BEFORE THE YAMHILL PLANNING COMMISSION
Planning File CPCA 26-03

In the Matter of the	)	
	)	1. Plan Amendment – Master Park Plan
Application of	)	
	)	2. Code Amendment – Park Development
City of Yamhill	)	

ORDER OF RECOMMENDATION

I. NATURE OF THE APPLICATION

This matter comes before the Yamhill Planning Commission on the application of the City of Yamhill to amend the City Comprehensive Plan and Title 10 of the Municipal Code on matters related to the adoption of the City of Yamhill 2026-2046 Comprehensive Park System Master Plan.

II. GENERAL INFORMATION

A. Location

The application affects all property designated for park use.

B. Background Information

The City seeks to amend the recreational element of the Yamhill Comprehensive Plan, adopting the new 2026-2046 Comprehensive Park System Master Plan. In addition, the City seeks to amend the City Municipal Code establishing new regulations for developing parks identified in the Master Plan. Exhibit "A" includes the specific language.

III. PUBLIC HEARING

A. Planning Commission Action

On September 21, 2026, the Planning Commission conducted a public hearing on the application. At the conclusion of the hearing, the Planning Commission voted to recommend City Council approval of the Comprehensive Plan and Municipal Code amendments, finding the proposal complied with the applicable decision criteria in Title 10 of the Yamhill Municipal Code.

B. City Council Action

The Yamhill City Council will conduct a second public hearing on the request at a date and time to be determined.

IV. FINDINGS OF FACT-GENERAL

The Yamhill Planning Commission, after careful consideration of the testimony and evidence in the record, adopts the following general Findings of Fact:

A. The applicant is the City of Yamhill.

B. The application affects all property designated for park use.

C. The City seeks to amend the recreational element of the Yamhill Comprehensive Plan, adopting the new 2026-2046 Comprehensive Park System Master Plan. In addition, the City seeks to amend the City Municipal Code establishing new regulations for developing parks identified in the Master Plan. Exhibit "A" includes the specific language.

D. The review and recommendation shall be based on provisions in the Yamhill Development Code; Section 10.132.060 to Section 10.320.100.

V. APPLICATION SUMMARY

A. The City adopted a parks plan in 2004, with the Comprehensive Plan Recreation Element providing a summary of the findings. The City recently embarked on a project to update the previous park master plan. This Staff Report reviews the proposed Master Plan document and outlines Plan and Code amendments to implement the Plan. Attachment "A." includes recommended changes.

B. The proposed Master Plan document contains seven chapters. The first three introduce the purpose of the document (Chapter 1), address relevant supporting documents (Chapter 2), and evaluate the status of the park system (Chapter 3). Chapter 4 is the community needs assessment. In addition to the identified Council priorities, the community survey identified the following preferences:

- Funding priorities should focus on improving existing park infrastructure.
- Trail improvements including connections throughout the City.
- Accessible playgrounds.
- Shade structures.
- Rental/community spaces to support larger gatherings/events.

Recommendations in Chapter 5 included the following:

- Update the park ordinance regulations.
- Create a vegetation management plan.
- Develop a memorandum of understanding with the School District regarding public use of District spaces.
- Set standards for private funding of sports fields (e.g., booster club).

C. There were 10 specific recommendations for Beulah Park, primarily removing and/or updating outdated facilities. The major project was the creation of an 8,000 square-foot community building. Total estimated costs for all projects is an estimated $3.0 - 3.2 million. Jane Heinrich Park would receive similar upgrades to the facilities, with the 15 suggested improvements totaling $1.74 million. The five planned upgrades for the James Calhoun Park totaled $40,500. Finally, the Plan recommended other potential improvements such as creating a trail system and a natural area along the floodway.

D. The proposed action items reflect the community's desire to upgrade existing facilities, by the replacement of worn-out structures and modernizing the facilities. Total estimated costs for the 31 identified improvements is $4.8-4.9 million. The Plan also identifies potential sources of funding and recommended implementation priorities. The reality of parks planning is that the City cannot, nor will, complete every recommended action. However, the City can only obtain outside funding if a master plan is in place.

