

AIRPORT ROAD

SALEM, OREGON

AREA PLAN
2010
NOVEMBER 18, 2010



"STEWARDSHIP IN FORESTRY"



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INTRODUCTION

Purpose of Area Plans

Area Plans are authorized and required by Oregon Revised Statute 276.054, which states:

A special relationship exists between the City of Salem, Oregon's capitol, and state government. State lands and buildings and the functions of state government have a significant impact on the City of Salem. It is declared to be the purpose and policy of the State of Oregon to establish and effectuate a long-range plan of development of the capitol area in the City of Salem and the areas immediately surrounding state buildings situated outside the capitol area within the boundaries of the City of Salem and to coordinate the acquisition and disposition of real property and the construction of buildings by the state, the laying out of streets and the landscaping of grounds in the areas. The purpose of the long-range plan is to enhance and preserve the beauty and dignity of the areas and permanently to secure the areas from commercial and industrial encroachment.

The Capital Projects Advisory Board (CPAB) will review new project proposals for compliance with the Area Plan.

Airport Road Area Plan Goal

The goal of the Airport Road Area Plan (Area Plan) is to coordinate the development and use of state-owned property along Airport Road between State Street and Mission Road in Salem.

This Area Plan is a tool to direct future development of currently-underutilized portions of the site, while supporting ongoing State agency operations.

Development and Management Policies will incorporate direction from Department of Administrative Services adopted policies, the long-term needs of the current owners (Department of Administrative Services, Oregon Department of Transportation, Department of Forestry), current lessors (Oregon State Lottery, Department of the Military), other State of Oregon policies and regulations, and City of Salem plans and policies. These Policies will guide new projects within the Plan area.

Site History

The bulk of the Airport Road property has been owned by the State of Oregon since 1866, when it was part of the Oregon State Penitentiary grounds. Development of the site by Oregon Department of Transportation (ODOT) and Oregon Department of Forestry (ODF) began in 1917 and 1938, respectively; these two agencies own their respective campuses, and the balance of the property is owned by the Department of Administrative Services (DAS) as heir to the Board of Control (dissolved in 1969).

Later DAS development includes the 1978 State Motor Pool, the 1980 Publishing and Distribution facility, and the 2006 State Data Center.

The Oregon State Lottery constructed a headquarters building (which it owns) on land leased from DAS in 1996.

The Department of Transportation acquired 6.28 acres from DAS on the east side of Airport Road in 1987 and constructed the ODOT Materials Lab.

ODF completed construction of a new campus on the site in 2003, retaining and restoring several pre-war buildings. The Forest History Center museum, which once served as the state's Civilian Conservation Corps headquarters, was moved from the east side of Mill Creek onto the site in 2001.

