

KLAMATH FALLS  
**DOWNTOWN PLAN**  
APRIL 2020



*DRAFT*



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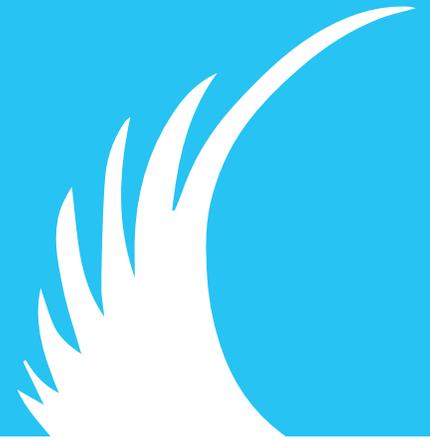
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# INTRODUCTION



## INTRODUCTION

Downtown Klamath Falls is a great source of pride for the Klamath Falls community. It is home to some of the best examples of historic architecture in the state, features many beloved small businesses, and is the location of many popular events, drawing attendees from around the region. Residents, business owners, visitors, and city leaders have a great interest in preserving downtown and maintaining its special place in the heart of the Klamath Falls community.

City leaders and downtown stakeholders agree that there is a need to create a plan for Downtown Klamath Falls as it moves into the future. There is an ongoing threat of losing historic buildings and character along the Main Street corridor. New opportunities are present in the development of Timbermill Shores and the Spring Street Urban Renewal Area. In addition, there has not been a holistic planning effort for downtown since the *1988 Downtown Redevelopment Plan*.

This plan lays out a vision for downtown that is based in the wishes of the Klamath Falls community. It creates strategies for the preservation of historic resources, improvements to the downtown transportation system, urban design concepts for building upon downtown's

unique character, and regulatory approaches to ensuring that new development contributes to creating a vibrant and walkable area. The intent of the *Klamath Falls Downtown Plan* is to capture the interest and momentum in downtown and create a lively town center that evokes memories from the past while guiding investment into the future.



## STUDY AREA

The study area boundary for this plan is not a regulatory line, nor is it meant to define an absolute area. Instead, it is a visual guide to the area that encompasses Downtown Klamath Falls. The area is roughly bordered by the rail line to the north, Commercial Street to the east, Lake Ewauna to the south, and Pine Street and High Street to the west.

## WHAT THE PLAN IS

This plan provides a guide for development, policy, and capital improvement decisions to promote reinvestment in Downtown Klamath Falls over the next several years. The plan identifies necessary strategies to achieve the community's shared vision, as determined through community outreach and engagement.

## HOW THE PLAN IS USED

This plan is not a regulatory document. It should be used to help guide the City as they make decisions and set priorities for the future of downtown by:

- Developing work programs for the City and its associated and supporting agencies and organizations
- Providing input into operating budget priorities
- Guiding capital budgets
- Enabling partnerships with public and private partners
- Prioritizing expenditures
- Realizing outcomes and concrete achievements

## WHY THIS PLAN IS NEEDED

This downtown plan is intended to turn the vision of a more vital downtown Klamath Falls into a reality. Simply planning for a better downtown will not lead to its success – it will require a concerted effort by city leaders, local businesses

and residents, and new investors. Fortunately, the City has many tools in place to help create a vital downtown area: appropriate regulations, key strategic public investments, and the ability to partner with the public and private sectors. This plan is the result of studies and outreach efforts that envision a strong downtown that functions as a center of community business and culture. A key component of the plan is its set of strategies that transition the vision into reality– a process that builds on each success and encourages investments that are crucial to the downtown's vitality.



## WHAT MAKES A GOOD DOWNTOWN?

Successful downtowns are often those that have much support and affection from citizens and community leaders. Klamath Falls residents are proud of their downtown, and many have roots in the city that go back generations. With its rich history, historic architectural assets, access to Lake Ewauna, and status as a regional gathering place, Downtown Klamath Falls has all the makings of a great city center with the potential to capture future regional investment.





Successful downtowns have multiple traffic generators to create activity.

Retail and restaurants are major destinations in downtown, in addition to cultural attractions and jobs. New mixed-use development will be integral to building on this existing activity. Upcoming investment in Timbermill Shores will generate additional interest in the area, as will the new lakefront multiuse trail. Multiple destinations work best at energizing street life when the connections between them are walkable.

Historic buildings in downtown provide preservation, restoration, and renovation opportunities. Significant, historic structures serve as iconic features in a downtown. In moving forward with redevelopment, it is important to identify strategies for making needed improvements to historic buildings, as the community has strongly voiced that they are worth preserving to maintain and reflect the history of Klamath Falls. New projects on infill sites must complement older buildings, with such considerations as scale, design, materials and the building's interaction with the street.

# DOWNTOWN TODAY



## HISTORY

Founded in 1867, Klamath Falls was originally known as Linkville, after the Link River, and was renamed as Klamath Falls in 1893. The town grew rapidly in the early part of the 20th century, thanks to the arrival of the railroad and thriving agriculture and timber industries. Many of downtown's historic buildings were constructed during this boom, from 1900 to 1940. During World War II, soldiers were stationed at a nearby Naval Air Station at what is now known as Kingsley Field, and at the Klamath Falls Marine Barracks.

Environmental regulations in the 1980's and 1990's shifted the economy of the city away from the timber industry. Today, the city's economy is primarily based in healthcare, education, and retail services. In 1993, an earthquake struck the city, damaging or destroying many downtown buildings, including the county courthouse. The earthquake caused approximately \$10 million in damages. A Community Development Block Grant partially funded repair to public buildings.



Klamath Falls 1909, source: C. R. Miller, United States Library of Congress's Prints and Photographs division digital ID pan.6a08746.

## PREVIOUS PLANS AND STUDIES

The City of Klamath Falls has completed many planning efforts and studies in downtown and surrounding areas. These documents were reviewed as part of this planning process, and their recommendations were considered and incorporated where appropriate.

### 1988 DOWNTOWN REDEVELOPMENT PLAN

This plan is the most recent all-inclusive planning effort for Downtown Klamath Falls. It was developed in order to lay out strategies to enhance and revitalize downtown's economic, social, and physical vitality. Many of the plan's goals are still relevant today and are reflected in what we heard from the community. These goals include:

- To encourage the development of the downtown core as an urban center with unique qualities, vitality, intensity, and a diversity of uses
- Reduce the emphasis of vehicular provisions and amenities and increase the emphasis on pedestrian access and provisions.
- Intercept or redirect pedestrians and motorists (local, regional, and tourist) at major entry points to the downtown central core area.
- Improve access and circulation in the downtown commercial core by addressing the needs of pedestrians, transit riders, bicyclists, and motorists; and maximizing the use of public and private parking facilities.
- Establish and promote an image of downtown as a community and regional center.

### 2017 STREETScape AND SAFETY RECOMMENDATIONS

This study considers active transportation improvements, one-way and two-way traffic flow options, creative street uses and recommends street safety improvements and parking strategies. Strategies were developed in coordination with the community, and focused on street improvements that would increase user safety and spur economic investment.

### 2017 SPRING STREET URBAN RENEWAL

The plan establishes the Spring Street Urban Renewal Area and identifies the potential for mixed-use development at the northern downtown gateway and the Main Street & Esplanade intersection. The plan's goals are focused on economic growth, transportation improvement, and infrastructure.

2016  
MARKET ANALYSIS

This analysis explores recent gains in the Klamath Falls economy and opportunities for downtown redevelopment. It recommends strategies to promote future growth, including retaining Oregon Tech graduates by investing in downtown housing and supporting entrepreneurship.

2016 DOWNTOWN  
HOUSING ANALYSIS

This analysis finds that rental apartment housing demand is primarily from Oregon Tech students, Sky Lakes Medical professionals, and Kingsley Field military staff. It recommends public support of downtown housing development to offset private risk and spur private investment. The study estimates that there will be a demand for 75 to 127 new rental apartment units in Klamath Falls over the next five years, and that much of this demand can be satisfied in the downtown area.

2016  
URBAN TRAIL  
MASTER PLAN

The Urban Trail Master Plan creates strategies for an active transportation system that is “convenient, safe, and comfortable”. Prioritized projects include bike lanes and bike facilities, installing wayfinding signage, and improving connections to downtown and other activity centers.

2013 - 2018  
BALSIGER  
SITE STUDIES

Many studies have examined a potential public-private partnership between City of Klamath Falls and Tokloa Properties/project^ to develop the Balsiger site (Main and Esplanade) into a mixed-use project. These include a market analysis, feasibility study, and impact analysis.

# KLAMATH FALLS DEMOGRAPHICS

## KLAMATH FALLS AGE DISTRIBUTION

There is a relatively even mix of age groups, though the population skews younger.

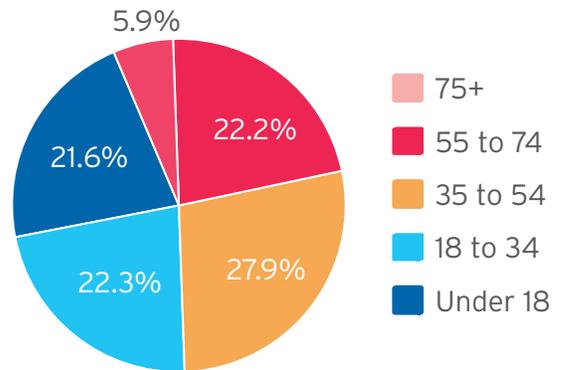


Figure 2. US Census Bureau, ACS 5-Year Estimates 2017.

## MEDIAN HOUSEHOLD INCOME COMPARISON

The median income in Klamath Falls is lower than both the Oregon median and the County Median.

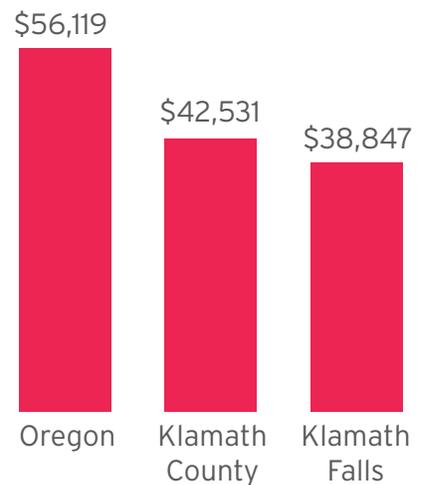


Figure 3. In 2017 Dollars, US Census Bureau, ACS 5-Year Estimates 2017.

## KLAMATH FALLS HOUSING MIX

Klamath Falls is mostly dominated by Detached Single Family homes though there is not an insignificant number of multi-family homes.

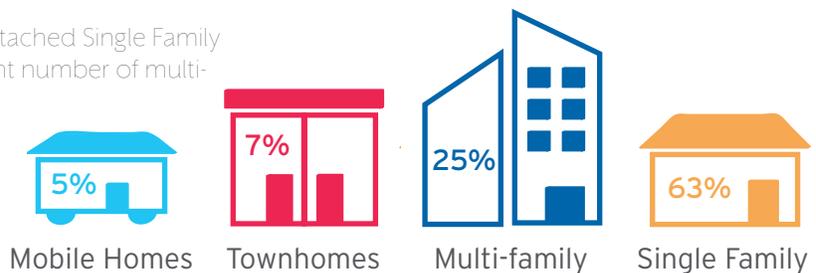


Figure 4. US Census Bureau, ACS 5-Year Estimates 2017.

## HOUSING TENURE

A majority of residents in the City of Klamath Falls rent their home. This trend is almost opposite that of Klamath County.

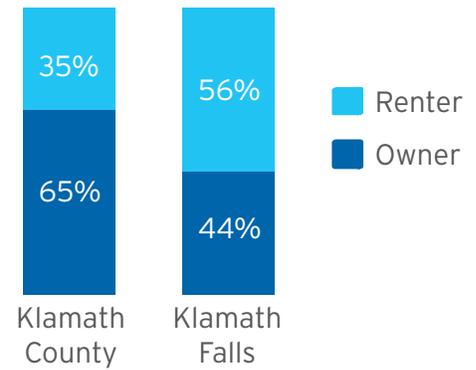


Figure 5. US Census Bureau, ACS 5-Year Estimates 2017.

## KLAMATH FALLS COMMUTE PATTERNS

People predominately drive themselves to work.

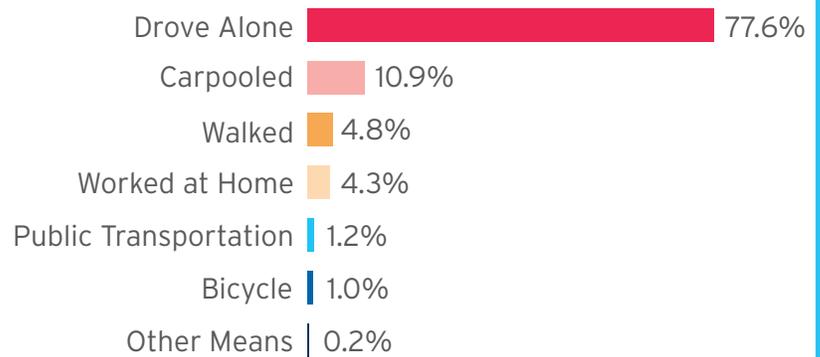


Figure 6. US Census Bureau, ACS 5-Year Estimates 2017.

## EXISTING INFRASTRUCTURE

### Road Network

Downtown Klamath Falls is characterized by the couplet of Main Street (one-way southbound) and Klamath Avenue (one-way northbound). Other significant thoroughfares include 5th Street, 6th Street, and Esplanade Avenue. There is an exit on Highway 97 that connects directly to the southern end of downtown and two exits on Highway 39 (Crater Lake Parkway) that connect directly to the northern end of downtown. (Figure 7).

### Transit

Downtown is served by three Basin Transit Service Routes – Main Line, Stewart Lenox, and Pelican City (Figure 8).

### Bicycle Facilities

A number of roads in downtown are designated as bike routes, including Main Street, Klamath Avenue, 5th Street, 6th Street, Esplanade Avenue, 9th Street, and 10th Street. Of these, only one has a dedicated bike lane – the recently completed protected bike lane on 9th Street (Figure 9).

