



STAFF REPORT

MEETING DATE: March 23, 2025

PRESENTER: Jerry Jones, Community Development Director

SUBJECT: General Plan and Housing Element 2025 Annual Progress Report

RECOMMENDATION: Planning Commission by motion adopt a resolution recommending that the City Council review and accept the General Plan and Housing Element 2025 Annual Progress Report and authorize Staff to submit said report to the Governor's Office of Land Use and Climate Innovation and the California Department of Housing and Community Development.

EXECUTIVE SUMMARY:

Staff has completed the Annual Progress Report (APR) for the General Plan and Housing Element for the calendar year 2025. Pursuant to Government Code Section 65400, local planning agencies are required to provide an APR to the Governor's Office of Land Use and Climate Innovation (LCI) and the California Department of Housing and Community Development (HCD) by April 1st of each year on the implementation status of the City's General Plan and Housing Element for the prior calendar year.

BACKGROUND:

Upon adoption of a general plan, Government Code Section 65400 requires local agencies to prepare an annual progress report on the implementation of the general plan and the associated housing element for the prior calendar year. The report provides local legislative bodies with information regarding the progress of implementation of the general plan and housing element for their respective jurisdiction, as well as any updates/amendments that may need to be made. The report also informs the public of the progress in meeting the community's goals. In addition, the annual progress report fulfills statutory requirements to report certain housing information, including; the local agency's progress in meeting its share of regional housing needs (i.e., applications, entitlements, building permits, and certificates of occupancy), certain rezoning and general plan amendment activities, actions taken towards completion of Housing Element programs, and local efforts to remove governmental constraints to the development of housing.

The completed report must be provided to the local legislative body, the Governor's Office of Land Use and Climate Innovation (LCI), and the California Department of Housing and Community Development (HCD) by April 1st of each year. City Staff have reviewed the implementation programs included in the City's General Plan and the approved 6th Cycle Housing Element and prepared the APR. The annual progress reporting on the implementation of the Housing Element must be completed using HCD standardized forms. The Housing Element APR is included as Exhibit 1 to Attachment 'A' and is discussed in the

summary below. This Staff Report, along with the Housing Element APR, constitutes the General Plan APR to be submitted.

General Plan

The General Plan serves as the City’s guiding document for decisions concerning a variety of issues including growth, land use, housing, health and safety, and resource conservation. The City adopted its comprehensive 2040 General Plan update on July 8, 2020. The General Plan consists of seven (7) elements:

- 1. Economic Development (ED)
- 2. Land Use (LU)
- 3. Circulation (CIRC)
- 4. Housing (HE)
- 5. Conservation, Open Space, Parks and Recreation (COS)
- 6. Public Health and Safety (PH)
- 7. Public Facilities and Services (PFS)

The City strives to implement all aspects of the General Plan at the earliest opportunity. Each element of the General Plan includes goals, policies, and implementation programs. Table 1 provides status updates for various implementation programs with notable progress in 2025. For status updates on the implementation programs for the Housing Element, refer to “Table D” of Exhibit 1 to Attachment ‘A’. In addition to preparing an annual progress report, the General Plan includes Policy LU-7.1, which requires the City to conduct a thorough review of the General Plan every five years and revise and update it as necessary. The City has commenced this review and update (if necessary), with completion expected in 2026.

Table 1. General Plan Implementation Program Updates		
Element/Program	Description	Status
ED/Program E	Collaboration with Fresno County Economic Development Corporation to Market New Agricultural Technologies	Ongoing; The City has a seat on the Board of Director’s for the Economic Development Corporation, allowing collaboration on new agricultural technologies that may be well suited for Kerman.
LU/Program B	Redevelopment of Nonconforming Uses	Completed; Through funding from a Local Early Action Planning (LEAP) grant, the City completed a Mixed-use Program that provides site plan concepts for development of the existing underutilized properties at the southwest corner of Whitesbridge and Vineland.