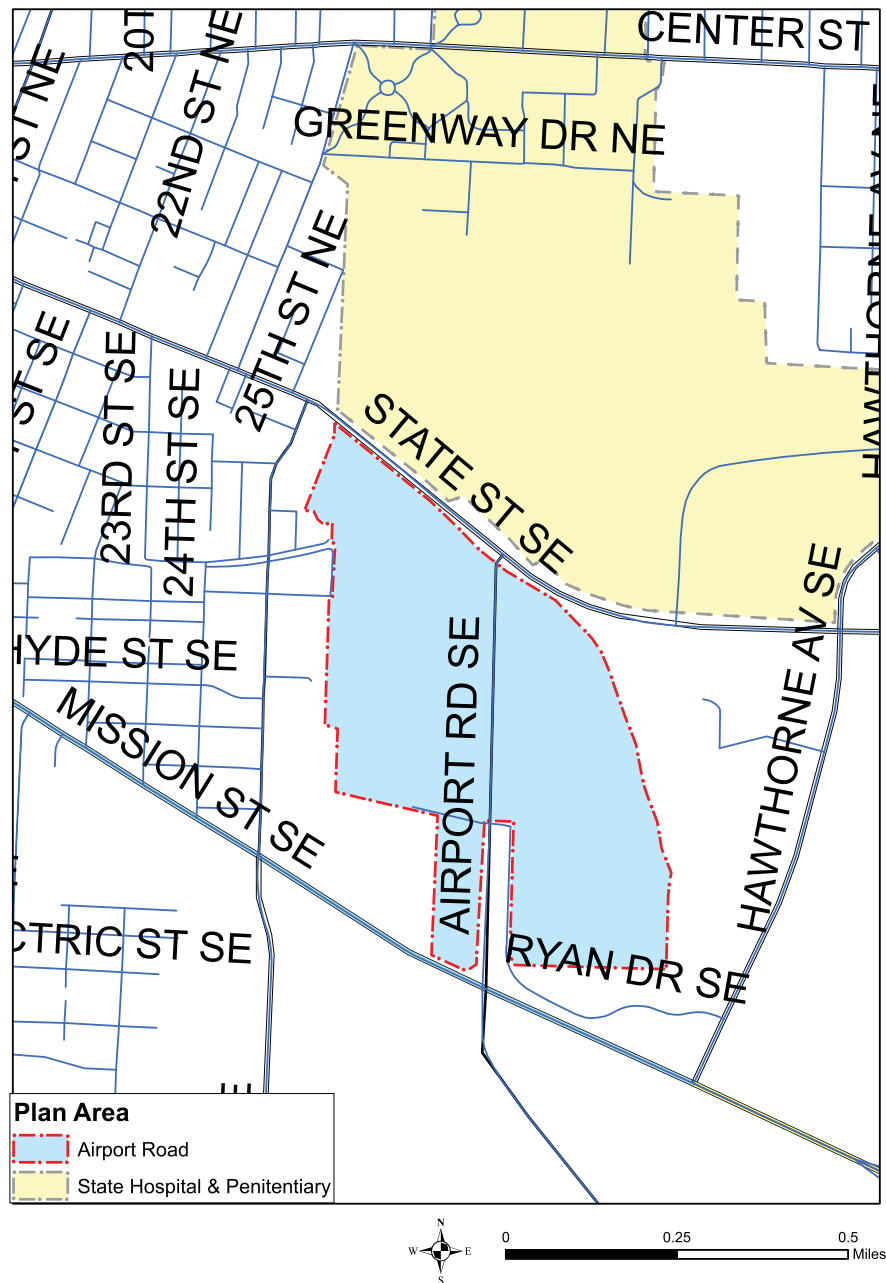
Planning History

This Area Plan was last revised in October 1985. Since that date, the Department of Forestry campus has been rebuilt, the Oregon State Lottery building has been built, and property has been leased to the Department of the Military. The space needs of state government have continued to grow, and are projected to exceed the capacity of the Capitol Mall well before 2040.

SITE DATA

Location

The Airport Road property is located on both sides of Airport Road Southeast, between major arterials State Street and Mission Street (State Route 22). McNary Field airport is immediately south, and the Oregon State Hospital and Oregon State Penitentiary immediately north (see Map 1). The property is approximately one mile east of the Capitol Mall along State Street.



