



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

In the matter of the application of:

City of Star
Area of Impact Boundary
OR2025-0014

Record and Procedural History

- A. City of Star submitted a boundary confirmation request and supporting documents and maps on August 20, 2025. Marked as Exhibit A.1 to the staff report.
- B. Notice of the public hearing provided to City of Star on August 22, 2025. Newspaper notice published on August 27, 2025, and September 30, 2025, in the Idaho Press. Notices to property owners where the City of Star proposed boundary change mailed on August 22, 2025.
- 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 Star officials and members of the public.
- E. On November 5, 2025, the Board also held a public hearing from City of Nampa. Nampa and Star each requested that their impact areas include the same area near the cities' borders.
- F. The hearing was continued to November 19, 2025, to permit City of Star to respond to questions from the Board. Nampa's hearing was continued to the same time.
- G. Exhibits E through F were submitted by the City of Star on November 10, 2025, in response to the Board's request for additional information from the City of Star.
- 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 G in the staff report and to amend Chapter 9, Article 19, Areas of City Impact, City of Star, of the Canyon County Code of Ordinance to adopt the map into the County ordinances.
- K. Final Boundary map attached hereto as Attachment A: "Star Area of Impact Boundary Map" dated November 19, 2025.

Area of Impact Hearing Criteria

The City of Star requested that the Board of Canyon County Commissioners expand its existing area of impact boundary south past the Boise River and North along the Ada County line. The request, OR2025-0014, was presented at public hearings before the Canyon County Board of County Commissioners on November 5, 2025, and November 19, 2025. The City of Nampa's public hearing was held concurrently with Star'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 Star 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 set forth in subsection (4) of this section.

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 Nampa before addressing the other portions on the City of Star'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.

Geographic factors and transportation infrastructure and systems, including connectivity

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 Across 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 Star's Modification 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.

- (1) According to the applicant's letter of intent, the City of Star is showing continued growth of commercial and residential development in Canyon County. (Staff Report Exhibit A1).
- (2) TAZ Household and Job Maps (Staff Report Exhibit B2.9 and B2.10) indicate that the currently established area of impact for the City of Star is an area of growth for residential and commercial operations.
- (3) During public testimony by the city of Star representative, the City of Star Comprehensive Plan Future Land Use Map was shared noting the plans for both anticipated commercial and residential growth. (Exhibit E)

The Board considers the City Star's anticipated residential and commercial growth projections to be viable and a significant consideration for confirmation of a majority of Star's requested area of impact boundary.

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

- (1) The letter of intent indicates that the geographical factors for the City of Star's proposed area of impact are the proximity to the Boise River, State Highways, and the foothill areas to the north of the city limits. (Staff Report Exhibit A1)
- (2) The City of Star's proposed area of impact is relatively flat within the current city limits and to the South of the city. There are significant slopes to the north of the city limits. (Staff Report Exhibit B2.7).
- (3) The Boise River lies to the South of the currently established Area of Impact. The nearest river crossing currently is Star Road to the east, approximately 1 mile, traveling west on either Highway 44 or Highway 20/26. (Staff Report Exhibit A2)
- (4) During public testimony, the applicant stated that the city could provide public services from the Ada County side of the City of Star.

The Board took the Boise River into consideration when evaluating the Nampa/Star overlap area and that geographic factor is discussed in that section above. No other substantial geographic factors restrict Star's proposal.

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

- (1) The City of Star is surrounded by principal arterials, minor arterials, and collectors that support growth and connectivity to the City of Star and surrounding cities. (Staff Report Exhibit A2)
- (2) According to the letter of intent, "Transportation infrastructure and systems, including connectivity, as it relates to Highways 44 and 20/26, along with Kingsbury Road, Blessinger Road, and Can Ada Road," are currently in place. (Staff Report Exhibit A1)
- (3) During public testimony by the city of Star, the city representative shared the Economic Corridors Access Management Plan (ECAMP) that shows designed connectivity for the entire southern area for Star. (Exhibit E)
- (4) Highway District No. 4 (HD4) was notified of the request on August 22, 2025. HD4 provided comments on September 11, 2025, stating that 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 whose 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 Staff Report Exhibit C2 for the full comment letter.

The Board finds that existing transportation infrastructure supports Star's request except as noted in the Nampa/Star overlap area section above.

67-6526(4)(a)(iv)	Areas where municipal or public sewer and water are expected to be provided within five (5) years.
(1) According to the letter of intent, the City of Star states, “Areas where municipal or public sewer and water are expected to be provided with five (5) years, including existing Star Sewer and Water District sewer lift station on Joplin Road just east of the Canyon County line in the southern area of the AOI, and currently constructing water well on Can Ada Road north of Hwy 20/26.” (Exhibit A1) (2) During public testimony by the city of Star, the city representative shared a map with the Star Sewer and Water District infrastructure showing the existing and planned improvements to the public services. (Exhibit E) (3) During the city of Star’s presentation, the representative shared a letter from Star Sewer and Water District showing they have planned and have invested capital in servicing the areas to the southern area of impact. (Exhibit E). The City of Star has shown that public water and sewer to the updated area of impact within the next five (5) years excluding the as noted in the Nampa/Star overlap area section above.	
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 Star’s boundary request that would require alteration of Star’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.
(1) The original request included a larger expansion to the North based on an annexation that was in process in Ada County. The process was not completed before the request was heard and the city representative proposed reducing the area to the North to meet the two-mile requirement. (Exhibit E). The final boundary was amended accordingly. (2) “[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.	
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

Star’s current area of impact is the most recently established in Canyon County. The boundary map presented and discussed with Star on November 19, 2025, takes into account projections for growth and services that are realistic for the new statutory criteria.

As discussed above, Star is projected to see substantial commercial and industrial growth before 2030 according to professional estimates. Substantial residential growth is anticipated by 2030 including

subdivisions now in development. The Board finds that the boundary in Attachment A accounts for this growth. Sewer and water services capacity is another significant factor in the boundary modification. The City has infrastructure to support the annexation of the areas identified in in Attachment A in the next five years. Furthermore, these areas are immediately adjacent to the existing City limits or subdivisions with annexation agreements where the City can very likely annex parcels through voluntary annexation. Transportation infrastructure also supports the proposed boundary North of the Boise River.

The boundary does not include area to the south of City limits where the Boise River hinders direct transportation connection to the City and where immediate annexation is therefore unlikely. These factors support the adoption of the boundary in Attachment A.

Other district boundaries were considered and evaluated but did not factor heavily into the determination.

The boundary map attached hereto and marked as Attachment A meets the requirements of Idaho Code §67-6526(3).

Order

Based upon the Findings of Fact, Conclusions of Law contained herein, the Board of County Commissioners approves Case #OR2025-0014, the modified of the City of Star area of impact boundary per Idaho Code 67-6526(3), as described in Attachment A.

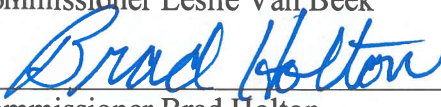
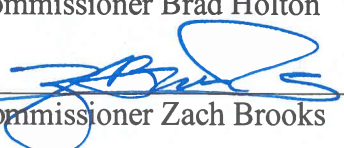
The decision includes the following Board actions:

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	<u>X</u>	_____	_____
 _____ Commissioner Zach Brooks	<u>X</u>	_____	_____

Attest: Rick Hogaboam, Clerk

By: ROSS
Deputy

Date: 12-30-25