery of recreational programs to residents through various partnerships with local agencies, organizations, and community volunteers. The Department has various intergovernmental partnerships that support the Department's vision to build and maintain sustainable parks and recreational programs.

The PRCSD's intergovernmental partnerships include, but are not limited to, the following:

- Public Works Department provides park maintenance services,
- Police Department provide law and code enforcement,
- Planning and Development Services Department oversees land uses planning, and
- Engineering Division plans and secures grant funding resources in support of parks facilities.

## **Kerman General Plan: Conservation, Open Space, and Recreation Element**

The Conservation, Open Space, and Recreation Element ("CORE") of the Kerman General Plan provides goals and policies for ongoing development, maintenance, and funding, of existing and planned future city parks. The General Plan Land Use Diagram identifies several sites for future parks and open space in newly planned areas.

The City informed LAFCo that there is a Community-Wide Parks Master Plan in the works scheduled to be completed by Winter 2020. As envision, the Community-Wide Parks Master Plan will align with the goals and policies identified in the 2040 Kerman General Plan update.

The following list summarizes key policies included in the Kerman General Plan related to Parks and Recreation:

- **COS-2.1 Parkland Standard**, the City shall continue to acquire and develop adequate park sites to serve future City growth at a standard of 4 acres of combined park and open space land per 1,000 residents.

- **COS-2.2 Parkland Dedication**, the City shall continue to require developers to dedicate parkland or pay in-lieu fees.
- **COS-2.3 Future Park Locations**, the City shall ensure that future park locations are accessible to all residents and consider connectivity and visibility from major roadways. Park locations should provide for equitable distribution of parks within the community and strive to provide walkable access to a park from existing or new residential areas.
- **COS-2.4 Future Eastside and Westside Community Parks**, the City shall continue to work towards developing the planned regional parks and recreation facilities, including the Eastside and Westside Community Parks.
- **COS-2.5 Amenities at Parks and Recreational Facilities**, the City shall provide a variety of types of park sites and recreational facilities with an array of amenities to fulfill the city's diverse needs. Amenities shall include adequate lighting, restroom facilities, water fountains, and continuous trails connecting the sites.

## Existing Park and Recreational Facilities

The Department maintains ten park sites within the City. Figure 5 provides additional details of each park facility within Kerman.

In addition to park service, the PRCSD manages Kerman's Community Center, recreation programs, senior services, park development programs, and transportation services. The PRCSD coordinates community event for the following facilities:

- The Community/Teen Center is located at 15100 Kearney Plaza, Kerman. The Community Center is a 13,000 square foot facility equipped with four rooms available for rental. The Community Center can host various events such as youth/teen recreation activities, community events, county election polling place, weddings, receptions, private parties, meetings, seminars, and fundraisers. Event fees are determined by City residency, event type, and size of event. Reservations are made on a first-come basis.
- The Kerman Senior Center is located at 720 South 8th Street, Kerman. The Senior Center is a 5000-square foot facility intended for use by senior citizens and offers a large dining area that seat up to 90 guests. Additional room can be used for community meetings, seminars, or classes and seat approximately 35 guests. Event fees are determined by City residency, event type, and size of event. Reservations are made on a first-come basis.
- Lions Park Pavilion Rental. Located at Lions Park, this pavilion includes 12 picnic tables, seating for 96 guests, BBQ pits, and horseshoe pits.
- Kerckhoff Park Cabana and Dance Pavilion are two picnic shelters available for rental. Each picnic shelter includes six picnic tables and seats 48 guests.