Map 1: Boundary of Airport Road Area Plan

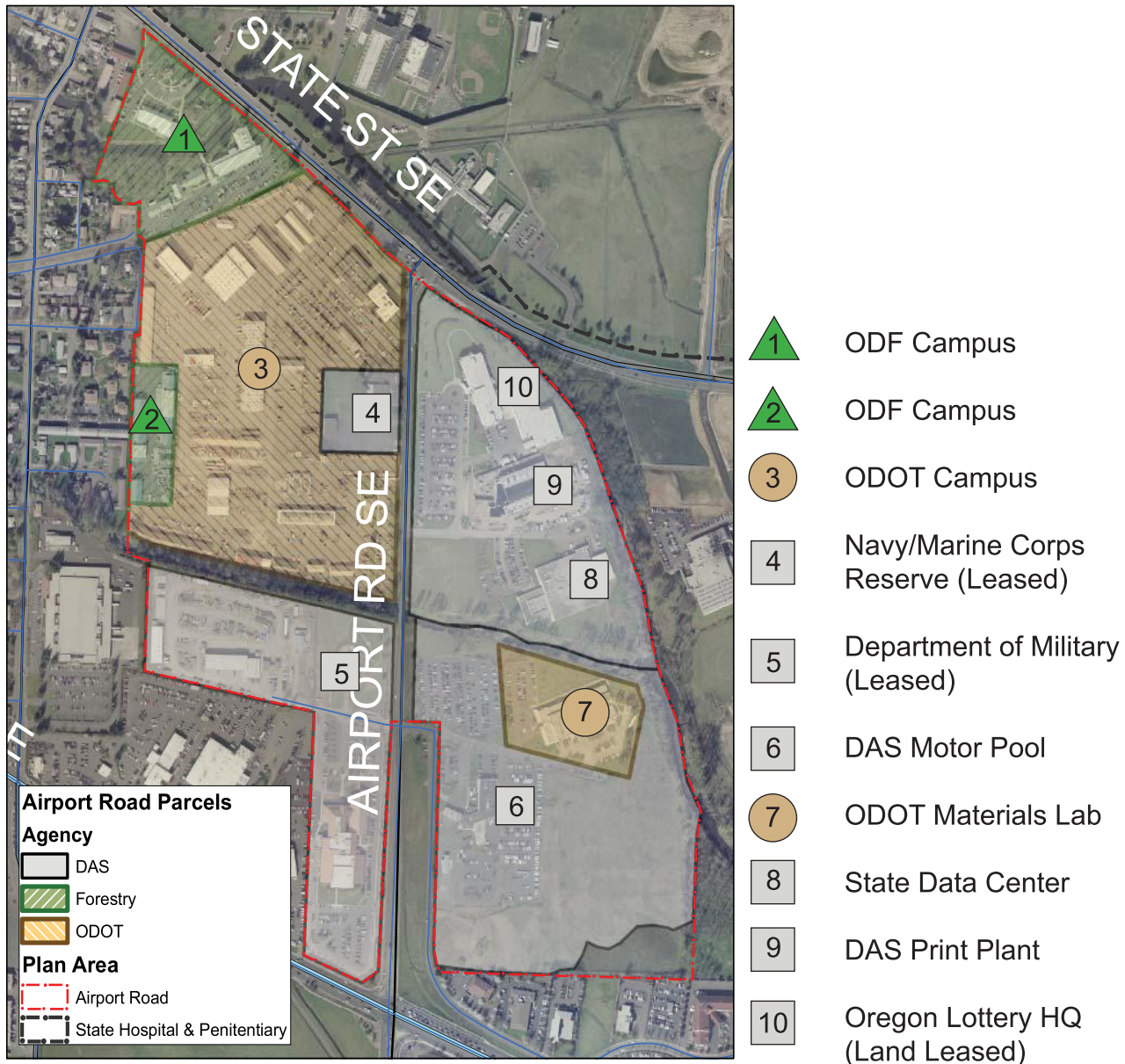
Existing Development and Current Uses

The 144.5-acre property is owned by three different agencies (see Map 2):

