



Land Use and Building Department

2280 American Legion Blvd.
Mountain Home, Id. 83647
Phone: (208) 587-2142 ext. 1254
Fax: (208) 587-2120
www.elmorecounty.org

Vacant
Director

Dave Abrahamson
Planner I

Andrew Meek
Planner II

Vacant
Planner

Johnny Hernandez
Building Official

Colton Janousek
Building Inspector

Josh Proffit
Building Inspector

James Roddin
*Admin Manager/
Interim Director*

Matt Gochmour
Code Enforcement

Sandra Nuner
Permit Technician

Elizabeth Elliott
Admin Assistant

Planning and Zoning Commission PUBLIC HEARING STAFF REPORT

Hearing Date: October 23, 2025

Date Report Compiled: October 3, 2025

Agenda Item: Comprehensive Plan Amendment and Zoning Ordinance Amendment to and for the Area of Impact (AOI)

Applicant: Elmore County, Idaho

Case Numbers: CPA-2025-02 and ZOA-2025-03&04

Associated Cases: N/A

County Review Team: James Roddin, Interim Director
Andrew Meek, Planner II
Abbey Germaine, Consulting County Attorney

Zoning Designation: N/A

Parcel Number: Multiple

Property Size:

MH-11,100AC± & GF-2,800AC±

EXECUTIVE SUMMARY:

In Idaho, an Area of Impact refers to a planning forecast and concept. State law governs what should be included in this geographical area outside a city's limits where future growth is expected. Idaho Code encourages the city and county to work together to determine land use regulations for these areas of city impact. However, the final determination of an area of impact boundary is made by the County. Idaho Code § 67-6526 provides the statutory framework for areas of city impact. During the 2024 Legislative Session, Idaho passed a new law (SB 1403) that significantly changed how Areas of Impact (AOIs) are evaluated and the criteria that should be considered when determining what areas should be included in the city's area of impact and which areas should be left in the unincorporated county.

Idaho Code states that Areas of Impact ("AOI") are properly under the jurisdiction of the county, because the elected representatives of the citizens in the AOIs are county officials, not city officials per Idaho Code § 67-6526(1)a. The county's comprehensive plan and zoning ordinances apply in the area of impact. In addition, Subsection 1a goes on to describe that AOIs are where growth and development are expected to occur and that AOIs should be planned for growth and development and not hinder said growth. Furthermore, Idaho Code § 67-6526(6) requires that cities and counties review and revise or reaffirm their existing AOIs by December 31, 2025, and failure to do so will result in nullification of the current AOIs, if they are in existence, and the process for establishment of AOIs will have to restart. Elmore County currently has AOIs adopted with both the city of Mountain Home and the city of Glenns Ferry as shown in Title 11 Chapter 1 and Chapter 2 respectively of the Zoning Ordinance. The current Comprehensive Plan as adopted in 2014, does not have a specific section in regard to AOIs.

CPA-2025-02 proposes adding relevant sections to the Comprehensive Plan that addresses AOIs as well as including updated and revised area of impact boundaries and maps. ZOA-2025-03 amends the Elmore County - City of Mountain Home Area of City Impact Agreement as represented in Title 11 Chapter 1. ZOA-2025-04 amends the Elmore County - Glenns Ferry Area of City Impact as represented in Title 11 Chapter 2. These two ZOAs in turn will provide the required information to amend the current Comprehensive Plan.

BACKGROUND:

Idaho Code §67-6526 is the governing statute that dictates the criteria needed for establishing, modifying, or confirming an Area of Impact ("AOI"). Within said statute, Subsection 6 further states that cities and counties have until December 31, 2025, to maintain conformance with previous Subsections of 67-6526, such as §67-6526 (3) which describes the process needed to confirm or modify an AOI, otherwise the process for establishing an AOI will have to be restarted. Elmore County's Zoning Ordinance has established AOIs for both the city of Mountain Home and Glenns Ferry, Title 11 Chapter 1 & 2. Title 11, Chapter 1 was adopted by Elmore County on December 1, 2010, via

Ordinance 2010-01 to include map boundaries. Title 11, Chapter 2 was adopted by Elmore County on December 27, 1995, via Ordinance 95-5, which also includes map boundaries.