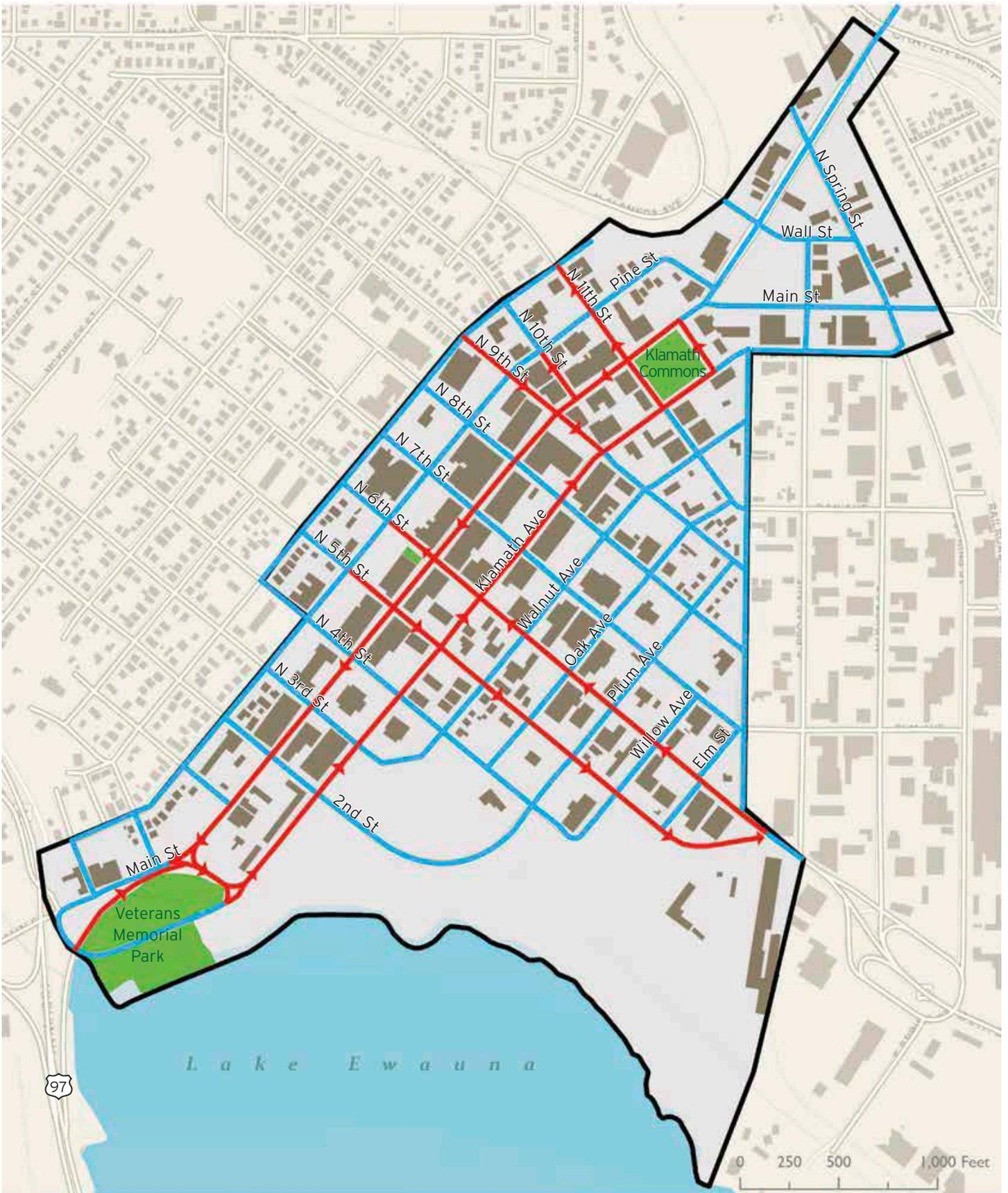
### Trails

The Lake Ewauna Trail has recently been constructed along the Lake Ewauna waterfront and is envisioned to eventually connect with the 109-mile long OC and E State Trail, a rail to trail conversion (Figure 9).

### Geothermal

Geothermal heating is a unique feature of Downtown Klamath Falls. A system of pipes distributes heated water throughout downtown, where it is used to heat buildings and melt snow on sidewalks and bridges (Figure 10).





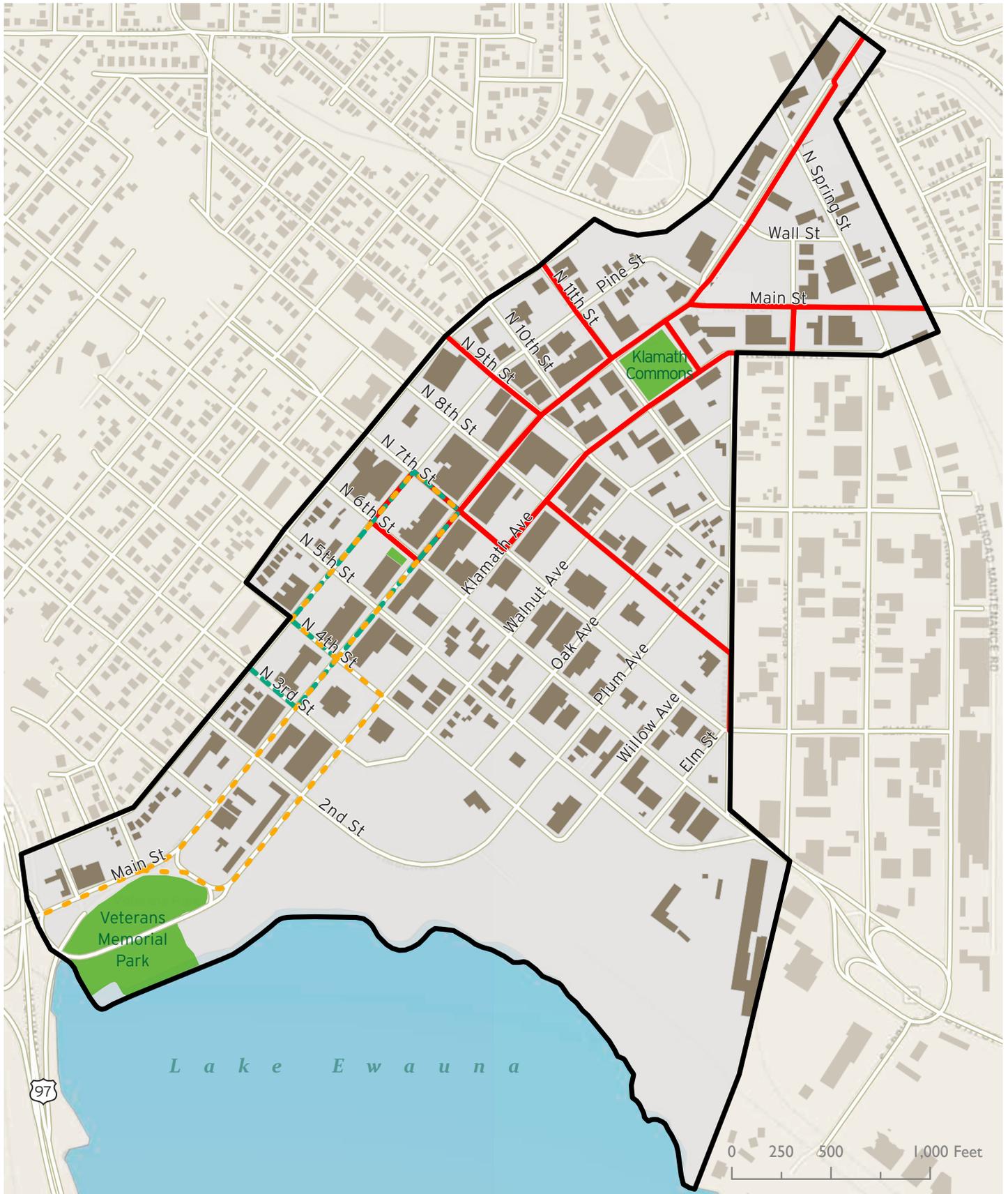
**Road Network**

 Study Area  
 Public Park

 Building Footprint

 Two-Way Road  
 One-Way Road

Figure 7. Klamath Falls Road Network, 2020.



**Basin Transit  
Service Routes**



Study Area  
Public Park



Building Footprint



Stewart Lenox

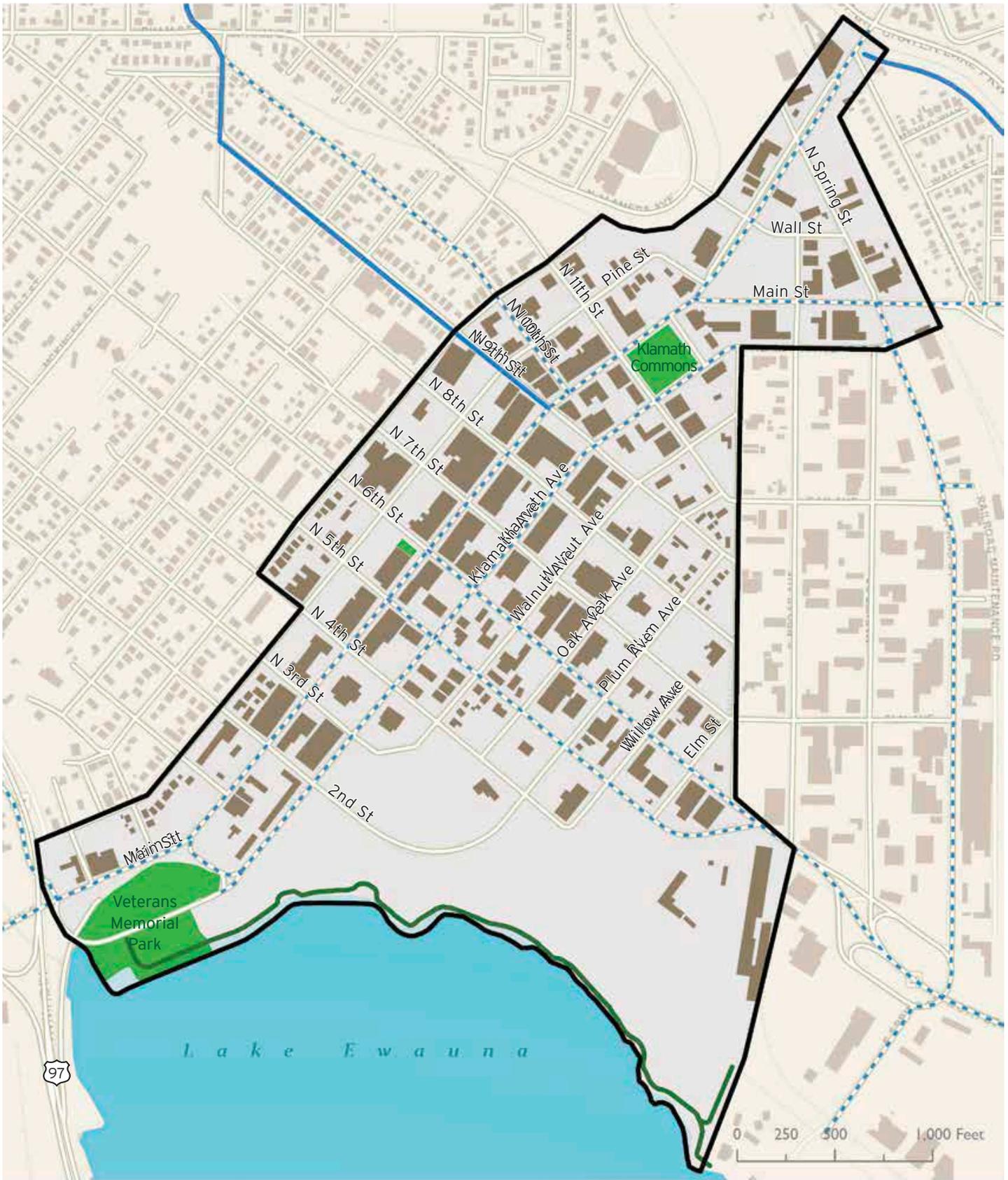


Mainline



Pelican City

Figure 8. Klamath Falls Basin Transit Service Routes, 2020.



**Bike Routes and Trails**



Study Area  
Public Park



Building Footprint



Designated Bike Lane

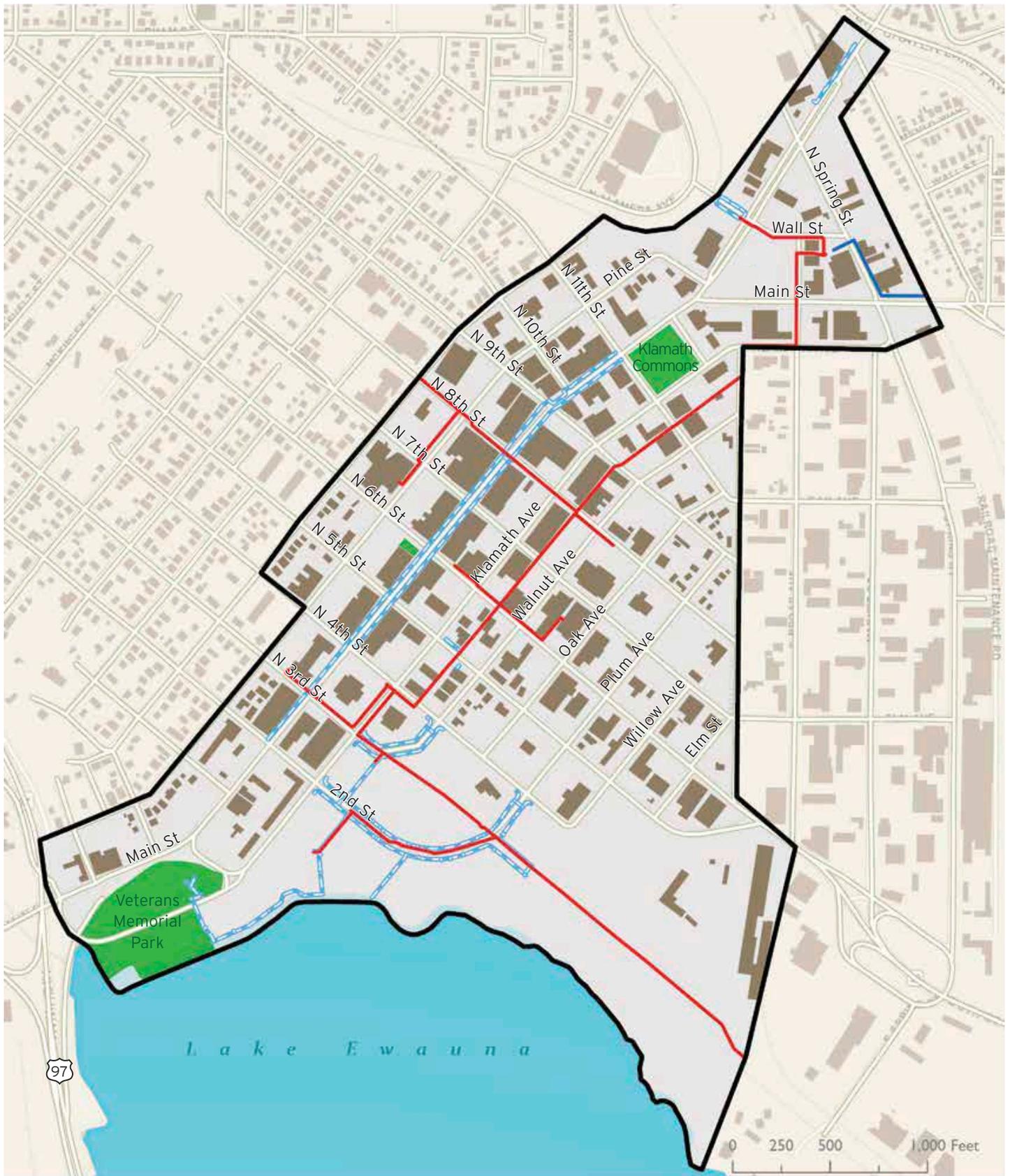


Shared Bike Lane



Lake Ewanna Trail

Figure 9. Klamath Falls Bike Routes and Trails, 2020.