Department of Administrative Services: 86 acres

Oregon Department of Forestry: 13.5 acres

Oregon Department of Transportation: 45 acres



Map 2: Ownership of Airport Road Parcels

Surrounding Community Development

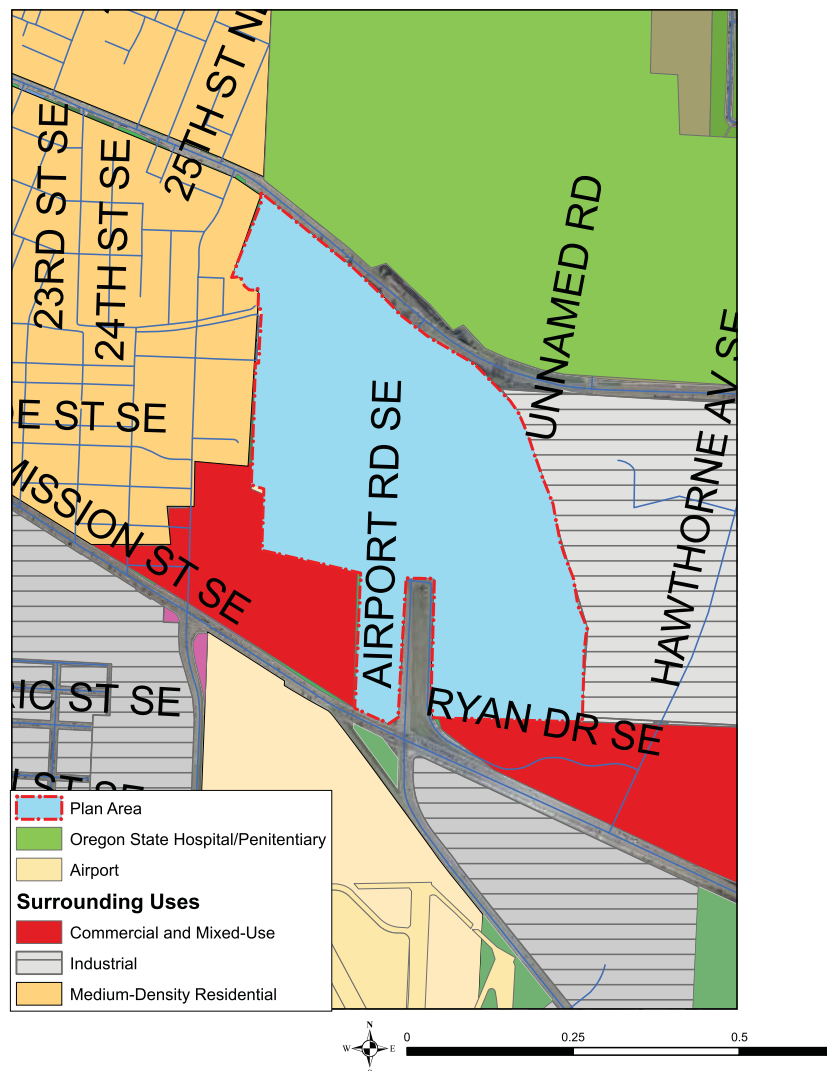
The site is within the city limits and urban growth boundary (UGB) of the City of Salem, and inside the City of Salem Urban Services Area (USA).

North of the plan area is located the Oregon State Hospital and Oregon State Penitentiary.

To the east lies privately-owned industrial development.

South, along Mission Road, we find commercial development, industrial development, and McNary Field Municipal Airport.

Development west and northwest of the plan area is primarily moderate-density residential, largely single-family (see Map 3).



