

Klamath Falls Urban Area Comprehensive Plan Volume I



Prepared by
Winterbrook Planning



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Introduction and Purpose

The Klamath Falls Urban Area (Urban Area) has approximately 45,000 people, with roughly half living within the City Limits and half living within unincorporated urban areas – primarily the South Suburban Area. Klamath Falls provides the full range of urban services to support urban development within the City Limits. Except for water service (which is provided by the city), Klamath County, through special service districts, separately provides urban services within the unincorporated Urban Area. Since the early 1980s, the city and county have had separate comprehensive plans and land use regulations for areas under their respective jurisdiction. Historically, the city and county governments have not always agreed regarding planning for and regulating land development and the extension of public services within the Urban Area.

However, since the mid-1990s, the city and county have cooperated on several planning and public facilities planning projects. The recent adoption of the Klamath Falls Urban Area Transportation System Plan (TSP) is a great example of such a cooperative effort. The city and county have also adopted or amended intergovernmental agreements with each other and with special service districts with the goal of increased coordination and efficiency in providing public facilities to serve planned growth in the Urban Area.

In April of 2018, the Klamath Falls City Council and the Klamath Board of County Commissioners agreed in principal to move forward with the adoption of the Klamath Falls Urban Area Plan (Urban Area Plan) that applies to the entire Urban Area. The Klamath Falls Urban Area Comprehensive Plan includes the goals, objectives, policies and implementation measures found in the previously adopted Klamath County and Klamath Falls Comprehensive Plans. The premise of the joint initial planning effort was to first determine what is in adopted plans before embarking on an entirely new planning effort.

Beginning in July 2018, Winterbrook Planning worked with city and county planning and public works staff to evaluate existing land use and public facilities programs, and to suggest ways to restructure and update existing plans, land use regulations and intergovernmental agreements to achieve a higher level of intergovernmental cooperation, efficiency and consistency.

The 2018-19 Urban Area planning effort is designed to achieve two primary objectives:

- First, to bring forward existing, previously adopted city and county comprehensive plan objectives, policies and implementation measures that are useful in making local public facilities, zoning and land use decisions – including but not limited to zone changes, conditional use permits, variances and land divisions; and
- Second, to bring forward existing, previously adopted city and county comprehensive plan goals, objectives and policies that are necessary to ensure continued compliance with applicable statewide planning goals and administrative rules.

Klamath Falls Urban Area Comprehensive Plan Organization and Purpose

The Klamath Falls Urban Area Comprehensive Plan includes five volumes, generally described as follows:

Volume I: Urban Area Plan (UAP)

The Urban Area Plan is intended to provide a guide for land use decision-making that will be used by the city, county and service districts. The Urban Area Plan incorporates relevant and current goals, objectives, policies and implementation measures from existing, previously adopted City and County

Comprehensive Plans as well as the results of several planning studies and facilities master plans. This Urban Area Plan also includes limited updates to achieve internal plan consistency and comply with statewide planning goals and rules and a series of maps that are discussed below.

Urban Area Plan Chapter Format

The Urban Area Plan follows the Klamath County Comprehensive Plan’s organizational scheme which in turn is based on the statewide planning goals and rules that apply within the Urban Area. Except for the Goal 2: Land Use Planning chapter, each chapter of the Comprehensive Plan is organized as follows:

1. Statewide Planning Goal Requirements
2. City and County Background and Policy Context
3. Related Urban Area Objectives, Policies and Implementation Measures

Objectives, Policies and Implementation Measures

As used in this Urban Area Plan:

- **Objectives** are broad policy statements that provide the basis for specific and related Urban Area Plan policies and implementation measures.
- **Policies** are local government commitments to (a) implement city and county objectives and/or to (b) demonstrate compliance with applicable statewide planning goals.
- **Implementation** measures come in two types. First, they can indicate options for carrying out objectives and policies – but are not in themselves binding policies. Second, implementation measures may include facility master plans found in Volume III, land use regulations found Volume IV, and intergovernmental agreements found in Volume V of the Klamath Falls Urban Area Comprehensive Plan.

Klamath Falls and Klamath County Comprehensive Plans

Since most of the 1981 City Comprehensive Plan is outdated and not particularly helpful in guiding future development or making land use decisions, the existing plan has been moved to Volume II (Urban Area Background Documents). Although there have been 25 plan amendments since 1981 to the 1981 City Comprehensive Plan, most of these amendments have not had any substantial policy implications.

However, two major amendments have been adopted by both the city and the county and replaced key chapters of the original City Comprehensive Plan:

1. The 2009 Klamath Falls Economic Opportunities Analysis (EOA) – which replaced the Economic Development Chapter; and
2. The 2012 Klamath Falls Urban Area Transportation System Plan (TSP) – which replaced the Transportation Chapter.

Klamath County Comprehensive Plan goals, objectives, policies and implementation measures that are directly relevant to the Klamath Falls Urban Area and that have been used to make land use decisions – have been brought forward into the Urban Area Plan. In cases where the text of the County Comprehensive Plan addresses the same issues but is written more clearly, the county text has been brought forward into the Urban Area Plan rather than the more arcane city text.

- To distinguish from statewide planning goals, city and county goals and objectives are combined and called “objectives” in the Urban Area Plan.
- Policies that apply outside the Urban Area have not been included in the Urban Area Plan.
- Some chapters, goals and policies in the county comprehensive plan address the same issues, but are more recent, more clearly written or specific than found the corresponding chapter the city

comprehensive plan; in such cases, the county plan text has been included in the Urban Area Plan rather than the city plan text.

- City and county policies that are not required to demonstrate statewide planning goal compliance, or that have not been applied within the Urban Area in the past, have been brought forward as optional implementation measures.
- Upon adoption of the Klamath Falls Urban Area Comprehensive Plan, the city and county comprehensive plans will no longer apply within the Klamath Falls UGB.
 - City adoption of the Klamath Falls Urban Area Comprehensive Plan was approved through City Ordinance 19-18 in October 2019.

City and County Land Use and Zoning Maps

The **Klamath County Comprehensive Plan** and the **Klamath Falls Urban Growth Management Agreement** reference the 1981 City of Klamath Falls plan map (which applies to land within the City Limits) and the 1984 Klamath County plan map (which applies to the unincorporated area within the UGB). However, based on discussions with city and county staff, these maps are not maintained and rarely used because the city and county rely on their respective zoning maps to determine land use within the Urban Area. Since this is the case, it was decided (at least for the time being) that the Urban Area Plan should be implemented by a “one map” system – which means that the city and county zoning maps function as *both* the comprehensive plan map *and* the zoning map within their respective jurisdictions.

The Urban Area Economic Opportunities Analysis

The objectives, policies and implementation measures from the **Klamath Falls Economic Opportunities Analysis (EOA)** have been incorporated into the Urban Area Plan; however, the full document has been placed in Volume II, Background Plans and Studies. The EOA is now almost 10 years old and is somewhat outdated. For this reason, the EOA has been included as a background document in Volume II of the Urban Area Plan.

The Urban Area Housing Needs Analysis

The objectives, policies and implementation measures from the **Klamath Falls Housing Needs Analysis (HNA)** have been incorporated into the Urban Area Plan; however, the full HNA report has been placed in Volume II, Background Plans and Studies.

The Urban Area Transportation System Plan

Street classifications, goals and objectives and street and access standards found in the **Klamath Falls Transportation System Plan (TSP)** have been incorporated into the Urban Area Plan, whereas background tables and analysis have not. (See Goal 12: Transportation discussion below.)

The Urban Area Public Facilities Plan

The Urban Area Plan includes the **Klamath Falls Urban Area Public Facilities Plan (PFP)**, which synthesizes city, county and special district facility plans for sanitary sewer, water, transportation and storm drainage improvements as required by ORS 197.712 *et seq.* The PFP identifies specific projects, their locations, estimated construction timing and costs, and potential funding mechanisms. The PFP is intended to be used to determine the timing and location of infrastructure projects necessary to support planned residential and economic development.

Urban Area Plan Maps

The following maps are incorporated by reference into the Urban Area Plan:

- **Urban Area City and County Zoning Maps**
- **Urban Area Transportation System Plan Maps**

- **Urban Area Public Facility Plan Maps**
- **Urban Area Local Wetland Inventory**
- **Urban Area Floodplain (FEMA) Maps**
- **Urban Area Historic Resources Inventory Map**

Population Projections

A 2018 updated population forecast from the Portland State University (PSU) Population Research Center is included in the Goal 2: Land Use Planning chapter of the Urban Area Plan (Volume I). State law requires that the PSU forecast be incorporated into the Comprehensive Plan and serve as the basis for housing, employment and public facilities planning. PSU’s study justifying the population projection is placed in Volume II: Background Plans and Studies.

Urban Area Plan Glossary and Acronyms

The following terms are used frequently in the Urban Area Plan:

- **BLI** – Buildable Lands Inventory for land within the Urban Area
- **CIP** – Capital Improvement Program for the City, County or District
- **CDO** – City of Klamath Falls Community Development Ordinance
- **City** – City of Klamath Falls
- **County** – Klamath County
- **District** – Depending on background and context the relevant special service district – usually (but not always) serving unincorporated areas within the Klamath Falls UGB
- **DLCD** – Oregon Department of Land Conservation and Development
- **DSL** – Oregon Department of State Lands
- **EOA** – Klamath Falls Economic Opportunities Analysis (2009)
- **HNA** – Housing Needs Analysis that projects housing need by type and density
- **IAMP** – Interchange Area Management Plan
- **IGA** – Intergovernmental Agreement with the City, County and a special service district; may also include ODOT
- **LCDC** – Land Conservation and Development Commission
- **LDC** – Klamath County Land Development Code
- **LWI** – Klamath Falls Urban Area Local Wetland Inventory – an inventory of streams and wetlands within the Urban Area that meets Department of State Lands inventory methods
- **ODOT** – Oregon Department of Transportation
- **PFP** – Klamath Falls Urban Area Public Facilities Plan
- **PSU** – Portland State University Population Research Center
- **TSP** – Klamath Falls Urban Area Transportation System Plan
- **UGB** – Klamath Falls Urban Growth Boundary
- **UGMA** – Urban Growth Management Agreement between the city and county
- **Urban Area** – The area within the Klamath Falls UGB (including land with both the City Limits and unincorporated areas)

- **Urban Area Plan** – Volume I of the Klamath Falls Comprehensive Plan for the Urban Area that has been jointly adopted by the City of Klamath Falls and Klamath County.
- **Zoning Map** – The Urban Area Zoning Map that is maintained by Klamath County for the Klamath Falls Urban Area; the Urban Area Zoning Map supersedes the Klamath County Land Use Map (1984) and the City of Klamath Falls Comprehensive Plan Map (1981) within the Klamath Falls UGB.

Volume II: Background Plans and Studies

Background documents provide the factual and analytical basis for the goals, policies and implementing measures found in the Comprehensive Plan, but are not necessarily policy documents in themselves.

The following background documents are included in Volume II: Background Plans and Studies:

- Klamath Falls Urban Area Economic Opportunities Analysis*** (2009)
- Klamath Falls Housing Needs Analysis and Buildable Lands Inventory*** (2019)
- Klamath Falls Local Wetland Inventory*** (2004)
- Klamath County Coordinated Population Forecast*** (PSU Population Research Center, 2018)
- Klamath Falls Comprehensive Plan*** (1981) – as a historical document

Volume III: Facilities Master Plans

Master plans for sanitary sewer, parks, water, schools, storm drainage, airport, and transportation facilities also support the goals, policies and implementing measures found in the Comprehensive Plan but are not policy documents in themselves. The projects, cost estimates, timing and funding sources found in public facilities plans are not intended to function as plan policies, unless explicitly adopted as part of the Comprehensive Plan. The following master plans (and any other similar plans) are included in Volume III: Facilities Master Plans:

- Klamath Falls Wastewater Collection System Master Plan*** (2006)
- Klamath Falls Wastewater Collection System Master Plan Update*** (2014)
- South Suburban Sanitary District Facilities Plan*** (2010)
- Klamath Falls Water Master Plan*** (2010)
- Klamath Falls Water Tank Vulnerability Assessment*** (2018)
- Klamath Falls Urban Area Transportation System Plan*** (2012)
- OR 66 Green Springs Highway Interchange Area Management Plan*** (2012)
- Campus Sub-Area Transportation Master Plan*** (2008)
- Klamath Falls Urban Trails Master Plan*** (2016)
- Basin Transit Service Development Plan*** (2013)
- Klamath Falls Safe Routes to School Master Plan*** (2018)
- Klamath Falls Parks Master Plan*** (2019)
- Wiard Park District Master Plan*** (2013)
- Kingsley Field Joint Land Use Study and Background Report*** (2016)
- Klamath Falls Airport Master Plan*** (2004)

These public facilities master plans have been prepared over a 20-year period, in many cases are based on different population projections, and do not provide a complete picture of public facilities project

needs, funding sources, timing and jurisdictional boundaries. ORS 197.712¹ requires local governments to prepare “public facilities plans” that identify needed projects, rough cost estimates and timing for urban growth areas. Preparing a Public Facilities Plan (PFP) is especially useful in the Klamath Falls Urban Area because there are multiple service providers with different service areas. The PFP is also helpful as an economic development tool, because it can be used to determine the timing and funding sources for public facilities necessary for the development of employment sites.

Volume IV: Klamath Falls Urban Area Comprehensive Plan Implementation Measures

The ***Klamath Falls Community Development Ordinance*** (CDO) and the ***Klamath County Land Development Code*** (LDC) have a similar organization scheme with chapters for (a) general provisions and review procedures, (b) types of land use applications (c) zoning and overlay Districts and (d) development standards. Both documents were partially revised in 2017 and provide effective implementation for adopted plans in the Urban Area. No changes are proposed at this time. However, these land use regulations should be reviewed in the future to ensure consistency with the Urban Area Plan.

Volume V: Urban Area Intergovernmental Agreements

Klamath County and the City of Klamath Falls are partners in the successful implementation of the Klamath Falls Urban Area Comprehensive Plan. The ***Urban Growth Management Agreement*** (UGMA - 2013) between the city and county describes how land use decisions will be made and who will make them within the Klamath Falls Urban Area. It is likely that changes to the UGMA will be necessary to implement the Klamath Falls Urban Area Comprehensive Plan for several reasons:

- The UGMA should recognize the Urban Area Public Facilities Plan (PFP) and summarize city, county and district roles and responsibilities as set forth in the PFP.
- The UGMA should be reviewed for consistency with goals and policies set forth in the Urban Area Plan and amended as necessary.
- The UGMA references the city and county comprehensive plans rather than the Urban Area Plan.

The city and county have entered into intergovernmental agreements with other partners in land use planning, including but not limited to the following:

- Oregon Department of Transportation (ODOT)
- Klamath County Fire District 1
- South Suburban Sanitary District (SSSD)
- Klamath County Drainage District
- Wiard Park District

¹ ORS 197.712(2)(e): “A city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The public facility plan shall include rough cost estimates for public projects needed to provide sewer, water and transportation for the land uses contemplated in the comprehensive plan and land use regulations. Project timing and financing provisions of public facility plans shall not be considered land use decisions.”

Requirements for PFPs are further elaborated in OAR 660-11-0010 through 0050. Related definitions are found in 660-11-0005.

Goal 1: Citizen Involvement

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process. The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process. The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues. Federal, State and regional agencies, and special- purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

Statewide Planning Goal 1 Requirements

Public involvement is a required part of land use planning in Oregon and applies amendments to the Urban Area Plan and implementing area and functional plans, land use regulations and intergovernmental agreements. The requirement for public participation is written in the first goal in the statewide land use planning system.

Statewide Planning Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program that addresses:

- Opportunities for widespread public involvement
- Effective two-way communication with the public
- The ability for the public to be involved in all phases of the planning process
- Making technical information easy to understand
- Feedback mechanisms for policy makers to respond to public input, and
- Adequate financial support for public involvement efforts
- Goal 1 also calls for local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.
- The State Citizen Involvement Advisory Committee (CIAC). The CIAC advises the Land Conservation and Development Commission on matters related to Goal 1.

Statewide Planning Goal 1 does not have an implementing administrative rule. However, ORS 197.763 Conduct of local quasi-judicial hearings requires a fair and impartial public decision-making process for local "quasi-judicial" public hearings such as zone changes, conditional use permits, variances and land division approvals.

City and County Background and Policy Context

The ***Klamath County Comprehensive Plan*** includes a separate Goal 1: Citizen Involvement chapter that provides objectives, policies and implementation measures to ensure effective citizen involvement on a County-wide level. The Citizen Involvement chapter was last updated in 1992. The ***Klamath Falls Comprehensive Plan*** describes the city's commitment to citizen and agency involvement in all phases of the planning process in an introductory chapter entitled "The Planning Process." This part of the plan has not been updated since its adoption in 1980 and includes outdated notice and decision-making provisions.

Both city and county land use regulations have incorporated the provisions of ORS 197.763 Conduct of local quasi-judicial hearings into their land use review procedures.

In Klamath County and Klamath Falls, the planning commissions serve as their respective committees for citizen involvement (CCI). Klamath County also may approve “area commissions” to provide advice to the Planning Commission on planning issues in specific areas of the County.

Because the county comprehensive plan citizen involvement goals and policies are more thorough and up-to-date than those found in the existing city comprehensive plan, the following citizen involvement goals, objectives and policies have been excerpted (and adapted as necessary to apply to the Klamath Falls Urban Area) from the *Klamath County Comprehensive Plan* (Goal 1: Citizen Involvement).

Citizen Involvement Objectives and Policies

The following objectives and policies have been adapted from city and county comprehensive plans and shall apply to citizen involvement efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective (or group of objectives).

- A. TO ENCOURAGE AN EFFECTIVE CITIZEN PARTICIPATION PROCESS THAT WILL MEANINGFULLY INVOLVE CITIZENS IN ALL PHASES OF THE COMPREHENSIVE PLANNING PROCESS.**
 - 1. The City and County Planning Commissions, acting in their roles as Committees for Citizen Involvement (CCI) shall, within their respective jurisdictions:**
 - a. Review the Citizen Involvement Program adopted by the Board of Commissioners or City Council, as appropriate, and recommend any revisions or amendments.**
 - b. The CCI shall be the focus of citizen participation in Klamath County and the City of Klamath Falls within the Urban Area.**
 - c. Evaluate the success of the program.**
 - d. Promote the Citizen Involvement Program.**
 - e. There will be a regular evaluation based in part on the report of each official area committee. The evaluation report will be submitted to the Board of Commissioners or City Council, as appropriate.**
 - f. Function as a coordination body and liaison between the people of each area and the city and county governments on planning issues within the Urban Area.**
- B. PROVIDE OPPORTUNITIES FOR THE GENERAL PUBLIC TO REVIEW, COMMENT, AND MAKE RECOMMENDATIONS ON ALL PLANNING PROPOSALS AND PRELIMINARY PLANS.**
 - 1. Provide for continuing citizen involvement after plan acknowledgment.**
- C. KEEP CITIZENS INFORMED ABOUT THE STATUS OF THE COUNTY PLANNING PROGRAM BY MAKING TECHNICAL INFORMATION AND REPORTS AVAILABLE.**
 - 1. Continue involvement of citizens from geographic areas and interest groups in the entire planning process.**
 - 2. Provide notice on all comprehensive planning and land use matters as required by the LDC and CDO.**
 - 3. Technical information on land use and comprehensive planning related matters shall be available to the public upon request.**
 - 4. Citizen input on land use and planning related matters will be adequately considered by planning officials.**

5. Adequate human and financial resources shall be allocated to the Citizen Involvement Program to meet city and county notice requirements.
 6. Identify and utilize mechanisms by which the general public will have the opportunity to be involved in goal and policy setting for the data collection and analysis, plan preparation, and adoption, implementation, and amendments.
- D. ENCOURAGE TWO-WAY COMMUNICATION BETWEEN THE GENERAL PUBLIC AND COUNTY OFFICIALS THROUGH THE USE OF COMMUNITY FORUMS, PANEL DISCUSSIONS, AND NEWS MEDIA.**
- E. FEDERAL, STATE, AND REGIONAL AGENCIES AND SPECIAL PURPOSE DISTRICTS SHALL COORDINATE THEIR PLANNING EFFORTS WITH THE AFFECTED GOVERNING BODIES AND MAKE USE OF EXISTING LOCAL CITIZEN INVOLVEMENT PROGRAMS ESTABLISHED BY COUNTIES AND CITIES.**

Implementation

Goal 1 implementation measures include city and county land use regulations found Volume IV of the Urban Area Plan and the Urban Growth Management Agreement found in Volume IV of the Urban Area Plan. The following non-binding implementation measures have been adapted and brought forward from City and County Comprehensive Plans.