**Geothermal Infrastructure**



Study Area  
Public Park



Building Footprint



Snow Melt System



Geothermal Supply Line

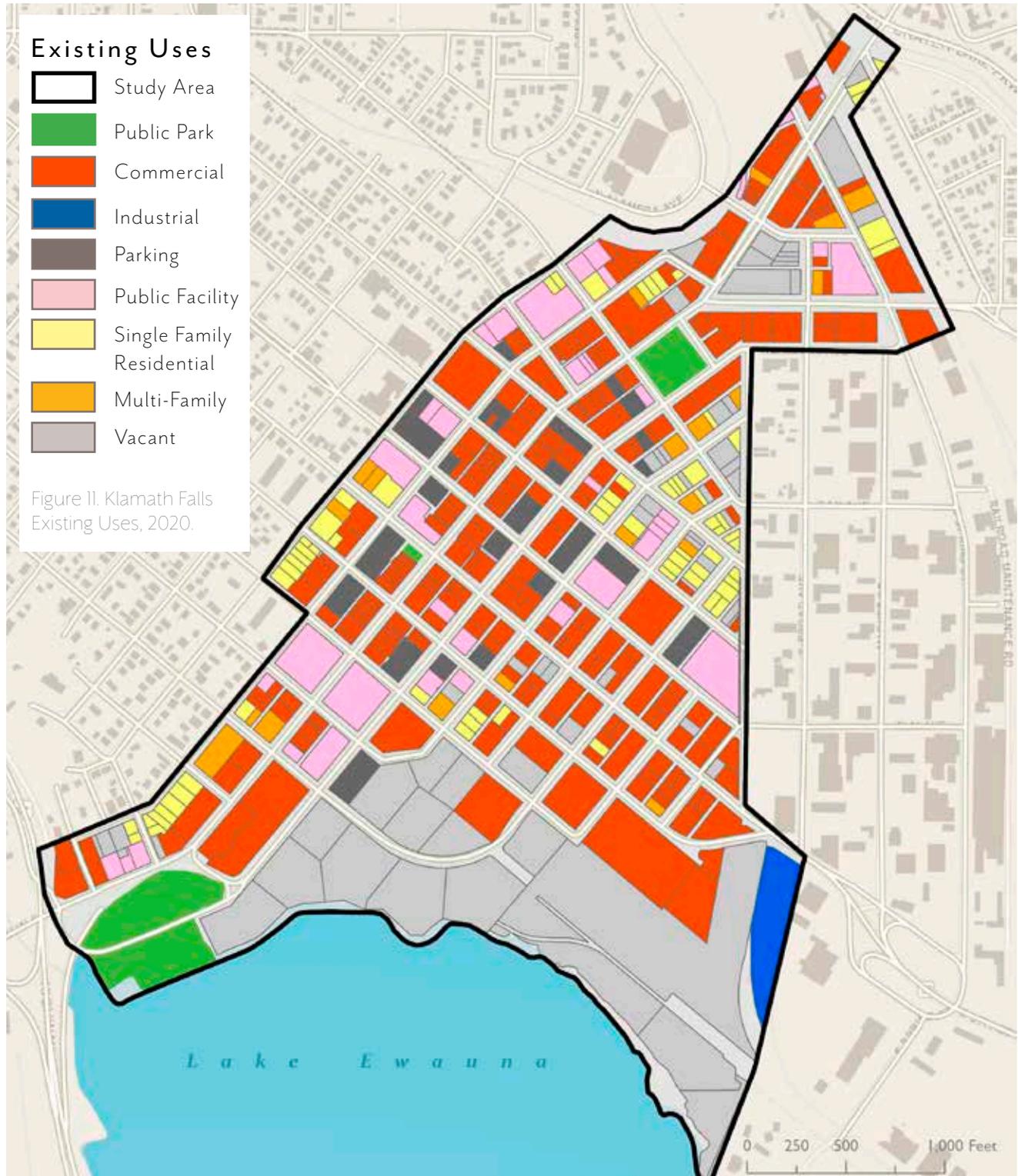


Geothermal Main

Figure 10. Klamath Falls Geothermal Infrastructure, 2020.

## EXISTING USES

Existing uses in downtown are primarily commercial, especially on the ground floor of buildings. Many upper floors are currently vacant or underutilized. There are a number of public buildings, including City and County offices, courts, and the public library. There is some existing residential outside of the Main Street/Klamath Avenue corridor, which is a mix of single family and multifamily. Many lots around the main downtown corridor are dedicated to surface parking.



## KLAMATH FALLS DOWNTOWN ASSOCIATION

Downtown Klamath Falls benefits from an active business association – the Klamath Falls Downtown Association (KFDA). As a Main Street America affiliate, KFDA supports small and local businesses and champions downtown revitalization and historic preservation. They administer grant funding, host and support community events such as the Third Thursday summer street fairs, coordinate placemaking and beautification projects such as the Klamath Piano Project and flower basket installation on Main Street, and act as ambassadors for downtown in the greater Klamath Falls community.



# PUBLIC ENGAGEMENT



## STAKEHOLDER COMMITTEE

A community stakeholder committee has overseen the preparation of the planning process – from participating in initial interviews and fact-finding meetings to facilitating and participating in the workshops and reviewing draft materials. This committee, made up of representatives from the City of Klamath Falls, the Klamath Falls Downtown Association, and local business owners and community members, has been a key sounding board for ideas and has guided plan recommendations and strategies.



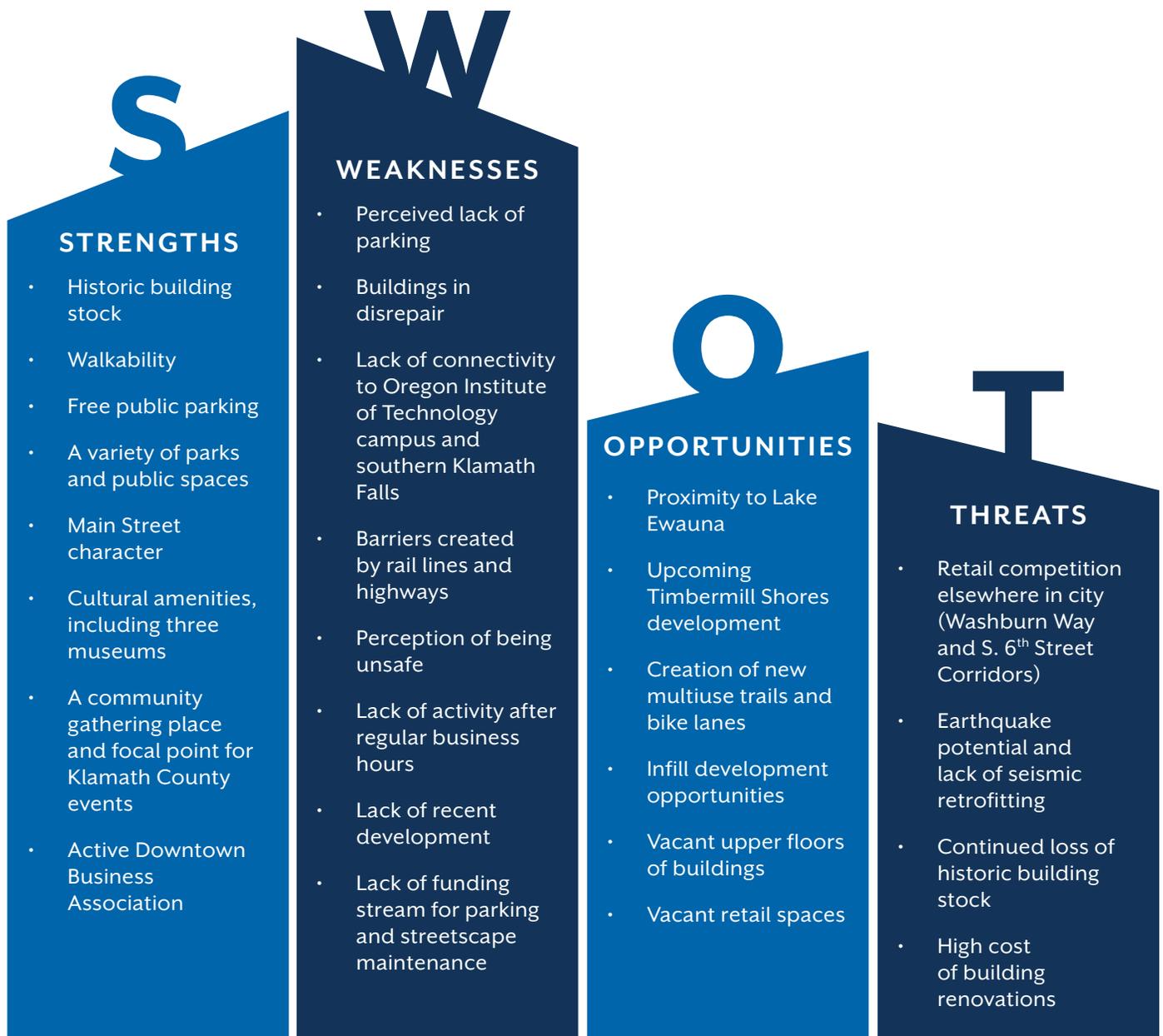
Project stakeholder group leading tour of downtown Klamath Falls in April 2019.



Downtown Klamath Falls, April 2019.

## SWOT ANALYSIS

The project team conducted a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis with the Stakeholder Committee at the beginning of the project. By critically thinking about downtown's assets and challenges, the team was able to create strategies for the area that leverage its strengths and opportunities to overcome its weaknesses and threats. The strengths, weaknesses, opportunities, and threats identified by the Committee included:



## Third Thursday Tabling

Project team members attended the Downtown Klamath Falls Third Thursday events in June and July 2019. This outreach opportunity was used to educate the community about the Downtown Revitalization Plan and to provide an opportunity for participants to share their opinions on their priorities for downtown.



My biggest priority for Downtown Klamath Falls is...

<b>Historic preservation</b> 	<b>Make it easier to walk, bike, or drive downtown</b> 	<b>Better streetscape amenities</b> 
<b>Improved entrances and gateways</b> 	<b>Create an entertainment district with shopping, dining, and community events</b> 	<b>More jobs and housing</b> 



## Public Workshop

A public workshop was held in September 2019 at Klamath Union High School. Participants collaborated around large maps of downtown Klamath Falls, where they shared their ideas for preservation, new development and redevelopment, infrastructure improvements, and other improvements in downtown.



## WHAT WE HEARD

Throughout our engagement efforts, several key themes emerged. These included:



### Preservation of Historic Resources

Downtown Klamath Falls has one of the strongest examples of a historic downtown main street in Oregon. However, many historic structures have been demolished in recent years. Community members voiced a desire to invest in repairing, maintaining and preserving the remaining examples of historic architecture in downtown.



### A Mix of Uses in Downtown

Participants voiced a desire to increase the mix of uses in downtown, to include housing and a wide range of retail, office, and public uses. Many participants pointed out that vacant upper floors of many buildings could be utilized as housing or office space.



### Improved Streetscapes

While downtown already enjoys wide sidewalks and many streetscape amenities, participants noted that many of these existing amenities could benefit from maintenance or replacement. They also shared ideas for creative sidewalk seating solutions and voiced a desire for improved pedestrian safety at many intersections as well as more attractive and functional gateways into downtown.



### Activating the Waterfront

Many participants felt that downtown Klamath Falls does not fully make the most of its proximity to Lake Ewauna. They felt that connections to the lake should be improved, especially with the development of Timbermill Shores.



### Exploring Traffic Flow Options

Converting the Main Street-Klamath Avenue couplet to two-way traffic has been an ongoing discussion in the community for many years. Participants expressed opinions on both sides of the issue, as well as options such as reversing traffic flows on the streets, with Main flowing northwest and Klamath flowing southeast.



### Redevelopment of Key Sites

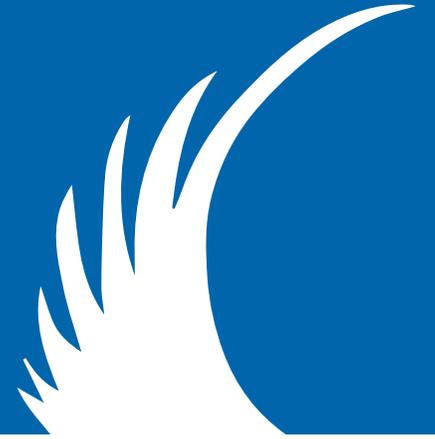
The community expressed a desire for redevelopment at many key sites downtown. These include the former gas station at 1st and Main, the Spring Street corridor just outside of the study area, and the Balsiger site. Some participants expressed a desire to develop some of the surface parking lots within the downtown area. These sites are seen as an opportunity to provide mixed use development and additional amenities for the downtown community.



### Creating a 24-Hour Downtown

While downtown Klamath Falls has a variety of dining and retail destinations, these businesses often close early in the evenings. Participants expressed a desire to create a vibrant downtown that includes activities and destinations open and available during nighttime hours. Many recognized the role that full-time residents living in new downtown housing developments would have in supporting this effort.

# A PLAN FOR DOWNTOWN KLAMATH FALLS



The *Klamath Falls Downtown Plan* boosts economic vitality, fills the streets with people, prioritizes historic preservation, beautifies the public realm, and allows for people to live downtown. Realizing Klamath Falls citizens' vision requires taking strategic steps to move it forward. Just as communities can no longer rely on a single economic engine to propel their future, neither can downtowns rely on a single project or initiative. Multiple efforts are required, including projects, programs and policies all designed to “ready the

environment for investment.” What follows are the policies and actions to lead us in the right direction towards that vision. These strategies and actions include some that are specific to the city of Klamath Falls and its planning regulations; others will require public-private partnerships with public agencies and community organizations.



The Goals and Strategies are organized by topic and each topic includes a description of the issue, one or more goals, and a summary of the strategies recommended to meet each goal.