LU/Program F	Streetscape Improvements	The City completed the Downtown Corridor Revitalization Project, Phase I, in 2025. The project made streetscape improvements along Madera Avenue. The project was partially funded by a Clean CA grant from Caltrans.
LU/Program G	Dark Skies Ordinance	The City has tasked Precision Civil Engineering with research and development of an ordinance. The ordinance is expected to be completed in 2026.
LU/Program H	Agricultural Mitigation Program	The City has tasked Precision Civil Engineering with research and development of a program, including public outreach. The program is expected to be completed in 2026.
PFS/Program A	Water, Sewer, and Storm Drainage Master Plans	Ongoing; The City continued work on the update of the water, sewer, and storm drainage master plans.

In addition to reporting on the progress of implementation programs of the General Plan, LCI guidance requires the City to report on any planning activities initiated, general plan amendments, and major development applications processed during the reporting period. For progress of planning activities refer to Table 1 for status updates. The following are general plan amendments and/or major development applications processed during the reporting period:

1. General Plan Amendment 2023-01; Whispering Falls Project; Approved and Annexed
The City Council approved the entitlements for the Whispering Falls Project on September 25, 2024. Fresno Local Agency Formation Commission (LAFCo) approved the annexation on April 9, 2025. The final map, subdivision agreement, and associated documents were approved by City Council on August 13, 2025.
2. Crown-Schaad Residential Development; Approved and Annexed
The City Council approved the entitlements for the Crown-Schaad Residential Development on September 25, 2024. Fresno Local Agency Formation Commission (LAFCo) approved the annexation on April 9, 2025. The final map, subdivision agreement, and associated documents were approved by City Council on August 27, 2025.

3. General Plan Amendment 2023-02; The Orchards at Gill Estates; Approved
The City Council approved The Orchards at Gill Estates on November 12, 2025. The Project approvals included General Plan Amendment 2023-02, Environmental 2023-04, Rezone 2023-03, Tentative Parcel Map 2024-01, Tentative Subdivision Map 2023-03, and Annexation 2023-03. The Project consists of the annexation of approximately 40 acres to the City, pre-zoning of 30.39 acres to the SD-R-3.5 (Smart Development Combining District – Residential – minimum 3,500 square feet) zone district and 8.74 acres to the Mixed Use zone district, and subdivision of approximately 28.35 acres into 172 single-family residential lots, one (1) lot (8.74 acres) reserved for mixed use development in the future, and a 2.04 acre remainder to accommodate an existing single-family residence. The amendment to the General Plan consisted of the change of 9.64 acres of General Commercial land use to 0.9 acres of Medium Density Residential and 8.74 acres of Mixed Use.
4. General Plan Amendment 2023-03; Del Norte Estates; Approved and Annexed
The City Council approved the Del Norte Estates on February 26, 2025. The Project approvals included General Plan Amendment 2023-03, Environmental 2023-08, Rezone 2023-04, Tentative Subdivision Map 2023-04, and Annexation 2023-04. The Project consists of the annexation of 72.29 acres to the City, pre-zoning of 38.88 acres to the SD-R-5.0 (Smart Development Combining District – Residential – minimum 5,000 square feet) zone district, 10.96 acres to the R-2 (Multi-Unit Residential) zone district, and 18.95 acres to the General Commercial zone district, and subdivision of approximately 48 acres into 200 single-family residential lots, one (1) 3.64 acre multi-family residential lot which will allow for 72 to 87 multi-family units in the future, and four (4) commercial lots totaling approximately 5 acres reserved for future development. The amendment to the General Plan consisted of the change of the land use designations of approximately 48 acres to increase MDR – Medium Density Residential and the addition of HDR – High-Density Residential, with a corresponding reduction in land designated GC – General Commercial. Fresno Local Agency Formation Commission (LAFCo) approved the annexation on May 14, 2025.
5. General Plan Amendment 2025-01; Harvest Estates Residential Project; In Progress
The City accepted a complete application for the Harvest Estates Residential Project on June 11, 2025. The Project application includes General Plan Amendment 2025-01, Environmental 2025-02, Rezone 2025-01, Tentative Subdivision Map 2025-01, and Annexation 2025-01. The Project proposes the annexation of 88.89 acres to the City, pre-zoning of approximately 57 acres to the SD-R-3.5 (Smart Development Combining District – Residential – minimum 3,500 square feet) zone district and 31 acres to the General Commercial zone district, and subdivision of approximately 54.2 acres into 183 single-family residential lots and one (1) 21 acre remainder for future commercial development. The proposed amendment to the General Plan consists of the change of the land use designations of approximately 54.2 acres to increase MDR – Medium Density Residential (approximately 29 acres to 31 acres) with a corresponding reduction in land designated GC – General Commercial (approximately 24 acres to 21 acres). Planning Commission has made a recommendation to City Council to approve this Project as of the date of this report.