- Cooperate with all media to ensure that planning meetings will be advertised.
- Continue to follow City and County Citizen Involvement Programs.
- Compliance with Klamath County LDC and Klamath Falls CDO public hearing and notification requirements will ensure that Goal 1 is met for “quasi-judicial” land use applications such as zone changes, conditional use permits, variances and land division approvals.
- For legislative amendments to the Urban Area Plan, the city and county planning commissions, in their roles as committees for public involvement, should make recommendations to elected officials to ensure that citizens, interest groups and affected state and federal agencies are involved in all phases of the planning process.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. City, County, State and Federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

Statewide Planning Goal 2 Requirements

Comprehensive plans must comply with the requirements of each applicable statewide planning goal. The Land Conservation and Development Commission (LCDC) reviewed each city and county comprehensive plan for compliance with the goals, and when LCDC found that the plan was consistent with the goals, the commission "acknowledged," or approved, the plan. Once a plan is acknowledged, it replaces the statewide planning goals for the purposes of local land use decision-making.

Goal 2 requires each local government in Oregon to adopt and follow a comprehensive land use plan and implementing regulations. The plan must be based on a coordinated population projection prepared by the Portland State University Population Research Center. Comprehensive plans include functional plans related to public facilities and geographic area plans. Implementing regulations include development codes and intergovernmental agreements.

Cities and counties must build their comprehensive plans on an adequate factual base. Implementing regulations and agreements must be consistent with and adequate to carry out comprehensive plans. Local governments must follow their plan when making decisions on appropriate zoning. City and County plans must be consistent with one another within an urban area. Special district and State agency plans and programs must be coordinated with city and county comprehensive plans.

The comprehensive plan and implementing measures such as land use regulations and intergovernmental agreements, are the guiding documents for local government land use decisions. They help create predictable outcomes for the people that live and operate businesses in the community for development of homes, stores, and industries. Comprehensive plans also guide public facility development – streets, municipal water, sewer, and parks – and conservation of natural resources.

Changes to comprehensive plans must also comply with the statewide planning goals. Amendments to the Urban Area Plan – including zoning map amendments – must meet post-acknowledgment plan amendment requirements set forth in ORS 197.610 *et seq.* See also the DLCDC post-acknowledgment plan amendment webpage: <https://www.oregon.gov/lcd/CPU/Pages/Plan-Amendments.aspx>

Through a separate statutory process, comprehensive plans and implementing measures must be periodically reviewed to address changed circumstances, and to ensure ongoing coordination with other units of government and compliance with applicable State statutes, planning goals and administrative rules. (ORS 197.628-636)

Part II of Goal 2 provides a process a local government (usually counties outside of UGBs) can follow when taking an "exception" to one of the land use goals. A local government can take an exception to a goal when it finds that unique circumstances warrant a local override of the statewide goal to create a better outcome. Most goal exceptions apply outside of urban growth boundaries.

Goal 2 is implemented by four administrative rules:

- [OAR 660-004](#) – Interpretation of Goal 2 Exception Process
- [OAR 660-018](#) – Post-Acknowledgement Plan Amendments
- [OAR 660-030](#) – Review and Approval of State Agency Coordination Programs
- [OAR 660-031](#) – State Permit Compliance and Compatibility

City and County Land Use Planning Background and Policy Context

The 2018-19 Urban Area Plan process is intended to provide an updated factual base and policy framework for making coordinated land use decisions within the Klamath Falls Urban Area – which is fully consistent with the primary direction provided by Statewide Planning Goal 2: Land Use Planning.

The Klamath Falls Urban Area (Urban Area) has approximately 45,000 people, with roughly half living within the City Limits and half living within unincorporated urban areas – primarily the South Suburban Area. Klamath Falls provides the full range of urban services to support urban development within the City Limits. Except for water service (which is provided by the City), Klamath County, through special service districts, separately provides urban services within the unincorporated Urban Area. Since the early 1980s, the city and county have separate comprehensive plans and land use regulations for areas under their respective jurisdiction. Historically, city and county governments have not always agreed regarding planning for and regulating land development and the extension of public services within the Urban Area.

However, since the mid-1990s, the city and county have cooperated on several planning and public facilities planning projects. The 2012 adoption of the Klamath Falls Urban Area Transportation System Plan (TSP) is a great example of such a cooperative effort. The city and county have also adopted or amended intergovernmental agreements with each other and with special service districts with the goal of increased coordination and efficiency in providing public facilities to serve planned growth in the Urban Area.

In April of 2018, the Klamath Falls City Council and the Klamath Board of County Commissioners agreed in principal to move forward with the adoption of the Klamath Falls Urban Area Plan (Urban Area Plan) that applies to the entire Urban Area.

The 2018-19 Urban Area planning effort is designed to achieve two primary objectives:

- First, to adapt (using common formatting and sentence structure) and bring forward existing city and county comprehensive plan policies that are useful in making local zoning and land use decisions; and
- Second, to adapt and bring forward existing city and county comprehensive plan policies that are necessary to ensure continued compliance with applicable statewide planning goals and administrative rules.

The Urban Area Plan includes two new elements that have not been derived from existing City and County plans:

1. The Portland State University Population Research Center population projection for the Urban Area; and
2. New policies for use when considering zone map changes within the Urban Area.

Coordinated Population Projection

Under Oregon law (ORS 195.033), the Portland State University Population Research Center (PSU) is responsible for preparing “coordinated” population projections for each city and county in Oregon.

PSU’s Population Forecast Program Cycle 2² includes population forecasts through 2068 for Klamath County and for the area within the urban growth boundaries of its cities, including the Klamath Falls Urban Area. The full text of PSU’s coordinated population forecast is found in Volume II of the Urban Area Plan.

Notable methodological changes between Cycle 1 (2015-2065) and Cycle 2 (2018-2068) include a simplified analysis of long-term (25-50 year) population. In Klamath County, this change in methodology and re-analysis resulted in a decrease of 2,416 in County population (and a reduction of 586 in Klamath Falls) through 2043 and a 0.0% County growth rate from 2043-2065.

- Klamath County experienced a small population decline from 2015-2018. PSU forecasts relatively low growth for Klamath County, decreasing from an observed 2010-2018 average annual growth rate (AAGR) of 0.3% to 0.1% from 2018-2043, followed by a forecast 0.0% growth rate from 2043-2068.
- Klamath Falls is the only city in the county with over 1,000 population, and the Klamath Falls urban area contains most (64%) of the County’s current population. As shown on Table 2.1, most of the County’s growth is expected to occur within the Klamath Falls Urban Area.

Table 2.1 Projected Urban Area and County Population Growth

Population	2018	2020	2040	Growth 2020-2040
Klamath Falls Urban Area	43,684	44,040	45,194	1,154
Klamath County	67,957	68,528	69,509	981

Source: Klamath County Coordinated Population Forecast 2018-2068, p.28

Urban Area Land Use Planning Objectives and Policies

The following objectives and policies shall apply to land use planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective.

- A. ESTABLISH A LAND USE PLANNING PROCESS AND POLICY FRAMEWORK AS A BASIS FOR ALL DECISIONS AND ACTIONS RELATED TO USE OF LAND AND TO ASSURE AN ADEQUATE FACTUAL BASE FOR SUCH DECISIONS AND ACTIONS.**
 - 1. Copies of the Urban Area Plan shall be available to the public and to affected governmental units.
 - 2. Coordinate all plans and programs with regional, State, and Federal plans and policies.
- B. DEVELOP DETAILED PLANS OR SPECIFIC PROGRAMS TO IMPLEMENT THE RECOMMENDATIONS AND PROPOSALS OF THE URBAN AREA PLAN.**
 - 1. To the extent feasible, the boundaries of zoning districts shall follow property lines.
- C. KEEP THE URBAN AREA PLAN CURRENT THROUGH ANNUAL MINOR REVISIONS AND A MAJOR REVIEW AND UPDATE.**
 - 1. The written policies, land use maps and urban growth boundary shall be changed only by formal amendment of the Urban Area Plan.

² Notable methodology changes between Cycle 1 (2015-2065) and Cycle 2 (2018-2068) include a simplified analysis of long-term (25-50 year) population. Klamath County also experienced a small population decline from 2015-2018. In Klamath County, this change in methodology and re-analysis resulted in a decrease of 2,416 in county population (and a reduction of 586 in Klamath Falls) through 2043 and a 0.0% county growth rate from 2043-2065.

2. All proposed amendments shall be evaluated against the statewide planning goals.
 3. All legally existing land uses shall be allowed to continue as either conforming or nonconforming land uses.
- D. **DEVELOP THE NECESSARY MANAGEMENT MEASURES (URBAN GROWTH BOUNDARIES, ZONING AND SUBDIVISION ORDINANCES, CODES, ETC.) TO ENSURE THE IMPLEMENTATION OF THE ADOPTED URBAN AREA PLAN.**
1. The written policies and urban growth boundary shall be changed only by formal amendment of the Urban Area Plan.
 2. All proposed amendments shall be evaluated against the statewide planning goals.

Implementing Urban Area Zones

All land inside the Klamath Falls Urban Growth Boundary excluding the land within the City limits of Klamath Falls, is subject to the Klamath County Land Development Code (LDC) and Urban Growth Boundary Management Agreement. All land within the Klamath Falls City limits is subject to the Klamath Falls Community Development Ordinance (CDO).

To the extent feasible, the boundaries of zoning districts shall follow property lines except where the land use plan clearly requires otherwise. For zoning purposes, the land use plan shall be construed liberally, provided that the written policies of the plan are not thereby violated.

As part of the 2019 Urban Area Plan process, the city and county decided to re-organize city and county land use and zoning maps to create a one-map system. Under the one-map scheme, existing city and county zoning maps will function as *both* the comprehensive plan map *and* the zoning map within their respective jurisdictions. The county, with support from city staff, shall be responsible for maintaining the Urban Area Zoning Map.

Urban Area city and county zoning districts are roughly comparable in their organization, permitted uses and conditional uses, and residential density ranges. Table 2.2 shows the base city and county zoning districts within the Klamath Falls Urban Area.

Table 2.2 Base City and County Urban Area Zoning Designations

	City	County
Residential Zones	SF – Single Family Residential	RS – Suburban Residential
		RL – Low Density Residential
	MD – Medium Density Residential	RM – Medium Density Residential
	A – Apartment Residential	RH – High Density Residential
Mixed Use	City	County
	MU – Mixed Use	
Commercial Zones	City	County
	GC – General Commercial	CG – General Commercial
		CR – Recreational Commercial
		CT – Transportation Commercial
	DB – Downtown Business	

	NC – Neighborhood Commercial	CN – Neighborhood Commercial
Industrial	City	County
	LI – Light Industrial	IL – Light Industrial
	I - Industrial	IH- Heavy Industrial
Planned Development	City	County
	PUD – Planned Unit Developments	ART – Air/Rail Transportation
Public Facility	City	County
	PF – Public Facility	PF – Public Facility
Special	City	County
	SR – Special SR – Special Reserve	OS/C – Open Space and Conservation

The city and county have both adopted the following overlay designations/zones:

- Flood Hazard Overlay
- Airport Safety and Noise Overlay | Airport Safety and Hazard Prevention Overlay
- PUD Overlay

Urban Area Zone Change Criteria

The Urban Area Zoning Map serves as both the comprehensive plan and zoning map within the Klamath Falls Urban Area. The city and county have roughly corresponding zoning designations for major land use categories. Therefore, it makes sense to have a common set of criteria for reviewing zoning map amendments within the Urban Area that are specific to the type of zone change requested. Note that the following criteria apply only to proposed zoning map amendments – and shall not be interpreted to make the existing zoning for a property non-conforming.

Zone Change Approval Options

For a zone change to be approved, the governing body must make one of the two findings listed below:

1. The zone change is from a county zone to a corresponding city zone and occurs at the time of annexation to the city, as specified in CDO Chapter 13, Boundary Changes. In such cases, the corresponding city zone shall automatically apply. For example, if the zone change proposal is from county Transportation Commercial to city General Commercial, the zone change will occur automatically upon annexation to the city.
- or
2. The proposed zone change considers both the general and use specific zone change criteria listed below. In this case, the applicant shall be responsible for preparing findings demonstrating consistency with the criteria below.

Urban Area Zone Change Criteria

The applicant (or the governing body in the case of legislative amendments) shall bear the burden of demonstrating that the following criteria are met for any proposed base zone change:

1. **Procedural Requirements:**
 - a. The Department of Land Conservation and Development (DLCD) shall receive notification at least 35 days in advance of the first planning commission hearing for a zone change application in accordance with ORS 197.610 *et seq.* Post-Acknowledgment Procedures.
 - b. If a wetland is located on the subject property, the Department of State Lands shall be notified of the zone change proposal pursuant to ORS 227.030 Notice of proposed wetland development and ORS 215.418(5) Approval of development on wetlands, notice.
 - c. Local public notice for quasi-judicial map amendments shall be provided as set forth in ORS 197.763 Conduct of local quasi-judicial public hearings; notice requirements – and in relevant sections of the Klamath County LDC or the Klamath Falls CDO, depending on the location of the proposed zone change.

2. **Public Need:** To address Statewide Planning Goals 9 (Economic Development), 10 (Housing) and 11 (Public Facilities and Services), the applicant must demonstrate public need for the zone change by considering applicable relevant Volume II background studies and/or Volume III facility master plans as indicated below.
 - a. **For small-scale zone changes in developed areas:** The proposal must result in a more logical and coherent land use pattern, as determined by the review authority.
 - b. **For a zone change that would decrease the supply of buildable residential land:** If the proposal would rezone buildable land (as defined in the Residential BLI) from a residential zone to a non-residential zone, or result in decreased residential densities, then the HNA found in Volume II: Background Plans and Studies must be consulted to ensure that the rezone does not result in a shortage of buildable land for a needed housing type. This analysis is necessary to demonstrate compliance with Statewide Planning Goal 10: Housing. For example, if there is a documented shortage in the supply of High Density Residential land in the Urban Area, then the proposed zone change cannot make this shortage worse. To compensate for the loss of land for needed housing, other Urban Area land may be rezoned for comparable residential use, so as to result in “no net loss” of buildable land for the needed housing type.
 - c. **For a zone change that would increase the supply of suitable commercial or industrial land:** the proposal must meet a need for a targeted employment opportunity identified in the Economic Opportunities Analysis (EOA) using the medium growth scenario. The EOA is found in Volume II: Background Plans and Studies. Alternatively, the review body may rely on a written commitment to purchase the subject property for a specific employment opportunity to justify the need for an industrial zone change proposal.
 - d. **For a Public Facilities rezone proposal:** the property in question must be owned by a public or non-profit corporation and the project should be referenced in the relevant facility master plan found in Volume III: Facility Master Plans.

3. **Purpose:** The proposed zone change shall be consistent with the purpose of and uses allowed by the proposed zone.
 - a. Klamath County LDC describes the purpose of each zone and lists permitted and conditional uses in each zone. Table 2.3 lists each applicable base zone and its corresponding purpose.

- b. Descriptions of most city zones have been brought forward from the old comprehensive plan (p.10). The Klamath Falls CDO includes definitions for each zone tables listing permitted and conditional uses in each zone. Table 2.4 describes the purposes of city zones based in these documents.

Table 2.3 Base County Urban Area Zoning Designations and Corresponding Purpose

Residential Zones	Purpose
RS – Suburban Residential	To establish and maintain suburban areas for residential use. This zone serves to implement the Comprehensive Plan calling for use of 1 to 4 dwellings units per acre. Typically, this zone is appropriate for neighborhoods where the majority of the lots are large enough to maintain domesticated animals.
RL – Low Density Residential	To establish and maintain areas suitable for low density residential uses. The Low Density Residential zone is intended to implement the Comprehensive Plan designation calling for an optimum residential density between 1 and 6 dwellings per acre.
RM – Medium Density Residential	To establish and maintain areas for single-family and duplex residences. The Medium Density Residential zone is intended to implement the Comprehensive Plan calling for an optimum residential density up to 8 dwelling units per acre.
RH – High Density Residential	To provide and maintain higher densities of dwelling units in urban areas where the level of public services can adequately accommodate such development. The High Density Residential zone is appropriate in areas near schools, recreation, employment and transportation services. This zone is intended to implement the Comprehensive Plan calling for residential densities of up to 24 dwelling units per acre.
Commercial Zones	Purpose
CG – General Commercial	To establish and maintain places for a full range of retail goods and services available to a large area.
CR – Recreational Commercial	To establish and maintain places for recreational facilities and accessory services available to a large area or region.
CT – Transportation Commercial	To establish and maintain places for sales and services primarily related to transportation and utility industries. The Transportation Commercial zone is appropriate for commercial uses associated with highway, rail or air transportation.
CN – Neighborhood Commercial	To establish and maintain places for limited retail sales and services that are accessible and convenient to nearby residents. The Neighborhood Commercial zone is applied to areas serving only a limited, local market, and is intended to permit only those uses which do not create adverse impacts that are incompatible with nearby residences.
Industrial	Purpose
IL – Light Industrial	To establish and maintain places where manufacturing, storage and wholesale distribution can be undertaken in close proximity to one another without encroaching upon the character of the adjacent land uses. It is not the purpose of the Light Industrial zone to permit the processing of raw materials

IH - Heavy Industrial	To establish and maintain places where large areas of land are needed for the fabrication, processing, and movement of raw materials and where the potential impacts of noise, odor, vibration, glare, and/or heat are least likely to affect adjacent land uses.
Public Facility	Purpose
PF – Public Facility	Public or quasi-public structures generally used by government, non-profit organizations or large numbers of persons.
Air Rail Transportation	Purpose
ART	To enhance the economic viability of Klamath County by encouraging the development of sites to business that would benefit from being located in close proximity to a major transportation facility.