## HISTORIC PRESERVATION



## MOBILITY AND STREETSCAPES



## URBAN DESIGN AND STREETSCAPES

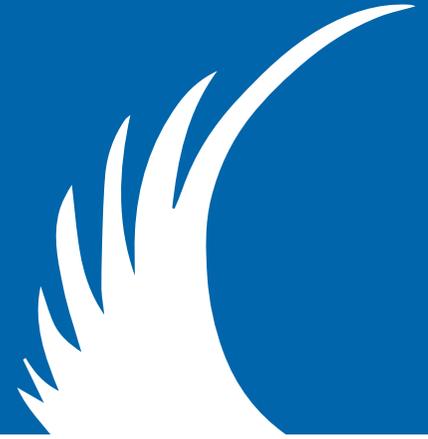


## LAND USE AND REGULATORY ALIGNMENT



## DOWNTOWN AS A DESTINATION

# HISTORIC PRESERVATION



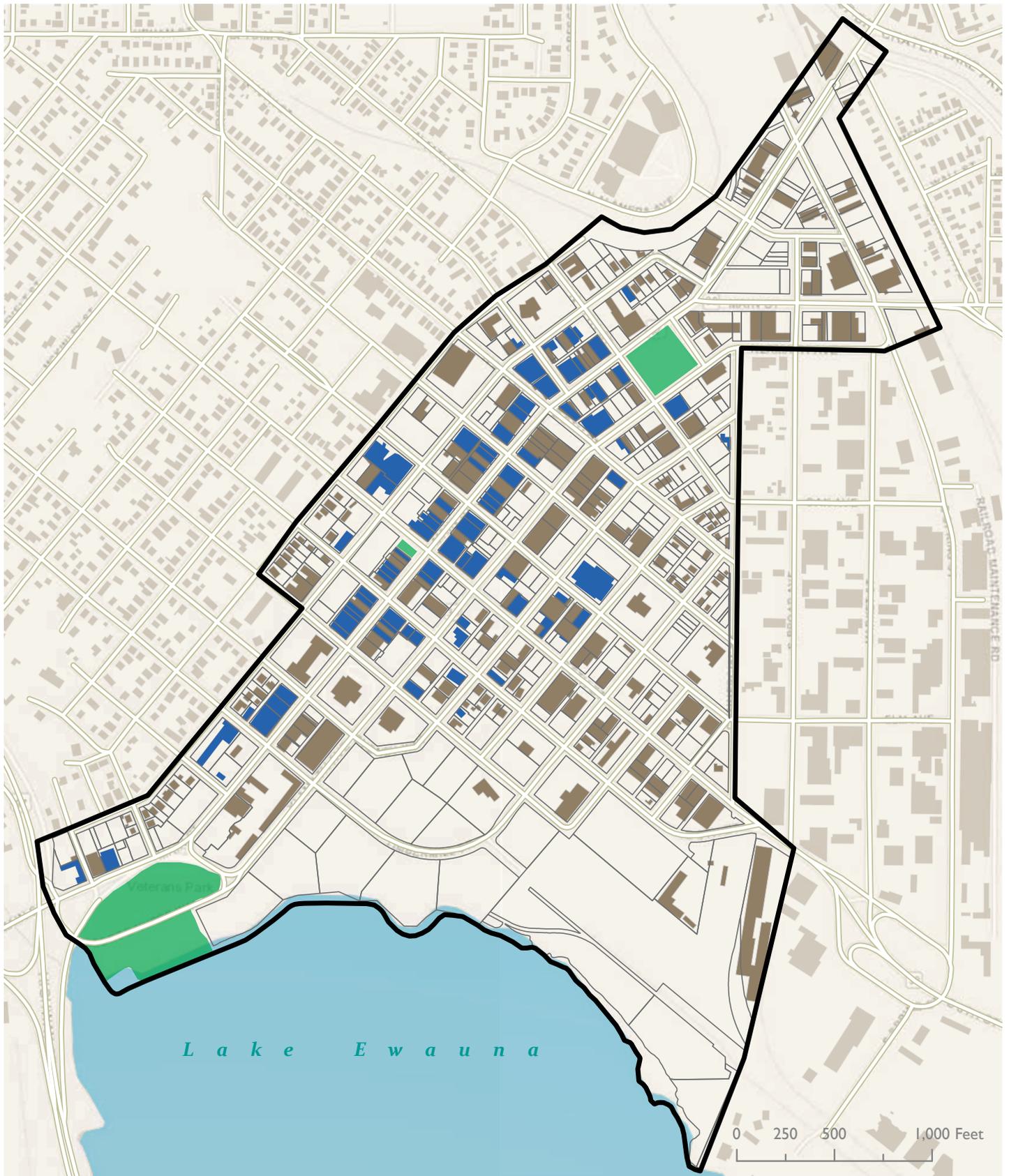
One of the first things that stands out to a visitor to Downtown Klamath Falls is the number of historic structures that line the Main Street corridor. These buildings are an essential part of the unique sense of place that exists in downtown. Preserving these historic assets is a high priority for the community, and the culture of preservation in Klamath Falls has been growing over the past several years. These strategies represent a great opportunity to build upon that culture and educate the community about historic preservation.

There has been interest in preserving downtown at the State level. A historic building survey was completed by the Oregon State Historic Preservation Office (SHPO) in 2016. The survey found that there are a total of 107 structures that are considered to be “contributing” structures. Of these, six are considered “significant” contributing structures and are listed on the national historic resource inventory.

However, there has been an ongoing loss of historic buildings in downtown. More than 30 historic structures have been lost since 1980. Many have been demolished due to years of disrepair and decay. Others are still standing, yet are in a state of neglect or have sustained structural damage in the 1993 earthquakes that struck the city. Stakeholders and community members have expressed that repairing and protecting the remaining historic building stock is a top priority, in order to preserve the historic character and charm of Downtown Klamath Falls.







**Historic Buildings**



Study Area  
Public Park



Building Footprint  
Taxlot



Eligible/Contributing Building

Figure 12. Historic Buildings, Source: Fregonese Associates, 2020.

## HISTORIC PRESERVATION GOALS AND STRATEGIES



Preserve and restore downtown's historic structures and character.

**Strategy 1.1** Pursue Certified Local Government designation.

**Strategy 1.2** Continue to explore official Historic District designation.

**Strategy 1.3** Conduct an inventory of the most at risk buildings.

**Strategy 1.4** Identify funding opportunities for aesthetic and structural restoration and retrofits.

**Strategy 1.5** Provide additional incentives for preservation of historic structures.



## Preserve and restore downtown's historic structures and character.

### Strategy 1.1 Pursue Certified Local Government designation.

The Certified Local Government (CLG) program is administered by the National Park Service and Oregon SHPO. By becoming a CLG, a jurisdiction makes a commitment to historic preservation in their community. By becoming a CLG, communities have access to a number of benefits, including access to funding and resources from state and federal preservation agencies. Unlike a historic district, CLG designation provides benefits for the entire jurisdiction, rather than only the structures within a designated area. More than 50 communities in Oregon have CLG status, including Ashland, Medford, Jacksonville, and Roseburg.

Obtaining CLG status is a fairly involved process, which will require coordination from City staff and other stakeholders. The process is outlined below and can be found in full detail on SHPO's website.

#### Steps towards CLG certification

1. Establish and appoint a Historic Preservation Commission. Every effort should be made to include preservation professionals or those with historic preservation experience or expertise in commissioner positions.
2. Pass a historic preservation ordinance. This ordinance should outline how the City will address historic preservation. SHPO has created a model ordinance which jurisdictions may use as-is or adapt to their specific needs.
3. Agree to participate in updating and expanding Oregon's historic building inventory program.
4. Agree to review and comment on and National Register of Historic Places nominations of properties within Klamath Falls boundaries.
5. Affirm that City government will fulfill its obligation to enforce existing Oregon preservation laws.

**Note: The City should pursue CLG certification as a first implementation step, as the certification will create opportunities to facilitate the following strategies within this chapter.**

## Benefits of CLG

- Access to funding. CLG's are invited to apply for grants from Oregon SHPO every two years, which typically range from \$5,000 to \$20,000 and require a 50/50 match. This can be used for a wide range of historic preservation projects, including historic property surveys, National Register nominations of buildings or districts, public education, preservation planning, architectural and engineering plans for rehabilitation of historic properties, and rehabilitation work.
- Training and resources. Regular trainings and conferences are offered for jurisdiction staff and Historic Preservation Commission members. These events also provide opportunities for networking with representatives from CLG's across the state and nation.
- State and federal partnerships. CLG's are able to benefit from close partnerships with state and federal preservation authorities, allowing them to take advantage of the resources and expertise offered by these authorities when dealing with local preservation issues.
- More effective promotion of historic preservation. Participation in the CLG program will increase local government's capacity and expertise in dealing with preservation issues, allowing them to more effectively respond to challenges and promote a culture of preservation within the community.

### Case Study: Cottage Grove, Oregon

The City of Cottage Grove has been a Certified Local Government since 2009. In recent years, the City has received grant funding from the SHPO CLG program to assist property owners with needed historic renovations or maintenance. These projects have included murals, roof repair, masonry repair, and new stucco for many buildings in their historic downtown.



Downtown Cottage Grove, source: Bruce Fingerhood, February 2018, Flickr, <https://www.flickr.com/photos/springfieldhomer/40538815651>.



### Strategy 1.2 Continue to explore official Historic District designation.

City leadership and downtown stakeholders have discussed designating an official National Register Historic District for many years, as far back as the 1988 Downtown Redevelopment Plan. However, hesitation on the part of some property owners has stalled these efforts.

After receiving Certified Local Government designation, the community should continue to determine whether designating a Historic District would be the best fit for downtown.

Some of the pros and cons of National Register Historic District designation include:

#### Pros

- Official recognition of historical significance. An officially designated Historic District is a significant resource for a community. It not only is a marketable destination for visitors, but also creates a sense of pride in the community, and a celebration of the past.
- Grant funding. A number of state and federal grants are available for properties listed individually on the National Historic Register or as part of a designated Historic District. Grant funds may be used for renovations, although these must meet certain standards to maintain historic character.
- Tax credit eligibility. A federal tax credit is available for rehabilitating National Register listed properties. It is a 20% Investment Tax Credit, which is limited to properties that will be used for commercial or rental residential use after rehabilitation. Oregon offers an additional tax incentive for preservation improvements.

#### Cons

- Involved and complicated nomination process. The historic district nomination process requires a detailed accounting of all historic structures in the district and their significance. It requires significant outreach to the public and property owners. While there is no fee for the application, the applicant is responsible for any fees associated with completing the nomination.
- Regulatory restrictions. If federal dollars are being used for a renovation, there are restrictions on type of renovations that can be made. There may be additional local regulations placed on modifications to structures in a historic district.
- Demolition review. Under Oregon State law, local governments must review proposals to demolish or relocate buildings.



### **Strategy 1.3** Conduct an inventory of the most at risk buildings.

Many historic buildings in downtown are in severe disrepair. Buildings should be assessed by building and historic preservation professionals to determine the extent of repairs needed and estimated cost. Needed repairs should be prioritized by most urgent. This inventory will help the City act quickly when rehabilitation funding opportunities are available.



### **Strategy 1.4** Identify funding opportunities for aesthetic and structural restoration and retrofits.

There are a number of state and federal resources for supporting restoration and retrofits of historic properties. Becoming a CLG and/or achieving National Historic District designation, along with accreditation as a Main Street community, provides access to and/or prioritization in funding consideration for resources such as the following:

- Paul Bruhn Historic Revitalization Grants (National Park Service). These grants are available to states, tribes, CLG's, and non-profits, and must be subgranted to communities within their jurisdictions. Grants are only available for properties on the National Register of Historic Places in rural communities (population of less than 50,000).
- Diamond in the Rough Grants (Oregon SHPO). These grants are intended to restore or reconstruct building facades that have been heavily altered over the years. All historic structures are eligible for this funding, but priority is given to commercial or public buildings in CLG's, designated Main Street areas, and National Register historic districts. Grants up to \$20,000 are available.
- Oregon Main Street Revitalization Grants. These grants provide funds up to \$200,000 for building acquisition, rehabilitation, and construction for Oregon Main Street communities. Klamath Falls has previously received a Main Street Revitalization grant for the renovation of the upper floor of the Lamb-Swansen building into residential units. These grant funds may potentially be used for seismic retrofitting.



**Strategy 1.5** Provide additional incentives for preservation of historic structures.

In addition to financial incentives such as grants and tax credits, local jurisdictions may use additional incentives to promote historic preservation. These may include:

- Building code leniency (allowed under state law for National Register properties and certified historic buildings)
- Expedited permitting
- Waived or reduced permit fees
- Transfer of development rights
- Marketing and promotion of historic properties
- Technical assistance for property owners



# MOBILITY



Creating unique vibrant cities and neighborhoods requires a holistic approach to their development and revitalization. Multimodal mobility improvements and streetscaping are key to creating these unique places that are compact, have a mix of uses and rely on a variety of different means of transportation, all while having a strong sense of public space found between buildings, on the street and in plazas and parks.

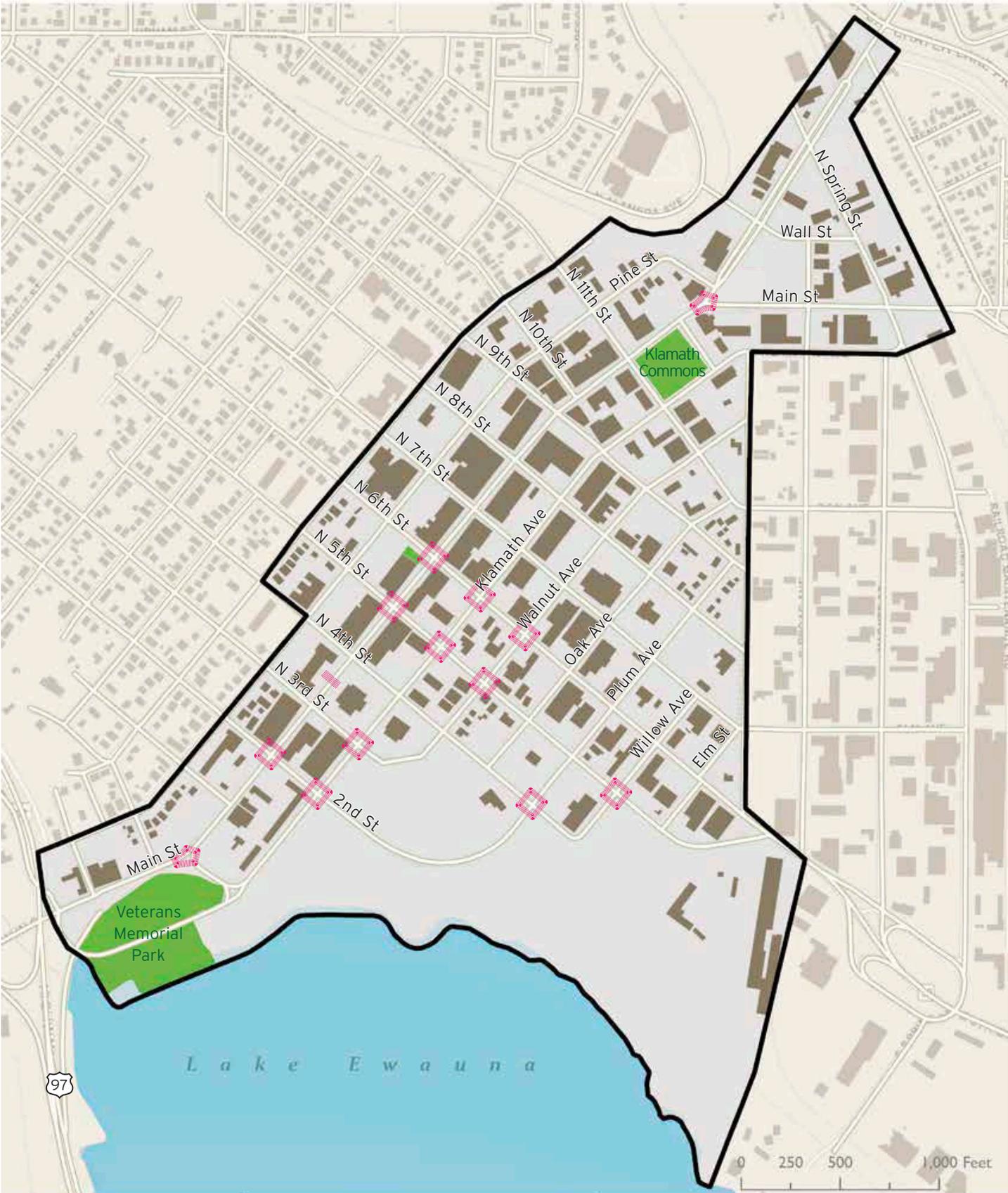
In Downtown Klamath Falls, key intersections, streets, plazas, parks, and architecturally significant buildings create a unique place. The transportation function of these intersections

and streets should be to provide the pedestrian a safe and aesthetically pleasing environment, while accommodating other modes such as bikes, transit, and automobiles.

The 2017 *Improving Downtown Streetscapes and Transportation Safety in Klamath Falls* report recommended many mobility improvements for Downtown Klamath Falls. These have been incorporated into this plan, along with additional recommendations that reflect changes since completion of the report.



Klamath Falls mobility rendering, source: SERA Architects.



**Mobility Safety Improvements**

-  Study Area
-  Public Park

-  Pedestrian Improvement

Figure 13. Klamath Falls Mobility Safety Improvements, 2020.

## MOBILITY GOALS AND STRATEGIES



Establish a traffic flow pattern that is beneficial for downtown businesses and supports efficient travel to and through downtown for users of all modes of transportation.

**Strategy 1.1** Conduct additional technical studies on one-way to two-way conversion on the Main Street/Klamath Avenue couplet, as well as other traffic flow alternatives.

**Strategy 1.2** Assess functionality of other existing one-way streets in downtown core.

**Strategy 1.3** Consider alternative methods of traffic calming that will slow traffic through downtown.



Create an environment where walking and biking are viable, pleasant, and easy choices for travel in Downtown Klamath Falls.

