



BOARD OF COUNTY COMMISSIONERS
FINDINGS OF FACT, CONCLUSION OF LAW AND ORDER

In the matter of the application of:

City of City of Nampa
Area of Impact Boundary
OR2025-0011

Record and Procedural History

- A. City of Nampa submitted a boundary confirmation request and supporting documents and maps on August 15, 2025. Marked as Exhibits A.1 and A.2 to the staff report.
- B. Notice of the public hearing provided to City of Nampa on August 19, 2025. Newspaper notice published on August 27, 2025, and September 30, 2025, in the Idaho Press.
- C. The staff report, exhibits, and public comments dated October 16, 2025, and including Exhibits A through D in the record.
- D. A public hearing was held before the Board of County Commissioners on November 5, 2025. Testimony was offered at the public hearing from City of Nampa officials and members of the public.
- E. On November 5, 2025, the Board also held a public hearing from City of Star. Nampa and Star each requested that their impact areas include the same area near the cities' borders.
- F. The Nampa public hearing was continued to November 19, 2025, to permit City of Nampa to respond to questions from the Board. Star's hearing was continued to the same time.
- G. Exhibits E.1 through E.2 submitted by the City of Nampa on November 18, 2025, in response to the Board's request for additional information from the City of Nampa.
- H. The continued public hearing was held before the Board on November 19, 2025.
- I. The Nampa and Star hearings were consolidated on November 19, 2025, for the purpose of allowing each city to address the overlap area.
- J. On November 19, 2025, the Board moved to adopt the boundary map labeled as Exhibit E.3 in the staff report and to amend Chapter 9, Article 11, Areas of City Impact, City, of the Canyon County Code of Ordinance to adopt the map into the County ordinances.
- K. Final Boundary map attached hereto as Attachment A: "Nampa Area of Impact Boundary Map" dated November 19, 2025.

Area of Impact Hearing Criteria

The City of Nampa requested that the Board of Canyon County Commissioners confirm its existing area of impact boundary. The request, OR2025-0011, was presented at public hearings before the Canyon County Board of County Commissioners on November 5, 2025. A continued public hearing was held on November 19, 2025, to permit the Nampa to respond to inquiries made by the Board. The City of Star's public hearing was held concurrently with Nampa's on November 19, 2025, to allow each city to address the overlap in their requests.

Having considered the evidence presented in the public hearings, including the staff report, City of Nampa submitted materials, written public comments described in the Record and Procedural History and the testimony offered at the public hearings, the Board finds as follows:

Areas of Impact Criteria
HEARING CRITERIA (Idaho Code §67-6526(3) - Modification or confirmation of area of impact boundaries: Any modifications to or confirmation of an area of impact boundary must be adopted by an ordinance approved by the board of county commissioners of the applicable county, following the notice and hearing procedures provided in section 67-6509, Idaho Code, and in accordance with the requirements for defining an area of impact as <u>set forth in subsection (4) of this section</u>. In addition, the legislature provided other limitations on the Board’s authority to adopt an area of impact boundary. Of those most relevant to the decision before the Board are 1) areas of impact shall not overlap and 2) areas of impact shall not exceed the areas that are very likely to be annexed to the city within the next five (5) years. We will first address the proposed overlap area with the City of Star before addressing the other portions on the City of Nampa’s request.
Nampa/Star overlap area
Idaho. § 67-6526 (3)(b) provides: “If the cities with impact area boundaries that abut or are proposed to abut each other reach agreement on the proposed boundaries or adjustments thereto, the requested boundaries or adjustments shall be collectively submitted by the cities to the county for consideration in accordance with paragraph (a) of this subsection. If the cities cannot reach agreement, then any or all of the cities involved may submit their requests to the board of county commissioners for consideration pursuant to paragraph (a) of this subsection. In either case, the county shall conduct at least one (1) consolidated public hearing where it considers all such requests together.” Idaho Code § 67-6526 (4)(d) “Areas of impact shall not overlap.” Both Nampa and Star submitted their overlap area boundary requests as part of their overall confirmation or modification of their area of impact boundary proposals. It's clear from the testimony of city officials that an agreement on the area would not be reached between the cities. The Board is then tasked with determining where the boundary between the cities will end by considering the Idaho Code §67-6526(4) factors and whether each city is very likely to be annexed to the city within the next five (5) years. Those criteria are: (i) Anticipated commercial and residential growth; (ii) Geographic factors; (iii) Transportation infrastructure and systems, including connectivity; (iv) Areas where municipal or public sewer and water are expected to be provided within five (5) years; and (v) Other public service district boundaries. We will take these out of order in order to more fully capture both cities’ proposals as they relate to the criteria. <u>Geographic factors and transportation infrastructure and systems, including connectivity</u> The disputed area is bordered by the Boise River to the North; Highway 20-26 to the South; the Ada County line to the East; and to approximately Franklin Road to the West. Star’s city limits would be immediately adjacent to the North of the disputed area but-for the Boise River. Nampa city limits are most immediately to the southwest, but still well below Highway 20-26.