Table 2.4 Base City Urban Area Zoning Designations and Corresponding Purpose

Residential Zones	Purpose
SF – Single Family Residential	Principally single-family dwellings occurring up to a maximum of five units per net acre. A zone that allows single-family residential housing with a maximum density of up to 5 dwelling units per net acre.
MD – Medium Density Residential	Combination of single-family dwellings and limited numbers of multi-family dwellings occurring up to a maximum of 14 units per net acre. A zone that allows for single-family residence through four-plex residential development with a maximum density of up to 14 dwelling units per net acre.
A – Apartment Residential	Combination of dwellings types emphasizing multi-family dwellings occurring up to a maximum of 35 units per net acre. A zone that allows for all types of residential development with a maximum density of up to 35 dwelling units per net acre.
Commercial Zones	Purpose
GC – General Commercial	General commercial enterprises intended to serve residents throughout the community. A zone that allows for profit and nonprofit business uses.
NC – Neighborhood Commercial	General commercial enterprises operating in a limited scale, compatible with surrounding neighborhood conditions, and intended to principally serve neighborhood residents. A zone that allows for a limited number of retail commercial uses which serve the day-to-day needs of the residents from surrounding neighborhoods.
Industrial	Purpose
LI – Light Industrial	Light industrial enterprises, limited in scale, and conducted principally inside buildings. A zone that allows for industrial enterprises where activities and operations do not significantly, adversely impact the surrounding properties, due to odor, particulate matter, smoke, noise, vibration, appearance, or similar impact

I - Industrial	Large industrial enterprises, unlimited in scale, and conducted both inside and outside buildings. A zone that allows the use of land, structure or natural resources involving the manufacturing, warehousing, transporting, processing, assembling or disassembling of semi-finished or finished products from raw materials, or packaging previously prepared materials.
Public Facility	Purpose
PF – Public Facility	Public or quasi-public structures generally used by government, non-profit organizations or large numbers of persons.
Mixed-Use	Purpose
Mixed-Use	A zone that encourages buildings to have a vertical mix of uses on a single Lot, with residential dwelling units above the first floor. This can be a combination of the following uses on a single lot: Residential; Commercial Service; Commercial Trade; Public; and where appropriate, uses allowed in the Light Industrial Zone.

4. **Transportation:** The subject property is properly related to transportation facilities to adequately serve the range of uses allowed in conjunction with such zoning and is consistent with the Urban Area Transportation System Plan. The proposed rezone must also meet Transportation Planning Rule (TPR) OAR 660-012-0060 requirements. To demonstrate compliance with the TPR, the applicant may be required to submit a Traffic Impact Study that meets local and Oregon Department of Transportation requirements. The zone change proposal may be conditioned to include demand management strategies that limit peak hour trips to achieve consistency with the TPR.

5. **Adequate Public Facilities:** The subject property has adequate sanitary sewer, storm drainage and domestic water service to serve the range of uses allowed by the proposed zone.
 - a. To make this adequacy finding, the subject property must be served or serviceable within the next 10 years as determined by the city, district and/or county engineer with jurisdiction.
 - b. The engineer’s determination must consider the Urban Area Public Facilities Plan, and relevant facility master plans and capital improvement programs.

6. **Residential Zoning Location:** The following locational guidelines shall be considered by the review body for rezoning proposal to the following residential zones:
 - a. High Density Residential should be located within 1000 feet of transit service or should have frontage along a collector or arterial street.
 - b. Medium Density Residential should be located within a half mile of transit service and should have frontage along a collector street or higher classification.
 - c. Zone changes to Low Density Residential and Suburban Residential should not be allowed adjacent to an arterial street.

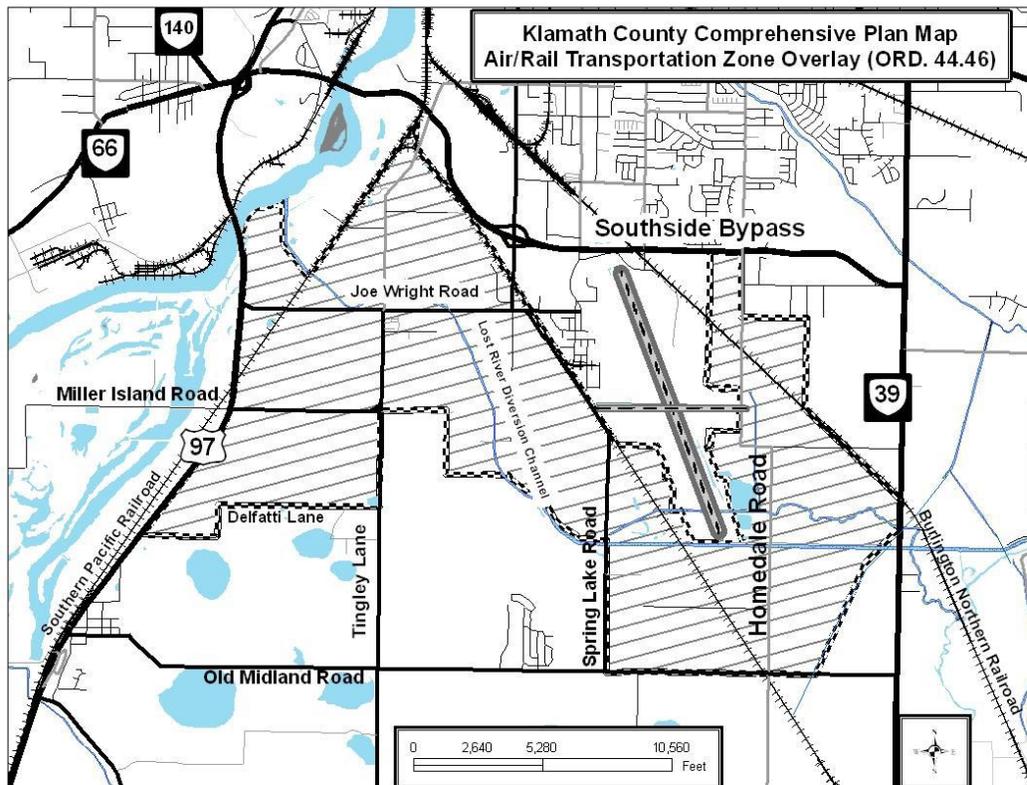
7. **Commercial Zoning Location:** The following locational guidelines shall be considered in the review of the following commercial rezoning proposals:

- a. General Commercial and Transportation Commercial shall have frontage along an arterial street; exclusive use of local streets that travel through existing single-family neighborhoods in Low Density Residential or Suburban Residential zones shall not be permitted.
 - b. Neighborhood Commercial should be located to serve existing or planned residential neighborhoods and shall have frontage along a collector street or arterial street; Neighborhood Commercial zoning may also be used as a transition area between General Commercial and Residential zones.
 - c. Downtown Commercial shall be limited to the Downtown Klamath Falls area as defined in the Urban Area Plan.
- 8. Topographical Constraints:**
- a. Areas with slopes that are predominantly 25 percent or greater and land within the 100-year floodplain should not be rezoned for High or Medium Density Residential uses.
 - b. Areas with substantial topographic constraints, such as predominant slopes of 15% or greater, or substantial floodplain or wetland limitations, are not considered suitable for industrial or commercial development. To demonstrate suitability, the review authority may require engineering and mitigation studies that result in an effective mitigation plan.
- 9. Contiguity:**
- a. In situations where up-zoning is proposed, the subject property should have comparable or more intensive zoning on at least one side to minimize incompatible land uses, and to restrict “spot-zoning”.
 - b. The contiguity requirement shall not apply to Neighborhood Commercial or Mixed Use zones, or to rezoning of 20 acres or more or contiguous land (where adequate buffers can be provided to mitigate potential adverse impacts from the rezoning).
- 10. Size and Shape:** The subject property is adequate in size and shape to accommodate the proposed use or uses allowed in the proposed zone.
- 11. Historic Sites and Structures:** Rezoning of land will identify potential impacts on designated historic sites and structures and mitigate such impacts to the extent feasible.
- 12. Noise Sensitive Uses:** Based on DEQ rules (OAR Chapter 340, Division 35):
- a. Zone changes that allow uses that generate substantial noise should not be located next to noise-sensitive uses unless noise attenuation measures are assured.
 - b. Noise sensitive land uses shall be prohibited or limited within noise-affected areas of the Klamath Falls Municipal Airport. (Ref. Goal 6 Policy)
- 13. Neighborhood Impacts:** The review body shall consider impacts on uses allowed by zoning for properties within 500 feet of the proposed zone change.
- a. Where substantial adverse impacts are identified, the review body may condition the zone change to mitigate identified impacts.
 - b. Where substantial adverse impacts are identified but cannot be reasonably mitigated, the review body should deny the zone change.

14. **Planned Unit Development:** The PUD zone shall not be applied to allow uses or densities that are inconsistent with uses and densities allowed in the applicable base zone. PUDs shall comply with applicable City and County Engineering Standards unless the relevant Public Works Director approves a modification. However, permitted uses and densities allowed in the base zones may be permitted to cross zoning lines if there is compensating public benefit in terms of preserved natural areas and open space.

15. **Air/Rail Transportation Zone:** Urban Area Lands proposed for rezoning within the Airport/Transportation Development Zone will be restricted to commercial and industrial development.

Figure 1: Air/Rail Transportation Zone Overlay



Goal 3: Agricultural Lands and Goal 4: Forest Lands

To preserve and maintain agricultural lands.

To conserve forest lands by maintaining the forest land base and to protect the State's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Statewide Planning Goal 3 and 4 Requirements

Goal 3 requires counties to identify farmland outside of UGBs, designate it as such on the comprehensive plan map, and zone it for exclusive farm use (EFU). An EFU zone places restrictions on developments that are unrelated to agriculture in order to minimize uses that conflict with farming. Property owners who keep EFU land in agricultural production benefit by receiving lowered property taxes.

Goal 4 protects working forest land around the State, preserving it for commercial forestry while recognizing its value for fish and wildlife habitat, recreation, and protection of air and water quality. The goal requires County to identify forest land, designate it as such on the comprehensive plan map, and zone it consistently with State rules. The goal defines forest land in two ways. One way is based on productivity, as measured by the U.S. Forest Service. The other is by making a judgement about whether land is suitable for other, non-commercial forest uses, such as watershed protection, fish and wildlife habitat, and recreation.

City and County Agricultural and Forest Lands Background and Policy Context

Goals 3 and 4 are not applicable inside within the Urban Area. However, the Urban Area Plan recognizes Klamath County's authority and responsibility to protect farm and forest land outside of the Klamath Falls UGB.

Goal 5: Urban Open Space and Cultural Resources

To protect natural resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.

Statewide Planning Goal 5 Requirements

Goal 5 covers more than a dozen types of natural and cultural resources. Goal 5 is largely a procedural goal, in that local governments may choose which natural and cultural resources to inventory, evaluate and protect. In urban areas, the most commonly inventoried and protected resources are historic sites and buildings, wetlands and riparian areas. In most cases, coordination with State agencies is required. For example, coordination with the State Historic Preservation Office (SHPO) is required when inventorying and protecting historic resources; coordination with the Department of State Lands (DSL) and the Oregon Department of Fish and Wildlife (ODFW) when inventorying and protecting wetlands and riparian areas.

If a city or county decides to protect a specific resource, then it must go through the Goal 5 process: this process does not dictate an outcome but does require that resources be systematically inventoried and that conflicting development uses be identified. Then the economic, social, environmental and energy conservation consequences of three levels of resource protection must be evaluated: full protection (allow no conflicting uses), limited protection (protect the resource while allowing some conflicting development), or no protection (decide to allow conflicting development uses without restriction). Based on this ESEE analysis, local governments must develop a local protection program (plan policies and local regulations) that provides the desired local level of protection for the resource.

When the Klamath Falls and Klamath County comprehensive plans were originally adopted and acknowledged by LCDC in the early 1980s, the plans were subject to OAR Chapter 660, Division 016. In 1995, this rule was replaced by the New Goal 5 rule (OAR Chapter 660 Division 023) which spells out procedural requirements in detail for inventorying, evaluating and protecting each type of resource.

[OAR 660-016](#) – Complying with Statewide Planning Goal 5

[OAR 660-023](#) – Procedures and Requirements for Complying with Goal 5

[OAR 660-031](#) – State Permit Compliance and Compatibility

City and County Natural and Cultural Resources Background and Policy Context

The city and county have chosen to inventory two types of Goal 5 resources within the Klamath Falls Urban Area: (1) historic resources and (2) water resources (wetlands and riparian areas).

The Historic Landmarks Inventory

The Klamath Falls Comprehensive Plan (pp. 91-92) identifies the following sites as significant. For additional information about “Linkville” history, please review to the old Klamath Falls Comprehensive Plan in [Volume II: Background Information and Studies](#).

Although George Nurse is credited with founding the original town of Linkville, later to become Klamath Falls, no streets nor structures in the City carry his name or honor that fact. In 1932 a marker bearing his name was placed on the southeast corner of

the Link River bridge; it stands a short distance from the site of his original store and commemorates his contributions to the City.

The National Register of Historic Sites lists only one item from Klamath Falls--the Baldwin Hotel which has recently been made an annex to the County Museum. The State of Oregon has compiled an inventory of historic sites and buildings within the County. Those which are in the urban area are shown on the Historic Areas map and include:

- 1. AOUW Hall, 25 Main Street, built in 1895 (formerly Baldwin Hardware Company);*
- 2. The Baldwin Hotel, 31 Main Street, constructed in 1904;*
- 3. John Stribling Ford, Inc., Main and Esplanade, built in 1929;*
- 4. Esquire Theater, 218 North Seventh, 1940;*
- 5. First National Bank, 601 Main Street, 1930;*
- 6. Methodist Church, North Tenth and High, 1907;*
- 7. Goeller House, 235 South Riverside, 1905;*
- 8. IOOF Hall, Fifth and Main, 1910;*
- 9. Klamath County Courthouse 1, 415 Walnut Street, 1887-88;*
- 10. City Hall Administration, 500 Klamath, 1926 (previously used as the City Library);*
- 11. Klamath County Courthouse Annex; 305 Main Street, 1915 (originally the Elks Lodge);*
- 12. Klamath County Museum, Main and Spring Streets, 1935 (previously used as an armory);*
- 13. Klamath Falls City Hall, 226 South Fifth, 1915;*
- 14. Klamath Falls U.S. Post Office, Seventh and Oak, 1930;*
- 15. Railway Express Warehouse, Oak Street, 1916;*
- 16. Southern Pacific Depot, 1630 Oak, 1916;*
- 17. S.P. Shops and Railyards, 1916-20;*
- 18. Tower Theater, 2607 South Sixth, 1941;*
- 19. Van Brimmer Cabin, Main and Spring Streets, 1864 (moved from original location to museum site);*
- 20. Willits Building, 430 Main, 1910;*
- 21. Moore House, 120 Riverside Drive, 1907.*

The Local Wetland Inventory and Riparian Assessment

The Goal 5 Rule requires that stream corridors and wetlands be inventoried based on DSL methods. In 2004, DSL approved the “Local Wetland Inventory and Riparian Assessment” (LWI) for the Klamath Falls Urban Area. (Shapiro & Associates, 2004) This inventory has been approved by DSL and is available online: <https://docs.dsl.State.or.us/PublicReview/DocView.aspx?dbid=0&id=866074>

The study area includes approximately 24,000 acres within the Klamath Falls UGB, which includes portions of two watersheds: The Upper Klamath Lake Watershed (about 3,500 acres) and the Lost River Watershed (about 20,500 acres). Major water bodies include Upper Klamath Lake, Link River and Lake Ewauna. The study area includes 44 wetlands covering 448 acres. Of these, 31 wetlands were deemed “significant” due to the presence of sensitive, threatened or endangered species or because the wetlands are protected mitigation sites. There are also 26 created water

features (ponds, stormwater management facilities, gravel mines, golf ponds, etc.) covering an additional 39 acres.

As noted in the Shapiro study (p. 28):

The hydrological conditions in the Klamath UGB and surrounding area are very complex, and many attributes are the result of... the Klamath Project. Canals, laterals, dams, pumping stations, head gates and dikes have significantly altered the spatial and temporal distribution of water resources. Within the UGB, these irrigation features, including some disconnected remnant segments, are common east of the Link River. The principal irrigation canal is the A-Canal that originates from Upper Klamath Lake, about 0.35 miles north of the Link River Dam...Drains accumulate excess irrigation water from the fields and deliver it back into canals and laterals. Groundwater is the primary hydrologic source for the majority of wetlands included in this inventory. In the case of the wetlands adjacent to either of the lakes, the level of the groundwater is influenced by water levels in the lake.

In part because Urban Area wetlands have been severely impacted, the city and county have chosen not to adopt a local protection program. Rather, both jurisdictions rely on DSL fill and removal regulations and the US Army Corps of Engineers to protect inventoried wetlands and stream corridors.

Natural and Cultural Resources Objectives and Policies

The following objectives and policies shall apply to natural and cultural resource planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective.

- A CONSERVE HISTORIC AREA SITES, STRUCTURES AND OBJECTS; AND CULTURAL AREAS.**
 - 1. Provide incentives to owners of historic structures for restoration purposes.**
 - 2. Encourage identification and/or preservation of significant historic landmarks, archeological, and architectural sites which meet established and applicable criteria.**
 - 3. Natural historic conditions will be maintained, unless conflicting uses are identified, and economic, social, energy and environmental consequences will be weighed in determining protective measures.**
 - 4. Support citizen concern for specific historic areas significant to each neighborhood.**
 - 5. Consider cultural areas, historic sites, and archaeological resources when proposing a change in land use.**
 - 6. Encourage the preservation and restoration of historic sites and structures whenever possible.**
 - 7. Support the inventories of historic sites as approved by the Historic Landmark Commission and shall encourage the identification of historic sites with the cooperation of the landowner.**
- B. FOSTER A SENSE OF HISTORICAL AWARENESS AMONG RESIDENTS OF THE COMMUNITY.**
See implementation recommendations below.
- C. CONSERVE OPEN SPACE AND PROTECT NATURAL AND SCENIC RESOURCES.**
 - 1. Encourage the protection and management of significant resources in mutual cooperation with appropriate state and federal agencies.**
 - 2. Protect bald eagle nest sites within the UGB; Require that the private property owner take no action that would damage existing bald eagle nest sites.**

3. **Plan for and encourage public recreation and open space lands in urban expansion areas when UGBs are re-evaluated.**
4. **Nonstructural flood protection methods may be used whenever practical for conservation of flood plains. Flood control measures shall, whenever practical, utilize natural floodways, maintaining riparian habitats and historic flow volumes. When nonstructural flood protection methods are not practical because of the value of previous urban development, concrete-line channels will be used only if all other structural methods are impractical.**

Goal 5 Implementation

Goal 5 implementation measures include city and county land use regulations found Volume IV of the Urban Area Plan and intergovernmental agreements among state agencies and local governments.

- Both the Klamath Falls CDO (Section 14.260) and the Klamath County LDC (Article 87) include historic preservation regulations.
- CDO Section 12.410 Special Reserve Development Standards has been applied in a few areas and provides limited protection for natural resources.
- LDC Article 56.2 Open Space and Conservation has been applied to publicly owned open space within the Urban Area.