**Strategy 2.1** Add curb extensions (bulbouts) at key intersections.

**Strategy 2.2** Explore lengthening walk signal timing to allow for more time to cross the street.

**Strategy 2.3** Consider adding designated bike infrastructure to Main Street/Klamath Avenue couplet.

**Strategy 2.4** Continue tactical urbanism approach to “test driving” ideas before fully implementing them.



Encourage and support a symbiotic, well-connected community by creating and enhancing connections between downtown and surrounding amenities.

**Strategy 3.1** Improve pedestrian connections to Timbermill Shores and Lake Ewauna waterfront.

**Strategy 3.2** Create connections between downtown and Spring Street urban renewal area and Amtrak station to promote foot traffic as area redevelops.

**Strategy 3.3** Create connections between downtown and Oregon Institute of Technology and Sky Lakes Medical Center.



Establish a parking ecosystem that best serves downtown businesses, residents, and visitors.

**Strategy 4.1** Assess existing in-lieu fee program which allows businesses to eliminate on-site parking requirements to determine if fee amount is appropriate.

**Strategy 4.2** Expand and modify existing Downtown Parking District Boundaries to match Downtown Business Overlay boundaries.

**Strategy 4.3** Determine need and potential locations for designated loading zones that will be reserved during certain hours for businesses that receive frequent deliveries.

**Strategy 4.4** Strategically use 20-minute, 1-hour, 2-hour, and 4-hour on-street limits to promote turnover while still providing enough time for visitors to linger.

**Strategy 4.5** Assess the feasibility of reserving all on-street parking for visitors and customers and locating “E” zone parking for employees on lower-visibility off-street lots.

**Strategy 4.6** Consider increasing the cost of “E” zone employee parking permits.

**Strategy 4.7** Create Parking Cash-Outs for employees.



**Establish a traffic flow pattern that is beneficial for downtown businesses and supports efficient travel to and through downtown for users of all modes of transportation.**

**Strategy 1.1** Conduct additional technical studies on one-way to two-way conversion on the Main Street/Klamath Avenue couplet, as well as other traffic flow alternatives.

City officials, downtown stakeholders, and community members have been discussing converting the Main Street/Klamath Avenue couplet from one-way to two-way traffic in recent years. Previous plans have identified some of the benefits of converting to two-way traffic and have created designs for updated roadways.

Many Main Streets across the country have completed conversions from one-way to two-way traffic, including Oregon City, OR, Ann Arbor, MI, Austin, TX, and Great Falls, MT.

The decision to change traffic flow should be well-informed and backed by extensive data collection and public outreach. The City should conduct traffic modeling and transportation analyses to determine the best path forward before investing funding into making physical changes. Property owners, business owners, and community should be well-informed of both the benefits and drawback of changing traffic flow and be given an opportunity to weigh in during the process.

A series of potential road designs was created for Main Street to illustrate the potential for adding bike infrastructure and traffic calming measures in both one-way and two-way configurations (Figures 14-19). *Note: These figures are for illustrative purposes only. Final street designs will need to be supported by additional studies to determine feasibility.*

### Benefits of Two-Way Streets

- Reduces vehicle speeds and severe collisions
- Increases safety for people walking and bicycling
- Improves visibility of and access to businesses; helps create a more balanced development pattern
- More direct vehicle and bicycle access
- More flexible options for on-street parking and access to driveways and off-street lots

### Benefits of One-Way Streets

- More vehicle throughput
- Less cost and operational complexity with traffic signals and roadway markings
- Potentially better truck access and use of loading zones and on-street deliveries
- Possibly more space to construct dedicated protected bike lanes in the street



Figure 14-16. Klamath Ave Cross Sections, source: SERA Architects

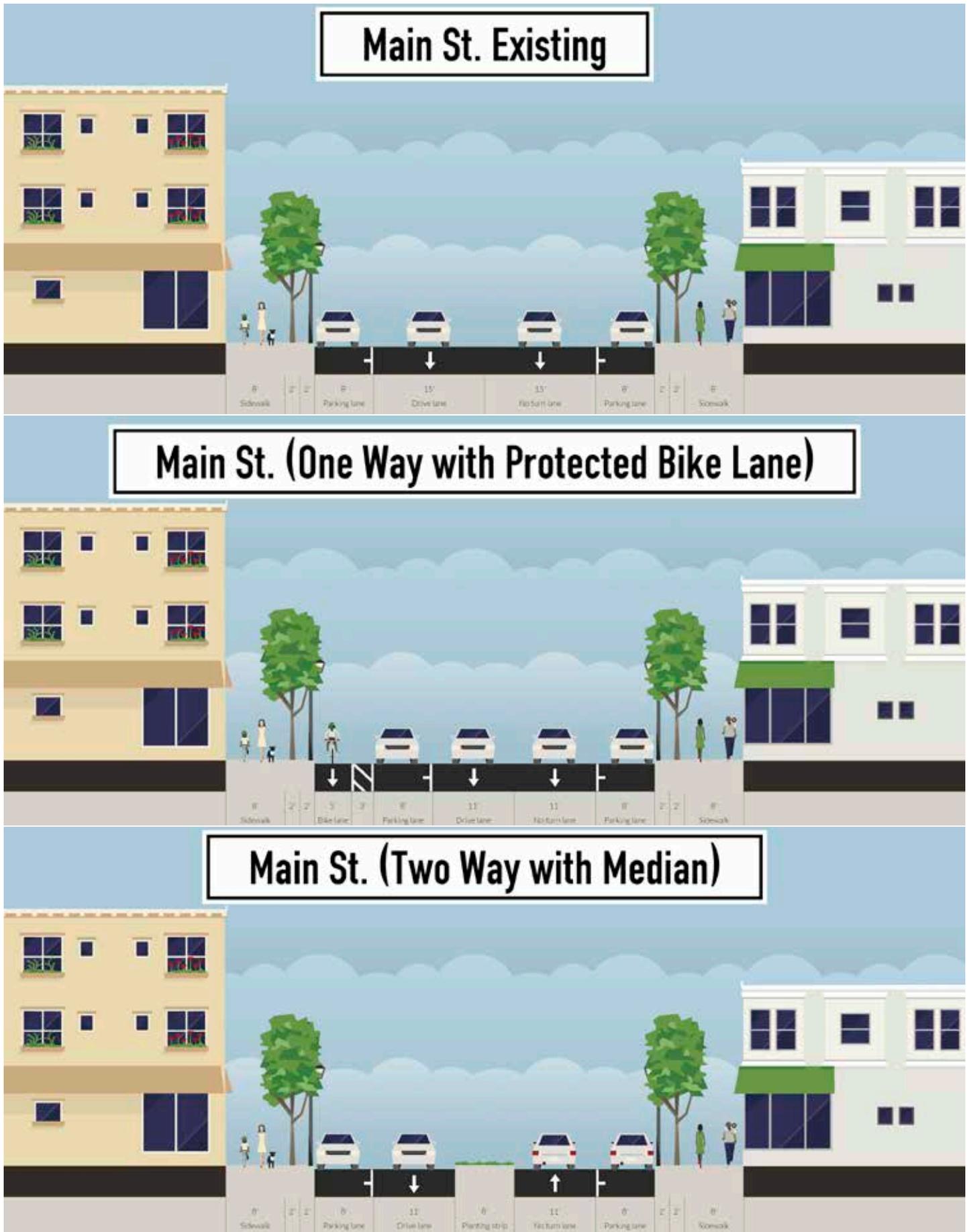


Figure 17-19. Main St. Cross Sections, source: SERA Architects



**Strategy 1.2 Assess functionality of other existing one-way streets in downtown core.**

While conducting public outreach and transportation studies for the Main Street/Klamath Avenue couplet, the City may wish to explore alternatives for additional one-way thoroughfares in the downtown area, including 5th Street, 6th Street, 9th Street, 10th Street, and 11th Street.



**Strategy 1.3 Consider alternative methods of traffic calming that will slow traffic through downtown.**

While converting to two-way traffic often helps slow traffic along a street, it is not the only option for doing so. There are a number of design approaches that will help slow traffic as it travels through the downtown core. These include:

- Conversion to diagonal parking. Changing the street parking layout from parallel parking to diagonal parking is one of the most inexpensive ways to calm traffic. Drivers on the road will need to slow to be alert to cars pulling out of parking spaces, which in turn will make them more alert to pedestrians and other users of the right-of-way. As an added bonus, converting to diagonal parking can create up to 40% more parking spaces than parallel parking. While this approach has been implemented on some downtown blocks, the City should assess its feasibility in additional areas.
- Narrowing traffic lanes. Narrowing traffic lanes discourages speeding, and creates space for additional amenities in the right-of-way, such as protected bike lanes, wider sidewalks, and landscaping.
- Bulb outs. Bulb outs provide a refuge for pedestrians waiting to cross the street, shorten the crossing distance, and make pedestrians more visible to approaching drivers. They create pinch points at intersections along a roadway, encouraging drivers to reduce their speed. Increased sidewalk area creates space for additional amenities, such as landscaping, lighting, or signage. Bulb outs can be created either at intersections or mid-block, if there is a need for more frequent pedestrian crossings than the street network provides.
- Roundabouts. Roundabouts, raised circular islands in the center of major intersections, slow traffic as vehicles must circle around them as they pass through. They should be paired with sidewalk extensions that narrow the roadway as cars approach, giving pedestrians shorter crossing distances. These islands can be treated with landscaping and public art to create a gateway effect.



## Create an environment where walking and biking are viable, pleasant, and easy choices for travel in Downtown Klamath Falls.

### **Strategy 2.1** Add curb extensions (bulbouts) at key intersections.

Curb extensions at crossings shorten crossing distances, increase visibility of both pedestrians and vehicles, and encourage motorists to drive slower. Shorter crossings mean shorter pedestrian phase lengths, which help keep traffic flowing. Recommended locations for curb extensions can be found on the Mobility Safety Improvements Map (Figure 13).



### **Strategy 2.2** Explore lengthening walk signal timing to allow for more time to cross the street.

Before bulb-outs are constructed, the City may explore extending signal timing to allow pedestrians more time to safely cross the street at key intersections downtown. Typical pedestrian signals are timed to give a person one second per three feet of distance to cross. During public outreach, we heard that it was difficult for many people, including seniors, people with disabilities, and parents of small children, to cross the street within the time allotted by the walk signal. Additional time reduces the chance of being stranded or not being seen once the cycle ends. Before making this change, the City should assess any potential impacts to traffic flow created by modified signal times.



### **Strategy 2.3** Consider adding designated bike infrastructure to Main Street/Klamath Avenue couplet.

Main Street, Klamath Avenue, 5th Street, 6th Street, 9th Street, and 10th Street are designated bike routes. Of these routes, only 9th Street has any sort of bike infrastructure – the recently completed protected bike lane that connects the Oregon Avenue corridor to downtown. In order to encourage cycling in the downtown area, the city should consider adding additional bicycle infrastructure to the area. This may include additional protected bike lanes along Main Street and Klamath Avenue and 5th and 6th Streets, or road treatments such as green paint and sharrows at intersections and along bike routes.



### **Strategy 2.4** Continue tactical urbanism approach to “test driving” ideas before fully implementing them.

*Improving Downtown Streetscapes and Transportation Safety in Klamath Falls* identified a number of opportunities to test mobility improvements using tactical urbanism approaches. Since then, the City has tested temporary curb extensions at intersections along Main Street. The City should continue this approach to test driving additional mobility solutions, such as new protected bike lanes, high visibility crossings, and reuse of parking spaces for landscaping and seating areas. These efforts should be coupled with public education campaigns, so that users of all modes will understand what to expect and how to use modified rights-of-way when projects are deployed.



**Encourage and support a symbiotic, well-connected community by creating and enhancing connections between downtown and surrounding amenities.**

**Strategy 3.1 Improve pedestrian connections to Timbermill Shores and Lake Ewauna waterfront.**

The development of the Timbermill Shores area presents an exciting opportunity for renewed interest in the downtown area. Creating strong connections between these areas will benefit both new and existing businesses. Pedestrian infrastructure should be extended into the new development, with safe crossing improvements across Klamath Avenue at 2nd and 3rd Streets. Additional pedestrian connections, such as new sidewalks or walking paths, should be made through the Timbermill Shores development connecting users to the Lake Ewauna Trail and waterfront, so that these areas feel like an integrated part of the greater downtown area.



**Strategy 3.2 Create connections between downtown and Spring Street urban renewal area and Amtrak station to promote foot traffic as area redevelops.**

The 2017 *Spring Street Urban Renewal Plan* lays out a path for increased investment in the Spring Street Corridor and northern downtown area. Downtown should be well-positioned to benefit from increased investment and visitor traffic as this area redevelops. The City should increase connections between Spring Street and downtown, to encourage Spring Street visitors to patronize downtown businesses, and vice versa. One of the goals of the Urban Renewal Plan is to “implement transportation improvements that will increase access to the Area.” Special attention should be given to pedestrian infrastructure connecting the Amtrak station to downtown, as visitors arriving by train currently need to navigate an area with few pedestrian improvements if they wish to visit the downtown area.



**Strategy 3.3 Create connections between downtown and Oregon Institute of Technology and Sky Lakes Medical Center.**

The education and employment centers at OIT and Sky Lakes Medical Center represent a large potential customer base for downtown businesses, and potential future residents for housing created in downtown. Currently, these areas are connected by The Basin Transit Mainline #1 and #2 routes, with arrivals once per hour and an approximately 15-minute travel time to downtown. With increased residential density in downtown, it may be appropriate to increase transit frequency or create more direct routes between these two destinations. Alternatively, the City may work with OIT and/or the medical center to create a private shuttle system that will bring students and employees to downtown. This solution may be used on a regular basis, or on occasion, such as only during summer months or for events such as Third Thursday.



## Establish a parking ecosystem that best serves downtown businesses, residents, and visitors.

While a focus of this plan is encouraging people to visit downtown on foot, bike, or transit, the reality is that Downtown Klamath Falls serves a wide variety of visitors, many who travel from rural areas and are reliant on cars. A successful downtown relies on an adequate supply of parking at different times of the day and in the appropriate locations. These strategies act as tools to create an environment conducive to shopping, living, operating a business, or just enjoying an afternoon in downtown Klamath Falls.

Many customers choose not to walk more than a block or two to a particular destination, yet the distances needed to walk in many downtowns are similar to those encountered in many suburban shopping malls – the difference between the two experiences is often in the perceived distance to the destination. Downtown Klamath Falls must, in addition to providing adequate parking, create an attractive environment to walk. This means creating shady, cool streets with comfortable sidewalks, streetscape, amenities and a variety of shops and businesses. Where there is not retail along the street, clear visual clues should lead the pedestrian to those areas that have the best pedestrian-oriented shopping areas.

As the area adds housing opportunities, more customers will patronize businesses and cultural facilities without having to rely on a car to get there, given the short distances in downtown Klamath Falls. Studies show that downtown residents depend less on car trips for their daily needs and are excellent local customers.

### **Strategy 4.1** Assess existing in-lieu fee program which allows businesses to eliminate on-site parking requirements to determine if fee amount is appropriate.