With a deadline established per §67-6526, the Land Use and Building Department (“Department”) started the process of reviewing current boundaries for the cities on June 26, 2025, by utilizing GIS mapping software. Staff for the Department worked with both the City of Mountain Home and the City of Glenns Ferry to understand what direction both cities were moving in per Subsection 4 of §67-6526. Subsection 4 establishes the criteria applicable to evaluating the appropriate boundaries of AOIs to include anticipated growth, geographic factors, infrastructure, utilities and other public service boundaries. As established in the Executive Summary, §67-6526 indicates that the AOIs are under the jurisdiction of the county, but Subsection 3 of §67-6526 allows cities to initiate changes to their AOI and request such changes be adopted by the county. The following timelines are what the cities within Emore County have undertaken in relation to the modification of their AOIs:

The City of Mountain Home:

1. June 25, 2025 – Department staff began utilizing GIS data provided by MH staff to analyze AOI boundaries alongside standards set in Subsection 4 of § 67-6526.
2. August 18, 2025 - Special City Council Meeting was conducted to discuss the State code changes and AOI Boundaries.
3. August 26, 2025 - City Council discussed a proposed AOI boundary in a regular meeting and continued the item to the next meeting.
4. September 9, 2025 - City Council Approved AOI Map with Resolution 17-2025R (Exhibit 1) requesting the Board of County Commissioners to approve the modified AOI for the City Mountain Home.

The map that was provided as reflected in Exhibit 1 shows changes that are in line with Idaho Code 67-6526 (4). In particular, the City of Mountain Home shrunk its overall area to better reflect what is reasonably expected to be annexed in the next five years. It also cut out areas that were outside the 2-mile radius as dictated in Idaho Code 67-6526 (4). Furthermore, the new proposed boundaries also better reflect transportation corridors and public utility infrastructure that the City of Mountain Home has in place currently.

The City of Glenns Ferry:

1. August 13, 2025 - Department staff met to discuss with Glenns Ferry their anticipated growth and annexations to evaluate the AOI boundary per Subsection 4 of § 67-6526. Glenns Ferry staff requested to keep the AOI boundaries the same.
2. August 18, 2025 - Upon review of the boundary in light of the State code, Department staff made adjustments to Glenns Ferry AOI boundary, based on Subsection 4 of § 67-6526 and provided the map to Glenns Ferry staff.
3. August 26, 2025 - Glenns Ferry City Council discussed the proposed AOI boundary at a regular meeting.
4. September 9, 2025 - An AOI workshop was held during the regular City Council

meeting, and City Council Approved the AOI map with Resolution 25-06 (Exhibit 2) requesting the Board of County Commissioners to approve the modified AOI for the City of Glenns Ferry.

The map that was provided as reflected in Exhibit 2 also shows changes that are in line with Idaho Code 67-6526 (4). The key factor for adjusting the boundaries for the City of Glenns Ferry was the geographic aspect. Much of the northwestern boundary of the original AOI for the City of Glenns Ferry was located on high cliff faces that did not allow for development. Along with this, the realistic expansion of public utilities was another factor in deciding the appropriate boundaries. Working with Staff at Glenns Ferry, County Staff worked with what was planning to be annexed as well which led to the proposed map in Exhibit 2.

While the current Zoning Ordinance has established the AOIs for both the city of Mountain Home and Glenns Ferry, the 2014 Comprehensive Plan does not have a specific section in discuss the AOIs, outside a Land Use Objective in Chapter 5 for Land Use and the mention of Impact Areas in Chapter 12 for Housing. Therefore, the purpose of this addendum is to:

1. Review and revise the boundaries of the AOIs to ensure compliance with the criteria of Idaho Code 67-6526.
2. Provide additional detail related to the rationale and reasoning for the importance of AOIs between the county and cities within Elmore County.
3. To establish applicability of Elmore County's Comprehensive Plan within the AOI per § 67-6526.
4. To establish the timeframe for review of the AOI between county and cities at least every five (5) years..
5. To include the AOI boundary maps within the Appendix for the Elmore County's Comprehensive Plan for the Area of Impact for both Mountain Home and Glenns Ferry.