The following non-binding implementation measures have been adapted and brought forward from city and county comprehensive plans.

Historic Preservation

- Promote the investigation and use of transferable development rights to protect historical sites.
- Promote public education and involvement relative to the importance of our historical heritage.
- Promote the installation of markers and plaques on historical sites.
- Utilize "Criteria Evaluation for Historic Sites & Buildings", published by the National Trust for Historic Preservation.
- Apply for grants to assist in the preservation or restoration of historic sites.
- Make nominations for State and Federal historic site designations.
- Identify and describe historic sites and areas that are important to the Klamath Falls area.
- Involve museum professionals in developing criteria for historic areas.
- Develop tax incentives for private owners of historic sites or structures to enable restoration and/or maintenance of such sites and structures.
- Contract with a qualified historian to inventory lands with sites, structures and objects that have local, regional, statewide or national historic significance.
- Work with the Oregon State Historic Preservation Office (OSHP) and with the Klamath County Historical Society to identify properties eligible for nomination to the National Historic Register.
- Support OSHP efforts to secure matching grants-in-aid for the preservation, acquisition, and development of registered properties and those properties and sites listed in the OSHP Statewide Inventory of Historic Sites and Buildings.
- Update the historic areas inventory in accordance with the Goal 2 chapter of the Urban Area Plan.
- Review the proposals of the Historic Landmark Commission.
- Support citizen concern for specific historic areas significant to each neighborhood areas.

- Consider cultural areas, historic sites, and archaeological resources when proposing a change in the zoning map.
- Cultural areas, historic sites and archaeological resources discovered in the future or overlooked during the planning process should be inventoried (location, quantity and quality) and significance determined.

Natural Resources Implementation

- Where development occurs adjacent to wildlife habitats, every practicable design and construction technique will be used to mitigate adverse effects.
- Protect fish habitats against extraction of stream materials, filling, erosions, siltation, impoundments, removal of shoreline vegetation, and deteriorating water quality.
- Identifiable areas of prime wildlife habitat will be maintained unless conflicting uses are identified, and then economic, social, energy and environmental consequences will be weighed in determining protective measures.
- Support non-game habitat programs by planting desirable food or cover vegetation on city-owned, dedicated open spaces.
- If a proposed land use change falls within a significant fish or wildlife area, the applicant shall be encouraged to contact the Oregon Department of Fish and Wildlife to attempt to resolve possible conflicts.
- The Significant Resource Overlay zone will not be applied within the Urban Growth Boundary.

Goal 6: Air, Water and Land Resources Quality

Statewide Planning Goal 6 Requirements

Goal 6 instructs local governments to consider protection of air, water and land resources from pollution and pollutants when developing comprehensive plans. The pollutants addressed in Goal 6 include solid waste, water waste, noise and thermal pollution, air pollution, and industry-related contaminants.

At a Federal level, the elements within Goal 6 correspond broadly to the [Clean Air Act](#) and [Clean Water Act](#). At a State level, Goal 6 covers many areas regulated by the [Oregon Department of Environmental Quality](#) (DEQ) through its permitting actions. DEQ ensures its permitting decisions comply with the plan and zoning regulations of the affected local government and coordinates with DLCD and other agencies to be sure that city and county plans comply with state and federal laws.

Compliance with Goal 6 depends upon local adoption of policies to coordinate with DEQ and the U.S. Environmental Protection Agency (EPA) to ensure that environmental quality standards are met.

[Oregon Department of Environmental Quality \(DEQ\)](#)

[Clean Air Act \(EPA\)](#)

[Clean Water Act \(EPA\)](#)

City and County Environmental Protection Background and Policy Context

Air quality has been a major concern in the Klamath Basin for several decades. Smoke pollution from wildfires resulted in hazardous air quality on most days during the summer and early fall of 2018. The city and county have coordinated with the Oregon DEQ to adopt plans and measures to address these issues.

Environmental Protection Objectives and Policies

The following objectives and policies have been adapted and brought forward from city and county comprehensive plans. These objectives and policies shall apply to environmental quality planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective.

- A. MAINTAIN AND IMPROVE THE QUALITY OF THE WATER RESOURCES OF THE COMMUNITY.**
 - 1. Potential water pollution problems will be treated with the highest priority.**
 - 2. All waste and process discharges from future developments, when combined with such discharges from existing developments, will not violate or threaten to violate applicable water quality regulations.**
 - 3. Discharge standards relating to city-owned sewer facilities will be maintained.**
 - 4. Comply with State and Federal standards for water quality.**
 - 5. Maintain a disaster plan relating to major contaminations or spills of dangerous materials into natural waters.**
 - 6. Establish grading standards that limit runoff and erosion from residential, commercial, and industrial construction sites.**
- B. COORDINATE ALL PLANNED DEVELOPMENTS ADJACENT TO SURFACE WATER AREAS (LAKES, RIVERS, AND STREAMS) WITH AFFECTED LOCAL, STATE, AND FEDERAL AGENCIES AND DEPARTMENTS.**
 - 1. Discharge standards relating to city-owned sewer facilities will be maintained.**

2. The city and county shall establish grading standards that limit runoff and erosion from residential, commercial, and industrial construction sites.
- C. **SUPPORT POLLUTION GUIDELINES AND PREVENTION MEASURES/PROGRAMS OF FEDERAL, STATE, AND LOCAL AGENCIES.**
 1. Comply with State and Federal standards for water quality.
 2. Consideration should be given to locating noise-sensitive activities away from noise generators.
 3. Noise sensitive land uses shall be prohibited or limited within noise-affected areas of the Crater Lake - Klamath Regional Airport in accordance with table II-2. Conditional uses shall be permitted only when a detailed analysis of noise reduction requirements is made and need noise insulation features are included in the building design.
- D. **ASSIST STATE TO IDENTIFY ALL MAJOR SOURCES OF AIR, WATER AND LAND POLLUTION.**
 1. Discharge standards relating to city-owned sewer facilities will be maintained.
 2. Support efforts to maintain and improve the quality of air resources.
 4. Coordinate environmental management programs with State and Federal environmental statutes, programs, and policies (air, water, land and noise).
- E. **RECOMMEND AND PROMOTE THE RESERVATION OF STRATEGIC LOCATIONS TO BE USED FOR TREATMENT OF WASTEWATER, SOLID WASTES, SEPTIC TANK WASTES, SLUDGE AND ALL OTHER HAZARDOUS WASTES.**
- F. **UTILIZE STATE STANDARDS FOR OPTIMUM SEWAGE COLLECTION AND TREATMENT.**

Implementation

Goal 6 implementation measures include city and county wastewater and stormwater master plans found in Volume III and land use regulations found Volume IV of the Urban Area Plan. City and county engineering standards also help to implement Goal 6 objectives and policies. The following non-binding implementation measures have been adapted and brought forward from city and county comprehensive plans.

- Continue to work with the appropriate Federal agencies efforts to monitor possible point source pollutants and identify non-point sources.
- Cooperate with and support efforts by the Department of Environmental Quality to monitor and regulate water quality standards in the Klamath Basin.
- Support the DEQ air quality regulatory permit process and provide DEQ staff with all required information.
- All solid waste discharge will be disposed of in accordance with the County Solid Waste Management Plan.
- The County shall implement the Solid Waste Management Plan as outlined in Klamath County Solid Waste Management: Comprehensive Study and Preliminary Plan.
- Development standards shall be followed as outlined in the Land Development Code.
- The County shall cooperate with the state to incorporate pertinent information from the state's 2018 Water Quality Management Plan into the Comprehensive Plan and adopt appropriate policies and implementation.
- Produce River Basin (303e) plans for the Crater Lake, Klamath River, Lost River, Sprague River, and Upper Klamath Lake sub basins and the Williamson River Basin.
- Grading regulations are established in the Land Development Code. A study shall be conducted on the feasibility of adopting a grading ordinance to preclude premature and unsound grading.

- Locate noise-sensitive activities away from noise generators. Noise-sensitive land uses shall be regulated through the Land Development Code in accordance with Table II-2 of the Klamath County Comprehensive Plan.
- The city and county shall support the efforts of state and federal agencies to maintain and improve the quality of air resources regarding PM10 Particulate and Carbon Monoxide emissions.
 - On August 31, 1988 Klamath County established the Klamath County Air Quality Program.
 - On July 31, 1991 the County adopted an ordinance establishing a mandatory wood burning curtailment program as well as enforced restrictions on open burning.
 - On September 16, 1991 the City of Klamath Falls adopted Ordinance No. 6630 which implemented the County Air Quality Program.
 - On October 1991, DEQ completed a State Implementation Plan (SIP) for the Klamath Falls Urban Area.
- When DEQ completes an updated Air Quality Maintenance Plan, and if the Air Quality Maintenance Plans indicates an air quality problem, the county shall do the following;
 1. Establish an Air Quality Committee to review the Air Quality Maintenance Plan, and design plans to improve the air quality to a maintainable level.
 2. The County shall review the plans suggested by the Air Quality Committee and do the following; a. If a plan is acceptable to the county, then it shall be adopted; and b. If the County finds none of the plans acceptable, then the County will work with the Air Quality Committee and DEQ to find a practical solution to the air quality problem.

Goal 7: Natural Hazards

Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards. Natural hazards for purposes of this goal are: floods (coastal and riverine), landslides, earthquakes and related hazards, tsunamis, coastal erosion, and wildfires. Local governments may identify and plan for other natural hazards.

New hazard inventory information provided by Federal and State agencies shall be reviewed by the Department in consultation with affected State and local government representatives. After such consultation, the Department shall notify local governments if the new hazard information requires a local response. Local governments shall respond to new inventory information on natural hazards within 36 months after being notified by the Department of Land Conservation and Development, unless extended by the Department.

Statewide Planning Goal 7 Requirements

Goal 7 requires local comprehensive plans to address Oregon’s natural hazards. Protecting people and property from natural hazards requires knowledge, planning, coordination, and education. Oregon and local governments have been engaged in natural hazard planning for the last 40 years. Floods, landslides and wildfires are a consistent presence in Oregon. In recent years, more awareness has been developing about the possibility of a major earthquake and tsunami from the Cascadia Subduction Zone (CSZ). Good planning does not put buildings or people in harm's way. Planning, especially for the location of essential services like schools, hospitals, fire and police stations, is done with sensitivity to the potential impact of nearby hazards.

A local government addresses natural hazards in its comprehensive land use plan by adopting a natural hazard inventory and supporting plans and policies. DLCD works with the Oregon Department of Geology and Mineral Industries, the Federal Emergency Management Agency, and others to help communities plan for natural hazards.

City and County Natural Hazards Mitigation Background and Policy Context

The primary Urban Area natural hazard is flooding. The city and county have coordinated with FEMA to address flood mapping and mitigation. Rural area wildfires have become increasingly severe over the last decade.

Natural Hazard Mitigation Objectives and Policies

The following objectives and policies have been adapted and brought forward from city and county comprehensive plans. These objectives and policies shall apply to natural hazard planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective (or group of objectives).

- A. TO PROTECT LIFE AND PROPERTY FROM WATER-RELATED NATURAL DISASTERS AND HAZARDS.**
- B. IDENTIFY AREAS PRONE TO FLOODING AND DELINEATE THEM ON APPROPRIATE TOPOGRAPHIC MAPS.**
- C. PREVENT DEVELOPMENT THAT RESULTS IN ENCROACHMENT OF WATER CHANNELS.**

1. Water-related hazards such as flooding will not necessitate disapproval of development, but higher development costs can be expected in order to minimize hazards.
 2. All lands designated as areas of floodplain will be urbanized only in accordance with an adopted floodplain management program.
 3. Restrict filling or construction in floodways. Uses such as sand extraction, recreational activities, industrial and agricultural pursuits may be exceptions to this policy.
- D. IDENTIFY AREAS SUBJECT TO NATURAL DISASTERS/HAZARDS AND AVOID SITUATING INCOMPATIBLE FUTURE LAND USES IN THESE AREAS.**
1. Consider site constraints in evaluating land use in fire hazard areas. Within designated areas where population or building densities may be inappropriate to the hazards present, measures will be developed to mitigate risk to life and property loss.
- E. CONSIDER ALTERNATIVE USES IN FLOODPLAIN AREAS SUCH AS PARKS AND/OR OTHER LOW-DAMAGE DEVELOPMENTS.**

Implementation

Goal 7 implementation measures include public facility master plans found in Volume III and city and county land use regulations found Volume IV of the Urban Area Plan. City and county engineering standards also help to implemented Goal 7 objectives and policies. The following non-binding implementation measures have been adapted and brought forward from city and county comprehensive plans.

- Continue to participate in the Flood Insurance Program as administered by the Federal Insurance Administration.
- Floodplain management regulations will be developed and included within the Community Development Ordinance and the Land Development Code.
- Evaluate and adopt the wildfire hazards map prepared by Oregon State Forestry Department and shall develop a wildfire hazard rating system. Mitigating measure for wildfire hazards shall be included in development proposals for areas with designations of moderate, high, or extreme on the Wildfire Hazards Rating Map.
- New development shall be kept off slopes greater than 25 percent, unless engineering plans are approved by the relevant Department of Public Works.

Goal 8: Urban Recreational Needs and Opportunities

To satisfy the recreational needs of the citizens of the State and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. RECREATION PLANNING The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and Federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

Statewide Planning Goal 8 Requirements

Oregonians and Oregon's many visitors enjoy the diverse recreational opportunities our State offers. From the snows of the Willamette Mountains to the sands to the Pacific coast, outdoor recreation is available everywhere in Oregon. These outdoor resources could diminish from overuse if we don't plan in advance for when, where, how, and how often we use them. Local, State, and Federal agencies and the private sector must co-ordinate their plans for recreation facilities and activities to protect our recreation resources and to help nearby communities prepare to meet the demand these recreation destinations place on public services and facilities such as roads.

Goal 8 requires local governments to plan for the recreation needs of their residents and visitors. The goal places priority on non-motorized forms of recreation, and recreation areas that serve high-density populations with limited transportation options and limited financial resources. It also places priority on recreation areas that are free or available at a low cost to the public.

Statewide Planning Goal 8 is implemented by: [OAR 660-034](#) -- State and Local Park Planning

City and County Parks and Recreation Background and Policy Context

The old Klamath Falls Comprehensive Plan includes largely outdated information on parks and recreation. The Klamath County Comprehensive Plan has a county-wide focus but recognizes park and recreational needs within the unincorporated Urban Area.

In 2000, the City Council accepted the **Klamath Falls Parks Master Plan** which provides a useful policy framework and a more up-to-date picture of park and recreational needs. The Wiard Park District accepted the **Wiard Park District Master Plan** in 2013; this plan also provides valuable policy and background information. However, these documents have been formally adopted by city or county elected officials and have not been integrated into the comprehensive plans of either jurisdiction. Incorporating information and policies from these plans would be appropriate in the next iteration of the Urban Area Plan.

The city is currently working on an update to the Parks Master Plan. This update is expected to include level-of-service standards that relate needed park acreage to population. Future goals and recommendations from this plan may be incorporated into the Goal 8 chapter of the Urban Area Plan. This vision articulated in the draft (December 2018) plan states that:

Parks and trails contribute to the vibrancy of our city by connecting community members and visitors to one another, natural resources, recreational opportunities and our rich heritage.

The following goals, policies and implementation measures have been adapted from the Klamath Falls and Klamath County Comprehensive Plans for inclusion in the Urban Area Plan.

Park and Recreation Objectives and Policies

The following objectives and policies have been adapted and brought forward from city and county comprehensive plans. These objectives and policies shall apply to park and recreation planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective (or group of objectives).

- A. TO PROVIDE AS MUCH CHOICE AS POSSIBLE IN RECREATIONAL ALTERNATIVES TO SATISFY THE NEEDS OF THE CITIZENS OF THE URBAN AREA AND ITS VISITORS.**
Support for tourist facilities and accommodations will continue
- B. TO PROVIDE TIMELY, ORDERLY, AND EFFICIENT ARRANGEMENTS OF RECREATIONAL FACILITIES AND SERVICES.**
 - 1. The Park Board will review the park needs annually to determine what people want and what resources are available.
 - 2. A cooperative cost sharing program will be developed with the County to achieve a more equitable financing system among urban area users.
 - 3. Continue to improve park and recreation facilities with public or private funding.
 - 4. The community will create and maintain a diversified system of recreation lands and facilities that meets the recreation needs of all people, conserves energy, and enhances the environmental quality of the community
 - 5. Parks and recreation sites may be acquired as needed.
 - 6. Assist private investors seeking to establish new commercial recreation enterprises.
- C. CONTINUE TO REEVALUATE URBAN AREA PARK AND RECREATION PLANS TO ENSURE THAT FACILITIES AND SERVICES MEET EXISTING AND CHANGING NEEDS.**
 - 1. The Park Board will review the park needs annually to determine what people want and what resources are available.
- D. ENCOURAGE A VARIETY OF SPECTATOR AND PARTICIPANT ACTIVITIES.**
- E. ENCOURAGE ACCESSIBILITY AND AVAILABILITY OF VARIED RECREATION ACTIVITIES TO PEOPLE OF ALL AGES INCLUDING THE DISABLED.**
 - 1. A wide range of recreational opportunities will be provided for the urban citizens of all ages including the handicapped and elderly.
- F. ENCOURAGE USE OF LEISURE TIME IN CREATIVE, CULTURAL, AND RECREATIVE WAYS.**
- G. PROTECT AND PROMOTE APPROVED TRAILS-FOR NON-MOTORIZED RECREATIONAL USE IN THE URBAN AREA.**
 - 1. Use of motorized vehicles within City limits on other than designated public or private streets will be discouraged.
 - 2. A system of trails for pedestrian and non-motorized use will be established to lead out of the city into surrounding open spaces and scenic areas.
 - 3. Future recreation programs will prefer non-motorized activities over motorized activities so as to conserve energy.
 - 4. Encourage the development of bike paths.
 - 5. Encourage the protection of recreation trails.
- H. DEVELOP A RECREATION PLAN THAT WILL ADDRESS THE NEEDS OF BOTH URBANIZED CENTERS AND RURAL AREAS.**

1. **Continue to seek, acquire, and develop park property on the shorelines of Upper Klamath Lake and Lake Ewauna. Waterfront park facilities should be developed to maximize their water orientation.**

Implementation

Goal 7 implementation measures include public facility master plans found in Volume III and city and county land use regulations found Volume IV of the Urban Area Plan. City and county engineering standards may also help to implemented Goal 8 objectives and policies. In particular, *the Wiard Park District Master Plan* (2013) and the *Klamath Falls Parks Plan* (2019) directly implement the objectives and policies of the Goal 8 chapter of the Urban Area Plan. The Klamath Falls Parks Plan includes level-of-service standards for park dedication or fees *in lieu* thereof.

The following non-binding implementation measures have been adapted and brought forward from city and county comprehensive plans.

