



CITY COUNCIL REGULAR MEETING MINUTES

City Hall - 10769 W State Street, Star, Idaho

Tuesday, March 18, 2025 at 7:00 PM

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1. CALL TO ORDER – Welcome/Pledge of Allegiance

Mayor Chadwick called the meeting to order at 7:00 p.m. and led the Pledge of Allegiance.

2. INVOCATION – Pastor Tim Nay, LifeSpring Christian Church

Pastor Nay led the invocation.

3. ROLL CALL

ELECTED OFFICIALS: Mayor Trevor Chadwick, Council President David Hershey and Council Members Kevan Wheelock, Jennifer Salmonsens and Kevin Nielsen.

STAFF: City Attorney Chris Yorgason; City Clerk Shelly Tilton; City Planning Administrator Shawn Nickel; Assistant City Planner and Sports & Recreation Director Ryan Field; Public Information Officer Dana Partridge; City Building Official Kevin Pitt; Star Police Chief Zach Hessing and Deputy Chief Fire Marshall Victor Islas.

4. PUBLIC HEARING:

- A. **LifeSpring Church Rezone (RZ-25-01)** The Applicant is requesting approval of a Rezone (R-4 to CBD DA), with a Development Agreement to accommodate improvements to the facility. The property is located at 174 & 198 N. Star Road in Star, Ada County, Idaho, and consists of 1.64 acres.

(ACTION ITEM)

Mayor Chadwick opened the hearing at 7:03 p.m. Council members have had no ex-parte communication.

City Planning Administrator Shawn Nickel reviewed the application for a rezone and development agreement to Central Business District. All requirements have been completed to meet the Unified Development Code requirements. The application has been reviewed for compliance with the Unified Development Code and City Comprehensive Plan. There are no late exhibits. Staff is recommending approval with conditions. Shawn said items for consideration are pre-approved uses which included the church with proposed and future remodels, childcare center, Farmer's or Saturday market, indoor/outdoor events and entertainment facility related to the church, parking lot or parking garage and recycling center as described. He provided a site plan and church layout with elevations of the proposed building.

Councilmember Nielsen asked about the recycling center, Shawn verified that would include bins for fundraising as more of an accessory to the church rather than a commercial recycling center. The childcare center would also be an accessory for in-house childcare.

Tim Nay spoke on behalf of the application. He provided a layout of the church remodel. The remodel will allow the building to match more with downtown Star on the outside and provide more



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office and children's space. Tim said there is not a daycare planned currently. Shawn said daycare would be built into the development agreement.

Councilmember Wheelock asked about outdoor entertainment. Tim can't think of anything that is done outdoors, with phase 2 there could be outdoor music in the grass area. He said there have been trunk or treat events held outdoors in the parking lot.

No members of the public signed up to speak.

Councilmember Nielsen asked about a relocatable building on the property. Tim said that modular will need to be moved to the north side of the building during construction, when construction is finished the intent is to remove the modular.

Shawn suggested adding the mobile classroom use as a condition in the event they move that to the side of the building, otherwise they would have to come back for another permit to move the modular.

Mayor Chadwick closed the hearing at 7:15 pm.

Councilmember Hershey discussed community support the church does, he believes this is good for the church as well as the whole community.

- Council Member Hershey moved to pass this as presented with the extra condition to relocate the mobile building. Councilmember Nielsen asked if the motion might be amended to include that the childcare would not be for purposes of operating a business, that would be a different hearing if that were requested. Councilmember Hershey amended his motion to add childcare and recycling as stated by the pastor per event. The motion was seconded by Councilmember Nielsen. Councilmember Salmonsens asked about adding a condition for fire department access. The motion was amended and seconded to add that condition. ROLL CALL VOTE: Hershey – aye; Wheelock – aye; Salmonsens – aye; Nielsen – aye. The motion carried.

- B. Terramor Subdivision (AZ-24-06, DA-24-05, PP-24-04, PUD-24-01)** The Applicant is requesting approval of an Annexation and Zoning (R-3-DA/PUD, C-1-DA-/PUD, C-2-DA/PUD) with Development Agreement of 296.42 acres, a Planned Unit Development of the entire property containing residential uses (821 attached, detached and multi-family residential units), commercial uses (6 mixed-use commercial lots), an elementary school, and a city park, and a Preliminary Plat on 108.96 acres consisting of 278 lots (235 residential lots, 1 commercial, 40 common, 1 school lot and 1 city park lot). The overall residential density is 3.06 dwelling units per acre. The property is located on State Highway 44 between Kingsbury Road and Blessinger Rd in Star, Idaho. **(ACTION ITEM)**

Mayor Chadwick opened the hearing at 7:18 pm. Council members have had no ex-parte communication.