VI. PROPOSED AMENDMENTS

A. Adopting the Parks Plan requires an amendment to the Comprehensive Plan. The Parks Plan is a "findings" document providing support to the Goals and policies adopted by the City. The consultant noted that the existing goals and policies remain valid and did not propose specific language for new policies as many of the proposed implementing measures (e.g., vegetative maintenance) are not planning related. The only recommended change is to replace the findings section with the following new language:

> *The City hereby adopts the 2026-2046 City of Yamhill Comprehensive Park System Master Plan as a supporting document to the Goals and Policies of the Recreation Element of the City's Comprehensive Plan.*

By doing so, the Park Plan supports the Comprehensive Plan's existing Goal and Policies.

B. While the plan identifies some potential park development outside the existing park system (e.g., a natural area along a floodway) the Parks Plan emphasis is on upgrading the existing park property. These are detailed improvements and provide a strategy for future development. For this reason, it did not appear appropriate to require new land use applications for these identified park improvements – creation of the master plan effectively addressed need and design. Therefore, the Commission suggests not requiring a site development review to implement the identified improvements, provided the improvements conform to the Park Master Plan. The City would only review modifications or additions to the Master Plan.

C. The City submitted the required amendment notification to the Department of Land Conservation and Development. As of the date of this hearing, the DLCD offered no comment on the request.

D. This action amends both the City's Comprehensive Plan and Development Code. While the current Code identifies a procedure to amend the Comprehensive Plan, it does not identify a specific process to amend the Development Code language. However, provisions in Section 10.132.060 address changes to the Comprehensive Plan text. In the review, the City used these provisions as the language addresses text changes to a planning document.

VII. FINDINGS

A. Section 10.132.060. Only the City Council or Planning Commission may initiate a text amendment. Section 10.48.120 also notes this requirement.

FINDINGS: Consistent with this requirement, the City Council initiated the proposed text amendment as part of the process to adopt the Parks Master Plan. The Commission initiated revisions to the Development Code.

B. Section 10.132.070 states the Planning Commission shall conduct a public hearing for a proposed Comprehensive Plan amendment and shall submit a recommendation to the City Council. The City Council shall then conduct a public hearing on the proposed Comprehensive Plan amendment. If the decision of the Council is contrary to the Planning Commission's decision, the Council shall refer the proposal back to the Planning Commission for further review. The Planning Commission and Council must make written findings of its decision, and if the Council approves the Comprehensive Plan amendment, such action shall be confirmed by resolution.

FINDINGS: The amendment will follow the above noted procedure. The purpose of the hearing is for the Commission to review the request and provide a recommendation to the City Council.

C. Section 10.132.080 outlines the application procedure, specifically requiring compliance with Section 10.128.030(C).

FINDINGS: This application complies with the above noted requirements.

D. Section 10.132.090 identifies the required findings (i.e., decision criteria) to support a proposed amendment. The Planning Commission and City Council shall analyze the following points and, in a written form, incorporate such findings in their decision:

1. 10.132.090(A) - That there is a public need for a Comprehensive Plan amendment.

FINDINGS: The City recently embarked on a project to update the 2004 park master plan. This was necessary as the City has changed over the last 22 years and found the current plan outdated. Adoption of the new document updates the status of the park system, incorporates community concerns, identifies preferred changes to the City parks, and provides a financial basis for implementing the plan. Code amendments provide "super-siting" authority to bypass site development review procedures for park improvements that conform to adopted plan.

2. 10.132.090(B) - That there was an error in the original Comprehensive Plan.

   FINDINGS: In this case, the current plan is no longer relative due to its age.

3. 10.132.090(C) - That there is a need to change the currently adopted Comprehensive Plan.

   FINDINGS: As noted, the Council (and Commission) noted the current Master Plan document is inadequate requiring the updating of material.

4. 10.132.090(D) - That there is an inadequacy of other comparatively planned and/or zoned land currently available to satisfy the public need.

   FINDINGS: This subsection does not apply as the proposal does not alter existing zoning.

5. 10.132.090(E) - That the property proposed to be changed is the best property available for the Comprehensive Plan amendment.