- Efforts will be made to preserve the recreational and water qualities of Klamath Lake and Lake Ewauna.
- Support public education and involvement.
- Develop a detailed capital improvement program.
- Review all tax foreclosure land for potential park or recreational use.
- Develop recreational or park measures to be included in zoning and land development ordinances.
- Work with schools to allow use of grounds as recreational areas during non-school times.
- Consider bond measures or levies to allow capital improvements in recreation.
- Allow park districts to acquire park sites in accordance with the plan.
- Continue to encourage the maintenance of the "A" Canal bike path.
- Cooperate with local governments in preparing bikeway plans.
- Cooperate with government agencies special districts, and citizens to protect identified recreation trails.
- Study the economic feasibility of establishing rowing racecourse facilities at Lake Ewauna, to include a boathouse, parking, an access road, and a spectator viewing area.

Goal 9: Economic Development

To provide adequate opportunities throughout the State for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the State. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

Statewide Planning Goal 9 Requirements

The purpose of Goal 9 planning is to make sure cities and counties have enough land available to realize economic growth and development opportunities. Commercial and industrial development takes a variety of shapes and leads to economic activities that are vital to the health, welfare and prosperity of Oregon's citizens. To be ready for these opportunities, local governments perform Economic Opportunity Analyses based on a 20-year forecast of population and job growth. Each city and county has a unique local vision for economic development. Ideally, this vision reflects community aspirations and has specific objectives and actions.

Under Goal 9, all local governments should have a working inventory of areas suitable for economic growth that can be provided with public services. These inventories primarily focus on planning for major industrial and commercial developments and having a ready supply of land appropriately zoned and located for those opportunities and local investments. As with all areas of the comprehensive plan, the amount of land planned for economic development should be adequate for a 20-year supply. The economic development plans formed by a city often use one or more market incentives to encourage the type of development a community or county would like to see. These might include tax incentives or disincentives, land use controls, or preferential assessments.

[OAR 660-009](#) – Economic Development

City and County Economic Development Background and Policy Context

In 2010, the city and county jointly adopted the *Klamath Falls Economic Opportunities Analysis and Long-Term Urban Land Needs Assessment* (Urban Area EOA - Johnson and Gardner, 2009). The full text of the Urban Area EOA is found in [Volume II: Background Plans and Studies](#). As Stated in City Ordinance 10-12, the Urban Area EOA replaced Chapter I (Economy Element) of the Klamath Falls Comprehensive Plan.

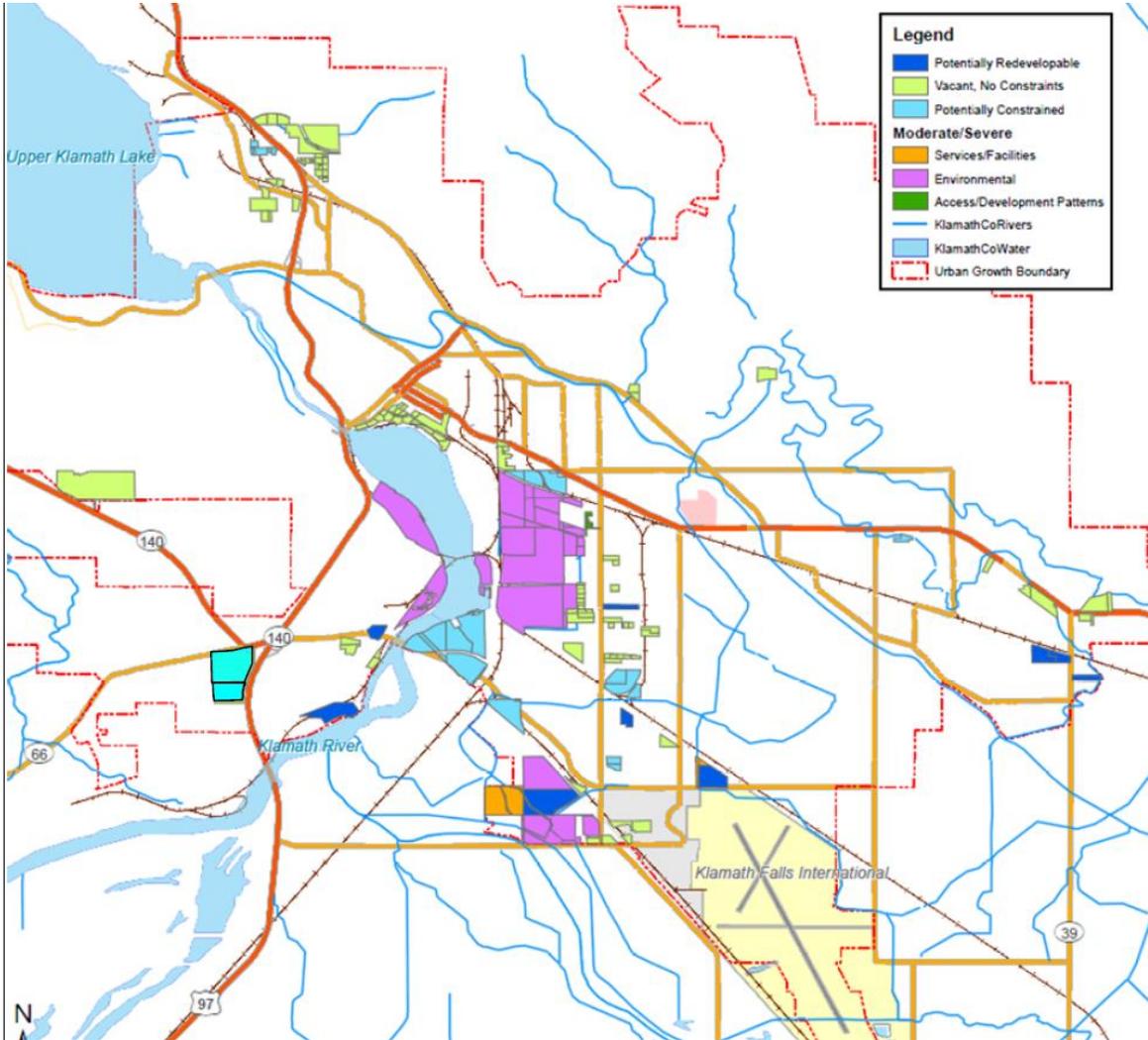
The Urban Area EOA:

- Analyzes national, State, regional and local economic and demographic trends;
- Considers the Urban Area's existing economic clusters and identifies emerging/potential industrial opportunities and target industries;
- Includes a 20-year employment forecast and employment land needs analysis;
- Identifies the site characteristics required by targeted employment opportunities;
- Evaluates the existing employment land supply; and

- Projects employment land demand and supply for a 20-year and 50-year period.

The need and supply analysis and Figure 30 – Map of Vacant, Constrained and Potentially Constrained Sites should be consulted when evaluating zoning district amendment proposals.

Figure 2: Urban Area EOA Figure 30 Employment Land Supply



Policy 1 of the Goal 9: County Economy chapter of the Klamath County Comprehensive Plan States that:

The County shall work with local governments to coordinate and compile appropriate industrial and commercial site availability in order to develop a common regional economic development strategy.

The County effectuated this goal in the Klamath Falls Urban Area by actively participating in the review and co-adoption of the Urban Area EOA in 2010. The Urban Area EOA includes economic development goals, policies and implementation measures for the Urban Area – which are incorporated into the Economic Development Goals, Policies and Implementation provisions below.

Economic Development Objectives and Policies

The following objectives and policies are quoted directly from the Urban Area EOA. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each objective.

A. ACTIVELY STIMULATE ECONOMIC DEVELOPMENT AND GROWTH THAT WILL DIVERSIFY AND STRENGTHEN THE MIX OF ECONOMIC ACTIVITY IN THE LOCAL MARKETPLACE AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR LOCAL RESIDENTS.

A-1: The City of Klamath Falls and Klamath County will continually strive to strengthen the community's industry, business, financial, medical, tourist and retail activities and to capitalize on its comparative advantages in the local and regional marketplace.

B. RETAIN AND SUPPORT THE EXPANSION OF EXISTING BUSINESSES IN KLAMATH FALLS.

B-1: The City of Klamath Falls and Klamath County shall seek ways to partner with the business, medical and educational communities to implement the Economic Element and advance common objectives.

B-2: The City of Klamath Falls and Klamath County recognizes that the expansion and/or redevelopment of existing employment sites is often more challenging than the development of vacant sites and shall consider ways to encourage the expansion and/or redevelopment of existing employment sites.

B-3: The City and County will coordinate with Federal and State agencies and other stakeholders to plan its employment land base in ways that best balance the needs of business, other stakeholders and the environment.

C. ASSURE AN ADEQUATE COMMERCIAL AND INDUSTRIAL LAND BASE TO ACCOMMODATE THE TYPES AND AMOUNT OF ECONOMIC DEVELOPMENT AND GROWTH ANTICIPATED IN THE FUTURE, WHILE ENCOURAGING EFFICIENT USE OF LAND AND PUBLIC FACILITIES WITHIN THE KLAMATH FALLS URBAN AREA.

C-1: The City of Klamath Falls and Klamath County will rely upon its Medium Employment Growth Scenario in the City's Economic Element 20-year Employment Projections, Land Demand Projections, and Site Demand Projections when planning its employment land base.

C-2: The City and County considers short-term (five-year) employment land demand to be equal to one quarter (25 percent) of the amount of land projected to be demanded over the twenty-year planning horizon.

C-3: The City of Klamath Falls and Klamath County will maintain a Short-Term Supply of employment land consistent with the Economic Opportunities Analysis in the Economic Element.

C-4: The City of Klamath Falls and Klamath County will meet sub-regional land needs by maintaining a Short-Term Supply of employment land consistent with sub-regional demand estimates.

C-5: The City of Klamath Falls and Klamath County recognizes important differences among sites with respect to the site characteristics demanded by respective industry.

C-6: The City of Klamath Falls and Klamath County may assist in the identification of sites for businesses that have unique requirements.

C-7: The City of Klamath Falls and Klamath County shall place limits on commercial uses that are or can be permitted in industrial zones.

C-8: The City of Klamath Falls and Klamath County shall encourage higher density industrial and/or commercial development forms than has historically been exhibited in the City and better reflect emerging targeted industries and businesses.

C-9: The City of Klamath Falls and Klamath County shall designate lands in the vicinity of the Airport for uses that will take advantage of services.

D. TO DEVELOP LOCATION CRITERIA AND SITE DEVELOPMENT STANDARDS FOR COMMERCIAL AND INDUSTRIAL DEVELOPMENT WHICH ENCOURAGE EFFICIENT USE OF PUBLIC FACILITIES, PARTICULARLY THE CITY AND COUNTY'S TRANSPORTATION SYSTEMS.

D-1: The City of Klamath Falls and Klamath County shall encourage integrated commercial centers, rather than individual linear developments.

E. THE LIVABILITY OF A COMMUNITY IS AN IMPORTANT FACTOR IN THE LOCATION CHOICE OF BUSINESSES. THE CITY OF KLAMATH FALLS AND KLAMATH COUNTY SHALL CONTINUE TO STRIVE, MAINTAIN, AND ENHANCE THE LIVABILITY OF THE COMMUNITY.

E-1: The City of Klamath Falls and Klamath County recognizes that community amenities and quality of life considerations factor highly into the site location choice of business seeking to start new or relocate.

Implementation

The city and county commercial and industrial zoning districts directly implement these objectives and policies. The following non-binding implementation measures are quoted directly from the Urban Area EOA:

- **A-1(a)** Identify opportunities and incentives to encourage value-adding, family-wage business to expand or locate in the community.
- **A-1(b)** Support the retention and attraction of firms with high wage rates for all industries, but also encourage the attraction and retention of firms with high wage rates within their respective industry classifications.
- **A-1(c)** Participate in a joint public/private business development program to provide retention services and identify opportunities for the growth of existing businesses and the attraction of new firms to the community, in order to diversify the mix of employment opportunities.
- **A-1(d)** In recruiting new companies to the area, market comparative advantages, such as city-owned utilities, renewable energy, sales tax benefits, enterprise zone and education/research infrastructure.
- **A-1(e)** Work with O.I.T. and Klamath Community College to strategically encourage labor-training programs that match personnel needs of firms now operating in the community and those industries which city aspires to bring in.
- **A-1(f)** Work with O.I.T. and Klamath Community College to encourage retraining programs to transition the current workforce to match skills needed in the firms operating in the community and those industries which city aspires to bring in.
- **A-1(g)** Maintain good relations and frequent contact with to market the Crater Lake-Klamath Regional Airport and Kinsley Air Base, in effort to identify companies seeking to locate in the area.
- **A-1(h)** Foster regional economic development relationships to identify spill-over opportunities from economic growth in targeted industries in Bend and/or Medford which cannot be accommodated.

- **A-1(i)** Target medium-scale general manufacturers as part of a comprehensive recruiting plan.
- **A-1(j)** Foster relationships with the medical community to create opportunities for additional local health care services.
- **A-1(k)** Coordinate the city’s economic development program with the citizens of the City of Klamath Falls, and community development based organizations, Klamath County and other local regional, State and Federal agencies.
- **B-1(a)** Identify opportunities and incentives to encourage industry related to the area’s competitive advantages.
- **B-1(b)** Increase the retention of retail commerce by providing opportunities and incentives to increase the diversity of the city’s retail landscape.
- **B-1(c)** Partner with regional and State agencies as well as National industry groups to identify new potential for an emerging renewable energy industry.
- **B-2(a)** Consider adopting regulations that differentiate between the development of vacant sites and the expansion and/or redevelopment of existing sites.
- **C-2(a)** Update the buildable lands inventory every five years to ensure adequate employment sites are available.
- **C-5(a)** Assure demand projections for medium and large Commercial, Industrial and Office sites are captured in aggregate land demand projections.
- **C-5(b)** The city and county shall protect large commercial and industrial sites by limiting land divisions except where part of larger development.
- **C-5(c)** Consider the transportation infrastructure needs of target industry opportunities when preparing Transportation System Plan updates and corridor plans to implement the city’s Goal 9 objectives.
- **D-1(a)** Encourage the creation of master planned employment districts that integrate industrial and/or commercial uses.
- **D-1(b)** Encourage utilizing Special Area Plans, master planned employment districts, Neighborhood Plans and Planned Unit Development to integrate and mix residential development with employment development patterns. This may take the form of mixed-use overlay zones.
- **D-1(c)** The city shall work with Basin Transit Service to increase level of service.
- **E-1(a)** Support all School District’s pursuit of improvements in excellence and learning.
- **E-1(b)** Continue collaboration with community organizations to enhance the city and county’s image and quality of life.
- **E-1(c)** Encourage additional industrial and commercial development in areas that will not have a detrimental effect on living conditions.
- **E-1(d)** The City of Klamath Falls and Klamath County shall continue to promote and preserve open space within the Community and surrounding areas.
- **E-1(e)** The City of Klamath Falls and Klamath County recognizes the importance of childcare and shall support efforts to develop child care services for the labor force.

Goal 10: Housing

To provide for the housing needs of citizens of the State. Buildable lands for residential use shall be inventoried, and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels commensurate with the financial capabilities of households and allow for flexibility of housing location, type, and density.

Statewide Planning Goal 10 Requirements

An adequate housing supply is a fundamental building block of a healthy community. Likewise, provision of housing for a community is one of the primary elements in a comprehensive plan for cities in Oregon. Housing takes many forms and should be built to serve people at a variety of incomes levels. A housing supply that meets community needs is one that offers people a range of different places to live, different community densities to choose from, and does not overburden the financial resources of any group living there.

Goal 10 planning, at a local level, asks that cities inventory their "buildable lands," this refers to land inside an Urban Growth Boundary that is suitable and available for residential use. This is determined, in large part, by local zoning codes. At a State level, both the administrative rules linked below, and Oregon Revised Statutes Chapter 215 offer local governments guidance and requirements so that they can fulfill their obligation to provide housing for residents.

A Housing Needs Analysis (HNA) is one of the components an urban area needs to consider to satisfy the housing needs of its residents. An HNA is both a product and a process that the city and county (within the Urban Growth Boundary) go through to determine areas of need in their current inventory of housing and their buildable land supply. Because the comprehensive planning process in Oregon is based on urban areas having a 20-year supply of land, the HNA is needed to determine if the city and county are satisfying this need. If there is a deficit of housing supply for the next 20-years, the city and county must either expand its Urban Growth Boundary (UGB), increase the amount of allowed housing development on lands already within the UGB, or combine these two alternatives.

[OAR 660-008](#) – Interpretation of Goal 10 Housing

Note: This administrative rule defines residential "buildable land" to exclude land (a) with slopes of 25% or greater or (b) within the 100-year floodplain. The rule also requires that cities and counties allow "needed housing types" (single-family residential, duplexes, multi-family residential and manufactured homes) under "clear and objective" review standards in residential zones with enough "buildable land" to satisfy housing needs within the 20-year planning period.

City and County Housing Background and Policy Context

In 2020, the city and county jointly adopted the Klamath Falls Housing Needs Analysis (Klamath Falls HNA - ECONorthwest, 2019). The full text of the HNA is found in Volume II: Background Plans and Studies.

The Klamath Falls HNA Includes:

- A Residential Buildable Lands Inventory presenting the methodology and results of Klamath Falls' inventory of residential land.
- Historical and recent development trends summarizing state, regional, and local housing market trends affecting Klamath Falls' housing market.

- Demographic and other factors affecting residential development in Klamath Falls focusing on the key determinants of housing need: age, income, and household composition.
- A Forecast of Klamath Falls housing growth needs described by density ranges and income levels.
- An analysis of residential land sufficiency needed to accommodate expected growth over the planning period.

Housing Policies and Objectives

The following policies and objectives have been brought forward from the Housing Policies and Actions report which was produced concurrent with the Klamath Falls Housing Needs Analysis. These policies and objectives shall apply to housing planning efforts within the Klamath Falls Urban Area. Policies are presented in UPPERCASE and related objectives are listed in numbered lists below each policy.

A. LAND AVAILABILITY: PLAN FOR A 20-YEAR SUPPLY OF SUITABLE LAND FOR KLAMATH FALLS TO MEET HOUSING NEEDS WITHIN THE EXISTING URGAN GROWTH BOUNDARY.

A.1: Identify opportunities to address the land needs identified in the Housing Needs Analysis.

A.2: In unincorporated areas within the Klamath Falls UGB, the City and County should collaborate to ensure that new development occurs at urban densities consistent with agreed on urban densities.

A.3: Encourage development of vacant and partially vacant parcels in areas with existing urban services, with policies that support development of infill housing types.

A.4: Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.

B. PROVIDE OPPORTUNITIES FOR HOUSING DEVELOPMENT TO MEET THE KLAMATH FALLS' IDENTIFIED HOUSING NEEDS: PROVIDE OPPORTUNITIES FOR DEVELOPMENT OF A RANGE OF HOUSING TYPES THAT ARE AFFORDABLE TO HOUSEOLDS AT ALL INCOME LEVELS AS DESCRIBED IN THE KLAMATH FALLS HOUSING NEEDS ANALYSIS. THESE HOUSING TYPES INCLUDE (BUT ARE NOT LIMITED TO): SINGLE-FAMILY DETACHED HOUSING, ACCESSORY DWELINGS COOTAGE HOUSING, MANUFACTURED HOUSING, TOWNHOUSES, DUPLEXES, AND APARTMENTS. THIS WIDER RANGE OF HOUSING TYPES CAN PROVIDE OPPORTUNITIES FOR HOUSING FOR ANY RESIDENT OF KLAMATH FALLS, INCLUDING STUDENTS AT OREGON TECH OR THOSE WORKING AT THE KINGLSEY FIELD AIR NATIONAL GUARD BASE.