In total, the above residential development projects will result in 836 single-family residential units and up to 141 multi-family residential units (not including the possible yield from the mixed-use parcel proposed as part of The Orchards at Gill Estates). The City also continues to receive inquiries regarding residential development on other properties and anticipates the submittal of new development applications in 2026.

Housing Element

State Housing Element Law (Government Code Section 65580, et seq.) mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The City's current Housing Element (6th Cycle), incorporated as part of the Fresno County Multi-Jurisdictional Housing Element, was adopted on June 12, 2024. The City's 6th Cycle Housing Element is a comprehensive policy document that forms a crucial part of the City's General Plan. Covering the planning period from December 31, 2023, to December 31, 2031, this Housing Element aims to address current and projected housing needs, identify suitable locations for housing development, and establish goals, policies, and programs to meet the community's housing requirements.

As part of the development of housing elements for all jurisdictions, a Regional Housing Needs Assessment (RHNA) must be prepared. The RHNA establishes exactly how many new homes, and at what affordability levels, a jurisdiction is required to plan for within an eight-year planning cycle to address regional and State housing needs. Through the RHNA allocation, each jurisdiction is assigned its "fair share" of housing production at specified affordability levels. Fair share ensures that each city or county plans for its proportionate share of the regional housing needs, including affordable housing for various income levels. As the planning body for the Fresno County region, the Fresno Council of Governments prepared the 6th Cycle RHNA which provides the housing allocation for each jurisdiction within the region.

The City's Housing Element RHNA allocation for the 6th Cycle planning period, which spans 2023 to 2031, is 1,063 units. The City's RHNA allocation and progress are shown in Table 2 below, which is a summary of "Table B" of the APR provided as Exhibit 1 to Attachment 'A'. As identified in the table, 49 new above moderate-income housing units were issued building permits in 2025. The City remains 959 units short, as of year two of the eight-year planning period. Progress toward achieving the mandated RHNA allocation is a key component of the annual Housing Element APR submitted to HCD.

Table 2. RHNA Allocation and Progress Summary					
Income Level	RHNA Allocation	2024 Units	2025 Units	Units to Date	Remaining RHNA
Very Low	285	-	-	-	285
Low	134	-	-	-	134
Moderate	168	-	-	-	167
Above Moderate	476	55	49	104	372
Total	1,063	55	49	104	959

The complete HCD standardized APR represents the City’s activity for the calendar year of 2025 and is provided as Exhibit 1 to Attachment ‘A’. Some things to consider that may have directly or indirectly impacted the City’s ability to attain or meet the Housing Element’s goals and policies:

- Competitive homebuyers and rental markets
- Higher interest rates
- Higher construction costs

The City’s Housing Element includes thirty two (32) implementation programs intended to further the development of housing, specifically affordable housing. As part of the Housing Element APR, the City must report on the status of implementation of each program. “Table D” of the Housing Element APR provides a list of the programs, their objectives, timeframes for implementation, status updates, and quantified outcomes. Table 3 below provides a list of programs with notable implementation progress made in 2025.