   FINDINGS: This subsection also does not apply as the proposal does not alter existing zoning.

6. 10.132.090(F) - That the proposed Comprehensive Plan amendment is in conformance with all statewide goals, and any applicable street, highway, and/or utility plans for the area.

   FINDINGS: The proposed Plan amendment provides guidelines for the developing the park system in the future. Proposed Code amendments support the Master Plan by allowing fast-tracking park improvements.

7. 10.132.090(G) - That the proposed property is adequate in size and shape to facilitate those uses allowed in the proposed zone upon adoption of the Comprehensive Plan amendment.

FINDINGS: This subsection does not apply as the proposal addresses changes to the master park plan and its implementation and does not change allowed uses within the various zones.

8. 10.132.090(H) - That the proposed property is properly related to streets and highways to adequately serve the type of traffic that will be generated by the uses in the proposed zone upon adoption of the Comprehensive Plan amendment.

   FINDINGS: This subsection does not apply as the proposal addresses changes to the master park plan and its implementation and does not alter allowed uses and associated traffic impacts within the various zones.

9. 10.132.090(I) - That the proposed Comprehensive Plan amendment will have no adverse effect on abutting property or the permitted uses thereof.

   FINDINGS: The Master Plan addresses properties currently zoned and/or developed for park use.

E. Section 10.132.100 notes the amendments shall be effective upon the passage of the ordinance by the City Council changing the Plan. This is a procedural matter that applies if the Council approves the changes.

VIII. DECISION AND RECOMMENDATION

Based on the above findings, the Planning Commission finds the proposal complies with the applicable decision criteria and recommends City Council approval of the proposed Comprehensive Plan and Municipal Code text amendments contained in Exhibit "A."

IX. CITY COUNCIL HEARING

This Order appears as a matter of record. The Yamhill City Council will conduct a separate hearing at a date and time to be determined.

APPROVED BY A 4-0 VOTE OF THE YAMHILL PLANNING COMMISSION ON THE 21st DAY OF SEPTEMBER 2026.

DATED at Yamhill, Oregon, this 23rd day of September, 2026.

SIGNED: _____ 9/23/2026
Shawn Freilinger, Chairperson — Date

ATTEST: _____ 9/28/2026
Angela Fowler, City Recorder — Date

EXHIBIT A

A. Comprehensive Plan Amendment

Replace the "Findings" section of the Recreation Element of the City of Yamhill Comprehensive Plan (1999) with the following new language:

The City hereby adopts the 2026-2046 City of Yamhill Comprehensive Park System Master Plan as a supporting document to the Goals and Policies of the Recreation Element of the City's Comprehensive Plan.

B. Municipal Code, Title 10 Amendments

Replace the identifed subsection item in its entirety with the following new language:

R-1 Zone

§ 10.12.040. Uses Requiring Site Development Review.

Parks, except that open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.

R-2 Zone

§ 10.16.040. Uses Requiring Site Development Review.

Parks, except that open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.

R-3 Zone

§ 10.20.040. Uses Requiring Site Development Review.

Parks, except that open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.

RM Zone

§ 10.21.040. Uses Requiring Site Development Review.

Parks, except that open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.

RLC Zone

§ 10.24.040. Uses Requiring Site Development Review.

Parks, except that open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.

C-3 Zone

§ 10.28.040. Uses Requiring Site Development Review.

(A) Public Facilities Overlay Zone uses, including municipal service facilities, public service facilities, and public park and recreation areas. Public parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Plan, are exempt from this requirement.

L-I Zone

§ 10.32.040. Uses Requiring Site Development Review.

(A) Public Facilities Overlay Zone uses, including municipal service facilities, public service facilities, and public park and recreation areas. Open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.

E-I Zone

§ 10.34.040. Uses Requiring Site Development Review.

(A) Public Facilities Overlay Zone uses, including educational facilities, municipal service facilities, public service facilities, and public parks and recreation areas. Open space and parks identified in the adopted 2026-2046 City of Yamhill Comprehensive Park System Master Plan, and developed in accordance to the Parks Plan, are exempt from this requirement.