B.1 Streamline Klamath Falls' development process to make development easier between land use and building permit approvals.

B.2: Identify opportunities to increase residential development in Klamath Falls through removing or lowering barriers to residential development.

B.3: Allow more opportunities for medium and higher density multifamily development by increasing the densities allowed in the Medium Density Residential and Apartment Residential zone designations.

B.4: Allow for a wider range of types of housing development within Klamath Falls' existing zones.

B.5: Encourage development of multifamily housing in commercial zones.

B.6: Support rehabilitation of poor condition existing housing within Klamath Falls. The City should develop specific criteria for providing rehabilitation assistance, such as the conditions that qualify for the assistance, qualifying household income, the area where the program applies, whether it applies to rental and/or owner-occupied units, and other criteria.

C. HOUSING AFFORDABILITY: DEVELOP POLICIES TO SUPPORT HOUSING AFFORDABILITY BY LOWERING COSTS OF HOUSING DEVELOPMENT FOR GOVERNMENT-SUBSIDIZED LOW-INCOME AFFORDABLE HOUSING AND/OR MARKET-RATE MIDDLE-INCOME AFFORDABLE HOUSING.

C.1: Support development of government-subsidized low-income housing through partnering with non-profit, for-profit, and governmental developers of low-income affordable housing.

C.2: Support development of all types of multifamily affordable housing, market rate or government-subsidized affordable housing, through use of tools to lower development or operational costs.

C.3: Develop the “Klamath Falls Housing Program,” which would be a comprehensive housing strategy that supports development of both government-subsidized affordable housing and naturally occurring affordable housing. The Klamath Falls Housing Program will be a program that uses a variety of tools, such as those described in this memorandum, to lower barriers to and encourage affordable housing development.

D. INFRASTRUCTURE PLANNING: PLAN FOR INFRASTRUCTURE DEVELOPMENT TO SUPPORT RESIDENTIAL DEVELOPMENT.

D.1: Coordinate land use planning with the Capital Improvement Plan and update to the master plans for each type of infrastructure to ensure that infrastructure is available to support residential development, especially in newly urbanizing areas and areas identified as high priority for development in the housing needs analysis.

E. FUNDING: DEVELOP FUNDING SOURCES TO PAY FOR THE COSTS OF IMPLEMENTING THE AFFORDABLE HOUSING PROGRAMS DESCRIBED IN POLICY C AND THE INFRASTRUCTURE IN POLICY D.

E.1: Identify funding sources to pay for the affordable housing programs and infrastructure development actions in this strategy.

Implementation

City and county zoning and development standards help to implement Goal 10 objectives and policies. The following non-binding implementation measures have been adapted and brought forward from the Housing Policies and Actions document, produced concurrently with the Klamath Falls Housing Needs Analysis.

- **A-1(a)** Identify Single-Family and Medium-Density residential land that could be re-designated to Apartment Residential.
- **A-2(a)** Work with Klamath County to ensure that zoning is consistent for land within the city limits and land within the Klamath Falls UGB but outside city limits.
- **A-3(a)** Identify barriers to infill development, such as zoning barriers, social barriers, and other barriers, and to the extent possible, lower or eliminate these barriers (consistent with the code audit in Action B-2b).

- **A-4(a)** Work with Klamath County staff to develop and implement a system to monitor the supply of residential land. This includes monitoring residential development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).
- **B-1(a)** Identify opportunities to streamline Klamath Falls' development process to make it faster and more efficient, working in coordination with Klamath County for processing of building permits.
- **B-1(b)** Coordinate with Klamath County to ensure that development processes in the unincorporated area within the UGB are as easy as possible and consistent with development processes within the city limits.
- **B-2(a)** The City should work with the County to develop zoning standards that are consistent for areas within the city limits and the urbanizing areas between the city limits and UGB.
- **B-2(b)** Conduct an audit of the City's zoning code for the city limits and County's zoning code for the urbanizing area to identify barriers to residential development and identify alternatives for lowering or eliminating the barriers.
- **B-2(c)** Identify barriers to development of single-family attached housing, such as townhouses, and, to the extent possible, lower or reduce these barriers. One barrier is the minimum lot size in the Medium Density Residential, 5,000 square feet, which is too large for most townhouses. Consider allowing smaller lots for townhouses, such as 3,000 to 4,000 square feet.
- **B-2(d)** Evaluate whether lot size and setback requirements are a barrier to developing a wider range of housing types or increasing densities in the Medium Density Residential and Apartment Residential designations.
- **B-2(e)** Apply for grants to support revisions to the zoning code, such as a Code Assistance grant from Oregon's Transportation and Growth Management Program (TGM).
- **B-3(a)** Evaluate allowing smaller lot sizes for all housing types the Medium Density Residential designation.
- **B-3(b)** Evaluate allowing tri-plexes and quad-plexes outright in the Medium Density Residential designation.
- **B-3(c)** Evaluate opportunities to increase the density of the Apartment Residential zone, which allows housing at a maximum density of 16.7 dwelling units per acre (5,000 square feet for each of the first four dwelling units and 1,000 square feet thereafter). For example, instead of having a minimum lot size, allow standards for building height, parking requirements, and lot coverage to determine maximum density.
- **B-3(d)** Setting a minimum density of 10 or 12 dwelling units per acre in the Apartment Residential zone to limit the development of single-family detached and duplex housing in this zone.
- **B-4(a)** Evaluate development of zoning standards that support cottage housing development, such as cottages clustered on a lot, possibly with the inclusion of park or open space.³ The zoning code would need to allow sufficient density to support this type of clustered housing, which may be 1.5 or 2 times the density of the zoning district the cluster is located in.
- **B-4(b)** Evaluate development of zoning standards that support tiny houses, such as tiny houses clustered on a lot, possibly with the inclusion of park or open space.⁴ Evaluate whether the city will allow tiny houses on wheels or require a foundation for tiny houses. The zoning code would need to allow sufficient density to support tiny housing, which may be 2 or more times the density of the zoning district the tiny housing cluster is located in.

³ Cottage housing is typically single-family detached units of less than 1,000 square feet.

⁴ Tiny houses are typically detached units of less than 500 square feet and may be on wheels or a foundation.

- **B-4(c)** Allow manufactured home parks as a permitted use in the Medium Density Residential Plan Designation.⁵
- **B-4(d)** Develop rules to manage and support development of multifamily dwelling units designed to act as single-room occupancy (SRO) dwellings, with multiple bedrooms and shared common spaces (such as kitchens, bathrooms, and communal spaces).
- **B-5(a)** Identify and lower barriers to mixed-use development that includes residential development in commercial zones.
- **B-5(b)** Support rehabilitation of downtown buildings with vacant second floors, especially in cases where the second-floor space was previously used for housing. The programs in Objective B.6 are ways to support this rehabilitation.
- **B-5(c)** Evaluate disallowing single-family detached and duplex housing types as an allowed use in commercial zones.
- **B-6(a)** Continue to identify and rehabilitate housing that has been abandoned or not occupied.
- **B-6(b)** Develop and facilitate an expedited building permit process, working in coordination with Klamath County, for substantial redevelopment and renovation of existing housing.
- **B-6(c)** Evaluate lowering or waiving permitting fees for rehabilitation projects, working in coordination with Klamath County. This program could address issues such as replacing roofs, fixing plumbing or electrical issues, or repairing foundations. Development of this program should include development of criteria for waiving fees, such as condition of the unit and household income.
- **B-6(d)** Evaluate developing a grant program to support rehabilitation projects, such as roof repairs, connecting to the sewer, electrical system problems, or critical home repairs.
- **B-6(e)** Evaluate developing a low-interest loan program to support significant rehabilitation projects, such as roof repairs, foundation repairs, connecting the sewer, electrical system problems, or other major rehabilitation. Loan payback could be delayed until resale of the house.
- **B-6(f)** Evaluate offering a cash rebate on a portion of property taxes to homeowners who commit to significant rehabilitation projects, such as structure repairs or major remodels of the unit.
- **B-6(g)** Continue to enforce standards for the health and safety standards for rental housing.
- **C-1(a)** Continue to work with developers of government-subsidized low-income housing to identify barriers to development of this type of housing and identify opportunities to lower or remove these barriers.
- **C-1(b)** Continue to identify surplus publicly owned properties that could be used for affordable housing and partner with the developers of low-income government-subsidized housing to develop affordable housing.
- **C-1(c)** Evaluate opportunities for redevelopment of poor condition manufactured home parks with cottage housing, new manufactured homes, tiny homes, or other housing types. The city may have opportunities to partner with affordable housing providers to complete the project. This housing could be targeted at households with income below 50% of MFI or households with income of 80% or less of MFI.
- **C-2(a)** Evaluate opportunities for a tax abatement program, such as the multiple-unit limited tax exemption program or the tax abatement for new and rehabilitated multifamily rental housing, to promote development of affordable multifamily housing.

⁵ ORS 197.480(1)(b) requires cities to allow the development of manufactured home parks as an allowed use in areas planned and zoned for a residential density of six to 12 units per acre.

- **C-2(b)** Partner with Oregon Housing and Community Services (OHCS), working with other members of the Regional Solutions Team, to identify resources for developing additional housing affordable for both very low-income households and middle-income households. As part of the Statewide Housing Plan, OHCS' goal is to increase their housing development in rural areas by 75%.
- **C-3(a)** Apply for a state grant to develop a comprehensive housing strategy to support development of affordable housing.
- **C-3(b)** Work with willing landowners to use the tools in support of new affordable multifamily (or other higher density affordable housing). For example, the City might work with a land owner that wants to develop market-rate affordable housing (i.e., housing affordable at below 80% of the Median Family Income) on a high priority site (Action D-1a), providing assistance with rezoning land (such as upzoning from low- to high-density), using tools like a multiple unit tax exemption (Action C-2a), building key off-site infrastructure necessary for the development, and identifying a funding source to pay for these actions (Action E-1b).
- **D-1(a)** Identify areas of high priority for improving infrastructure to support new residential development. The criteria for these areas might include: (1) areas with five or more acres of vacant unconstrained land, (2) zoning for medium or high-density development, (3) redevelopment opportunity sites with two or more acres of redevelopable area, (4) areas that are relatively flat, (5) proximity to transportation corridors, or (6) proximity to existing infrastructure. Coordinate with developers to provide infrastructure development in tandem with private development of housing and infrastructure.
- **D-1(b)** Identify opportunities to improve infrastructure in older neighborhoods, especially when infrastructure improvements will support infill development or housing rehabilitation and improvements.
- **D-1(c)** Ensure that the City's Capital Improvements Plan (CIP) includes funding for improvements and maintenance necessary to support Action E-1(a) and Action D-1(b).
- **D-1(d)** Develop consistent pricing for systems development charges (SDC) for accessory dwelling units (ADUs). The City may consider not charging an SDC for ADUs or charging an SDC based on the size of the ADU (proportionate to a typical single-family detached unit).
- **D-1(e)** Evaluate revisions to reduce SDCs for small-scale infill development, such as division of a lot with existing housing to allow for development of additional housing or development of a vacant lot in an area that is generally otherwise developed.
- **D-1(f)** Identify opportunities to reduce development costs through changes to infrastructure development standards (such as roadway width variations), when appropriate.
- **E-1(a)** Evaluate using Urban Renewal funding to support development of infrastructure necessary to support housing development and housing the housing programs in Policy C, which may require a revision to or update of Klamath Falls' Urban Renewal Plan.
- **E-1(b)** Evaluate other sources of revenues for funding, such as Transient Lodging Taxes, General Obligation Bonds, Bancroft Bonds (for infrastructure projects), marijuana taxes, or other funding sources.

Goal 11: Public Facilities and Services

"To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."

Statewide Planning Goal 11 Requirements

As cities grow, the needs of its utility infrastructure grow along with it. Water pipes, sewers, and roads all need to keep up with the urban areas they sustain. Public facilities plans make this easier to manage over time. Oregon law (ORS 197.712(2)(e)) requires all cities and counties with over 2,500 urban population to prepare and maintain a Public Facilities Plan (PFP). The purpose of the PFP is to ensure that urban development within a UGB is guided and supported by types and levels of urban facilities and services that are appropriate for the needs and requirements of the community. These public facilities and services are to be provided in a timely, orderly and efficient manner.

Public facilities and services are a crucial part of our day to day lives. Built and planned into the urban fabric of the world around us, they include water and sewer services, police and fire protection, health services, recreation facilities, energy and communication services, and services provided by the local government like building permitting or public works.

Each city with a population greater than 2,500 is required to create PFP that meets its current and long-range needs. If a county is home to an unincorporated community, the County too must develop and adopt a community public facility plan that regulates facilities and services. PFPs are intended to focus on land within UGBs and cannot authorize extension of public facilities and services to rural areas, except in very specific and limited circumstances. The Urban Area PFP should plan for provision of public services to serve planned urban development within the UGB – especially those areas that don't have public facilities available to them yet.

[660-011](#) – Public Facilities Planning

City and County Public Facilities Background and Policy Context

Both the Klamath County and the Klamath Falls Comprehensive Plans recognize the critical importance of providing adequate public facilities to serve planned urban development. As documented in Volume III Public Facilities Masters of the Urban Area Plan, the city and special districts that provide services within the Urban Area have prepared a series master plans for sanitary sewer, water, transportation, parks and irrigation/drainage over the last 40 years. These plans include the following:

- A. ***Klamath Falls Wastewater Collection System Master Plan*** (2006)
- B. ***Klamath Falls Wastewater Collection System Master Plan Update*** (2014)
- C. ***South Suburban Sanitary District Facilities Plan*** (2010)
- D. ***Klamath Falls Water Master Plan*** (2010)
- E. ***Klamath Falls Water Tank Vulnerability Assessment*** (2018)
- F. ***Klamath Falls Urban Area Transportation System Plan*** (2012)
- G. ***OR 66 Green Springs Highway Interchange Area Management Plan*** (2012)
- H. ***Campus Sub-Area Transportation Master Plan*** (2008)
- I. ***Klamath Falls Urban Trails Master Plan*** (2016)
- J. ***Basin Transit Service Development Plan*** (2013)
- K. ***Klamath Falls Safe Routes to School Master Plan*** (2018)

- L. ***Klamath Falls Parks Master Plan*** (2019)
- M. ***Wiard Park District Master Plan*** (2013)
- N. ***Kingsley Field Joint Land Use Study and Background Report*** (2016)
- O. ***Klamath Falls Airport Master Plan*** (2004)

In 2019, the city and county worked with the South Suburban Sanitary District to prepare and adopt the *Urban Area Public Facilities Plan* (PFP). As required by ORS 197.712 and the Goal 11 administrative rule, the PFP is part of the Urban Area Plan and identifies sanitary sewer, water, transportation and storm drainage projects needed to support planned urban development through 2040. The PFP also describes each project as well as its location, probable construction timing, estimated costs and potential funding sources. The PFP is a valuable economic development tool because it provides a comprehensive list of key public facilities necessary to support the vacant and redevelopable employment land within the Klamath Falls UGB.

Public Facilities Objectives and Policies

The following objectives and policies have been adapted and brought forward from city and county comprehensive plans and shall apply to public facility planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed below each objective (or group of objectives).

Establish priorities for sewage improvements based on county plans and needs.

- A. TO PROVIDE ADEQUATE SUITABLE SITES AND UTILIZE GOOD DESIGN STANDARDS IN THE PLANNING AND CONSTRUCTION OF PUBLIC FACILITIES.**
 - 1. In order to achieve the requirements of State-wide Planning Goal 11, the city and county shall prepare and adopt a public facilities plan describing the water, sewer, transportation, and other urban facilities and services which are to support land uses within the Klamath Falls UGB.
 - 2. Encourage the development of a public facility or service in an urbanizable area only when there is provision for the coordinated development of all other urban facilities and services appropriate to the area.
 - 3. Encourage, whenever feasible, the development of joint (sharing) facilities and service provision programs.
 - 4. Prior to the proposed development's approval, it must be shown that all other existing public facilities (schools, police, roads, etc.) in the area could adequately accommodate the proposed development with little or no impacts on the level of service in the area.
 - 5. Development proposals shall not be approved unless the types and levels of public facilities and services required are available or are to be provided concurrently with defined levels of development within urban areas.
- B. PROVIDE A TIMELY, ORDERLY, AND EFFICIENT ARRANGEMENT OF WATER FACILITIES AND SERVICES.**
 - 1. The city will continue to develop well sources, storage capacities and distribution capabilities to ensure the availability of adequate water supply and pressure in the system's service area.
 - 2. Adequate water service, either existing or immediately attainable, will be a precondition to any development project.

3. All water system extensions will be within the Urban Growth Boundary.
 4. The city will maintain a water rate structure capable of maintaining and improving the water system.
 5. All water users should make equitable contributions to the improvement of the water system and pay all costs associated with the extension of the water system service to them.
 6. Water lines in proposed developments will be adequately sized to meet future needs at the projected usage or density, including fire flow requirements.
 7. The high standard of water service within the community will be maintained.
 8. The city will serve as the preferred provider of water service within the Urban Growth Boundary. In line with this, the city will not extend service to development outside the Urban Growth Boundary.
 9. Water service will be provided outside the city only when an excess supply exists.
- C. TO PROVIDE TIMELY, ORDERLY AND EFFICIENT ARRANGEMENT OF SEWER FACILITIES AND SERVICES.**
- D. ESTABLISH PRIORITIES FOR SEWAGE IMPROVEMENTS BASED ON COUNTY PLANS AND NEEDS.**
- E. RELATE CONSTRUCTION OF SEWERS TO OTHER UTILITIES IN THE PUBLIC STREETS.**
1. The city will endeavor to provide all residents within the city adequate sanitary sewer service.
 2. Adequate sewer service, either existing or immediately attainable, will be a precondition to a development project.
 3. All users will make equitable contribution to improvement or replacement of the sewage treatment system.
 4. All users will be required to meet Federal discharge standards.
 5. In order to meet urban needs separation of sanitary and storm sewer effluents will be completed and maintained.
 6. The expansion of the sewer system will be a major factor in managing urbanization.
 7. The city will, in planning for sewage treatment facilities, take into consideration regional needs and coordinate with special districts and other unincorporated areas requiring treatment of sewerage through the “208” planning process (Clean Water Act of 1977).
 - 8.
- F. TO PROVIDE A TIMELY, ORDERLY, AND EFFICIENT ARRANGEMENT OF STORM DRAINAGE FACILITIES.**
- G. PROVIDE REASONABLE MINIMUM DESIGN CRITERIA FOR STORM DRAINAGE TO BE USED IN PLANNING FUTURE DEVELOPMENTS IF AN AREA IS PROVEN TO HAVE A DRAINAGE PROBLEM.**
1. Storm water flows within and to natural drainage courses will not, through development, exceed natural capacities within the city.
 2. Steps will be taken during construction to ensure that storm water flows are not exposed to cuts, grading areas, and trenches in such a way as to allow adverse direct flow into natural drainage courses.
 3. Wherever possible road crossings of major natural drainage courses will be minimized.
 4. New developments will limit storm runoff rate outside project boundaries by appropriate measures; where applicable new developments shall intertie new drainage facilities with existing adjacent facilities.
 5. Adequate drainage facilities, either existing or immediately attainable, will be a precondition to any development project.