City Planning Administrator Shawn Nickel reviewed the application. The application includes annexation and zoning, a development agreement, Planned Unit Development and Preliminary Plat. The Planned Unit Development is 296.42 acres with 821 attached, detached and multi-family residential units, commercial uses, an elementary school site and a city park. All application requirements have been completed to Unified Development Code requirements. The application was reviewed for compliance with the Unified Development Code and late exhibits include an updated

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letter from the Middleton School District and a neighbor letter. Items for special consideration include approved commercial uses, emergency services mitigation fees and proportionate shares for ITD. Staff recommends approval with conditions. The property is located in Canyon County between Kingsbury and Blessinger Roads north of State Highway 44. Shawn provided a map of the Planned Unit Development and Preliminary Plat.

Becky McKay with Engineering Solutions represented Challenger Development on the project. She stated that 296 acres is a significant size, it is agricultural property. They were involved when the city updated the Comprehensive Plan land use map. Becky discussed the Star West Neighborhood Transportation Plan, the Comp Plan designates this area as commercial and industrial corridor, mixed use and urban residential. They are looking to transition the project to have highway commercial transitioning to neighborhood commercial with 4-plexes and townhomes and into single family homes. She reviewed the school site and park. It is consistent with the Star Economic Plan and the Star West Transportation Plan with the mid-mile collector and backage roads. Landscaping was reviewed. Amenities include 64.65 acres of open space, two swimming pools with parking, bocce ball courts, pickle ball courts, playgrounds, 4 miles of pathways that don't include the sidewalks, benches along pathways, linear parks with workout stations and a dog park. Becky said that Mayor Chadwick thought the park should be in the first phase; she said the school district needs to put the school in phase one also. Those sites are being donated. The park would be a public park. She said the mayor had indicated he would want the pressure-irrigated pump station to be managed by the city with the cost being shared. Right-of-way will be dedicated along the frontage based on Idaho Transportation Department's needs. One of the conditions of Highway District 4 is the widening of Kingsbury and placement of a signal prior to any homes being built at the expense of the applicant. They are working with the Quenzers about dedication of the right of way needed to widen Kingsbury, that will be included in a development agreement with Highway District 4. Becky reviewed items included in the first preliminary plat. The development will include alley-load and front-load townhomes as well as fourplexes, they will be on greenspace with a paved pathway. There will be additional guest parking areas available. A canal goes through the project. Eight- and ten-foot walkways and paths were outlined. Becky discussed stormwater drainage stating that Highway District 4 doesn't allow seepage beds. Storm drainage would be required to be managed above ground, options and locations were presented. The Star Sewer and Water District lift station site was reviewed. Becky asked the council to consider requesting Highway District 4 to set a slower speed on the main road through the development as the proposed 35 miles per hour seems too fast, especially with the park on that road. She said Ada County sets collectors in residential developments at 25 miles per hour with consideration to make the limit 30 in unique situations, she feels 35 is unsafe with the park there.

Councilmember Wheelock discussed access for future lots along the southern road. Becky said with the well and lift station along there they will build the utilities, they will be required to stub utilities for those properties along the public access easement. Users would get a permit from Highway District 4 for access. There is a lot that would have access from the school property. Councilmember Wheelock discussed amenities for the park and asked if the development would include connectivity of the pathway around the park in their cost. Becky said that staff had requested that be added as a condition of approval as it connects to the school.



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Councilmember Salmonsens asked about ownership of the park property. Becky verified it would be deeded to the city. A more finished look for the storm drainage areas was discussed, Highway District 4 and Idaho Transportation Department standards would have to be met.

Councilmember Nielsen would like more tree density. Becky said trees can be put on the edge of the drainage areas. Councilmember Nielsen suggested it be similar to the Floating Feather area in Eagle. Trees are along the streets on collector and arterial roads, the sidewalks are all detached. The commercial buildings are anticipated to be pushed more toward the highway with parking on the interior side.

Councilmember Hershey would like to have rocks on top of the sand for drainage. There was discussion projecting the timeframe for the project and locations for proposed traffic signals planned for the future at Kingsbury and Highway 44, as well as Blessinger and CanAda.

Councilmember Salmonsens asked about pathways, it was confirmed that all pathways in the development would be open to the public; they are designed to provide access to the park and school. To keep the HOA from marking them private in the future, a public easement would be granted for the pathways; the easement would be recorded and noted on the plat.

