



PLANNING AND ZONING COMMISSION
FINDINGS OF FACT, CONCLUSIONS OF LAW AND ORDER

In the matter of the application of:
Jackman – RZ2025-0001

The Canyon County Planning and Zoning Commission considers the following:

- 1) Conditional Rezone of approximately 2.85 acres from the “A” (Agricultural) zone to the “CR-M-1” (Conditional Rezone –Light Industrial) zone.
- 2) The request includes a development agreement restricting the development to the following uses: manufacturing, assembling, fabricating, processing, packing, repairing, storage uses, a personal service shop, and a staging area. The applicant has also proposed restricting the hours of operation from 8:00 a.m. to 5:00 p.m. and constructing a site-obscuring fence along the northern boundary of the property to obscure the business operations on site.

[Case RZ2025-0001: Address 11583 Orchard Ave, Nampa, ID 83651 (Parcel R31482), a portion of the Northeast Quarter of the Northwest Quarter in Section 19, T3N, R2W, BM, Canyon County, Idaho]

Summary of the Record
1. The record is comprised of the following:
A. The record includes all testimony, the staff report, exhibits, and documents in Case File RZ2025-0001.
1. All exhibits can be found in the case staff report dated June 4, 2026.
Applicable Law
1. The following laws and ordinances apply to this decision: Canyon County Code of Ordinances (CCCO) §01-17 (Land Use/Land Division Hearing Procedures), CCCO §07-05 (Notice, Hearing and Appeal Procedures), CCCO §07-06-01 (Initiation of Proceedings), CCCO §07-06-07 (Conditional Rezones), CCCO §07-10-27 (Land Use Regulations (Matrix)), Idaho Code §67-6511 (Zoning Map Amendments and Procedures), CCCO §09-11-03(2) (Area of City Impact Agreement), and §67-6519 (Application Granting Process).
a. Notice of the public hearing was provided per CCCO §07-05-01 and Idaho Code §67-6509.
b. The presiding party may establish conditions, stipulations, restrictions, or limitations which restrict and limit the use of the rezoned property to less than the full use allowed under the requested zone, and which impose specific property improvement and maintenance requirements upon the requested land use. Such conditions, stipulations, restrictions, or limitations may be imposed to promote the public health, safety, and welfare, or to reduce any potential damage, hazard, nuisance, or other detriment to persons or property in the vicinity to make the land use more compatible with neighboring land uses. <i>See CCCO §07-06-07(1).</i>
c. All conditional rezones for land use shall commence within two (2) years of the approval of the board. If the conditional rezone has not commenced within the stated time requirement, the application for a conditional rezone shall lapse and become void. <i>See CCCO §07-05-01</i>

2.	The commission has the authority to exercise powers granted to it by the Idaho Local Land Use and Planning Act (“LLUPA”) and can establish its own ordinances regarding land use, including subdivision permits. <i>See</i> I.C. §67-6504, §67-6511.
3.	The commission shall have those powers and perform those duties assigned by the board that are provided for in the local land use planning act, Idaho Code, title 67, chapter 65, and county ordinances. CCCO §07-03-01, 07-06-05.
4.	The burden of persuasion is upon the applicant to prove that all criteria are satisfied. CCCO §07-05-03.
5.	Idaho Code §67-6535(2) requires the following: The approval or denial of any application required or authorized pursuant to this chapter shall be in writing and accompanied by a reasoned statement that explains the criteria and standards considered relevant, states the relevant contested facts relied upon, and explains the rationale for the decision based on the applicable provisions of the comprehensive plan, relevant ordinance and statutory provisions, pertinent constitutional principles and factual information contained in the record. The County’s hearing procedures adopted per Idaho Code §67-6534 require that final decisions be in the form of written findings, conclusions, and orders. CCCO 07-05-03(1)(I).

The application, RZ2025-0001, was presented at a public hearing before the Canyon County Planning and Zoning Commission on June 4, 2026. Having considered all the written and documentary evidence, the record, the staff report, oral testimony, and other evidence provided, including the conditions of approval and project plans, the Planning and Zoning Commission decides as follows:

Table 1. Conditional Rezone Standards of Evaluation

Standards of Evaluation – CCCO §07-06-07(6)A: The presiding party shall review the particular facts and circumstances of the proposed conditional rezone. The presiding party shall apply the following standards when evaluating the proposed conditional rezone:		
County Ordinance and Review		
Criteria Met?	Code Section	Criteria
No	1	Is the proposed conditional rezone generally consistent with the comprehensive plan?
Analysis		The proposed conditional rezone change is <u>not</u> generally consistent with the Comprehensive Plan.
		The Future Land Use Plan in the 2030 Canyon County Comprehensive Plan designates the parcel as “agriculture” (Staff Report Exhibit B2.10). “The agricultural designation is the base designation throughout the County. It contains areas of productive irrigated croplands, grazing lands, feedlots, dairies, seed production, and ground of lesser agricultural value” (Page 25, 2030 Comprehensive Plan). The 2030 Canyon County Comprehensive Plan does not promote industrial growth in the area. There is a commercial future land use designation 0.50 miles to the east along Middleton Road (this area has largely not been rezoned to commercial), but no industrial uses are located nearby to demonstrate this area is trending to contain industrial uses.
		City of Nampa’s limits are touching on the northern boundary. City of Nampa’s comment letter states the property is in the “Medium Density Residential” land use designation in Nampa’s 2040 Comprehensive Plan Future Land Use Map and “...the current land use of a staging area and commercial vehicle parking on the property on the Property is incompatible with the ‘Medium Density Residential Land Use’ designation” (Staff Report Exhibit D2). Due to the incompatibilities with Nampa’s Future Land Use designation, the City opposes this application (Staff Report Exhibit D2).
		The conditional rezone request is also not in general conformance with the following policies and goals contained within the 2030 Canyon County Comprehensive Plan: • Population G2.02.00: “Promote housing, business, and service types needed to meet the demand of the future and existing population.” ○ The Traffic Analysis Zone (TAZ) does not forecast this as a significant growth area for jobs between 2025 and 2050 (it shows an increase of 3 jobs by 2050) (Staff Report Exhibit