**Figure 5. City of Kerman, Park and Recreation Facilities**

<b>Name</b>	<b>Acres</b>	<b>Location</b>	<b>Purpose/ Amenities</b>
<b>Kerckhoff Park</b>	5.75	15061 West G Street	This multi-purpose park with features that include playground, softball/baseball field, bleachers, score board, public restrooms, picnic benches, bandstand and dance pavilion, picnic shelter and tables, and lighting. In the Fall, this park hosts the annual Kerman Almond Festival.
<b>Lions Park</b>	18.3	744 Park Avenue	The park features a 10-acre storm water basin, with no use six months or more out of the year. This is a multi-purpose park with features that include two softball/baseball, basketball courts, public restrooms, covered pavilion area with electricity, picnic tables, BBQ pit, three horseshoe pits, and paved parking. This park is home to the Kerman Youth Soccer League.
<b>Plaza Veterans Park</b>	1.3	1000 S. Madera Avenue	Plaza Park is home to the Veteran's Circle of Honor. This is a linear park that forms the median divider for Madera Avenue between California Avenue and C Street. Park amenities include restrooms, park benches, walking paths, picnic tables, lighting, and a canopy structure. A wrought iron fence now surrounds the park and buffers it from Madera Ave.
<b>Wooten Park</b>	1.5	Wooten Drive and C Street	This park's features include a large grass area with a softball/baseball backstop, trees, picnic benches, picnic tables and lighting. The park is also home to John Triantis playground, which includes slides, monkey-bars, spring-mounted animals, and a tire swing.
<b>Rotary Park</b>	4.9	702 Vineland Avenue	This is a school/park joint use facility with school district with limited use when school is in session. The park is home to the Kerman Cal Ripken Baseball League. Features include two softball/baseball fields, field lighting, spectator seating, park space, public restrooms, and concession facility. Rotary Park also features a large playground area.
<b>Soroptimist Park</b>	2.14	484 S. Siskiyou Avenue	This is a universally accessible park & playground. The innovative playground equipment allows a child in a wheelchair to ascend the playground ramp simultaneously with another child. Additional park amenities include a small grass area, picnic benches, picnic tables, antique-style lighting, wrought iron fencing, shelter structures and restrooms.
<b>Kiwanis Park</b>	2.12	At northeast corner of Merlot and San Joaquin Avenues	Park features include: a large green area with softball/baseball backstop, basketball court and picnic benches. A children's playground includes a toddler play area, composite playground, with slides, monkey-bars, swings, and twisty slide for older children.
<b>B Street Park</b>	1.0	B Street and Sixteenth Street	Park features include a large green area with grass, trees, playground, and picnic benches.
<b>Katey's Kids Park</b>	2.85	Gateway and Park Avenue	Kerman's newest neighborhood park and features a park/play environment.
<b>Sunset Park</b>	0.35	Southeast corner of Sixth Street and Sunset Avenue	This park is generally an open green space area with shade trees.
<b>Vineland Park</b>	0.62	On Vineland near California Ave	This park is generally an open green space area with shade trees.



## **Planned Parks Facilities**

During the preparation of this MSR addendum, the City informed LAFCo that its working with various stakeholders to secure additional sites and funding for several park locations identified in the Kerman General Plan. In addition to the ECP as described previously in this MSR, the future planned park facilities are summarized as follows:

- Stanislaus Park is located at 14221 W. Stanislaus Avenue. The site encompasses approximately 1.8 acres and its planned features will include a playground, splash pad, picnic shelter, park lighting and fitness equipment. Completion is expected to occur by December 2021. This park site is in the City of Kerman.
- Northwest Park is located at 271 S. Kenneth Street and encompasses 2.5 acres. Construction is pending funding. There is currently no anticipated start date. The City owns this parcel. This park site is in the City of Kerman.
- Westside Community Park encompasses 37 acres and the land is located at the northeast corner of Siskiyou and California Avenues. A park master plan needs to be prepared for this site. Design and construction of this park is pending funding; there is no anticipated start date. The City owns this parcel. This park site is not currently in the City of Kerman.

## **Demand for Service**

The four major factors influencing demand for the City's parks and recreation services are population growth, range of recreational activities offered by the Department, constituent outreach, and price. The wider the range of recreational opportunities, the greater the chance that a resident will find a preferred option, therefore potentially more people would be using services offered by the City. Similarly, the more constituents are aware of the recreational opportunities the more likely a greater number of people will be making use of the City's available facilities.

The Department tracks average daily attendance for its staffed park facilities as well as all fee-based activities such as youth sports, senior center events, aquatic programs, summer camps, and action sports. The Department offers recreation opportunities through sports activities for minimum or no cost.

The Aquatics Program offers year-round swimming at the Kerman High School pool. Swimming lessons are available, and the pool is open to the public on Mondays, Wednesdays, and Fridays. Two lifeguards are present to provide supervision. The Kerman Community Pool is available Saturday and Sunday evenings and Sunday afternoon for private pool rentals.