Staff recommendations for commercial uses were discussed. It was limited with a lot of them being conditional, Councilmember Salmonsens wonders what can be done to encourage small business owners, perhaps some could be made permittable rather than conditional uses. Becky said commercial is generally last to develop, a master plan would likely be presented to council with the plat.

Councilmember Nielsen discussed pathways that go behind people's homes, he asked that privacy and trespassing enforcement be considered, allowing it to be useable for public uses while maintaining privacy and private property rights.

Jody Lester is against the application. She purchased her property based on this property being zoned agricultural and believed it would remain that way. She and her neighbors live outside of city limits, so they are unable to vote for city officials, but she appreciates the decisions the council is making on their behalf. She said she has read documents associated with this application and she discussed the neighborhood meeting that included input regarding traffic, infrastructure and character of the community; they trusted that input would be considered but no changes were made as a result of their input. She said the zoning and annexation changes are a large ask. She would like specific uses for the commercial property to be determined and would also like the council to consider the traffic impacts for this density. Mayor Chadwick asked Jody what specific commercial uses that she would consider acceptable. Jody said she would like something lower impact that doesn't have a lot of traffic all day. She is concerned about lighting, fencing and buffers for those with existing homes in the area.

Denise Janicek is against the application. She is concerned with traffic, already has a difficult time pulling out of her driveway onto highway 44. She agrees with everything Jody said. Councilman Wheelock said that it is quite a distance from her home to the first commercial lot in this development. She said there is a commercial lot within a different project that will be close to her property.

Steve Coyle is against the application. He said he can look out of his office window and see the pastures and hills, with this development he would now see townhouses. He has a new septic and now would have the option of city sewer. He likes living outside the city with less rules and requirements. He doesn't mind things progressing but would like to see less density, he would rather see a house on an

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acre. He said there are big power lines along Highway 44 so they won't be able to put large trees there. Councilmember Salmonsens verified there is no requirement that those with septic hook up to the city sewer, it would be an option.

Walter Lester is against the application. The current agricultural use of this land is in line with the comprehensive plan objectives to preserve rural landscapes, this proposal converts nearly 300 acres of ag land into urbanized space. He said he and his wife had their previous property that they had lived on for 40 years taken by eminent domain and it is now a roundabout in Canyon County. He will now have foothills blocked and have to build a fence on the property they live on in this area. He asked why it is his responsibility to build a fence when he was there first. He will no longer see the wildlife that has been there. He asked the council to consider taking care of the people who already live there.

Richard Williams is against the application. He asked about water rights and how much will be used for irrigation. He lives in Canyon County and wonders if this would put him in Ada County at some point. It was explained that the county boundaries wouldn't change with the annexation. He asked how much property he will lose for the road to be widened. Mayor Chadwick recommended he talk with Highway District 4 about the roads.

Connie Hess is against the application. She and her husband moved here for a quiet location and less density. They have always lived near farms that have been developed, she thinks it's sad that agricultural land is turning into housing, there needs to be a balance for quality of life. She doesn't have a problem with the school, it is needed. She thinks it is unfortunate to have so much density and the crime that comes with it. She doesn't like the idea of people walking behind homes. She would like the attached homes to be on larger lots, let the density be closer to highway 16.

Mark Christiansen is neutral regarding the application. He is on Middleton City Council, he has reviewed the application. He said properties surrounding the development are not consistent with this density which he feels is driving many of the concerns being stated. He discussed access to Highway 44 stating that schools bring traffic, some areas will be stuck in traffic at certain times of the day. He said the project meets the requirements, but some things could be done to be good neighbors with the opportunity for berms and fences.

Tammy Bromley is neutral regarding the application. Her property is in the area of impact but not in the city. She discussed how difficult and dangerous it is to turn onto highway 44, she would agree with a light at Kingsbury; she would like something to be done about the traffic on 44. She applauds that smart growth is being considered. Tammy purchased her property for the rural area and hopefully selected property that allows some boundary. She appreciates looking at housing that young adults in Idaho can afford.

Lori Pallad is neutral regarding the application. She asked how many pathways are multi-use pathways to get bicycles off the streets. In the neighborhood she lives in, with a 5-foot fence, she will be able to see into her neighbor's window. She would like there to be a minimum so that fencing will be higher with the lower lots and would like the minimum backyard sizes increased. She said the ratio of single family and multi family is almost 50%, she feels it should be at least 70% single family, there are too many four-plexes. Developers should build the schools and any necessary fire stations rather than that falling to the taxpayers.

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Mayor Chadwick said that the state builds the schools, the cities can't force that, and impact fees help pay for fire stations.