	B2.9). The TAZ is used by COMPASS (Community Planning Association) as a tool to plan funding for future transportation needs. • <u>Economic Development G3.05.00:</u> “Support a diverse economy in Canyon County and recognize that residential, commercial, and industrial uses are necessary components of overall economic stability.” ○ The County identifies the area for agriculture and the City of Nampa calls for residential growth, not industrial growth (Staff Report Exhibits B2.10 and B2.11). • <u>Land Use & Community Design P4.03.01:</u> Designate areas that may be appropriate for industrial, commercial, and residential land uses while protecting and conserving farmland and natural resources. ○ The County identifies the area for agriculture and the City of Nampa calls for residential growth, not industrial growth (Staff Report Exhibits B2.10 and B2.11). • <u>Land Use & Community Design P4.03.02:</u> Encourage the development of individual parcels and subdivisions that do not fragment existing land use patterns. ○ The County identifies the area for agriculture and the City of Nampa calls for residential growth, not industrial growth (Staff Report Exhibits B2.10 and B2.11).																		
Criteria Met?	2	When considering the surrounding land uses, is the proposed conditional rezone more appropriate than the current zoning designation?																	
No																			
Analysis	In consideration of the surrounding land uses, the proposed conditional zone change to Light Industrial (M-1) is not more appropriate than the current zoning designation of Agricultural (A). The predominate land uses in the vicinity of the subject property consistent of residential and agricultural uses. Residential properties of varying lot sizes are found to the northeast, west, east, and southeast. The lot sizes vary in this area due to the high-density subdivisions located within city limits mainly found to the north, east, and southeast and the larger county subdivisions found to the west. There are also properties found in agricultural production to the north, northwest, northeast and immediately to the south. (Staff Report Exhibits B2.1, B2.3, and B2.6). There is a coffee shop located 0.5 miles to the east along N Middleton Road, but there are no other approved commercial or industrial uses in the vicinity that are similar to the applicant’s request. The City of Nampa’s are touching on the north boundary of the subject property and city limits are also found to the north, east, and south. Many of these annexed properties have either been developed into high-density residential subdivisions or are currently in the platting process with the City of Nampa. The number of lots in each subdivision in platting is between 10-421 lots, which will further trend the character of the area towards being residential (Staff Report Exhibit B2.6) Pursuant to CCCO §07-10-25 (5), the purpose of the M-1 (Light Industrial) Zone is to provide for and encourage the grouping together of light industrial uses capable of being operated under such standards as to location and appearance of buildings and the treatment of the land about them so that they will be unobtrusive and not detrimental to surrounding commercial or residential uses. Due to the residential uses currently planned and located within this area, the land use patterns do not support industrial uses in this area at this time. Existing Conditions Within 1-Mile of the Subject Property (Staff Report Exhibits B2.1 and B2.3): <table><tr><th>Direction</th><th>Existing Use</th><th>Primary Zone</th><th>Other Zone</th></tr><tr><td>N, NE, NW</td><td>Agricultural and Residential Uses</td><td>City of Nampa Limits and A</td><td>R-1</td></tr><tr><td>S, SE, and SW</td><td>Agricultural, Residential Uses</td><td>A</td><td>R-1</td></tr><tr><td>E</td><td>Residential Uses with some scattered Commercial Uses</td><td></td><td></td></tr></table>			Direction	Existing Use	Primary Zone	Other Zone	N, NE, NW	Agricultural and Residential Uses	City of Nampa Limits and A	R-1	S, SE, and SW	Agricultural, Residential Uses	A	R-1	E	Residential Uses with some scattered Commercial Uses		
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	W	Agricultural and Residential Uses	A	
	"A" (Agricultural), "R-R" (Rural Residential), "R-1" (Single-Family Residential), "C-1" (Neighborhood Commercial), "C-2" (Service Commercial), "M-1" (Light Industrial), "CR" (Conditional Rezone)			
	Surrounding Land Use Cases in the Last 5-Years (Staff Report Exhibit B2.13): 1. RZ2020-0023 and SD2020-0042 – Rezone from A to R-1 and Preliminary Plat for Geneva Estates Subdivision– Denied 2. CU2025-0008 – Staging Area (Mytroga) – Denied 3. CU2023-0005 – Wireless Telecommunications Facility (Wullner) – Denied 4. CU2023-0005-APL – Wireless Telecommunications Facility (Wullner) - Denied			
Criteria Met?	3	Is the proposed conditional rezone compatible with surrounding land uses?		
No				
Analysis	The proposed conditional rezone to M-1 is not compatible with surrounding land uses. Pursuant to Canyon County Ordinance 07-02-03, land uses are compatible if: a) they do not directly or indirectly interfere or conflict with or negatively impact one another and b) they do not exclude or diminish one another's use of public and private services. A compatibility determination requires a site-specific analysis of potential interactions between uses and potential impacts of existing and proposed uses on one another. Ensuring compatibility may require mitigation from or conditions upon a proposed use to minimize interference and conflicts with existing uses. The proposed conditional rezone is not compatible with the surrounding land uses. The area surrounding the property is characterized primarily by residential development and agricultural uses. Within 1-mile of the subject property, there are 65 subdivisions with an average parcel size of 0.35 acres and 8 subdivisions in the platting process with an average lot size of 0.24 acres. Within the 600-foot notification distance, the average parcel size and median parcel size are 26.76 acres and 16.19 acres, respectively. The number of residential lots located in this area and that are planned in the future demonstrate this area is becoming more residential in nature, while the 600-foot notification distance shows the agricultural operations that exist within the area (Staff Report Exhibits B2.1, B2.3, B2.6, and B2.12). Introducing industrial and commercial uses to the area may disrupt the residential quality of life with increased noise and traffic especially with no other zone helping transition between the uses.			
Criteria Met?	4	Will the proposed conditional rezone negatively affect the character of the area? What measures will be implemented to mitigate impacts?		
No				
Analysis	The proposed conditional rezone will negatively affect the character of the area. Any necessary measures to mitigate impacts are detailed below. Character of the Area: The character of the area is primarily residential and agricultural in nature. Residential properties of varying lot sizes are found to the northeast, west, east, and southeast. The lot sizes vary due to both city and county subdivisions located within the area. There are also properties found in agricultural production to the north, northwest, northeast and immediately to the south. The City of Nampa’s limits are touching on the north boundary of the subject property and city limits are also found to the north, east, and south. Many of these annexed properties have either been developed into high-density residential subdivisions or are currently in the platting process with the City of Nampa. There are no other approved industrial uses in the vicinity that are similar to the applicant’s request (Staff Report Exhibits B2.1, B2.3, B2.6, B2.12, and B2.13) The following measures will be implemented to mitigate the impact: The applicant has agreed to enter into a development agreement to place conditions on the development in an effort to potentially mitigate impacts. The applicant is proposing to restrict the uses to manufacturing, assembling, fabricating, processing, packaging, repairing, storage uses, personal service shop, and a staging area (Staff Report Exhibits A2 and A8). The applicant has also agreed to limit the hours of the operation to 8:00 a.m. to 5:00 p.m. and has proposed a site-obscuring fence or a landscaping buffer along the northern boundary of the property to obscure the business operations on site (Staff Report Exhibits A3 A8.1, A8.1a, and A8.1b). Although the applicant’s conditions aid in mitigating the effects to the character of the area, the			