Both cities cite the prospect of a bridge and transportation corridor that would cross the Boise River here. Nampa officials tout their long-range plans for this perspective corridor and leadership and financial role in the development of the corridor and crossing. Star also asserts participation in the planning.

While we can applaud the long-range planning and infrastructure development proposed for this area we are tasked with reviewing these requests through the criteria and restrictions that now limit area of impact boundaries. From the perspective of area of impact boundaries solely, it's unlikely that in 5 years the proposed transportation corridor and Boise River crossing will be completed. For that reason, these proposed transportation improvements are unlikely to result in annexations in the disputed area for either city within the next 5 years.

Without these improvements for the immediate future, Star will likely remain divided from the disputed area by the Boise River and Nampa separated from the disputed area by distance and significant agricultural users.

Areas where municipal or public sewer and water are expected to be provided within five (5) years

For sewer and water services, Star has a sewer lift station and the potable water well near the disputed area across the Ada County but below the Boise River that could support additional development in the area. Nampa currently has municipal water planned for extension north on Franklin to Joplin Road. Sewer is currently located on Linden Road west of Madison Road and is in the process of extending north on Franklin Road and east on Ustick Road. Potentially Star could service the disputed area on the East side while Nampa approaches from the Southwest within 5 years depending on the resources committed. Will the disputed area in its entirety be serviced by either city in the next 5 years? We find no substantial or realistic planning or commitment to that prospect from either city in their proposals.

Anticipated commercial and residential growth

Nampa and Star have similar visions and projections for residential growth, recreation preservation along the Boise River and commercial development along the transportation corridors.

Other public service district boundaries

There's no significant difference from either city in this regard, either city would play a greater role in this area should it be annexed.

Conclusion re: Nampa/Star overlap area

In considering these criteria as a whole we cannot find that either city is very likely to annex this disputed area in the next five years. Again, while the long-range planning along the projected transportation corridors cross the Boise River is laudable, we could not find that any evidence has been presented that this prospect would lead to enact annexation in the area in the next five years. Additionally, both cities have the prospect of extending water and sewer services to the area but these plans are not immediate or substantially developed. It is not feasible for Star to annex in this area because of the Boise River and it's not feasible for Nampa to annex in this area because of the distance and myriad of agricultural users in between the city limits and the area. For these reasons, we will leave the disputed area outside of either cities area of impact boundary. The Board believes this resolution will allow both the City of Nampa and the City of Star to plan into this area for future growth based on the needs of the communities they serve.

Continued Consideration of Nampa's Confirmation Request

Provisions applicable to areas of impact (Idaho Code §67-6526(4))

In defining an initial area of impact or in modifying or confirming an existing area of impact, the criteria set forth in this subsection shall be considered:

67-6526(4)(a)(i) Anticipated commercial and residential growth.

Nampa primarily presented the following growth projections:

- (1) According to the presentation slides, "The City of Nampa is growing in several directions – primarily to the north and southwest. Land ownership indicates that most of the undeveloped land in the impact area is positioned for this type of growth." (Exhibit A4)
- (2) Per Canyon County Comprehensive Plan and COMPASS forecasted growth, Nampa is projected to increase their population to 168,140 residents by 2050 and Nampa is projected to increase their jobs by 31,150 jobs by 2050 (Exhibit B3.1).
- (3) The letter of intent states, "Highway 20/26 is a major commerce corridor between Caldwell and Boise, and commuter highway with the potential for vital commercial and economic development. Highway 16 will be completed in 2027. This corridor with its two off ramps at Franklin Blvd. and Ustick Rd. provides significant economic development opportunities." (Exhibit A1.1)
- (4) According to the Letter of Intent, some pockets of County residential development throughout the current impact area have aging infrastructure that will eventually require access to City utilities. North Nampa and Highway 16 are well-positioned for high density housing adjacent to Ustick Road near services, commercial areas, entertainment and educational facilities. (Exhibit A1.1)

The Board considers the City of Nampa's anticipated residential and commercial growth projections to be viable and a significant consideration for confirmation of a majority of Nampa's area of impact boundary. The Board would point to Southwest (Lake Lowell area), South-east boundary, and Northeast area where large productive agricultural parcels on the far boundaries of Nampa's proposed boundary will inhibit Nampa's projections for annexation.