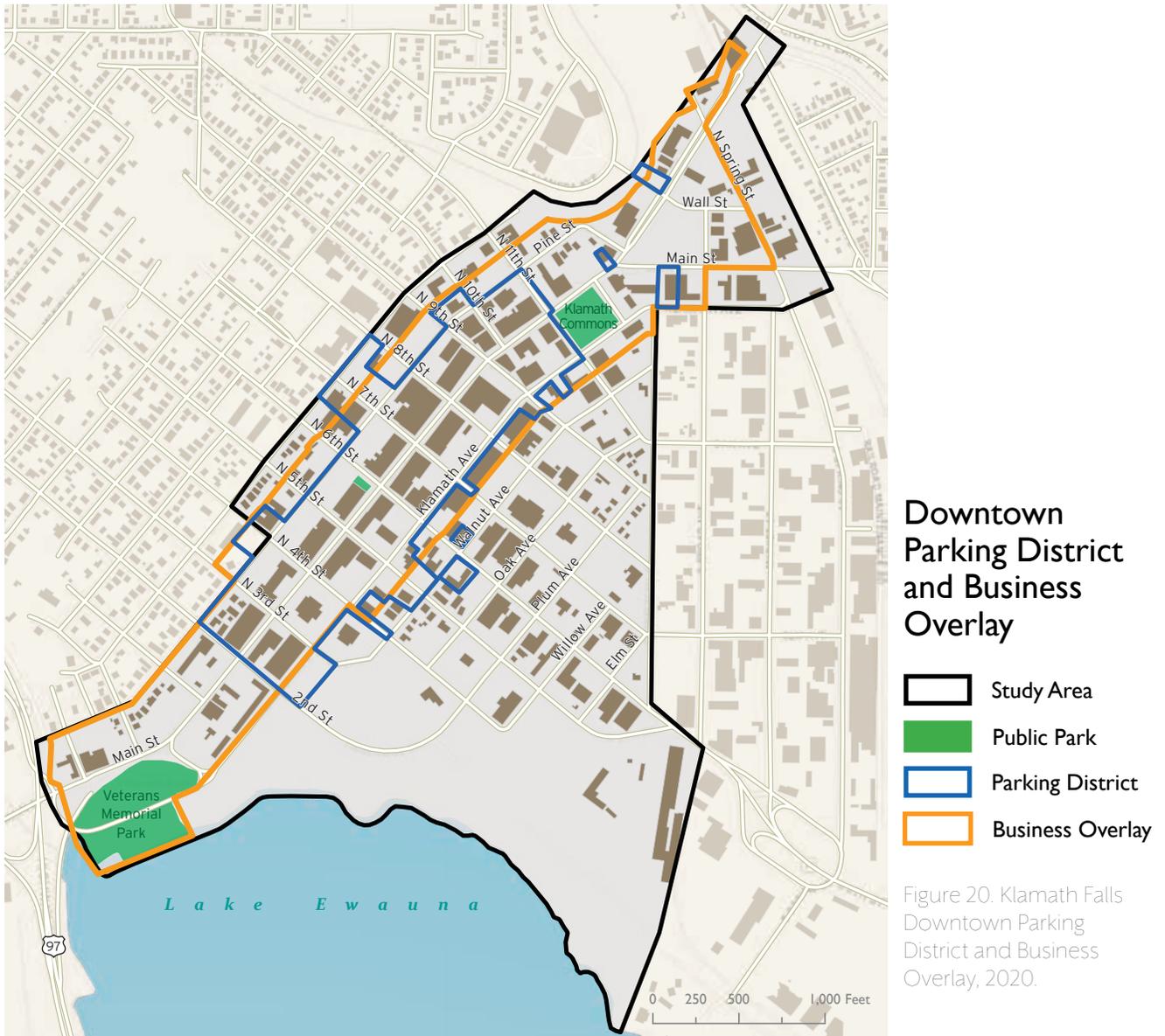
The City of Klamath Falls currently allows a payment in lieu of providing off-street parking in the Downtown Parking District. These fees are \$500 per 1,000 square feet of floor area for new construction or additions, and \$100 per space for changes in use requiring additional parking spaces. This amount is much lower than what is charged by other jurisdictions. A report created for Downtown Boise in 2012 indicates that jurisdictions typically charge between \$2,000 and \$27,250 per space not provided.<sup>1</sup> For example, Bend charges \$26,641 per space in its downtown district.

1. Kimley Horn. Downtown Boise Parking Strategic Plan, Appendix 12. Parking Planning White Paper Series: Parking in Lieu Fees. 2012. <https://ccdcboise.com/wp-content/uploads/2016/02/Document-12-Parking-White-Paper-Parking-In-Lieu-Fees.pdf>



### Strategy 4.2 Expand and modify existing Downtown Parking District Boundaries to match Downtown Business Overlay boundaries.

There are currently several different regulatory overlays in Downtown Klamath Falls. In order to simplify and create more efficient implementation and enforcement of varying regulations, these boundaries should be consolidated wherever possible. The Downtown Parking District should conform to Downtown Business Overlay boundaries, following the Main Street/Klamath Avenue corridor and extending south to the waterfront and north to the railroad tracks.





**Strategy 4.3** Determine need and potential locations for designated loading zones that will be reserved during certain hours for businesses that receive frequent deliveries.

Many businesses in downtown receive frequent deliveries throughout the day. Delivery trucks must either take up several on-street parking spaces, or park in a travel lane if no parking spaces are available while they unload. The City should assess the need to create designated loading zones in front of these businesses or at set intervals along rights-of-way, in order to reduce negative impacts on traffic flow.





**Strategy 4.4** Strategically use 20-minute, 1-hour, 2-hour, and 4-hour on-street limits to promote turnover while still providing enough time for visitors to linger.

Placing time limits on parking allows more cars to use the same number of parking spaces. A variety of parking limits should be used for different circumstances. For instance, a convenience store may be a good place for 20-minute parking spaces, as customers are likely to be in and out quickly. One- or two-hour spaces may be appropriate for restaurants. Four-hour spaces can be used by visitors who wish to spend a significant amount of time exploring downtown and may not need to be located in front of a specific business or along a main thoroughfare.

Parking time limits should be as simple as easy to understand as possible. Drivers should be easily able to identify any time limits at each block face and/or parking space through the use of visual cues such as clear, visible signage or painted curbs.



**Strategy 4.5** Assess the feasibility of reserving all on-street parking for visitors and customers and locating “E” zone parking for employees on lower-visibility off-street lots.

Downtown employees must leave their cars parked in one space for up to eight hours or more per shift. In order to promote parking turnover, these longer-term parking users should park on surface lots. Employee parking may be permissible on some lower traffic side streets, depending on the situation.



**Strategy 4.6** Consider increasing the cost of “E” zone employee parking permits.

Klamath Falls significantly under-prices “E” zone employee parking permits. Raising prices somewhat would help cover enforcement costs and possibly free some revenue for investment in transit, sidewalks, and bicycle routes.



**Strategy 4.8** Create Parking Cash-Outs for employees.

Rather than restricting parking or raising process, parking cash-outs provide employees with cash incentives for getting to work by means other than their personal vehicle.



# URBAN DESIGN AND STREETSCAPES



Urban design embraces the entire physical fabric of a city—the buildings, the open space between them, and the wide range of multi-modal connections. These connectors hold the pieces of fabric together and give it coherence. Communities function as systems, with their strength lying in the health of all the parts. As the centerpiece of the city, downtowns should be well designed, be more connected, and support a range of diverse uses—allowing people to live, work, shop, and play. Detailed, human-scale design treatments help support the special sense of place that exists in downtown Klamath Falls.

Streetscaping transforms a primarily auto-oriented street into a pedestrian friendly street capable of handling multiple modes of transportation such as transit users, bicyclists, automobiles, and walking pedestrians. Streetscaping produces beautiful “pedestrian realms” with design elements that include plenty of street furniture, lighting features, street trees, intersection improvements and wide sidewalks. In addition to creating an aesthetically pleasing environment, streetscape improvements can increase the safety of users of all modes.



# URBAN DESIGN AND STREETSCAPES GOALS AND STRATEGIES



Create attractive and welcoming gateways for visitors arriving downtown via all modes.

**Strategy 1.1** Utilize signage, public art, and landscaping to create memorable gateways at all major access points to downtown.

**Strategy 1.2** Improve the northern Main Street gateway entrance to downtown.



Establish a wayfinding system that will guide visitors using all modes of transportation to experience all that downtown has to offer.

**Strategy 2.1** Create a wayfinding style guide for downtown.

**Strategy 2.2** Add or improve wayfinding signage that directs drivers to the Main Street corridor from Klamath Avenue.

**Strategy 2.3** Place pedestrian scale wayfinding signs at key gateways, intersections, and gathering places.

**Strategy 2.4** Create a network of wayfinding signage for cyclists directing towards greenways and major destinations.



Activate the Lake Ewauna waterfront.

**Strategy 3.1** Improve the integration of the waterfront as a centerpiece in Timbermill Shores.

**Strategy 3.2** Explore opportunities for increased recreational opportunities on Lake Ewauna.



Create an attractive and functional streetscape that contributes to downtown’s sense of place.

**Strategy 4.1** Create a maintenance plan for streetscape amenities, such as benches, trashcans, etc. Assess existing streetscape amenities to determine need for replacement/repair.

**Strategy 4.2** Add additional pedestrian scale streetlights beyond the primary downtown corridors. Consider following dark sky guidelines for new and replacement light fixtures.

**Strategy 4.3** Increase opportunities for street seating at cafes and restaurants.





## Create attractive and welcoming gateways for visitors arriving downtown via all modes.

**Strategy 1.1** Utilize signage, public art, and landscaping to create memorable gateways at all major access points to downtown.

Gateways define entryways and let visitors know they are arriving in downtown through themed design elements, signage, art, lighting, and landscaping treatments. Gateway elements should mark major entries into downtown, convey a sense of place for the area, and provide information to visitors. Gateway elements can be created in a variety of styles and can be unique at each location. While some gateway features currently exist, such as the “Welcome to Downtown” signage at the convergence of 5th and 6th Streets, and signage and art near Veterans Memorial Park, additional features should be included at all major access points to downtown.

Figure 21 shows all the major gateways into Downtown Klamath Falls:





### Strategy 1.2 Improve the northern Main Street gateway entrance to downtown.

One short term opportunity for a gateway improvement is the entrance to downtown traveling down Main Street from the northeast. Here, the road and sidewalk crosses under the railroad tracks. While this area is not currently appealing for drivers or pedestrians, the overpass presents an opportunity for a public art beautification project to create a memorable gateway for those arriving in downtown.

Another nearby opportunity exists at the Main Street and Spring Street intersection, where the City owns a parcel of land to the east of the FleetPride building. Because this land is already under City ownership, it may be quickly utilized for a gateway installation, should funding become available. This area would be appropriate for “Welcome to Downtown Klamath Falls” signage, public art installations, landscaping, and wayfinding signage. The City may wish to coordinate with the nearby Klamath History Museum to add elements of Klamath Falls history to the gateway.

#### Case Study: Birmingham, Alabama

The City of Birmingham, Alabama hired an artist to create a colorful lighting installation to illuminate and beautify a railroad underpass connection downtown Birmingham to Railroad Park. The rainbow lights provide visual interest, increase safety and visibility, and encourage pedestrians to use the underpass to travel between two of the city’s biggest destinations.



Birmingham LightRails installation, photo source: Christopher Jobson, Colossal, August 2013. Artist: Bill Fitzgibbons.



## Establish a wayfinding system that will guide visitors using all modes of transportation to experience all that downtown has to offer.

Wayfinding signage helps visitors to downtown knowing where they are, where they want to go next, and the best way to get there. A wayfinding system not only provides directions from point A to point B, but also provides an opportunity for community storytelling and placemaking.

Good wayfinding increases awareness of the many points of interest in Downtown Klamath Falls, including cultural attractions, historic landmarks, parks, and dining and shopping destinations that visitors may not have previously known about. They may also offer directions to nearby transit stations, bike facilities, highways, and other important connections.

### Strategy 2.1 Create a wayfinding style guide for downtown.

Well-designed wayfinding help create a cohesive sense of place for downtown, and further promotes the Downtown Klamath Falls “brand.” A small stakeholder group can develop a style guide for downtown wayfinding, including colors, fonts, and logos that should be used in future signage.

### Case Study: Tillamook County, Oregon

Visit Tillamook Coast is currently leading a multi-city project to create a wayfinding system for Tillamook County coastal communities. Each community has its own distinct brand, but is recognizable as part of the larger Tillamook Coast community.



Tillamook Coast Wayfinding, source: Tillamook Coast, [tillamookcoast.com/wayfinding](http://tillamookcoast.com/wayfinding).



**Strategy 2.2 Add or improve wayfinding signage that directs drivers to the Main Street corridor from Klamath Avenue.**

Drivers entering Klamath Falls from Highway 97 should be able to easily find downtown. Drivers who use the Klamath Falls City Center exit travel up Klamath Avenue, and may not be aware of the attractions one block northwest on Main Street. Clear signage should inform drivers that they should complete the entire “downtown loop” by traveling down Main Street as well. Signs may direct to the Main Street area in general, or to specific attractions.



**Strategy 2.3 Place pedestrian scale wayfinding signs at key gateways, intersections, and gathering places.**

Pedestrian-scale wayfinding should encourage visitors who are traveling to or through downtown on foot guidance to additional destinations and encouragement to keep exploring downtown. Wayfinding signage should be located at major intersections and community gathering places, including:

- Klamath Commons
- Sugarman’s Corner
- Veterans Memorial Park
- Oregon Bank Building Plaza
- Lake Ewauna Trail
- Timbermill Shores entrance

Wayfinding may serve functions beyond providing directions to attractions. Signage may integrate a community board element, where local businesses and organizations can advertise upcoming events.



**Strategy 2.4 Create a network of wayfinding signage for cyclists directing towards greenways and major destinations.**

The recently completed bike lane on 9th Street provides an important connection to downtown for Klamath Falls cyclists. Wayfinding signage should be provided along this route, indicating directions towards other bike routes and trails, such as the Lake Ewauna Trail or the OC and E Trail, or any future dedicated bike lanes through downtown.



Bike Wayfinding, sources (from top left): Klamath Falls bike wayfinding, Fregonese Associates; Bike wayfinding signage in Nampa, Idaho, NACTO Urban Bikeway Design Guide, nacto.org; Downtown Klamath Falls rendering, SERA Architects.



### Activate the Lake Ewauna waterfront

There is little interaction between the downtown area and Lake Ewauna currently. The waterfront is not currently developed and is difficult to access. The newly constructed trail has increased activity in the area, but still feels separated from the lake itself.

#### Strategy 3.1 Improve the integration of the waterfront as a centerpiece in Timbermill Shores.

The Timbermill Shores land represents the bulk of lakefront property near downtown Klamath Falls. Development in this area should be encouraged to take advantage of this natural amenity, by creating outdoor or rooftop sitting areas and connections to the Lake Ewauna trail.

There are many challenges currently facing development of the waterfront. To inform the effort to improve it, the City should conduct an economic study to determine how a developed, accessible waterfront will benefit future property owners, and explore opportunities for a unique and creative public-private partnership to make improvements.



#### Strategy 3.2 Explore opportunities for increased recreational opportunities on Lake Ewauna.

As Timbermill Shores develops, the City should explore opportunities to provide public lake access or allow recreational businesses, such as kayak and paddleboard rentals, to develop lake access and operate on or near the lake front.





**GOAL 4**

Create an attractive and functional streetscape that contributes to downtown’s sense of place.

**Strategy 4.1** Create a maintenance plan for streetscape amenities, such as benches, trashcans, etc. Assess existing streetscape amenities to determine need for replacement/repair.

Downtown Klamath Falls currently boasts many streetscape amenities – benches, trashcans, planters, lighting, and street trees. However, many of these amenities are damaged or otherwise in need of maintenance. The City should conduct an inventory of existing amenities, noting the condition of each and any immediately necessary repairs. A maintenance plan should be developed, with repairs and replacements made as funding becomes available.