6. **The extent of continuous, impervious paved surfaces will be minimized, and large parking or paved areas will be subdivided with functional planting strips with exposed soil or proper drains.**
7. **The maintenance of drains such as 1-C, 1-C-7, et cetera, to reduce hazards will be supported.**
8. **Vector control to reduce insect problems in drain areas will be supported.**
9. **In order to meet urban needs, separation of sanitary and storm sewer collection systems will be completed and maintained.**
10. **Drainage ways will be dedicated for the purpose of storm water collection when property develops. Where adequate dedications exist, utilization of bankside areas may provide a recreation resource.**
11. **Use of fill matter in permanent and/or dedicated drainage ways will be regulated.**
12. **Building in floodplains or major drainage ways will be prohibited except in accordance with adopted regulations.**
13. **Drainage ways will be kept in an undeveloped state preserving or developing tree lines and vegetation wherever possible.**

Implementation

Goal 11 implementation measures include public facility master plans found in Volume III and city and county land use regulations found Volume IV of the Urban Area Plan. City and county engineering standards also help to implement Goal 11 objectives and policies. The following non-binding implementation measures have been adapted and brought forward from the city comprehensive plan.

Public Facilities Planning and Adequacy Standards

- A public facilities plan shall be prepared and adopted through coordination and joint action by the County and the City of Klamath Falls.
- The adopted public facilities plan shall be updated, as necessary, at subsequent periodic Plan reviews.
- Review procedures shall be established for development project so that all appropriate public facilities and services will be reviewed and included, if necessary.
- Cooperate with the appropriate agencies to study the cost effectiveness of consolidation of public facilities.
- No new public or private utility districts shall be formed or individual well or septic use for industrial or commercial development approved unless it is found that the service desired cannot be feasibly provided by a recognized preferred provider.
- The City of Klamath Falls, Klamath County, South Suburban Sanitary District, Klamath County Fire District No. I, Stewart Lenox Fire Protection District, and Klamath County Drainage Service District are recognized as the preferred ultimate providers of urban services within the Urban Growth Boundary of Klamath Falls.
- Development within a water or sewer service district shall be required to meet the requirements of the preferred provider with respect to provisions of service.

Water

- Develop a detailed capital improvement program.
- Apply for Federal or State funds for upgrading of the water system.
- Development standards should be prepared for new areas with water system requirements.

- Submit all plans for water system improvements and water line extensions to appropriate regulatory agencies for review and approval prior to construction.
- Coordinate with adjoining private water systems to develop proper planning and engineering of areas within the UGB.
- Implement a water rate structure that sets charges according to cost of providing service for different areas.

Sewer

- Take steps to eliminate storm drainage water from sanitary sewer lines.
- Develop detailed capital improvements programs.
- Apply for Federal or State funds to improve and maintain the sewer system.
- Submit plans for all sewer improvements to appropriate regulatory agencies for review and approval.
- Implement ongoing maintenance programs to provide maximum life to the existing sewer system.

Storm Drainage

- Support public education and involvement in developing proper storm drainage systems.
- Develop detailed capital improvement programs.
- The city will apply for grants to help develop a proper storm drainage system to serve the urban area.
- Establish storm drainage requirements for new land developments.
- Budget funds to correct current drainage problems along streets and roads and within present storm drain systems.
- Develop regulations to set storm drain standards for roads and streets either crossing or affecting natural storm drain areas.
- Develop proper techniques for handling special runoff problems such as thermal pollution from geothermal activity.

Public Works Design and Construction Standards

The design and construction of public facilities in Klamath Falls must be consistent with the latest edition of the Public Works Engineering Standards. <https://www.klamathfalls.city/i-want-to/find/city-hall/public-works/development-services/eng-standards>

The design and construction of wastewater facilities in South Suburban Sanitary District must be consistent with the latest edition of the South Suburban Sanitary District Design Standards. <https://www.sssd.org/index.php/wastewater-treatment-facility/regulatory/item/18-south-suburban-sanitary-district-design-standards.html>

Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system. A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

Statewide Planning Goal 12 Requirements

People and businesses rely on daily access to the transportation services they need. From public transit to freight delivery, transportation impacts our quality of life, cost of living, environmental quality, and the flow of goods and services that support local and regional economies. Planning for transportation requires coordination between cities and counties, and the [Oregon Department of Transportation](#).

Goal 12 requires cities, counties and the state to create a transportation system plan that takes into account all relevant modes of transportation: mass transit, air, water, rail, highway, bicycle and pedestrian. The resulting plan should support a variety of transportation modes so residents are not limited in the ways they can access the jobs, goods, or services available in different parts of their community. A well-designed transportation plan conserves energy while also minimizing adverse social and economic impacts for disadvantaged areas.

The [Transportation Planning Rules](#) (TPR) implements Goal 12. The TPR specifies what must be included in local planning efforts for transportation, and what must be addressed and included in a transportation system plan.

[OAR 660-012](#) – Transportation Planning

City and County Transportation Background and Policy Context

The City of Klamath Falls and Klamath County, in conjunction with the Oregon Department of Transportation (ODOT), initiated an update of the urban area's Transportation System Plan (TSP) in 2010. This plan is intended to guide the management and implementation of the transportation facilities, policies, and programs, within the urban area over the next 25 years. This plan blends the vision of the city and county as it relates to the future of the transportation system while remaining consistent with state and other local plans and policies. The plan also provides the necessary elements for adoption by the governing bodies into both the city and county's respective Comprehensive Plans.

State of Oregon planning rules require that the TSP be based on the current comprehensive plan land use map and must provide a transportation system that accommodates the expected 20-year growth in population and employment that will result from implementation of the land use plan. The contents of this TSP update are guided by Oregon Revised Statute (ORS) 197.712 and the Department of Land

Conservation and Development (DLCD) administrative rule known as the Transportation Planning Rule (TPR). These laws and rules require that jurisdictions develop the following:

- A road plan for a network of arterial and collector streets;
- A bicycle and pedestrian plan;
- An air, rail, water, and pipeline plan;
- A transportation financing plan; and
- Policies and ordinances for implementing the TSP.

The TPR requires that the transportation system plan incorporates the needs of all users and abilities. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance amendments to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment/institutional areas. It is further required that local communities coordinate their respective plans with the applicable county, regional, and state transportation plans.

The Urban Area Plan includes the following figures from the TSP:

- Figure 1-1: Plan Area
- Figure 4-1: Roadway Jurisdiction
- Figure 4-2: Roadway Functional Classification Map
- Figure 4-3: Truck Freight Routes

TSP Process

The Klamath Falls Urban Area TSP was updated through a process that identified transportation needs, analyzed potential options for addressing those needs over the next 25 years, and provided a financial and implementation plan. The following steps were involved in this process:

- Review of state, regional, and local transportation plans and policies that the Klamath Falls Urban Area TSP must either comply with or be consistent with.
- Gathering community input through public workshops at key points in the project.
- Working with technical and citizen advisory committees to establish goals and objectives, identify and assess alternatives, and prioritize future needs.
- Using a detailed inventory of existing transportation facilities to serve as a foundation to establish needs near- and long-term.
- Identifying and evaluating future transportation needs to support the land use vision and economic vitality of the urban area.
- Prioritizing improvements and strategies that are reflective of the community's vision and fiscal realities.
- Preparing for review and adoption by local agencies, including the Klamath Falls City Council, Klamath County Commissioners, and the City and County Planning Commissions."

Figure 4: Transportation Facilities by Jurisdiction

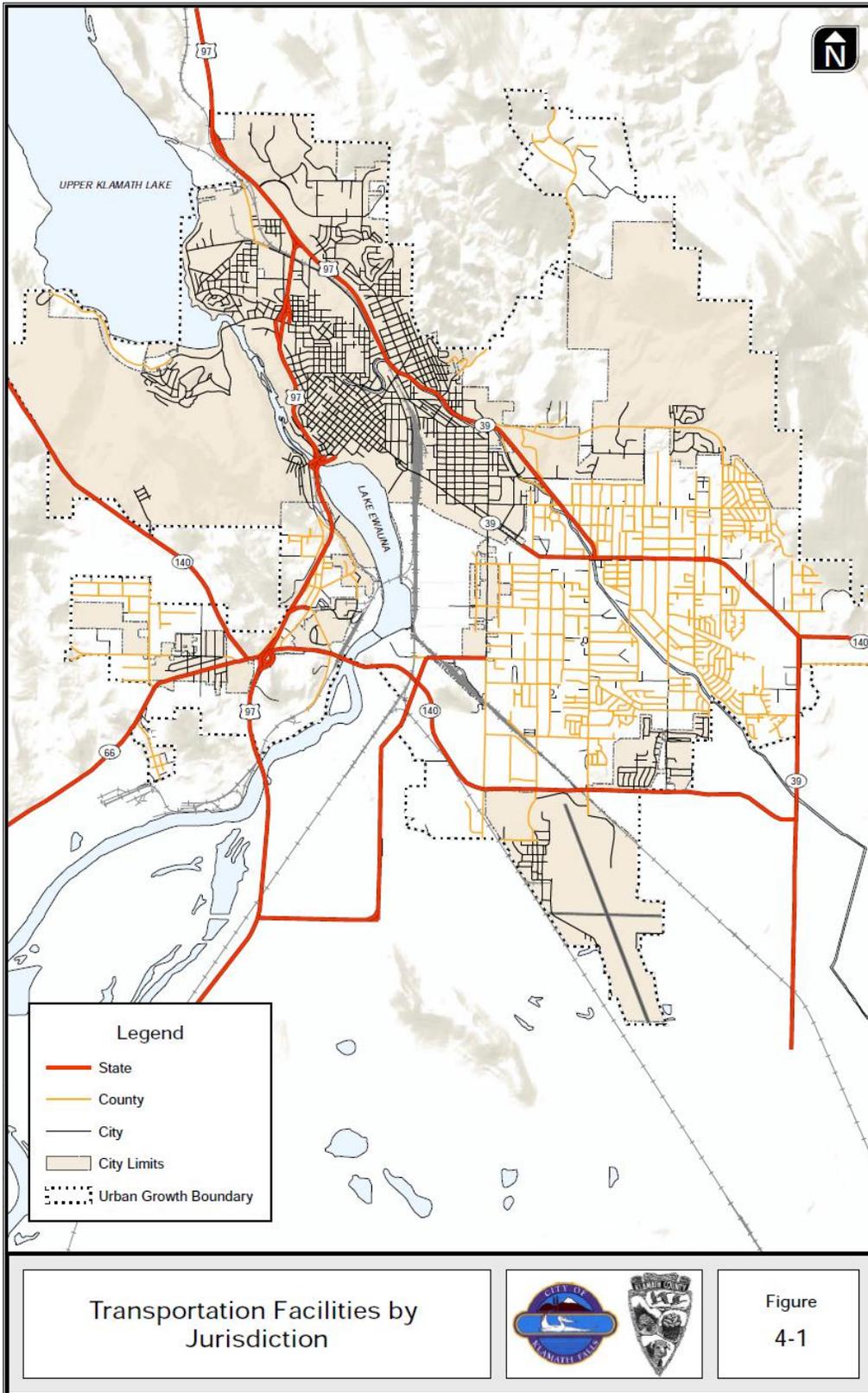
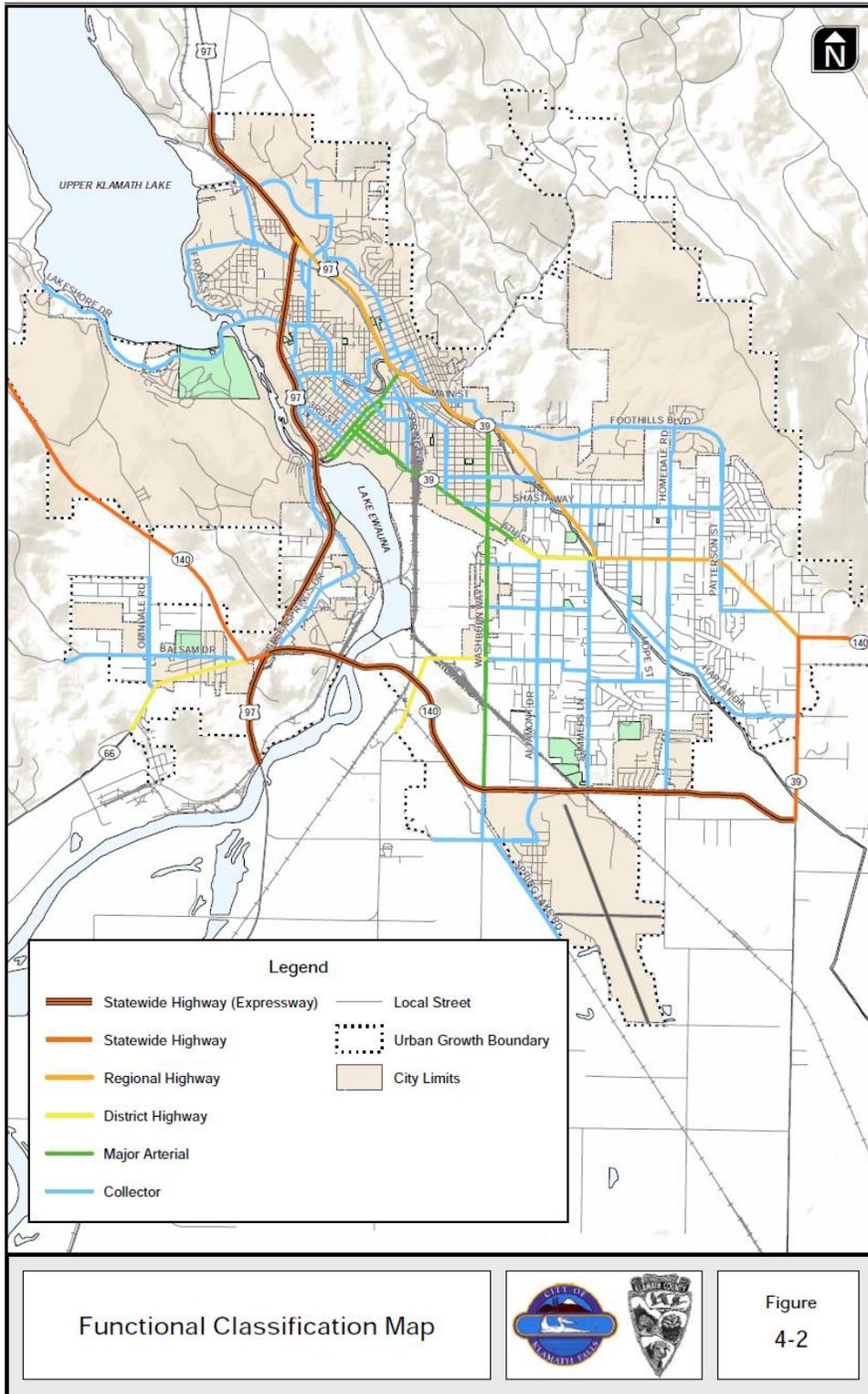


Figure 5: Functional Classification Map

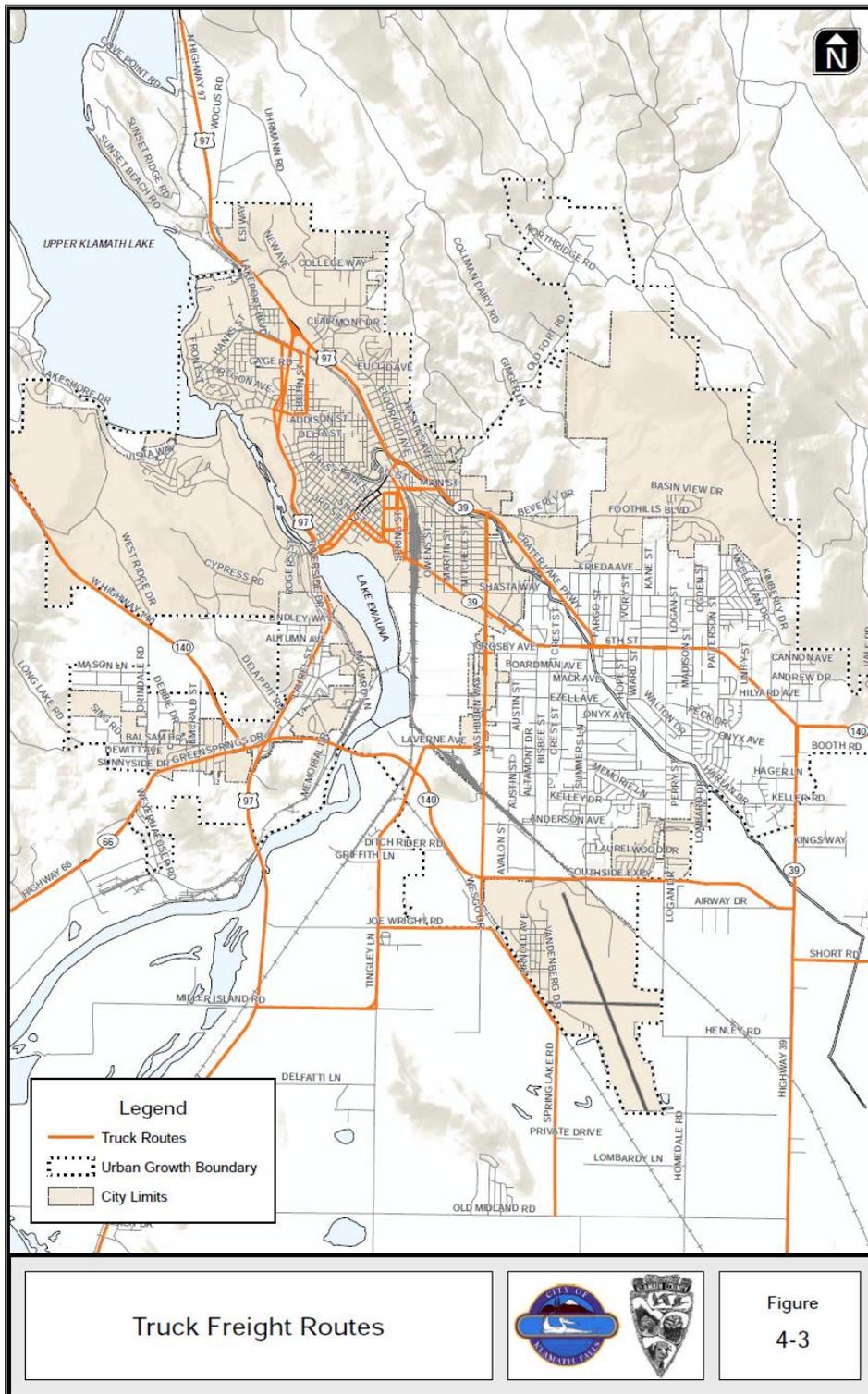


Functional Classification Map



Figure 4-2

Figure 6: Truck Freight Routes



Transportation Objectives and Policies

The Klamath Falls TSP identifies transportation goals (referred to as “objectives” in this plan) and related policies for the Urban Area. Objectives are presented in UPPERCASE and related policies are listed in numbered lists below each goal.