67-6526(4)(a)(ii) Geographic factors.

- (1) The City of Nampa's area of impact is relatively flat with varying levels of rolling hills, a bluff drops off along the Boise River and fairly rocky terrain along the Southeastern border. (Exhibit B2.6).
- (2) To the Southwest, lies Lake Lowell, just outside of the proposed Area of Impact. The proposed Area of Impact abuts the County line to the east adjoining to Ada County and the City of Kuna's Area of Impact within Ada County. They border the City of Caldwell's area of impact to the West and Northwest, the City of Middleton's area of impact to the North as well as the City of Star's current area of impact. (Exhibit A2)
- (3) According to the applicant's Letter of Intent, "The common borders with the National Wildlife Refuge places Nampa in a position to participate in the protection of the refuge through codes and legislative actions." (Exhibit A1.1, page 54 of this report)

City of Nampa's proposal observes the geographic factors such as the Boise River and Lake Lowell. Nampa's proposed boundary is appropriate for that reason and geographic factors will not be a significant consideration in the remainder of the proposal.

67-6526(4)(a)(iii) Transportation infrastructure and systems, including connectivity.

- (1) Within the proposed City of Nampa's Area of Impact, State Highway 20/26 runs east/west in the northern section, I-84 runs through several sections, State Highway 16 is being extended south through the Eastern area into the Southeast area. (Exhibit A2)
- (2) There are several projects that are in process or studies are being started or completed according to the applicant's Letter of Intent (Exhibit A1.1)
- (3) Highway 20/26 was identified by COMPASS as a Critical Urban Freight Corridor to Middleton Road. Idaho Transportation Department has advanced funding for widening Highway 20/26 from two lanes to an ultimate six lane section. (Exhibit A1.1, page 5)
- (4) Transportation infrastructure and systems with critical connections are planned in the Nampa Transportation Master Plan. (Exhibit A4)
- (5) The City of Nampa's Transportation Master Plan focuses on a safe roadway network including roads, highways, sidewalks and bicycle lanes. (Exhibit A1.1) Details regarding the Transportation and Infrastructure Systems for each section of the area of impact can be found in Exhibit A1.1.
- (6) Highway District: Highway District No. 4 (HD4) provided comments on September 11, 2025, stating the highway district maintains the public highway systems outside of city limits. Near city limits the highway district will have an agreement with the city as to who's responsibility the maintenance will be under as land gets annexed into the city. Transportation impacts from growth should be mitigated via impact fees, right of way dedication and improvements. See Exhibit C2 for the full comment letter.

Nampa can connect to the area of impact with continued improvements to the infrastructure working in conjunction with the local highway districts and Idaho Transportation Department. Infrastructure development is a significant consideration towards confirming Nampa's boundary.

67-6526(4)(a)(iv)	Areas where municipal or public sewer and water are expected to be provided within five (5) years.
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The Utility Map for the Nampa Impact Area is within Exhibit A1.1. Nampa's water and sewer infrastructure is substantial and capable of being extended to the proposed boundaries. Some water and sewer services are already extended outside of the city limits with annexation agreements. This criterion is restricted to where the services are "expected to be provided within five (5) years." This limitation goes hand-in-hand with the restriction on the boundary to areas where the city is very likely to annex within five (5) years.

In evaluating Nampa's water and sewer planning, the Board must also consider whether Nampa's planning or in other words Nampa's expectation for water and sewer extension can be provided in 5 years. In our view, shoe-string extension where large tracts of land are bypassed or where only water is extended or expected to be extended do not meet the criteria. We interpret "expected to be provided within five (5) years" to mean a meaningful if not a majority of the area within that time.

For this reason, in reviewing Nampa's water and sewer service projections and we do not see that Nampa has a reasonable expectation to provide water and sewer services to areas to the Southwest (Lake Lowell area), along the Southeast boundary, and to the Northeast area because productive agricultural parcels on the far boundaries of Nampa's proposed boundary will inhibit the extension of water and sewer services to these areas. Likewise, these productive agricultural areas on the far areas of Nampa's boundary make is unlikely that annexation will occur within the same time.

Additionally, on the Northwest area of the boundary along Franklin Road the Board finds that Nampa is expected to extend water and sewer to this area within 5 years. Nampa's city limits along Franklin Road currently extend to near Highway 20-26. This is the furthest north Nampa has developed and annexed land. Nampa currently has municipal water planned for extension north on Franklin to Joplin Road. Sewer is currently located on Linden Road west of Madison Road and is in the process of extending north on Franklin Road and east on Ustick Road.