Map 3: Surrounding Uses

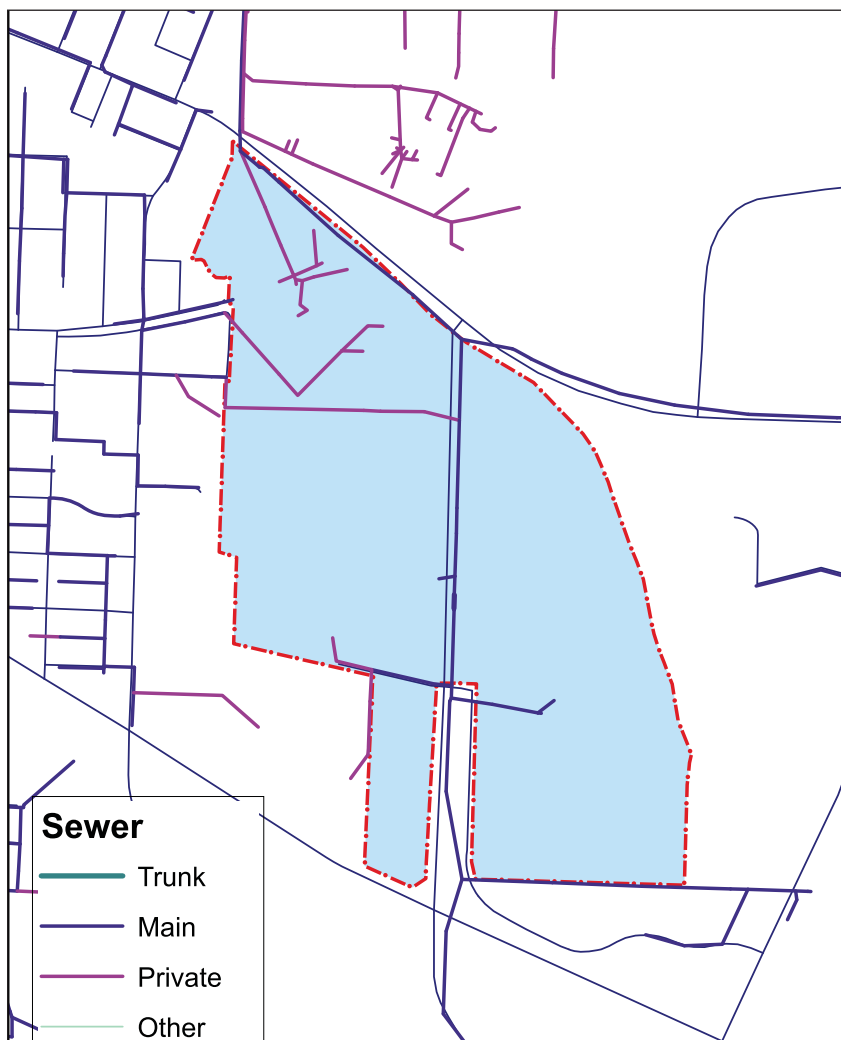
Infrastructure

SEWER

The site is served by City of Salem sewer mains on Airport Road and State Street. Private sewer lines connect most facilities to the mains.

UTILITIES

Standard utilities are present along State Street, Mission Road, and Airport Road.



Map 4: Infrastructure

STORM WATER

Mill Creek and Shelton Ditch cross the site, and currently receive filtered storm runoff from multiple large paved parking areas. Both of these waterways are tributaries to the Willamette River.

WATER

The site is served by City of Salem water.

WATER RIGHTS

There are no known water rights on the property.

Transportation and Circulation

STREETS

Streets in this area are shown on Map 5 below. Descriptions including planned improvements noted in the City of Salem Transportation System Plan follow.



Map 5: Streets

Airport Road (minor arterial):

Improve to Minor Arterial standard, with two travel lanes, center turn lane or turn pockets, curb and gutter, bicycle lanes, and sidewalks. Low priority project (25 years).

State Street (major arterial):

No improvements planned.

Mission Road (Highway 22, parkway):

No improvements planned.

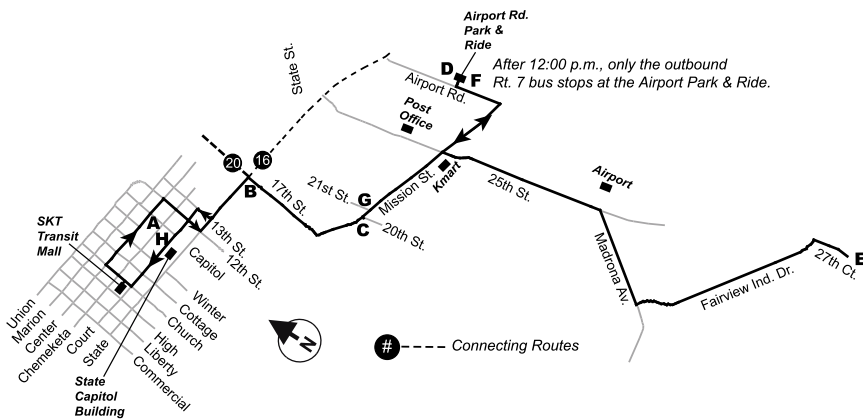
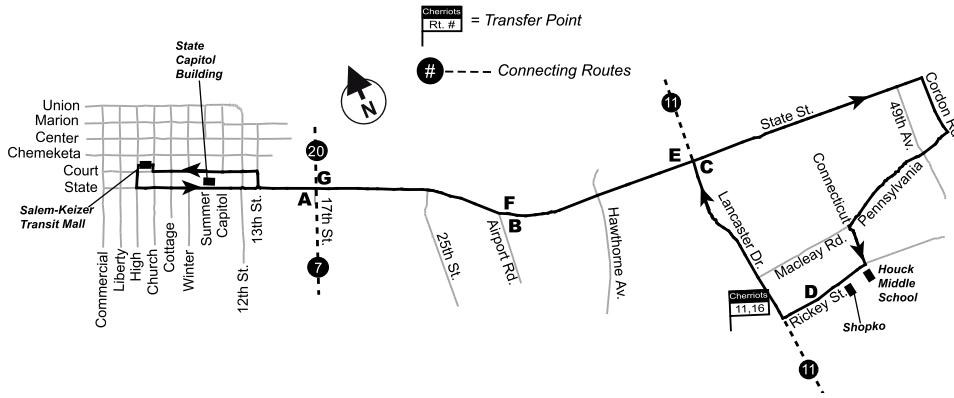
Turner Road (minor arterial):

Airport Road becomes Turner Road south of Mission Road. Turner Road is also the primary route of entry into the rapidly-growing City of

Turner to the southeast. An eventual increase in traffic through the area may be anticipated. There is a future need to widen Turner Road to Minor Arterial standards, including bicycle lanes and sidewalks, from Mission Road to the Urban Growth Boundary. Low priority project (25 years).