Councilmember Nielsen said when it comes to the higher density housing the comprehensive plan calls out that we want to preserve a rural heritage and have some of these rural elements as part of the community, but the plan also calls out that higher density housing should be built along highways and corridors; this shows the plan being followed. He said, regarding traffic, a single-family home averages more than 9 trips per day and high-density housing averages less than 3.

Becky McKay discussed gross density versus net density requirements; mixed use allows them to go over. She discussed the extensive buffers the development will have including berms and trees that will meet or exceed requirements. The four-plexes allow for diversity. The developer wouldn't be able to afford the necessary improvements, infrastructure and land dedications with larger lots. She discussed the expense of the sewer and water lift station; it wasn't intended to serve one acre lots. She said there is a variety of lot sizes and uses within the area, and this is a major transportation corridor. Septic stubs will be within the right of way, they won't go on private property; the stubs don't have to ever be used if other property owners don't want to use them. She said it is intended that State Street will be 5 lanes like Chinden; this discussion has been going on since 2006. The development doesn't go against the comp plan and land use map. The property has full water rights; water will be piped to the west with overflow in the pond going into the canal. Becky said quality of life is important, as a planner she considers quality of life. She is pro ag, but housing has to be provided, not everyone can live on acreage. Lot sizes in the development are varied to accommodate different types of houses and affordability. Fencing was discussed and Becky stated that there are no on-street bike lanes, they use the multi-use pathways. The office parcel was discussed, it was designed for low impact use. Councilmember Hershey wondered if, being so close to existing properties, that could be a lot with no occupied structure. Uses for the parcel were discussed. Councilmember Wheelock feels this is the most impactful part of the development, aside from the entire development, on existing property owners. Becky agreed that removing the proposed structure and creating additional drainage on that site was a good compromise. Pathway connectivity around the park was discussed, including appropriate sizing of island trees so they don't grow into the drive isle long term. Becky said certain types and species of trees are considered along those areas. Home price points were discussed. The townhomes would be owner-occupied; they are on separate lots. Lot sizes were reviewed, some lot sizes are deeper than usual providing more buffer for those as well as providing variety. Councilmember Salmonsens asked about mitigation of school traffic on Kingsbury. Parent parking, drop-off and bus entrance options as well as a Conditional Use Permit for the school were discussed. The school district would determine bus stop locations.

Police Chief Hessing discussed response time goals and staffing levels; the staffing goal is for 1 officer per 1000 people. 2400 people could live here they would look to add 2 ½ officers over time. He doesn't have concerns with the subdivision. Mayor Chadwick discussed mitigation fees that help pay for police while working with the state on funding solutions for public safety that would include police, fire and EMS. Middleton and Star Fire is jointly staffed with a joint powers agreement already in place for mutual aid. A police impact fee is being created to help with funding as well. The city has been working with the schools to add substations to have officers stationed at the schools; this will be paid for by the city

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through impact fees. The mayor discussed the city's proactive policing model which helps the city have reduced crime rates.

Mayor Chadwick closed the hearing at 9:49 pm.

Councilmember Hershey said this application shows a broad range into the future, but it shows it all at once. This is a similar development to one near where he lives. What he has seen is families with young kids, rentals are good when you are younger. His major concern was the office noted in red in the southeast section of the development, he is glad that it was able to be removed. The berm and fence area helps with the privacy that everyone desires. Dedication of the school property saves millions, and dedication of the park is nice. He would like the public access walkways to the school to be 10'. Lower speeds on the collectors can't be controlled by the city but can be put on the record. The park and school being built in phase 1 would be a bonus. He has no concerns with growth pertaining to the police; mitigation fees allow it to grow without a tax burden. Commercial helps balance the tax base. When done right it can grow and become a beautiful productive place.

Councilmember Nielsen appreciates the thoughtfulness that has gone into the application, especially as it relates to the comprehensive plan. He discussed the community involvement in creating the plan. The purpose of a city is to plan for urban and urban like development, this touches on all those elements that are contemplated in the plan. He reviewed a list of conditions he would like to see which includes swales with dense trees, bushes, rocks and sand to be covered with decorative rock, removing the red office area, trees in island parking lot not obstructing drive isle, Conditional Use Permit for commercial with future planning of those sites to consider aesthetics along the highway, school use is approved but requires a Conditional Use Permit, barriers and fence on the south side, 10' sidewalks on paths leading to the school and park, school and park land dedication to be provided for in phase 1, school utilities stubbed and provided for at the site, parks department maintains pump house facilities for the entire site with HOA paying a proportionate share of upgrades and improvements, public easement on all of the pathways and commercial uses recommended by staff to be added to the development agreement.