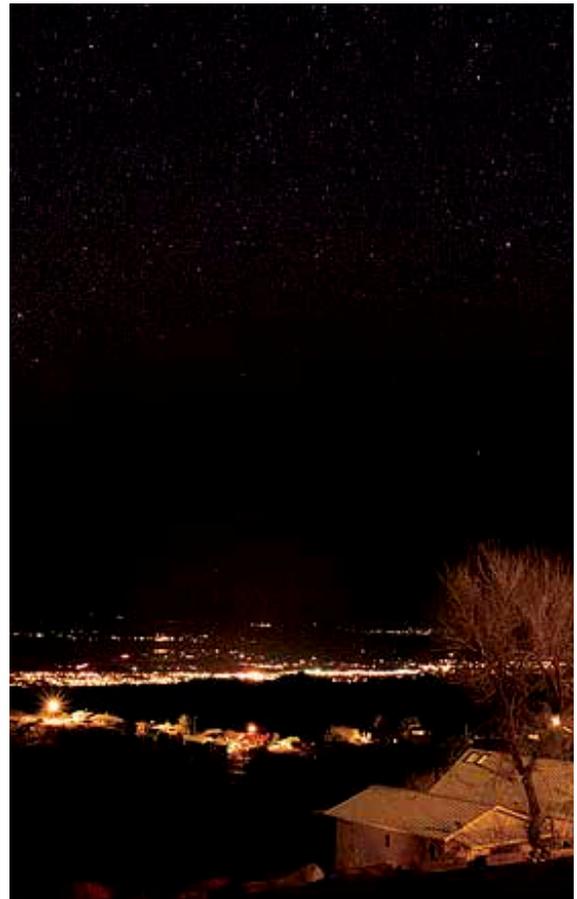


**Strategy 4.2** Add additional pedestrian scale streetlights beyond the primary downtown corridors. Consider following dark sky guidelines for new and replacement light fixtures.

Lighting features that are designed for pedestrian comfort and function create more inviting streetscapes and help increase actual safety as well as the perception of safety, both personal and traffic related. A well-lit area encourages activity after dark which in turn discourages loitering and other undesirable activities.

Many cities have followed dark sky guidelines, in an effort to reduce nighttime light pollution. The City should consider such approaches for lighting in the downtown area. Light pollution has been shown to be harmful to migrating birds, of which there are many in the Klamath Basin. The International Dark Sky Association recommends that lighting:

- Only be on when needed
- Only light the area that needs it
- Be no brighter than necessary
- Minimize blue light emissions
- Be fully shielded (pointing downward)



Dark Sky Lighting, sources (from top left): Neighborhood lighting, Jim Richardson, darksky.org; Sports field lighting, Flagstaff Dark Skies Coalition, flagstaffdarkskies.org; Cottonwood City, Arizona, Verde Valley News, verdeneews.com.



## GOAL 4

### Strategy 4.3 Increase opportunities for street seating at cafes and restaurants.

Allowing restaurants and cafes to establish street seating along sidewalks is one of the most effective ways to increase vibrancy and activity levels on the street. Where right-of-way space is limited and cannot accommodate tables or other seating arrangements, many cities have modified on-street parking spaces as seating areas. While this is generally seen as a good use of available space, there are a couple issues with this solution, including the need for restaurant servers to cross pedestrian traffic on sidewalks to reach customers, and diners feeling like they are sitting too close to vehicle traffic on busy roadways.

Some cities have found a solution to these problems – pedlets. Pedlets are sidewalk extensions that are built on top of on street parking spaces, rerouting pedestrian traffic off the sidewalk and allowing businesses to use the resulting space for sidewalk dining. They allow cities to both promote street seating and maintain space for pedestrians.

#### Case Study: Great Falls, Montana

The first pedlet in Great Falls, MT was built in the summer of 2017. By 2019, five restaurants had pedlets installed in front of their businesses. The local business improvement district funded the installation of the first pedlet. The cost of installing the needed structures ranged from \$10,000 to \$13,000, and required close coordination between business owners, the BID, and City departments. Business owners report that the pedlets have increased their business, with Mighty Mo, the location of the first pedlet, reporting a sales increase of 20% in its first summer.



Great Falls Pedlet Program, source: Jenn Rowell, The Electric, April 2019.

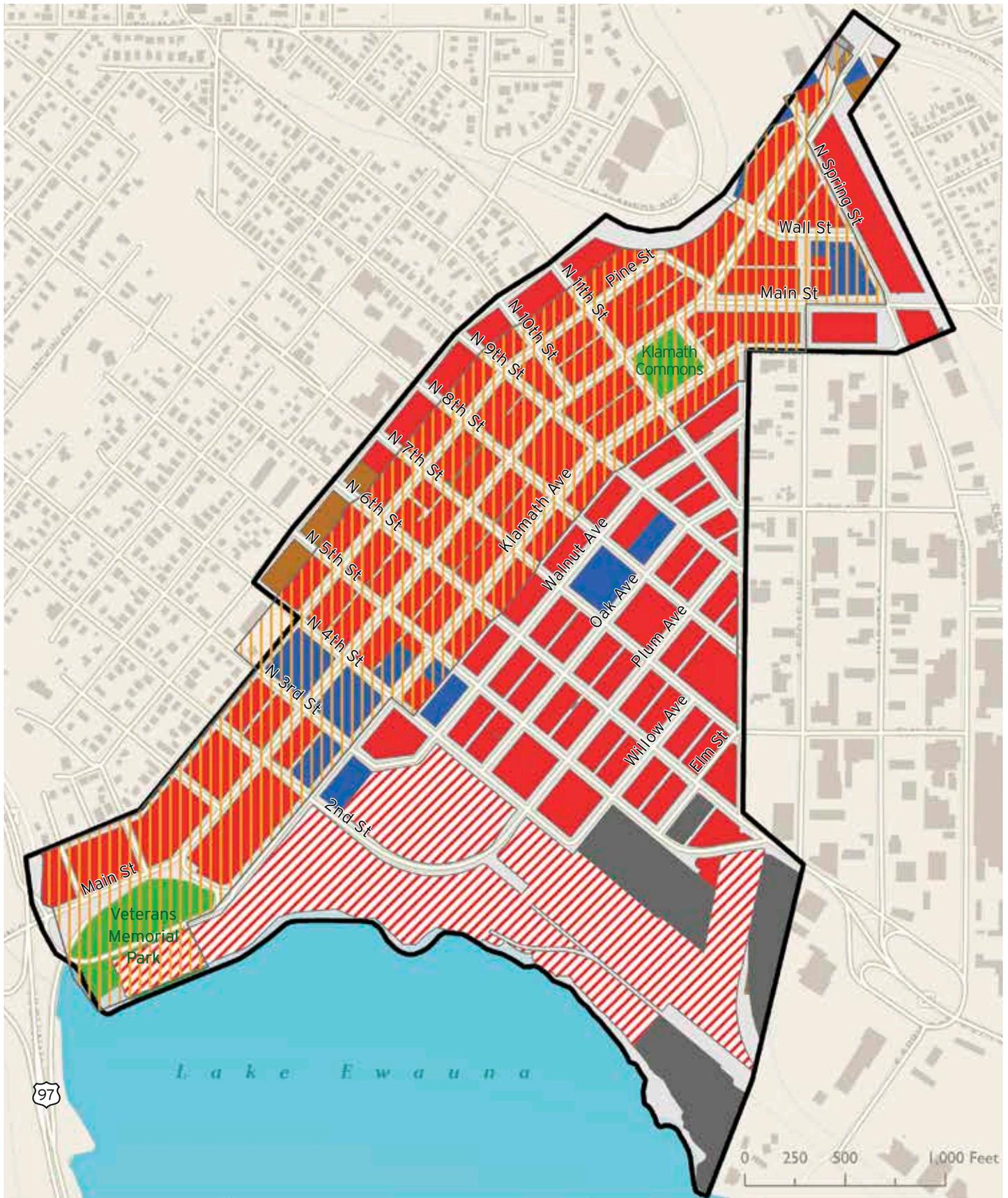
# LAND USE AND REGULATORY ALIGNMENT



Any new development in Downtown Klamath Falls will be subject to zoning and other land use regulations administered by the City. Modifications to the Klamath Falls Community Development Ordinances (CDO) and zoning map can help the City guide the type of development that would best help realize the vision for downtown's future. The majority of the downtown area is currently zoned General Commercial (GC). This zone allows a variety of uses, including retail, restaurant, hotel, office, and many types of residential.

The Main Street/Klamath Avenue corridor is subject to an additional set of regulations under the Downtown Business Overlay (DBO). Similar uses are allowed in this overlay, although residential uses are not allowed on the ground floor of buildings between 2nd Street and Esplanade Avenue on Main Street. The primary purpose of the DBO is to provide design standards that ensure that new construction is in character with existing historic structures downtown.





**Zoning Designation**

- |   |                         |   |                           |   |                      |
|---|-------------------------|---|---------------------------|---|----------------------|
|  | Study Area              |  | LI - Light Industrial     |  | PF - Public Facility |
|  | Public Park             |  | A - Apartment Residential |  | MU - Mixed Use       |
|  | GC - General Commercial |  | Downtown Business Overlay |  | I - Industrial       |

Figure 22. Klamath Falls Zoning Map, 2020.

## LAND USE AND REGULATORY ALIGNMENT GOALS AND STRATEGIES



Create an efficient downtown regulatory scheme that promotes desired development, including mixed-use.

**Strategy 1.1** Review existing regulatory overlays and consider consolidating boundaries for more efficient implementation and enforcement.

**Strategy 1.2** Convert Downtown Business Overlay to Downtown Business Zone on the zoning map.

**Strategy 1.3** Create standards for mixed-use development in the zoning code



Ensure that exterior renovations in downtown are consistent with the area's historic character and follow design requirements for new construction.

**Strategy 2.1** Create or designate a review body to consider exterior alterations to existing buildings.



Create an efficient downtown regulatory scheme that promotes desired development, including mixed-use.

**Strategy 1.1** Review existing regulatory overlays and consider consolidating boundaries for more efficient implementation and enforcement.

Downtown Klamath Falls has many regulatory overlays, whose boundaries are rarely consistent. Creating common boundaries where possible would help simplify code implementation and enforcement. Some overlays that may be effectively modified include the Downtown Business Overlay, the Vertical Housing Zone, and the Downtown Parking District.

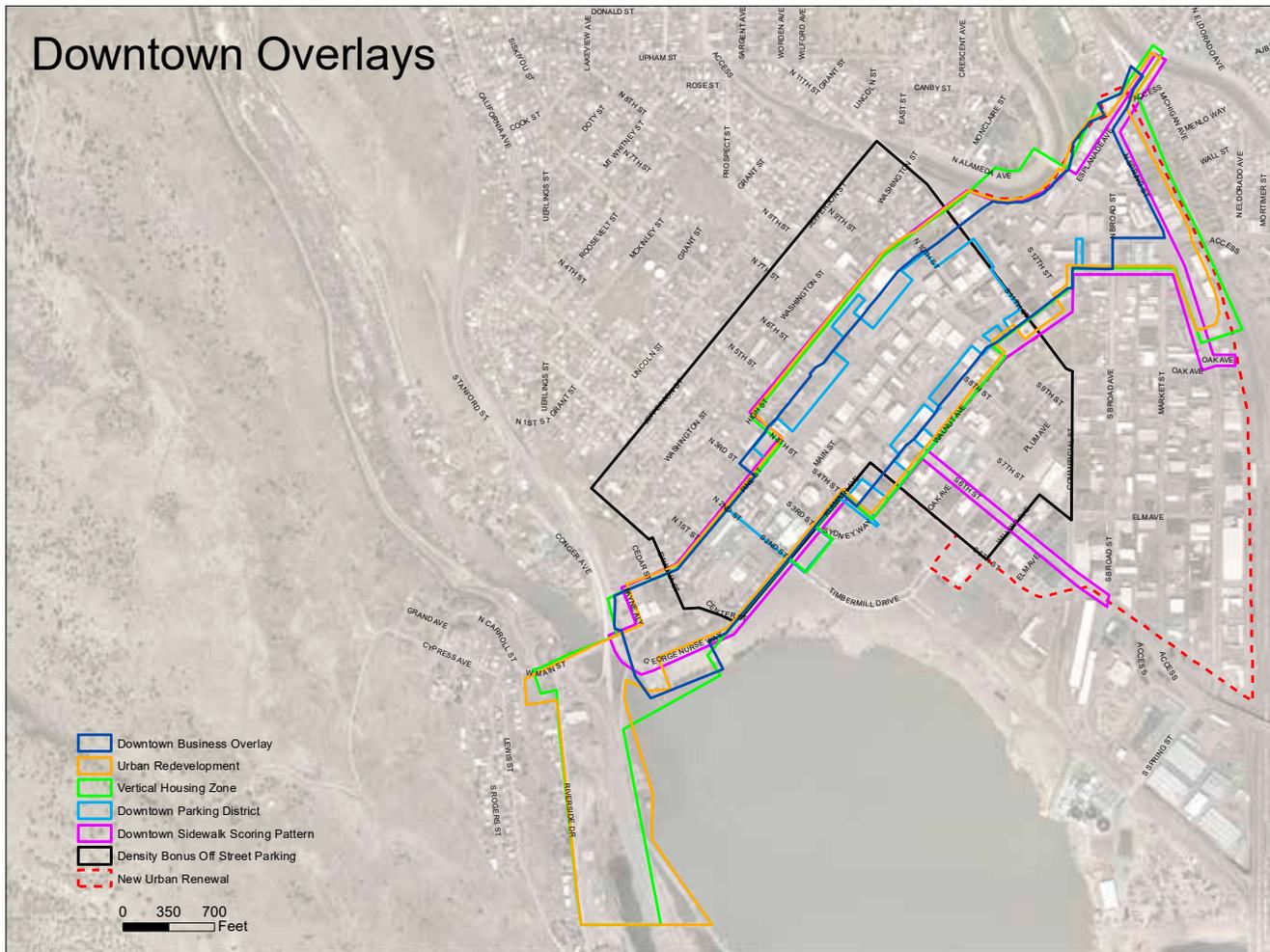
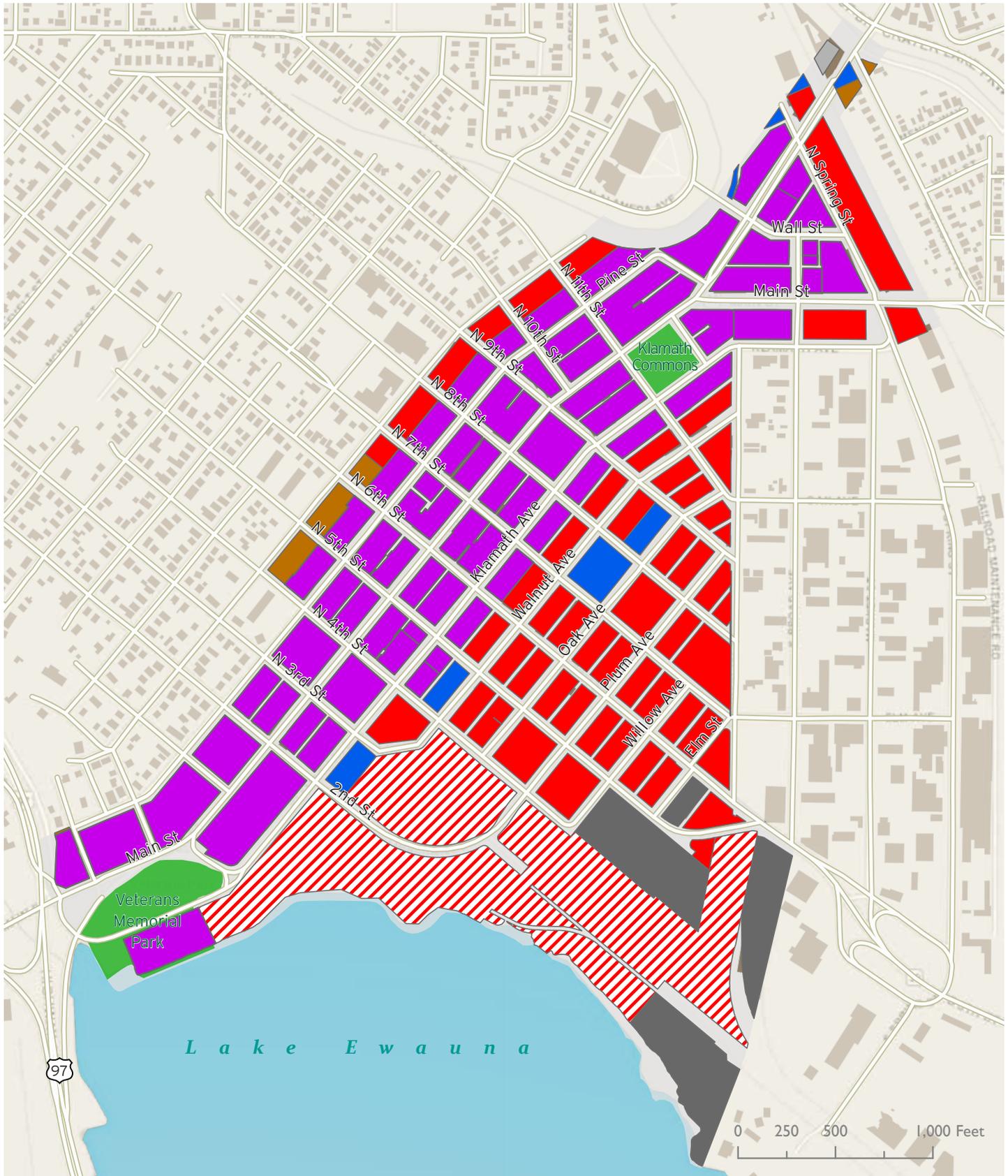