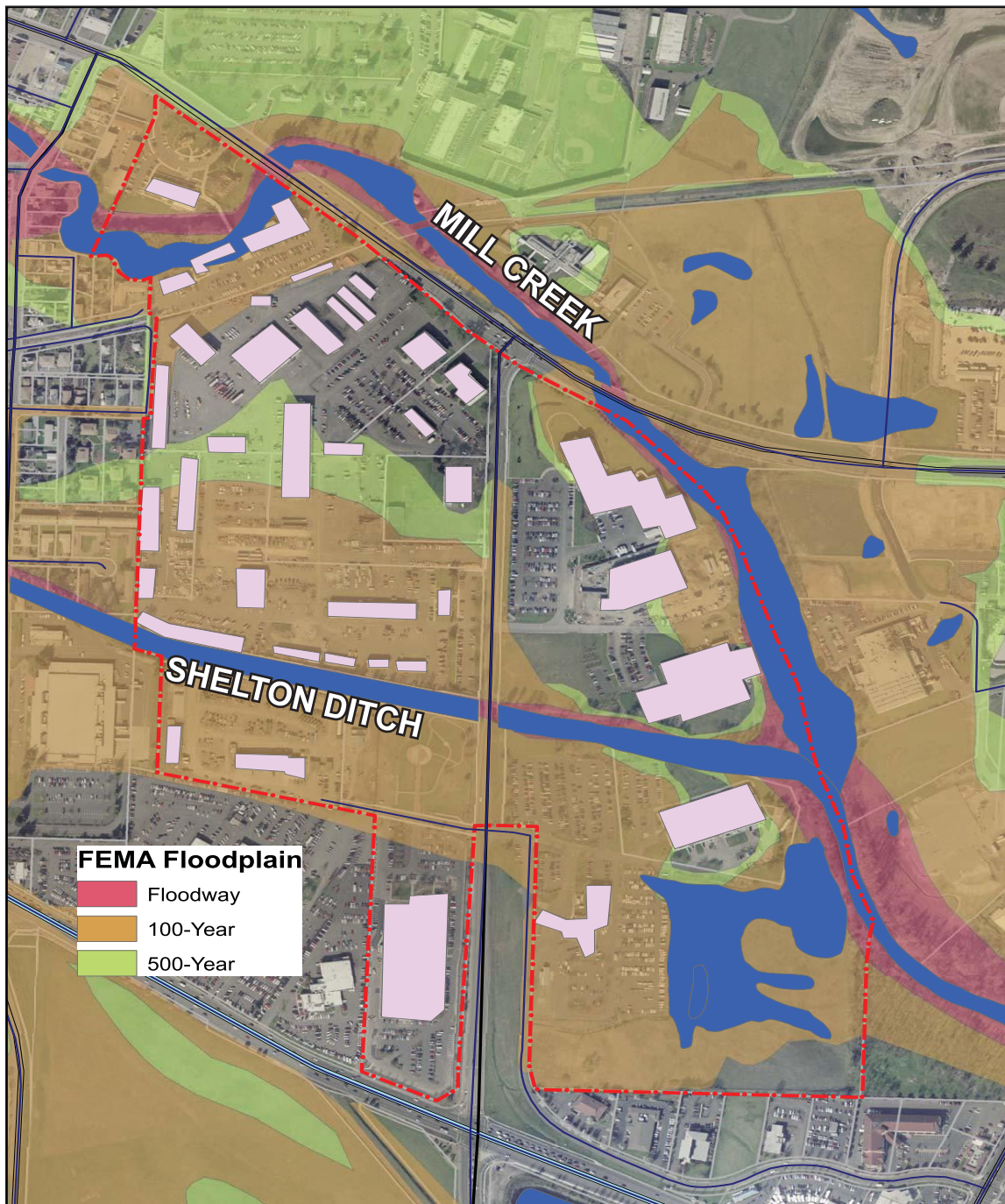
Transit

The site is currently served on weekdays by two Salem-Keizer Transit District (Cherriots) routes: Route 16, State Street (stops B and F); and Route 7, Fairview Industrial Park (stops D and F). Routes are subject to change.