Councilmember Salmonsens said it is hard to see the open fields go away but a city is being developed, she feels this project is a good representation and can help foster a hometown community. It is supporting the Pathway Master Plan and Comprehensive Plan; both plans had input from the public.

- Council Member Nielsen moved to approve this project with the following conditions in addition to the conditions stated by staff in the Staff Report, the swales to be constructed no more than 1' deep, with dense trees, bushes and rocks to create a beautiful landscape and sand to be covered with decorative rock; remove the red office area, to be identified by staff by lot, for the purpose of adding drainage or a pocket park or something open space related; the trees in the island parking lot around town homes to be limited to class 1 or smaller tree that doesn't obstruct the drive isle; highway commercial properties require a Conditional Use Permit and future planning for those sites to consider aesthetics along Highway 44 such that no abandoned or neglected side of the buildings be presented; that the school use is approved but requires a Conditional Use Permit to proceed with development; that berm and fencing along the south side adjacent to current residents is provided; that 10' sidewalks on paths leading to parks and schools; that all

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pathways receive a public easement, pathways only; school and park properties are to be provided for in phase one including utilities, provided for means that those are dedicated and obligations bonded for or constructed as needed; the city maintains and operates the pump house facilities for the entire site and HOA will enter into an agreement with the city to pay their proportionate share; and that (commercial land) uses recommended by staff in the Staff Report will be added to the Development Agreement. Councilmember Wheelock asked that residents on that south border be provided with the sewer stubs, so they have the option for connection be added to the motion. Councilmember Nielsen added the condition that stubs for sewer and water to properties along the south of the development will be provided for. Mayor Chadwick suggested adding that whole section is public easement so no one has a spike strip placed along there preventing access. It was clarified that the area is where the berm and fencing would be required on the south border. Councilmember Nielsen agreed to include that in the motion. The motion was seconded by Councilmember Hershey. Mayor Chadwick stated the city will work with Highway District 4 on the speed limits. ROLL CALL VOTE: Hershey – aye; Wheelock – aye; Salmonsens – aye; Nielsen – aye. The motion carried.

Councilmember Nielsen said that some members of the public stated they live in Middleton not in Star, he assured them their voices were heard; the things shared were taken to heart as reflected in the conditions. The process is designed to allow people's voices to be heard.

6. ACTION ITEMS:**A. City Vehicle Purchase (ACTION ITEM)**

Assistant Planner and Recreation Director Ryan Field and Building and Parks Supervisor Bob Little discussed the need for new and replacement vehicles for the city, lease/purchase options were provided. The goal is to establish a program to have quality economical vehicles for the city. Bob has been working with a Ford leasing agent. He discussed a 4-year planned rotation versus lease option. The city has some older vehicles that need to be replaced, and some additional vehicles are needed. Ryan reviewed the leasing options. The lease would include the non-appropriation clause which allows the city to terminate the lease without further obligation or penalty if the lease was not appropriated in future budgets. Councilmember Hershey said it makes sense to go the lease route. Bob explained the proposed vehicle rotation. In reviewing the funding spreadsheet some of the numbers needed to be revised. Councilmember Nielsen requested a list of current assets along with a comprehensive plan for replacement. Ryan requested to move forward with the one new city hall vehicle, that number is correct, and that would get the one that is needed currently.

- Council Member Nielsen moved to approve the purchase of the city hall vehicle on the lease program and direct staff to create a comprehensive plan for financing and budgeting with an inventory of vehicles and a rotation schedule. Council member Hershey seconded the motion. ROLL CALL VOTE: Hershey – aye; Wheelock – aye; Salmonsens – aye; Nielsen – aye. The motion carried.



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B. Resolution 2025.02 Joint Powers Agreement for Street Naming and Address Numbering and Application Transmittal Review from the City of Star to Ada County (ACTION ITEM)

Mayor Chadwick discussed the agreement with Ada County for street naming and address numbering; Ada County does this for the city at the time of application. The current agreement has expired.

- Council Member Salmonson moved to approve the Resolution 2025.02 Joint Powers Agreement for Street Naming and Address Numbering and Application Transmittal Review from the City of Star to Ada County. Councilmember Hershey seconded the motion. ROLL CALL VOTE: Hershey – aye; Wheelock – aye; Salmonsens – aye; Nielsen – aye. The motion carried.

7. ADJOURNMENT

Mayor Chadwick adjourned the meeting at 10:23 p.m.