The Adult Programs includes Zumba Classes and Open Gym. Zumba classes feature exotic rhythms set to high-energy Latin and international beats. While Open Gym offers access to cardio and workout equipment at Kerman Middle School from Monday through Fridays.

The Youth Programs are comprised of Youth Performing Arts, Hacienda-Heights After School Program, and Summer Day Camp. Youth Performing Arts is a theatre production program for youth ages six through 15 years of age that runs from September to October. The Hacienda-Heights After School Program is available for K-12 grade students who live at the Hacienda Heights apartment community to keep children safe, reduce juvenile crime, increase academic performance and school attendance. The Summer Day Camp Program is available for youth ages 6 to 12. The Summer Day Camp Program offers games and an opportunity to network and make



new friends within the community. Additionally, year-round Youth Sports programs are offered for children 3 to 12 years old.

The Teen Activities Program is overseen by the Kerman Youth Commission. The Kerman Youth Commission is an advisory body for the Department responsible for planning activities, events and programs that address the needs of Kerman's youth during non-school hours.

Senior Programs are focused on serving local seniors by hosting annual events, online services, nutrition, and volunteer programs.

The Department does not track resident versus non-resident participation. The City's does not have an estimate of park visitors that are residents from immediate surrounding areas. The programs and facilities that might attract out-of-town residents include the City's park facilities, aquatics program, youth and adult programmed events, and the City's annual festivals and holiday events.

The City informed LAFCo that demand for recreation programs has largely stayed the same over the last several years. The City informed LAFCo that park facility usage continues to increase steady each year and local sports leagues and outdoor facility rentals continue to grow each year. According to the Department demand for additional parkland is needed to continue the City's effort to enrich residents' lives by providing parks and recreational programs close to home. Figure 6 shows annual usage rates for the facilities that are tracked by the Department.

**Figure 6. Park and Recreation Facility Usage, 2018 and 2019**

Facility/Program	2018	2019
Community Center	39,800	41,840
Senior Center	18,500	19,300
Scout Hut	5,830	6,640
Kerckhoff Park	33,660	34,040
Rotary Park	46,900	49,940
Lions Park	32,205	35,339
Swimming Pool	4,030	4,235
Recreation Programs	4,760	5,200
<b>Totals</b>	<b>185,785</b>	<b>196,534</b>

Notes: These figures do not consider daily park use and youth sports practices. These numbers do not consider daily use at seven additional parks and city buildings. Source: City of Kerman, 2019.

## Service Adequacy

This section reviews indicators of service adequacy attributed to the City's park and recreation services, specifically developed parkland per 1,000 residents. The Kerman General Plan established a desired parkland standard to provide a combined four acres of open space and parkland per 1,000 residents.

Based on California Department of Finance 2020 report the City's population estimate is 15,767 residents. The City's current inventory of 40 acres of developed parkland inventory of parkland equates to approximately 2.5 acres per 1,000 residents. The addition of ECP's approximately 16 acres brings the total of developed parkland inventory from 40 acres to 56 acres and increases the park to resident ratio to 3.5 acres per 1,000 residents.



The Kerman General Plan notes that the City's population may reach 20,470 residents by 2040.<sup>3</sup> At that level, the City will require an additional 42 acres of developed parkland space to maintain the General Plan's parkland standard. The Kerman General Plan designates a total of 103 acres for future park space to be developed within the City's 2040 plan area. The City informed LAFCo that of the 103 acres designated for park space, approximately 82 acres of park space would need to be built so that the City meets its 2040 General Plan goal.<sup>4</sup> Construction of the 103 acres of parks space at buildout of the City's 2040 plan area is estimated to create a ratio of five acres per 1,000 residents in the future.<sup>5</sup>

The ECP project is a high priority for the City to address unmet park and recreational need for the residents of Kerman. The ECP project will be proximate to primarily lower income neighborhoods in the older part of the City. The City as a whole does not have a year-round large park, but the east side of town especially is in critical need of park space. From an equity standpoint, the ECP has been planned to redress this imbalance and to further the City's goal of providing parks within walking distance for Kerman residents. The City informed LAFCo that grant opportunities to develop new park space can help the City meet its parkland standard and the passage of Kerman's 2018 sales tax measure (Measure M) provides additional funding for parks and facilities maintenance and repairs. It is noted that the General Plan does not call for a specific distribution of park space, and the City's size makes access to parks and recreation facilities relatively equitable. City staff have expressed to LAFCo that they believe that public parks and recreation services should be equally accessible and available to all people regardless of income level, ethnicity, gender, ability, or age.<sup>6</sup>