	Planning and Zoning Commission still has compatibility concerns due to the nearby residential uses and the area trending to contain more residential uses, particularly with the manufacturing occurring on site.	
Criteria Met?	5	Will adequate facilities and services including sewer, water, drainage, irrigation and utilities be provided to accommodate proposed conditional rezone?
Yes		
Analysis	The project will have adequate sewer, water, drainage, irrigation, and utilities to accommodate the proposed conditional rezone based on the analysis contained herein. Sewer: Per the applicant's land use worksheet, (an) individual septic system(s) are proposed for the development (Staff Report Exhibit A3). Per Southwest District Health's (SWDH), comment letter, "This project does not require a Nutrient Pathogen Study if wastewater flows do not meet or exceed 600 gallons per day which will be based on the wastewater estimates outlined in the letter of intended use." SWDH also found that based on the outlined proposal, the applicant may need to apply for a septic system to expand the existing septic system or install a new one as currently there are no records for the sizing of the existing septic system to determine whether it can accommodate wastewater flows from the shop. Overall, SWDH does not have any concerns with rezoning the property, as long as the applicant meets all of SWDH's requirements (Staff Report Exhibits D3 and D3.1). Water: Per the applicant's land use worksheet, water is proposed to be provided via (a) domestic well(s) (Staff Report Exhibit A3). Individual wells are anticipated to adequately provide services for the potential development. Future development shall comply with IDWR standards at the time of building permit submittal. Drainage: Per correspondence with the applicant, stormwater drainage is naturally retained on site (Staff Report Exhibit A8). Irrigation: Per the applicant's land use worksheet, there is surface irrigation water available to the property (Staff Report Exhibit A3). The applicant reached out to Pioneer Irrigation District on May 6, 2026 to confirm there is an active water right associated with the property (Staff Report Exhibit A9). Utility: Utility agencies, including Idaho Power, Intermountain Gas, CenturyLink, and Ziply, were notified of the application on March 9, 2026 and April 30, 2026. No agency comments were provided by those services at the time the staff report was written. It is anticipated that the applicant will be able to work with utility providers to gain any utilities needed.	
Criteria Met?	6	Does the proposed conditional rezone require public street improvements in order to provide adequate access to and from the subject property to minimize undue interference with existing or future traffic patterns? What measures have been taken to mitigate traffic impacts?
Yes		
Analysis	The proposed conditional rezone does not require public street improvements to provide adequate access to and from the subject property to minimize undue interference with existing and/or future traffic patterns created by the proposed development at this time. Nampa Highway District No. 1 is not requiring public street improvements at this time and does not have any concerns over traffic patterns (Staff Report Exhibit D1). Idaho Transportation Department does not have any comments or concerns currently as the application does not meet the thresholds for a Traffic Impact Study nor does it pose any safety concerns (Staff Report Exhibits D5).	
Criteria Met?	7	Does legal access to the subject property for the conditional rezone exist or will it exist at time of development?
Yes		
Analysis	The subject property does have legal access for the conditional rezone via Orchard Avenue.	

	Per Nampa Highway District No. 1, the applicant’s “...only access they have to their property is the one at the eastern property boundary. The one at the west end is a ditch maintenance road for the irrigation district. It is not for use as their property access” (Staff Report Exhibit D1). The property’s access point will be required to have paved apron installed per Standard Drawing ACCHD-0106 due to the business operations on site (Staff Report Exhibits D1 and D1.1).	
Criteria Met?	8	Will the proposed conditional rezone amendment impact essential public services and facilities, such as schools, police, fire and emergency medical services? What measures will be implemented to mitigate impacts?
Yes		
Analysis	The proposed use is not anticipated to impact essential public services and facilities, including, but not limited to, schools, police, fire, and emergency medical services. Any necessary measures to mitigate impacts are detailed below. Schools: The subject property is serviced by Nampa School District #139. It is not anticipated that any impacts or accommodations will be needed for this request. Agency comments were sent out on March 9, 2026 and April 30, 2026, and no comments were received by the school district. Police: The subject property is under the jurisdiction of the Canyon County Sheriff’s Office. The Canyon County Sheriff’s Office is required to provide services to the parcel. Overall, the use is not anticipated to be significant enough to cause a negative impact or require additional public funding. Agency comments were sent out March 9, 2026 and April 30, 2026, and no comments were received by the Sheriff’s Office. Fire Protection: The subject property is under the jurisdiction of Nampa Fire Protection District (NFPD). The initial comment letter from Nampa Fire stated the fire district does not oppose the application and does not have any additional comments on the property (Staff Report Exhibit D6). On May 20, 2026, NFPD sent another comment letter which stated the fire district “...does not approve of this rezone as requested as... [NFPD] does not know what the business occupancy is classified as and therefore cannot properly perform a plan review analysis to ensure proper life safety review” (Staff Report Exhibit D6.1). On May 21, 2026, NFPD performed a site visit on the subject property and found that they did not have opposition to the request rezoning application as submitted after observation of the business operations (Staff Report Exhibit D6.2). Emergency Medical Services: Canyon County Ambulance District sent estimated response times on April 24, 2026 for three (3) nearby stations: Station M43 is located approximately 4.42 minutes away, Station M45 is located approximately 5.29 minutes away, and Station M42 is located approximately 8.99 minutes away (Staff Report Exhibit D9).	