Natural Resources

Much of the undeveloped land to be planned is within the 100-year floodplain of Mill Creek or Shelton Ditch, and includes some seasonal wetland areas. These wetlands have not been surveyed for species of concern and have been partially delineated.

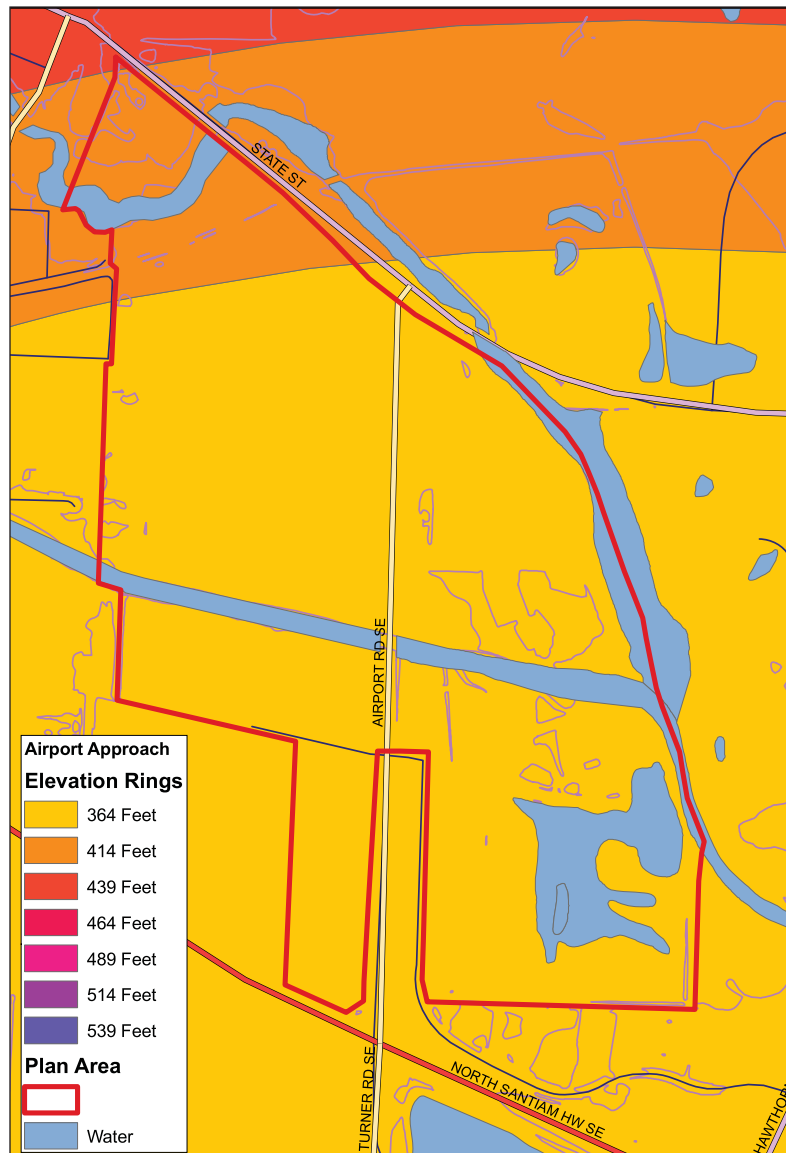


Map 6: Floodplain and Wetlands

Comprehensive Plan Designation and Zoning

The Salem Area Comprehensive Plan (SACP) designation in the current acknowledged Plan (1993) is Community Service, with a Government subdesignation. The SACP states that “Community Service” designation includes sites and facilities for uses such as health and medicine, religion, education, culture, and government, including cemeteries, airports, and waste disposal. The entire property is currently zoned “Public Service” (PS), which permits a wide variety of uses including those related to transportation/transit and power or sanitary services; retail businesses and restaurants; health, educational, and social services; museums and the like; government uses except finance; and manufacturing, along with agricultural and other uses.