In fiscal year ("FY") 2019-20, the Department spent about \$4,300 in operating expenditures per acre. A National Recreation and Park Association ("NRPA") Special Report indicates that among the agencies throughout the country that operated public park facilities and responded to the NRPA survey in 2018, the median operating expenditures per acre of parks and non-park sites was \$6,750 per acre. Non-park sites include public lawn areas, public open space areas, and non-park designated landscapes.<sup>7</sup> The typical park and recreation agency serving a jurisdiction with fewer than 20,000 people spends a median of \$7,196 per acre of park and non-park sites. The median increases to \$8,638 per acre for agencies serving jurisdictions with populations between 20,000 and 49,999. The typical operating expenditure per acre of park land rises with population density.<sup>8</sup> However, maintenance of the ECP project per Proposition 68 grant funding guidelines will be a cost-saving over the City's current method by virtue of utilizing the Local Conservation Corps to perform landscape maintenance for the entire park.<sup>9</sup>

It should be noted that the cost of operation of parkland greatly depends on the type of facilities at a park. For example, a facility with restrooms, recreation centers, and recreation programs may be more costly to maintain and operate than a park that only requires occasional landscape maintenance.

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<sup>3</sup> Kerman General Plan Update DEIR (SCH#) Table 4.14-4 Existing and Future Park to Resident Ratio.

<sup>4</sup> LAFCo communication with Kerman's PRCSD Director, August 12, 2020.

<sup>5</sup> Ibid.

<sup>6</sup> Ibid.

<sup>7</sup> 2020 NRPA Agency Performance Review, Park and Recreation Agency Performance Benchmarks: <https://www.nrpa.org/siteassets/nrpa-agency-performance-review.pdf>

<sup>8</sup> Ibid.

<sup>9</sup> LAFCo communication with Kerman's PRCSD Director, August 12, 2020.



In the past, limited financing constrained the Department's ability to maintain parks, construct additional facilities, and make needed capital improvements. This changed in 2018 when Kerman voters approved a sales tax measure known as Measure M. According to City staff, the additional funding over the last two years has permitted the Department to complete deferred maintenance and initiate needed capital projects.

The Department will continue address a backlog created in past budget years that has led to aged infrastructure that is frequently more costly to maintain the older it becomes.<sup>10</sup> The City regularly monitors and pursues State grant funding opportunities to assist with new projects, maintenance, or replacement of park equipment. The Department informed LAFCO that it has adequate capacity to provide services to its residents.

## **Department Staffing and Department Revenues**

The Department is managed by one Community Services Director responsible to oversee the administration, community and senior centers, parks and city facilities maintenance/repair, recreation, senior and community services, park and facilities development services. The Department has seven full time equivalent ("FTE") employees and eight year-round permanent part-time employees assigned to the City's recreation programs, parks, and City maintenance services.

For FY 2019-2020, the following seven positions staffed the Department:

- Director of Community Services (1)
- Buildings & Facility Supervisor (1)
- Parks Maintenance Specialist (1)
- Parks Maintenance Technician (1)
- Recreation Supervisor (1)
- Senior Services Coordinator (1)
- Community Services Secretary (1)

The City informed LAFCo that a substantial portion of the City's recreational programs relies on volunteers. The Department estimates that annually over 285 volunteers assist the City organize local events for the community. For example, the Senior Programs use approximately 35 volunteers; Special Events uses 100 volunteers, Seasonal Enrichment events use approximately 10 volunteers, and the Youth Sports programs uses approximately 140 volunteers to coach and organize events.

Kerman's park maintenance is primarily funded by the City's General Fund, which is made up of general revenues. Most of the revenue comes from sales and property tax revenues. In addition to general revenue, development impact fees are imposed on all residential developments, hotels, motels, assisted living facilities, commercial, professional, and industrial buildings. The development impact fee is determined by the City Council and is reviewed on an annual basis. The funds generated from the development impact fees are used for the acquisition of land for parks and recreational areas.

For FY 2019-2020, the City's projected General Fund revenue amounts to \$7,295,631, of which \$1,001,166 is allocated to the City's recreational programs and social services and \$161,173 is allocated to the City's Parks Landscape Maintenance Program.