Table 3. Housing Element Implementation Program Updates		
Program	Objective	Status
Program 1: Regional Collaboration on Housing Opportunities	Participate in the countywide Housing Element Technical Committee (HETC) to collaborate on housing program implementation and regional issues.	Staff attended the HETC meeting on September 16, 2025. Sub-committees were established for fair housing, resource book development, and grants/gaps.
Program 4: Annexation and Provision of Adequate Sites	Annex at least 40 acres of vacant county land, of which 35 acres will have a General Plan designation of MDR and 5 acres will have a General Plan designation of HDR. Annex 9.6 acres of vacant county land for single-family homes consistent with the General Plan designation of MDR.	City Council approved Resolution No. 24-77 (Initiating annexation of 64.76 acres with 5 acres designated HDR and the balance designated MDR). The City Council approved Resolution No. 24-78 (Initiating annexation of 9.69 acres designated MDR). LAFCo approved the annexations on April 9, 2025.

<p>Program 7: Affordable Housing Incentives</p>	<p>Seek partnerships with agencies (such as Fresno Housing) to discuss and pursue viable opportunities for providing affordable housing.</p> <p>Promote Density Bonuses, provide incentives, and streamlined processing to promote affordable housing.</p> <p>Streamline the environmental review process.</p>	<p>In December 2025, the City met with Fresno Housing to discuss their proposal for a 64-unit affordable housing development to be located on property zoned for general commercial that has been vacant for many years. The Housing Authority is proposing to streamline the development under the provisions of AB 2011 and applicable CEQA exemptions. Reduced parking incentives under KMC Chapter 17.42 will be utilized. Continued coordination and submittal of a formal development application has occurred as of the date of this APR.</p>
<p>Program 12: Promote and Facilitate Accessory Units</p>	<p>Provide pre-approved ADU plans at varying square footages.</p> <p>Provide informational materials on the City's website and at the public counter.</p>	<p>Permits were issued for two (2) ADUs utilizing the City's pre-approved ADU plans in 2025. Plan updates to be compliant with the new 2025 CBC were initiated. Updates to the City's ADU Guide and Ordinance were also initiated.</p>
<p>Program 28: Energy Conservation</p>	<p>Expedite review and approval of alternative energy devices (e.g. solar panels).</p>	<p>The City has implemented the SolarApp+ online solar permitting platform in compliance with SB 379. The platform streamlines permitting by processing approvals online, with no City plan check required. The City has typical permit turnaround times of 1-2 days. There were a total of 19 permits issued using the platform from the time it went live in mid-2025.</p>

<p>Program 31: Improve Access to Resources</p>	<p>The City will target implementation of at least one improvement per year, as funding allows, prioritizing projects in the moderate-resource areas on the east and southeast side of the City including, but not limited to:</p> <ul style="list-style-type: none"> - Eastside Community Park - Vineland Avenue Street Rehabilitation 	<p>Construction continues on Eastside Community Park (Hart Ranch Park).</p> <p>The City also completed the Goldenrod Avenue Rehabilitation Project, from the UPRR to Kearney Boulevard in 2025.</p>
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Environmental Review

The APR has been determined to be categorically exempt under the California Environmental Quality Act (CEQA) guidelines, Section 15306 (Information Collection) as it consists of basic data collection that does not result in a serious or major disturbance to an environmental resource. The APR is strictly for information-gathering purposes as required by Government Code Section 65400. Furthermore, none of the exceptions set forth in CEQA Guidelines Section 15300.2 apply to this Project.

Conclusion

The APR for the General Plan and Housing Element describes the progress of the City’s ongoing efforts to implement and assess identified goals, policies, and objectives in the General Plan and Housing Element. Demonstration of ongoing compliance with State-required reporting ensures that the City maintains eligibility and competitiveness for ongoing grant funding opportunities that may help to implement these goals and policies. City staff will continue its proactive efforts to assist property owners, developers, community groups, and residents in achieving project approvals and streamlining building permit issuance.

FISCAL IMPACT:

None

ATTACHMENTS:

- A. Resolution w/Exhibit