67-6526(4)(a)(v)	Other public service district boundaries.
The record contains analysis on other service district boundaries including the school district and the fire district boundaries. The Board does not find any conflict between these boundaries and Nampa's boundary request that would require alteration of Nampa's proposed boundary.	
67-6526(4)(b)	In addition to the criteria set forth in paragraph (a) of this subsection, an area of impact shall not exceed the areas that are very likely to be annexed to the city within the next five (5) years. Except as otherwise provided in this paragraph, an area of impact shall not extend more than two (2) miles from existing city limits. An area of impact boundary shall not divide county recognized parcels of land. If only a portion of a recognized parcel falls within the two (2) mile limit, then the boundary may extend beyond two (2) miles on that parcel so that it encompasses the entire parcel. Adjustments to an area of impact may be proposed and considered at any time following the initial establishment of the area of impact.
"[V]ery likely to be annexed to the city within the next five (5) years" restriction has been discussed above and will be discussed further in the <u>Conclusion</u> below. The proposed area of impact has one parcel that is a that was more than two miles from existing city limits (Staff Report Exhibit E3). This parcel will be excluded from the adopted area of impact boundary accordingly.	
67-6526(4)(d)	Areas of impact shall not overlap.
This requirement is addressed in the <u>Nampa/Star overlap area</u> section above.	

Conclusion

During our hearings City officials spoke of long-range infrastructure and transportation goals and we hope those efforts are not hindered by the Board's decision on this request. Nampa's growth and infrastructure planning is extensive, and the Board has no doubt that it's some of the best in the state. The area of impact boundary is truly only one planning tool among many that the cities and County have at our disposal. That said, these legislative changes directly impact the County's authority to confirm Nampa's area of impact boundary as requested.

The most significant restriction on Nampa's requested boundary is the requirement that the area be "[v]ery likely to be annexed to the city within the next five (5) years." Nampa's area of impact boundary has been substantially the same for at least last two decades, which is an indication that the boundary is unrealistic projection of annexation within the next 5 years. As discussed herein, we have found in weighing the criteria established by the legislature that revisions must be made to the boundary in order to adopt a boundary in compliance with the new criteria and restrictions. Specifically, large uninterrupted stretches of agricultural land will inhibit annexation in the north, southeast and Lake Lowell areas of the proposed boundary. These agricultural uses and the distance between city limits and the outer boundaries make annexation of these areas in the next five years unlikely. These same factors make Nampa's plan or expectation to provide water and sewer services to these furthest areas in the next 5 years unrealistic despite Nampa's extensive infrastructure and resources.

The remainder of Nampa's requested boundary, including Northwest area of the boundary along Franklin Road, is very likely to be annexed within the next 5 years. These areas are adjacent to city limits, where sewer and water services have been or are expected to be extended, where there is no geographic factors,

transportation issues or active agricultural uses that would make development unlikely and where growth projects indicate residential or commercial growth is imminent. The Board finds the boundary in Attachment A is supported by the criteria.

At the end of our last hearing, a City official asked to provide another boundary request that differed from the one originally submitted by Nampa. At that stage in the proceedings, we felt the opportunity for revisions have been provided to Nampa prior to the continued hearing and that it was inappropriate at that late hour to take up new information. As we have told other municipalities, we would invite Nampa to revisit these specific areas with subsequent boundary amendment requests if Nampa believes that more determinative information can be provided.

Order

Based upon the Findings of Fact, Conclusions of Law contained herein, the Board of County Commissioners approves Case #OR2025-0011, the updated city of Nampa area of impact boundary per Idaho Code 67-6526(3), as described in Attachment A.

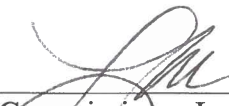
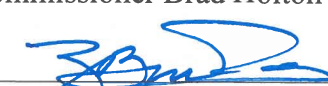
The decision includes the following Board actions:

1. Signing of an Ordinance per Idaho Code 67-6526(2)(a) & (3)(a).

DATED this 30th day of December, 2025.

CANYON COUNTY BOARD OF COMMISSIONERS

- ☒ Motion Carried Unanimously
☐ Motion Carried/Split Vote Below
☐ Motion Defeated/Split Vote Below

	Yes	No	Did Not Vote
 Commissioner Leslie Van Beek	☒	☐	☐
 Commissioner Brad Holton	☒	☐	☐
 Commissioner Zach Brooks	☒	☐	☐

Attest: Rick Hogaboam, Clerk

By: J Ross
Deputy

Date: 12.30.25