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<sup>10</sup> LAFCo communication with Kerman's PRCSO Director, August 12, 2020.

In 2018, Measure M was approved by the Kerman voters which enacted a 3/4 cent transaction and use tax to supplement funding for several capital improvement projects including but not limited to the construction of a senior center, regional fairgrounds, police station, animal kennel, and other similar projects. For FY 2019-2020, Measure M is expected to generate \$1 million in revenue for the City. Of the projected \$1 million, approximately \$700,000 is secured for the construction of a new Multigenerational Center and the ECP project. Additionally, Measure M funds will be utilized to repair and improve community facilities, local parks, and infrastructure. The Department informed LAFCo that additional revenues are obtained from facility rental revenues, land leases, and grant funding opportunities.

The City projects that the ECP will cost approximately \$5.9 million to construct, of which \$2.2 million would be funded by the Proposition 68 State grant, \$2.5 million from Land Water Conservation Fund grant and the City will match the remaining balance with the City's Measure M funds and community in-kind work.<sup>11</sup>

The City informed LAFCo that existing park facilities, Department personnel, and recreational programs are at adequate levels to continue serving the City. Existing City policies support its ongoing commitment to secure adequate funding and resources to maintain appropriate service levels for Kerman's parks and recreation programs.

## **Addenda to the 2007 Kerman MSR Determinations**

Based on the information in this report, this addendum addresses the following determinations pertaining to the Kerman MSR and SOI amendment for the ECP project. These determinations are recommended to be incorporated into the 2007 Kerman MSR and SOI update by reference. The following provides LAFCo's written statement of its determinations with respect to each of the following seven topics listed in Government Code section 56430:

### **1. Growth and population projections for the affected area.**

- Implementation of the City's General Plan by year 2040 would increase Kerman's population to approximately 20,470 residents.
- The proposed SOI amendment is needed to accommodate Phase One of the Eastside Community Park project into the Kerman SOI. The ECP is anticipated to encompass 16 acres with features that include trails/ multimodal pathways, a lake, lighted basketball and handball courts, a community garden, a playground and splash pad, picnic shelters, a multi-use athletic field, and recreation center. Development of the affected territory will not induce population growth.

### **2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.**

- The affected territory does not meet the DUC MHI threshold as defined Fresno LAFCo's Policy 106 and CKH.

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<sup>11</sup> LAFCo communication with Kerman's PRCSD Director, August 12, 2020.



**3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.**

- The Conservation, Open Space, and Recreation Element ("CORE") of the Kerman General Plan update provides goals and policies for ongoing development, maintenance, and funding, of existing and planned future city parks.
- The Kerman General Plan parkland policy states that the City shall continue to acquire and develop adequate park sites to serve future City growth at a standard of four acres of combined park and open space land per 1,000 residents.
- Based on the General Plan park space standard of four acres per 1,000 residents, the current inventory of parkland equates to 2.5 acres per 1,000 residents.
- The addition of ECP's approximately 16 acres brings the total of developed parkland inventory from 40 acres to 56 acres and increases the park to resident ratio to 3.5 acres per 1,000 residents.
- Implementation of the City's General Plan by year 2040 would increase Kerman's population to approximately 20,470 residents. At that level, the City will require an additional 42 acres of parkland to maintain the General Plan goal for the City's 2040 planning area.
- The Kerman General Plan designates 103 acres (existing and planned) for future park space that at build out is estimated to create a ratio of five acres per 1,000 residents by 2040.

**4. Financial ability of agencies to provide services.**

- For FY 2019-2020, the City's projected General Fund revenues amount to \$7,295,631, of which \$1,001,166 is allocated to the City's recreational programs and social services and \$161,173 is allocated to the City's Parks Landscape Maintenance Program.
- For FY 2019-2020, Measure M is expected to generate \$1 million in revenue for the City. Of the projected \$1 million, approximately \$700,000 is secured for the construction of a new Multigenerational Center and the ECP project. The Department informed LAFCo that additional revenues are obtained from facility rental revenues, land leases, and grant funding opportunities.

**5. Status of, and opportunities for, shared facilities.**

- The City has several agreements in place for the use of recreational facilities with local schools, clubs, and other youth recreational programs.