CPA-2025-02 – Proposal for Area of Impact

The Elmore County Comprehensive Plan ("Plan") is a guide that establishes goals, objectives, and land use assumptions for future growth and development in the County. The current Comprehensive Plan was adopted in 2014, and while it addresses a wide range of subjects pertaining to Elmore County, it is limited in addressing the Area of Impact ("AOI") regarding Mountain Home and Glenns Ferry. CPA-2025-02 proposes to amend the 2014 Comprehensive Plan as outlined in Exhibit 3. In Chapter 5 of the Land Use section, Land Use Objective 10 speaks on the need to evaluate and update the "Area of Impact" as required by State Code but does not go into specifics. Chapter 12 on Housing also has a Housing Objective (Objective 2) in relation to AOI in that new subdivision developments in the Impact Area require county approval unless otherwise specified. What is lacking from these objectives is the particulars of § 67-6526. This proposal looks to elaborate on these missing details. In particular, expanding on Subsection 4 of § 67-6526. Subsection 4 details the criteria required for establishing or modifying an AOI to include anticipated growth, geographic factors, transportation infrastructure, utilities and other public service boundaries. Subsection 4 further states

that an AOI should not exceed what is reasonably likely to be annexed in the next five years. Combined with the initial geographic and public requirements, this limits the AOI for cities to what can be expected to be annexed into a given city's boundaries.

Furthermore, by expanding on the AOIs purpose, it will allow those who are within the AOI to understand the intended plans for annexation are within the AOI. This text will be aided by Exhibit 4A - Mountain Home Area of Impact and Exhibit 4B - Glenns Ferry Area of Impact, to the Map Appendix of the Plan to show where the new AOI boundaries are located. Said additions will highlight the exact location of boundaries and will be adjusted as necessary every five years per the requirements of § 67-6526.

ZOA-2025-03 – Proposed Changes

In order to implement the proposed changes of CPA-2025-02, staff proposes amendments to Title 11, Chapter 1 Elmore County-City of Mountain Home Area of City Impact Agreement as outlined in Exhibit 5.

ZOA-2025-04 – Proposed Changes

In order to implement the proposed changes of CPA-2025-02, staff proposes amendments to Title 11, Chapter 2 Elmore County-City of Glenns Ferry Area of City Impact Agreement as outlined in Exhibit 6.

Required Process for Comprehensive Plan Amendment per Section 7-3-16:

1. The Commission shall conduct at least one (1) public hearing in which interested persons shall have an opportunity to be heard.
2. At least fifteen (15) days prior to the hearing, notice of the time and place and summary of the plan to be discussed shall be published in the official newspaper.
3. A notice may be sent to other papers, radio and television stations as a public service announcement.
4. Notice will be sent to all political subdivisions providing services within the planning jurisdiction at least fifteen (15) days prior to public hearing.

Staff Response:

As can be seen in the above-mentioned section "Review Process for CPA-2025-02", staff has taken the necessary steps to follow required process for a Comprehensive Plan Amendment and is conducting this duly noticed hearing with the Commission for it.

Required Findings for Zoning Ordinance Text Amendment Per Section 7-3-15:

Upon recommendation from the Commission, the Board shall make a full investigation and shall, at the public hearing, review the application. In order to grant a Zoning

Ordinance Text Amendment, the Board shall make the following findings:

1. The Zoning Ordinance Text Amendment complies with the applicable Comprehensive Plan; and
2. The Zoning Ordinance Text Amendment complies with the regulations outlined for the proposed base zone, specifically the purpose statement; and
3. The Zoning Ordinance Text Amendment shall not be materially detrimental to the public health, safety, and welfare; and
4. The Zoning Ordinance Text Amendment shall not result in an adverse impact upon the delivery of services by any political subdivision providing public services within the planning jurisdiction including, but not limited to, school districts.
5. Following the approval of Zoning Ordinance Text Amendment, the Board shall adopt an Ordinance, and within thirty (30) days, publish a summary of the Ordinance in the official newspaper of general circulation in the County.

Staff Response:

As can be seen in the above discussion about ZOA-2025-03 and ZOA-2025-04, the proposed changes to the Zoning Ordinance are triggered by the requirements of Idaho Code § 67-6526 and are made concurrent with the Comprehensive Plan Amendment. Therefore, finding # 1 is met. The change is applicable to all zones countywide. Therefore, finding # 2 is not applicable. The proposed amendments to both chapters of the Zoning Ordinance do not impact the safety of the public. As a matter of fact, the amended AOI for both cities will improve delivery of services by both incorporated cities. Therefore, findings #3 & 4 are met.

STAFF RECOMMENDATION:

The proposal will comply with the foregoing requirements of the Zoning Ordinance and State Regulations for Area of Impact subject to evidence being presented at the public hearing and Staff's analysis above. Staff recommend that the Commission:

- 1) Recommend approval of CPA-2025-02 to the Board of County Commissioners.
- 2) Recommend approval of ZOA-2025-03 to the Board of County Commissioners.
- 3) Recommend approval of ZOA-2025-04 to the Board of County Commissioners.

4919-6160-3699, v. 2