Table 2. Area of City Impact

CCCO 09-11-03(2): Purpose: The purpose of these provisions is to promote the public health, safety, general welfare, peace, good order, comfort, and convenience of Canyon County and the inhabitants thereof by establishing regulations for the Nampa area of city impact, and further, to: A. Facilitate Legal Duties or Parties: To facilitate the legal duties, responsibilities, and authority of Canyon County, Idaho, and the city of Nampa, Idaho, as is prescribed and provided by the Idaho legislature regarding impact areas; and B. Processing of Land Use and Land Division Applications: To provide steps and procedures required for processing zoning applications, comprehensive plan and zoning amendments, and subdivision plats and land division within the Nampa area of city impact in accordance with Idaho Code section 67-6526; and C. Economical and Compatible Infrastructure: To identify an urban fringe in the unincorporated area surrounding the city, within which there is potential for development or changes in land use that must be planned, designed and constructed in an orderly manner compatible with the city of Nampa for the city of Nampa to assure timely and/or economical provision of public services, such as: water supply, sewage and storm water collection and treatment, public safety services, airport, parks, and other community service facilities.

D. Compatible Land Use and Roads: To promote land use compatibility, maintain consistent and continuous street alignment, and support traffic flow objectives.

County Ordinance and Review

Criteria Met?	Code Section	Criteria
Yes	09-11-25	APPLICATION PROCEDURES: The following procedures shall be adhered to in processing applications within the Nampa area of city impact: (1) Land Use Applications: All land use applications submitted to Canyon County, including, but not limited to, rezones, conditional rezones, conditional use permits, variances, and land divisions requiring notification of a public hearing, shall be referred to the city of Nampa in the manner as provided for in subsection 09-11-17(3) of this article. <i>09-11-17(3): All proposals...shall be referred to the city of Nampa's planning and community development director at least thirty (30) calendar days prior to the first county public hearing on the matter, and the city of Nampa may make a recommendation before or at said public hearing. After the city receives its initial thirty (30) days' notice, any further notice of proposed changes to the proposal will be provided to the city of Nampa at least seven (7) days prior to the public hearing. If a recommendation is received by the county from the city of Nampa, it shall be given consideration by the county, provided it is factually supported, but such recommendation shall not be binding on the county. If no recommendation is received, Canyon County may proceed without the recommendation of the City of Nampa.</i>
Analysis		Area of City Impact: City of Nampa's limits are touching on the northern boundary. City of Nampa's comment letter states the property is in the "Medium Density Residential" land use designation in Nampa's 2040 Comprehensive Plan Future Land Use Map and "...the current land use of a staging area and commercial vehicle parking on the property on the Property is incompatible with the 'Medium Density Residential Land Use' designation" (Staff Report Exhibit D2). Due to the incompatibilities with Nampa's Future Land Use designation, they oppose this application at this time (Staff Report Exhibit D2).

Order

Based upon the Findings of Fact, Conclusions of Law and Order contained herein, the Planning and Zoning Commission recommends **denial** of Case #RZ2025-0001, a conditional rezone of 2.85 acres (Parcel R31482) from the Agricultural Zone to the Conditional Rezone-Light Industrial Zone.

For denial:

Pursuant to Idaho Code Section 67-6519, the following actions may be taken to obtain approval:

1. The applicant may consider waiting until the area development trends and Comprehensive Plan support industrial development of the property.

DATED this 4TH day of June, 2026.

**PLANNING AND ZONING COMMISSION
CANYON COUNTY, IDAHO**


Robert Sturgill, Chairman

State of Idaho)

SS

County of Canyon County)

On this 4th day of June, in the year 2026, before me CAITLIN ROSS, a notary public, personally appeared Robert Sturgill, personally known to me to be the person whose name is subscribed to the within instrument, and acknowledged to me that he (she) executed the same.



Notary: Caitlin Ross

My Commission Expires: 5/7/2031