**6. Accountability for community service needs, including governmental structure and operational efficiencies.**

- The Parks, Recreation, and Community Services Department is managed by one Department Director responsible to oversee the administration, community center, parks and facilities, recreation, senior services, transportation, and park development services. The Department has nine full time equivalent (FTE) employees assigned to the City's recreation programs, parks, and maintenance services.

**7. Any other matter related to effective or efficient service delivery, as required by commission policy.**

- LAFCo has reviewed its local policies and there are no other pertinent matters.

## **Addenda to the 2007 Kerman SOI Determinations**

This addendum fulfills the requirements of Government Code sections 56430 and allows LAFCo to consider the minor amendment to the Kerman SOI for the ECP project consistent with the written determinations for the City of Kerman. In determining the SOI for each local agency, the Commission shall consider and prepare a written statement of its determinations with respect to each of the following pursuant to Government Code section 56425(e).

**1. The present and planned land uses in the area, including agricultural and open-space lands.**

- The two parcels comprising the proposed Kerman SOI amendment was previously used as a walnut orchard. The parcels are currently in agricultural use and are designated as Agriculture by the County of Fresno General Plan and identified in the County's Exclusive Agriculture (AE-20) zone district. Neighboring land uses consist agricultural land to the north, east, and south of the affected territory. The Kerman city limit is located immediately west of the affected territory.
- The Kerman General Plan Land Use Map designates the affected territory as Open Space (Community Park), and the City has pre-zoned the territory as "O" Open Space consistent with the Kerman General Plan.

**2. The present and probable need for public facilities and services in the area.**

- The City has 40 acres of developed parkland space distributed among ten non-contiguous park sites equating to approximately 2.5 acres per 1,000 residents. The City needs a total of 22 acres of developed parkland to meet its General Plan goal based on existing parks and current population estimates.
- The proposed ECP project will provide an additional 16 acres of park space and will bring the parkland to resident ratio to 3.5 acres per 1,000 residents.
- Implementation of the City's General Plan by year 2040 would increase the Kerman's population to approximately 20,470 residents. At that level, the City will require an additional 42 acres of developed parkland to maintain the General Plan goal.
- The Kerman General Plan designates 103 acres (existing and planned) for future park space that will, at build out, create a ratio of five acres per 1,000 residents by 2040.

**3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.**

- The City informed LAFCo that existing park facilities, Department personnel, and recreational programs are at adequate levels to serve the City. The City has policies that support the ongoing commitment to secure adequate funding resources to maintain appropriate service levels for Kerman's parks and recreation programs.



4. **The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.**
  - The ECP will be proximate to primarily lower income neighborhoods in the older part of the City.
5. **For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.**
  - There are no disadvantaged unincorporated communities proximate with the proposed Kerman SOI amendment that meet the DUC definition as defined by Fresno LAFCo's Policy 106 and CKH.

## **Recommendations**

In consideration of information gathered and evaluated in this MSR addendum, it is recommended the Commission:

1. Receive this report and any public testimony regarding the proposed Municipal Service Review addendum and proposed Kerman SOI amendment.
2. Find that the Municipal Service Review Addendum is exempt from the California Environmental Quality Act pursuant to CEQA Guidelines section 15306 (Information Collection).
3. Approve the recommended Municipal Service Review addendum determinations, together with any changes deemed appropriate.
4. Approve the recommended sphere of influence amendment determination addendum, together with any changes deemed appropriate.
5. Find that City of Kerman, acting as Lead Agency under California Environmental Quality Act ("CEQA"), prepared an initial study and a Negative Declaration ("ND") for the Eastside Community Park (SCH No. 2019080200) pursuant to Public Resources Code Section 21092 and CEQA Guidelines Section 15070.
6. Find that as a Responsible Agency pursuant to CEQA Guidelines, LAFCo considered the initial study and certified ND prepared by the City of Kerman, Lead Agency, for the Eastside Community Park (SCH No. 2019080200) for its review and update of the Kerman SOI.
7. Determine that the Kerman SOI amendment is consistent with the Kerman General Plan.
8. Amend the Kerman SOI to include the 17.17-acre site planned to accommodate the Eastside Community Park site as depicted in Figure 2 of this addendum.
9. Recommend that the City of Kerman consider a comprehensive SOI update application to LAFCo based on the updated Kerman General Plan.