Figure 23. Klamath Falls Downtown Overlays, City of Klamath Falls, 2019.



**Strategy 1.2** Convert Downtown Business Overlay to Downtown Business Zone on the zoning map.

Although the Downtown Business Overlay is symbolized on the City of Klamath Falls Zoning Map as an overlay district that adds additional regulations on top of the existing base zones, it is treated more as a base zone in the CDO and by City staff in its administration. To simplify interpretation and administration of the CDO, the City should consider a zoning map change that would remove the overlay and replace it with a Downtown Business Zone covering the same area. Regulations and standards in the downtown area would remain the same if this change were to be implemented.



**Proposed Zoning Changes**

- |   |                         |   |                           |   |                      |
|---|-------------------------|---|---------------------------|---|----------------------|
|  | Study Area              |  | LI - Light Industrial     |  | PF - Public Facility |
|  | Public Park             |  | A - Apartment Residential |  | MU - Mixed Use       |
|  | GC - General Commercial |  | Downtown Business         |  | I - Industrial       |

Figure 24. Klamath Falls Proposed Zoning Changes, 2020.



### Strategy 1.3 Create standards for Mixed Use development in zoning code

While the Timbermill Shores area currently is zoned Mixed Use, there are no detailed mixed-use development standards within the CDO, only the following definition:

*Mixed Use Zone: 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.*

This lack of standards has created confusion for developers wishing to build in the Mixed Use Zone, and for City staff who are expected to interpret the CDO to make development decisions. Clear standards should be created for mixed use development and included as part of the Mixed Use Zone in the CDO. The following are example Mixed Use Standards that the City may consider for Downtown Klamath Falls, based on best practices that will contribute to maintaining a walkable, vibrant, and welcoming community in downtown:



Mix of Uses: There are two types of mixed use, either of which may be appropriate or downtown, depending on location and market feasibility.

**Vertical mixed use:** Buildings should have a mix of two or more uses. This should include a vertical mix of a combination of the following uses: retail, office, residential, or public facilities; with residential uses located on upper floors.

**Horizontal mixed use:** Individual buildings are typically single-use, but uses are mixed throughout the development site.



Building Placement: A majority of the primary street frontage of a building should be located on or within a short distance of the property line. Buildings define their streets by enclosing the space and creating outdoor areas for people. Buildings located on or close to the property line create a much more human-scaled environment than parking lots, drive-thrus or driveways. Consistent frontages are important and filling in the gaps between buildings and ensuring that buildings are in-line to the greatest extent possible creates a higher quality environment.



Transparency: A majority of a building's facade shall be made of windows or doors that are transparent. Transparent windows and doors on the ground floor of buildings increase the liveliness of a street. Passers-by can see the action inside, and those inside can watch people and keep eyes on the street; in turn creating a higher perception of safety and security.



Building Orientation: Buildings should have their primary entrance facing the primary street. This allows easy access for pedestrians traveling down the sidewalk. The primary entrance shall be readily apparent as a prominent architectural component and visible from the street.



Parking Orientation: All off-street surface parking should be located to the side or rear of the primary building. When possible, parking should be further screened from the sidewalk by walls or vegetation.



Public Space: Consider requiring integration of public space whenever possible. These spaces could be as small as sidewalk seating areas, or as large as public plazas. Developments should also provide connections to existing parks and public spaces where appropriate.

In addition to these standards, the City may wish to include some of the design standards from the 2006 Timbermill Shores Covenants, Conditions, and Restrictions for consistency in character throughout the Timbermill Shores area and downtown. These standards may include the following:

- Landscaping and streetscaping requirements
- Pedestrian access that contributes to a well-connected pedestrian network throughout the development
- Signage regulations
- Design standards and building material requirements



**Ensure that exterior renovations in downtown are consistent with the area’s historic character and follow design requirements for new construction.**

**Strategy 2.1 Create or designate a review body to consider exterior alterations to existing buildings to ensure they are consistent with the area’s character and historic preservation goals.**

The Downtown Business Overlay establishes strong and consistent standards for new construction in downtown, ensuring that new buildings will fit in with the existing historic character of the area. These standards regulate design features such as appropriate building materials and preservation of traditional storefront openings and facade elements. Historically significant buildings are subject to additional regulations that require preservation or restoration of historic elements.

However, with little new development in downtown, the standards are not often used., and the City currently has no mechanism by which to ensure that alterations to existing buildings meet these standards. Many property owners and businesses choose to make exterior renovations to existing structures that may not be consistent with the specified design standards for the downtown area. In the past, these renovations have altered or destroyed historic features of buildings, impacting the historic character of downtown, sometimes permanently,

The City should designate a permitting process and review body to assess proposals for exterior renovations to determine their consistency with downtown design standards. This review process may either be taken up by City staff; an existing body, such as Planning Commission; or by a newly formed design review or historic preservation committee. In some cities, minor and major alterations are subject to different levels of review.

Exterior alterations subject to committee or staff review may include façade improvements, door or window replacement, painting, and other changes as defined by the City. The City should consider adding murals or other art installations to the list of alterations that need to be reviewed, as there has been concern that the subject matter of new exterior art may not be appropriate for the downtown area.

Property owner education will be an important component of this change. Owners will need to be made aware of any new permitting requirements and processes, and know which types of exterior changes will require what type of review. This outreach should be conducted by City staff and could be facilitated by KFDA and other downtown stakeholders.

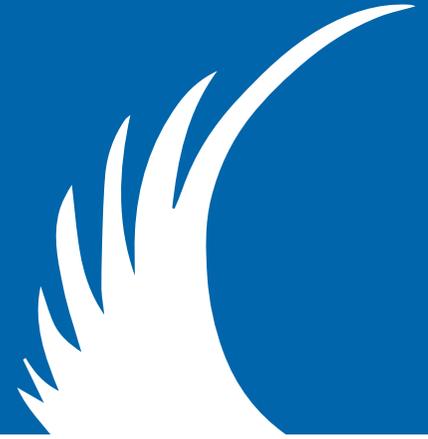
### Case Study: Milwaukie, Oregon

Milwaukie, OR has established a design review process for new development and exterior alterations in their downtown area. The review body responsible for making a decision on the application depends on the type of alteration being proposed. City staff reviews and approves minor exterior alterations, such as installation of windows and doors, awnings, and exterior materials. Major alterations require approval from both the Design and Landmarks Committee and Planning Commission.



Milwaukie, Oregon, source: [milwaukieoregon.gov](http://milwaukieoregon.gov), accessed March 2020.

# DOWNTOWN AS A DESTINATION



Downtown Klamath Falls is currently a regional destination for arts, entertainment, and events. The City and downtown stakeholders should continue to promote downtown as a vital part of the city and region, through targeted marketing, continued programming of arts, cultural, and entertainment events, creation of new downtown amenities, and regulations that are both supportive of an entertainment district and respectful of neighboring residents.



## DOWNTOWN AS A DESTINATION GOALS AND STRATEGIES



Create a 24-hour downtown that continues to be the region's entertainment and events destination.

**Strategy 1.1** Encourage conversion of vacant upper floors to residential and/or office uses where appropriate.

**Strategy 1.2** Market downtown to both visitors and future residents.

**Strategy 1.3** Continue to support community events.

**Strategy 1.4** Create opportunities for food carts.

**Strategy 1.5** Continue to promote public art throughout downtown.

**Strategy 1.6** Explore providing wi-fi for downtown visitors through a public-private partnership.



## Create a 24-hour downtown that continues to be the region's entertainment and events destination.

The most successful urban areas are active at all hours of the day. While Downtown Klamath Falls offers many activities during the day, the streets become nearly empty at night. An increase in activity at all hours will not only create a more vibrant place, but will also increase “eyes on the street,” an effective measure in increasing the perception of safety and discouraging criminal activity.

To truly become a 24-hour downtown, the area requires additional residential households to help spur demand for retail and entertainment venues that typically follow concentrations of activity. Downtown Klamath Falls currently has a notable daytime presence given the local businesses downtown, but without a stronger concentration of residences, a thriving, more dynamic downtown remains elusive.

### **Strategy 1.1 Encourage conversion of vacant upper floors to residential and/or office uses where appropriate.**

Many upper floors of downtown buildings are currently vacant or underutilized. These spaces represent an immediate opportunity to increase residential presence in downtown without the need for new infill development. The short-term impact of transforming vacant space into occupied residential units means a significant increase in the number of households in the downtown core.

Grant funding is available through Main Street America and other organizations for the renovation of upper floors into residential units. Building owners have already benefited from these funds in Klamath Falls, and downtown stakeholders should continue to pursue grants for additional buildings. To encourage interest in these programs, City staff and downtown stakeholders should educate building owners about potential funding sources for upper floor renovation, and the benefits and potential profits new residential units could bring.



### **Strategy 1.2 Market downtown to both visitors and future residents**

Attracting visitors to Downtown Klamath Falls is a critical component of its success. The City and Downtown stakeholders should continue to partner with tourism agencies such as Discover Klamath and Travel Oregon to promote all that downtown has to offer.

Once housing has been created downtown, units should be marketed to likely future residents, including OIT students and Sky Lakes Medical Center employees. Many people are attracted to a more urban lifestyle that living downtown provides, including students, young couples, and retirees. Marketing materials should include the many amenities that downtown offers, such as shopping and dining, parks and trails, and the farmers market.



### **Strategy 1.3 Continue to support community events**

Downtown is currently home to many community events, including the Third Thursday street fair during summer months, a seasonal weekly farmers market, the Scarecrow Row Halloween festival, as well as many parades and events hosted by local businesses and organizations throughout the year. The City should continue to work together with the KFDA and other community groups in ensuring that proper permitting and approvals are granted for events.

As the residential population of downtown continues to grow, stakeholders and businesses should work to continue to create a diversity of events that appeal to many different groups – students, young adults, retirees, and families with children. To reduce negative impacts on surrounding residents, the City should consider reviewing its noise ordinance and facilitating good neighbor agreements between venues and residents.



### **Strategy 1.4 Create regulations for the establishment of food carts in the downtown area.**

Food Carts have recently become popular in Oregon cities and around the country. These establishments offer a way to encourage local entrepreneurship at a low cost of entry for business owners. Food carts are already popular additions to events such as Third Thursday, and a new food cart pavilion is expected to open at the intersection of Esplanade and Spring Street in late 2020.

The City should ensure that its development code has policies that guide the establishment of food carts and outlines a process for their approval. They may also wish to work with downtown stakeholders to determine additional locations that may be appropriate for permanent food cart pods, such as underutilized parking lots.



### **Strategy 1.5 Continue to promote public art throughout downtown.**

Klamath Falls currently boasts a great deal of public art, from hand painted traffic signal boxes to statues and murals at public parks. Placemaking campaigns, such as the Klamath Piano Project, create a fun, interactive experience while also promoting Downtown Klamath Falls. Continued public and private investment in downtown should allow for and encourage the continuation of this effort.

Public art enriches the urban environment providing visually rich destinations, meeting points and a unique identity to the downtown. Public art can take on a variety of forms from statuary and murals to plazas and fountains. Each public art project is designed to have a distinct character and place in the downtown area. Various types of public art could be used at gateway locations, in public parks and plazas, or as focal points in downtown Klamath Falls.



**Strategy 1.6** Explore providing public wi-fi for downtown visitors through a public-private partnership.

The Internet has become an integral part of our day-to-day lives. Recently, many communities have invested in providing wi-fi to visitors within business districts, either free of charge or for a fee. In Southern Oregon, Ashland has been providing public wi-fi in their downtown area for many years. The City may wish to explore providing wi-fi as a service in downtown, with the following considerations:

The first step in establishing a public wi-fi network in downtown is to determine the purpose of the project. Will the network be an amenity for use by tourists and customers? Or will it need to replace existing Internet access in downtown for use by businesses? These two scenarios will require different levels of network capacity and investment, with costs increasing as the network needs to handle more traffic.

After determining the goals of the project, the City must determine who will provide service and maintain the network. The recommended approach is to form a partnership with a private service provider. The City can fund the construction of the physical infrastructure needed for the network, and then work with the company to determine how to best implement wi-fi service. For example, the City may stipulate that the provider allow public access to the basic network for free, but charge a fee for a higher level of service that will allow for faster downloads and video streaming.

Partnering with a private company is preferable to public administration of the network for a number of reasons. First, by assuming responsibility for the network, the City is taking on another public utility, which will require training, staffing, and other resource investment which will need to be budgeted for. Additionally, Internet technology changes frequently, and government agencies may not be able to move at the speed needed to keep the technology up to date, which may need to happen as often as every two years. Working with a private company ensures that a dedicated team of experts will be focused solely on maintaining network functionality and ensuring that it is up to date.

### Case Study: The Dalles, Oregon

In 2014, grant funding from Google and Q-Life Intergovernmental Agency allowed The Dalles to install a public wi-fi system in the downtown area. The project was completed by a partnership between Google, Q-Life, and Gorge Networks. The project has proven to be successful, and wi-fi is still enjoyed by many visitors in the downtown area today. However, the network experienced some trouble when some business owners transitioned their ecommerce entirely to the public network, pushing the limits of the available bandwidth and creating issues for many users.



Downtown The Dalles, Oregon, source: U.S. Forest Service, 2018, Flickr.com.