- A. ENSURE A SAFE AND EFFICIENT TRANSPORTATION SYSTEM FOR ALL USERS.**
 - 1. Coordinate with existing safe routes to school (SRTS) plans and identify potential engineering components for future SRTS plans for local schools.
 - 2. Strategically plan for safety and operational improvements for bicyclists and pedestrians.
 - 3. Incorporate the Highway Safety Manual (HSM) into development review and capital project evaluation processes.
 - 4. Reduce the number of fatal and serious crashes in the plan area by 50% in the next 20 years.
 - 5. Reduce the frequency of bicycle and pedestrian related crashes in the plan area by 50% in the next 20 years.
 - 6. Meet applicable city, county, or state operational performance measures.
- B. PROVIDE ACCESS TO THE TRANSPORTATION SYSTEM FOR ALL USERS.**
 - 1. Provide transportation mode choices to all users of the transportation system.
- C. INTEGRATE ADEQUATE BICYCLE AND PEDESTRIAN PATHWAYS, SIDEWALKS, AND BICYCLE LANES THROUGH THE COMMUNITY, PARTICULARLY TO CONNECT RESIDENTIAL AREAS WITH SCHOOLS AND ACTIVITY CENTERS.**
 - 1. Provide safe and convenient connections between travel modes.
 - 2. Identify ways to improve street connectivity to provide additional travel routes for bicyclists, pedestrians, and autos.
 - 3. Prioritize projects that improve pedestrian and bicycle system connectivity in areas near schools.
 - 4. Provide signing and pavement markings to identify bicycle and pedestrian networks through the city and to help bicycle and pedestrians reach their destinations via the network.
- D. IMPROVE THE LOCAL CIRCULATION SYSTEM TO REDUCE THE COMMUNITY’S RELIANCE ON STATE HIGHWAY TO TRAVEL TO LOCAL DESTINATIONS.**
 - 1. Provide alternative routes to the state highways.
 - 2. Provide adequate capacity on alternative routes to state highways.
 - 3. Develop local circulation plan identifying valuable new local circulation routes and connections.
 - 4. Sign local routes for local destinations.
- E. BUILD AND MAINTAIN THE TRANSPORTATION SYSTEM TO FACILITATE ECONOMIC DEVELOPMENT IN THE REGION.**
 - 1. Improve the movement of goods and delivery of services throughout the region using a variety of travel modes.
 - 2. Ensure adequate capacity for future travel demand and multiple modes on collector and arterial streets and on the local highways to enable economic development in the community.
 - 3. Identify lower cost alternatives or provide funding mechanisms for transportation improvements necessary for development to occur.
 - 4. Program transportation improvements to facilitate the development of desired land uses.
 - 5. Provide adequate capacity at rail crossings to meet demand.
 - 6. Review transportation and land-use code and regulations and identify changes to attract and facilitate desired development.

- F. IMPROVE SYSTEM PERFORMANCE BY BALANCING MOBILITY AND ACCESS, PARTICULARLY ALONG MAIN TRAVEL ROUTES.**
 - 1. Develop an access management plan that reflects desired character and operations of roadways and is feasible in terms of adoption and enforcement.
 - 2. Incorporate the HSM analysis into corridor planning, operations and design activities to help improve safety.
 - 3. Incorporate multimodal level-of service (MMLOS) analysis from the Highway Capacity Manual (HCM) 2010 to improve mobility for multiple modes.
- G. MINIMIZE THE IMPACTS OF TRANSPORTATION SYSTEM DEVELOPMENT ON THE NATURAL AND BUILT ENVIRONMENT.**
 - 1. Reduce vehicle miles traveled (VMT) to reduce emissions.
 - 2. Increase the non-auto mode split to reduce emissions.
 - 3. Update city design standards to reduce water run-off and street maintenance costs.
 - 4. Use technology to improve efficiency and safety of the transportation system.
 - 5. Assess the ability of the transportation system to handle proposed changes to, or development of, adjacent land uses.
 - 6. Promote transportation demand management strategies (carpooling, flexible work hours, telecommuting, etc.) to reduce VMT on the transportation system.
 - 7. Base planned future improvements on available funding.

Implementation

Goal 12 objectives and policies from are implemented by city and county land use regulations, intergovernmental agreements with ODOT, transportation facility plans, capital improvement programs, and identified transportation projects found in the Urban Area PFP.

Goal 13: Energy Conservation

To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Statewide Planning Goal 13 Requirements

Many land use decisions have a direct effect on the energy we consume. For example, high-density uses along major streets improve the efficiency of public transportation systems, make it easier to walk or bike to a variety of locations, and thereby reduce gasoline consumption. Goal 13 requires local governments to consider the effects of its comprehensive planning decision on energy consumption.

- Goal 13 encourages communities to look within existing urban neighborhoods for areas of potential redevelopment before looking to expand, to "recycle and re-use vacant land." The goal also directs cities and counties to have systems and incentives in place for recycling programs.
- At the time the goal was enacted, Oregonians were particularly concerned by development of new homes that blocked neighbors' sunlight, which can have impacts on passive heating and availability of natural light. These concerns are expressed in the goal language.
- Today, concerns about renewable energy sources are seen through a different lens. Innovation in the areas of solar and wind energy have made them increasingly popular in Oregon. Concern about climate change and air quality have resulted in an increase in public and private interest in and development of alternative energy sources. Goal 13 was not written to govern or direct the production of energy, but its conservation.

City and County Energy Conservation Background and Policy Context

The Klamath Falls Comprehensive Plan was developed during the energy shortage of the late 1970s and reflects this concern. The Klamath County Comprehensive Plan emphasizes the relationship between land use and energy conservation – by proposing more intensive development along major transportation corridors and reducing transportation-related energy costs by locating housing near employment opportunities.

The Klamath Falls area benefits from abundant geothermal energy which provides a renewable and relatively affordable energy option – especially for space-heating. Solar energy has become a more affordable option in the Klamath Basin.

Energy Conservation Objectives and Policies

The following objectives and policies have been adapted and brought forward from city and county comprehensive plans and shall apply to energy conservation planning efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed below each objective (or group of objectives).

- A. TO CONSERVE ENERGY AND PROMOTE THE UTILIZATION OF ALTERNATIVE ENERGY SOURCES.**
- B. DEVELOP PUBLIC PROGRAMS THAT WOULD MINIMIZE DEPLETION OF NON-RENEWABLE SOURCES OF ENERGY.**
- C. DEVELOP PUBLIC PROGRAMS THAT WOULD ENCOURAGE UTILIZATION OF RENEWABLE ENERGY SOURCES.**
 - 1. Pedestrian and bicycle use will be promoted as alternative modes of transportation.**

2. Recreation-related energy consumption will be reduced in view of less energy-consuming recreation activities (into the urban area itself).
 3. The prudent use of alternative energy devices (solar, geothermal et cetera) will be encouraged through provision of tax incentives.
 4. The recycling of solid waste materials for both energy and reclamation purposes will be promoted.
 5. Building access to solar rays will be protected to provide for lower heating costs.
 6. Encourage the use of renewable and efficient energy sources in residential, commercial, and industrial development.
 7. The development and use of alternative cost-effective energy shall be encouraged.
 8. Use of timber and agriculture wastes may be encouraged as an alternative source of fuel.
 9. To lessen the energy expenditures for service provision, the utilization of the maximum usable building area on each lot will be encouraged, thereby resulting in an energy-efficient building configuration with minimum street frontage.
- D. SITUATE APPLICABLE FUTURE LAND USE CLOSE TO EXISTING TRANSPORTATION CORRIDORS AND PUBLIC FACILITIES TO ACHIEVE GREATER ENERGY EFFICIENCY.**
- E. ENCOURAGE THE LOCATION OF FUTURE RESIDENTIAL LAND USES ADJACENT TO OR IN CLOSE PROXIMITY TO PLACES OF WORK, SHOPPING AREAS, MEDICAL FACILITIES, ETC., IN ORDER TO CONSERVE ENERGY AND TO ACHIEVE GREATER ENERGY EFFICIENCY.**
1. Urban sprawl will be curtailed, and in-filling of vacant land promoted to reduce energy costs.
 2. Energy-efficient residential densities will be promoted relative to work sites and transportation planning
 3. Energy efficiency will be a principal criterion in evaluation of all transportation facilities – both public and private.
 4. Energy-consuming vehicular trips will be discouraged, and the development of mass transportation promoted.
 5. New developments and neighborhoods that are large enough to support neighborhood-serving land uses (e.g., neighborhood shopping centers, schools, parks) may be created.
- F. ESTABLISH EFFICIENT ENERGY SUPPLY THAT WOULD PROVIDE ECONOMICAL SERVICE CONDUCIVE TO THE GENERAL HEALTH, WELFARE AND ORDERLY DEVELOPMENT OF THE COUNTY.**
- G. PROMOTE EFFICIENT DEVELOPMENT AND USE OF THE COUNTY'S GEOTHERMAL RESOURCES.**
1. The discovery and development of geothermal energy is of direct interest to the people of Klamath County.
 2. The carrying capacity of the Known Geothermal Resource Area must be defined and then not exceeded.
 3. Geothermal space heat will be available to the largest number of residences and businesses possible.

Implementation

Energy conservation objectives and policies are implemented through city and county land use regulations, intergovernmental agreements, transportation facility master plans and capital improvement programs. The following suggested (but non-binding) implementation measures have been adapted and brought forward from city and county comprehensive plans.

- Discourage moving or flashing outdoor advertising signs and other non-essential energy utilizing activities.
- Public construction projects will provide leadership in demonstrating energy conservation.
- Promote public education relative to energy conservation and the attendant savings to the consumer.
- Apply for grants to develop special heating or other energy-saving measures.
- Develop and promote a detailed carrying capacity analysis of the Known Geothermal Resource Area and the uses of the geothermal heating district.
- Continue to commit to the development of geothermal resources.
- Develop a recycling center for the area, including the provision of adequate funding where necessary.
- Encourage the use of solar energy as an adjunct energy source through the protection of solar exposure, flexible setbacks and height requirements, and the promotion of a building code which allows for innovative design.
- Promote projects such as centralized parking areas, downtown shopping malls, and public transportation as a means of reducing short vehicular trips within the urban area.
- Study and prepare a zoning map and energy plan that provides energy conservation standards and criteria for new and existing residential, commercial and industrial development.
- Provide building permit fee waivers for energy conservation practices.
- Consider further economic incentives for energy conservation practices.
- Encourage economic incentives to developers utilizing alternative energy techniques in the design and construction of residential, commercial and industrial structures. These economic incentives may include but are not limited to permit fee waivers and increased density allowances for PUD's and residential development.
- When technical data is available, prepare a long-range Comprehensive Geothermal Energy Plan to guide the development and use of geothermal resources in Klamath County. This plan will provide energy conservation standards and criteria for new and existing industrial, commercial and residential development that will ensure resource preservation and compatibility of surrounding land uses.
- Provide a geothermal designation to encourage the use of known geothermal resource areas for industrial and commercial use.
- Restrict uses other than resource uses which do not utilize the geothermal resource.
- Study the feasibility of providing an economic incentives program for the production of gasahol and methane from agricultural byproducts and wastes.

Goal 14: Growth Management and Urbanization

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities. Urban Growth Boundaries Urban growth boundaries shall be established and maintained by cities, counties and regional governments to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land.

Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments. An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the County or counties within which the boundary is located, consistent with intergovernmental agreements.

Land Need *Establishment and change of urban growth boundaries shall be based on the following: (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2). In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.*

See [OAR 660-024](#) to learn more about how UGBs are created and expanded. Each city in Oregon has an Urban Growth Boundary, or UGB. A UGB is used to designate where a city expects to grow over the next 20 years. Cities and counties may amend their UGB as needed to accommodate city growth. The use of UGB's, and the review process for UGB expansion, helps to preserve Oregon's agriculture, forest, and open space, and to help ensure compact urban growth.

Statewide Planning Goal 14 Requirements

Comprehensive land use planning in Oregon is most well-known for its use of the "urban growth boundary" or UGB. The UGB is used to contain urban development, but also as a tool to plan for orderly growth. Every incorporated city in the state has a UGB. The UGB is designated in the city's comprehensive plan. If land is inside a UGB, it is considered urbanizable. When designating an urban growth boundary, a city must plan to include a 20-year supply of land for housing, employment, industry, open space and recreational needs. A UGB should also provide plans for transition from rural to urban land uses, to avoid conflicts. Within a UGB, cities that are over 2,500 population will need to have or create a transportation system plan and public utility plan. And lastly, comprehensive plans should encourage efficient use of the land, to provide for more livable, walkable, and densely built communities.

To write or update a comprehensive plan, there are many different pieces of information a local government considers. One critical element is a city's population forecast for the next twenty years, which can be provided by the Portland State University [Population Research Center](#). This helps a city estimate how many new people are expected to locate in the city. The supply of "buildable lands" must also be recorded in an inventory. Among the buildable lands is land for housing. A city must perform a housing needs analysis (HNA), which demonstrates what types of housing, if any, are lacking in the current supply. An economic opportunities analysis (EOA) helps a city determine whether there is need for additional employment or industrial lands, and what types of business development they could reasonably encourage or plan for. A city must also plan for adequate land for recreation and open space.

To locate an urban growth boundary, a city must complete a location analysis, comparing alternative locations and considering which addition to the UGB will result in the most accommodating and cost effective boundary, while creating the fewest conflicts with neighboring land uses, and causing the fewest negative environmental and economic consequences.

There are circumstances in which residential or industrial development may take place outside an urban growth boundary. Sometimes, this happens in the case of an unincorporated community. In other cases, it takes place in an "exception area", a lot or a parcel that was lawfully created and zoned prior to the beginning of the land use planning program.

Many local governments find the task of updating a comprehensive plan to be time consuming, complicated, and costly. Indeed, the elements of land use planning included in a comprehensive plan update can require expertise to execute well. To give local governments better access to the process of updating a comprehensive plan, in 2016 the Land Conservation and Development Commission adopted a [Simplified UGB Process](#).

[OAR 660-024](#) – Urban growth boundaries

[OAR 660-025](#) – Periodic Review

[OAR 660-032](#) – Population Forecasts

[OAR 660-038](#) – Simplified Urban Growth Boundary Method

City and County Growth Management Background and Policy Context

The urbanization element of Klamath Falls Comprehensive Plan has not changed since it was prepared in 1980. This information is not useful in evaluating 2040 land need and supply but does have some historical value; for this reason, the old comprehensive plan is included as a background document in Volume II of the Urban Area Plan. However, the Urban Area EOA includes revised employment land need and supply information. In late 2019, housing land need and supply estimates will be revised and available for public review.

The Klamath Falls Urban Area (Urban Area) has approximately 45,000 people, with roughly half living within the City Limits and half living within unincorporated urban areas – primarily the South Suburban Area. Klamath Falls provides the full range of urban services to support urban development within the City Limits. Except for water service (which is provided by the city), Klamath County, through special service districts, separately provides urban services within the unincorporated Urban Area. Since the early 1980s, the city and county have separate comprehensive plans and land use regulations for areas under their respective jurisdiction.

As documented in the Goal 2: Land Use Planning chapter of this plan, the Urban Area is expected to have moderate growth during the 20-year planning period. However, if the community can capitalize on

the economic opportunities identified in the Urban Area EOA, population and employment growth could exceed PSU projections.

Since the mid-1990s, the city and county have cooperated on several planning and public facilities planning projects, including the Urban Area Economic Opportunities Analysis (EOA) and the Urban Area Transportation System Plan (TSP). The city and county have also adopted or amended intergovernmental agreements with each other and with special service districts with the goal of increased coordination and efficiency in providing public facilities to serve planned growth in the Urban Area.

In April of 2018, the Klamath Falls City Council and the Klamath Board of County Commissioners agreed in principal to move forward with the adoption of the Klamath Falls Urban Area Plan (Urban Area Plan) and Public Facilities Plan that will apply to the entire Urban Area. These plans will be implemented primarily by the Klamath Falls CDO within the City Limits and the Klamath County LDC within the unincorporated Urban Area.

Growth Management Objectives and Policies

The following objectives and policies have been adapted and brought forward from city and county comprehensive plans and shall apply growth management efforts within the Klamath Falls Urban Area. Objectives are presented in UPPERCASE and related policies are listed below each objective (or group of objectives).

- A. TO PROVIDE AN ORDERLY, TIMELY AND EFFICIENT TRANSITION FROM RURAL TO URBAN LAND USES.**
 - 1. Conversion of urbanizable land to urban uses will be based on consideration of:**
 - a. Orderly, economic provisions for public facilities and services;**
 - b. Availability of sufficient land for the various uses to enhance choices in the marketplace;**
 - c. Development of urban areas before conversion of urbanizable areas.**
 - d. Applicable Urban Area Plan objectives and policies;**
 - e. Encouragement of development within urban areas before conversion of urbanizable areas.**
- B. TO USE SOUND PLANNING PRINCIPLES AND PRACTICES TO ASSIST URBAN AREA CITIZENS AND/OR PROPERTY OWNERS REGARDING LAND USE ACTIVITIES IN ORDER TO SERVE BEST THE NEEDS OF KLAMATH COUNTY CITIZENS AND BUSINESSES.**
 - 1. The city and county shall jointly develop and adopt specific land use policies related to urbanization of land within the Urban Area.**
 - 2. In-filling of developable lands will be encouraged to minimize sprawl and take advantage of existing facilities and services.**
 - 3. The expansion of public facilities and services will occur only within the UGB and in accordance with the Urban Area Plan.**
 - 4. The city and county shall work with special districts to consider and plan for the type, location and phasing of public facilities and services during the course of urban expansion.**
 - 5. During partitioning or subdividing of land, encourage parcels of adequate dimension so as to maximize the utility of land resources and enable the logical and efficient extension of services to such parcels.**
- C. SITUATE FUTURE LAND USES TO ACHIEVE COMPATIBILITY WITH ADJACENT USES.**
- D. RECOMMEND FUTURE EXPANSION FOR ADEQUATE SEWERAGE FACILITIES ESPECIALLY IN AREAS CHANGING FROM RURAL TO URBAN DENSITIES.**

E. DELINEATE THE URBAN GROWTH BOUNDARY IN ORDER TO IDENTIFY AND SEPARATE URBANIZABLE LAND FROM RURAL LAND TO DEFINE EXCEPTIONS PROPERLY.

1. Future urban development will be contained within the geographic limits of the UGB.

Growth Management Implementation

This Urban Area Plan represents a major step in providing a common set of land use policies for the Klamath Falls Urban Area. The Urban Growth Boundary Agreement (UGMA) found in Volume V is the primary means of implementing the Urban Area Plan objectives and policies.

The following non-binding implementation measures have been adapted and brought forward from city and county comprehensive plans.

- Promote coordination of comprehensive planning with state and local officials.
- Encourage the use of innovative methods of multiple use development which allow a higher density population around core commercial and service areas.
- The city and county will work with each other and special districts to study the impacts of facility expansion in developing urban areas.
- Designate residential densities that follow a hierarchy of high to low densities from central to outer areas.