Airport-Related Overlay: The Property is within the McNary Field Instrument Flight Rules Conical Surface and Primary Approach Surface. This inverted cone describes an area into which no buildings may protrude, to prevent conflict with airplanes. This means that building height plus elevation above sea level may not exceed the elevation listed in the corresponding ring (see Map 7, right). Surveying and review with the City of Salem and Federal Aviation Administration is required for projects within the rings.



Map 7: FAA Elevations

DEVELOPMENT AND MANAGEMENT POLICIES

DEVELOPMENT AND MANAGEMENT POLICIES

The property is subject to two sets of policies; the site-specific policies detailed below, and the DAS-Salem Coordination Plan policies, which apply to all Area Plans. These two sets of policies combine with the preceding site and surrounding development analysis to guide the land use plan (see page 33).

Policy 1: Efficiently manage retained property.

- 1.1: Investigate alternatives to efficiently manage retained property not currently in use (reserve). These alternatives may include but are not limited to leasing out or placing under management agreement any reserve property, or working with other state agencies or jurisdictions to manage or conduct mitigation activities using the reserve property.

Policy 2: Consider the Design Standards.

- 2.1: Design Standards are presented in this Area Plan. These provide ways to achieve aesthetic, environmental, and functional goals. These are not the only way to achieve those goals, and creative alternatives may be explored.

Policy 3: Consider impacts on the surrounding community.

- 3.1: Airport Road is one of several gateways to the Capitol Mall area and Downtown Salem. Project designs should reinforce the gateway effect.
- 3.2: Agencies proposing projects should coordinate with the City of Salem and the local transit agency to maximize transit opportunities for employees and visitors.
- 3.3: Two waterways pass through the site. Agencies proposing projects should consider impacts of their projects upon these and other natural resources, and how their projects may preserve or enhance natural resources.

DESIGN STANDARDS

Design Standards

The Property is situated between the Salem Airport (McNary Field) and State Street, and is a gateway to the Capitol Mall area and downtown Salem.

The State has determined that it is in the interests of the State and the surrounding community to create an attractive gateway experience as this area is built out, and has incorporated design standards to help achieve this goal. These standards address height, bulk, and area; setbacks; screening; and landscaping.

Height, Bulk, and Area:

New projects should use building and site design to help develop and reinforce an aesthetically-pleasing entry/gateway experience for users of Airport Road. Site design should consider campus-style (as opposed to monolithic) developments which relate to surrounding office campus development. Additionally:

Height of buildings shall not exceed 70 feet. However, no structure may penetrate the McNary Field Instrument Flight Rules Conical Surface or Primary Approach Surface without FAA approval.

Lot Coverage: Buildings, structures, accessory buildings and accessory structures shall occupy not more than sixty percent of the gross acreage of an individual parcel.

Streetscape: The roadway serves as the primary gateway for those entering the Capitol Mall area and downtown Salem from the airport and from Mission Road/Hwy 22 (accessed via I-5). The streetscape should present a unified and aesthetically pleasing image for the State of Oregon.

Setbacks:

Dedicated landscape setbacks shall be established for new projects as follows:

Highway 22: 75 feet from right-of-way

Highway 22, a limited-access freeway, has a broad right-of-way. Additional landscaping will help ensure a pleasant user experience on Highway 22 in areas where the right-of-way is more narrow or sparsely vegetated.

Airport Road: 20 - 35 feet from right-of-way

Airport Road is the primary access route for most state facilities within the Airport Road Area. However, it is also a gateway to the Capitol area. Relocating parking areas away from the roadway and placing new buildings closer to the street will reinforce the streetscape and project a professional image for the area. This does not preclude adding buildings behind road-frontage buildings.

Property Line at Commercial / Industrial Zone: 21 feet from side, 20 from rear property line
Property Line at Residential or Agricultural Zone: 40 feet from side or rear property line

Consistent with the PS zone, City of Salem Code, 160.200 - 160.270.

Mill Creek and Shelton Ditch:

Consistent with currently-delineated 100-year floodplain, extended or modified as needed to comply with City of Salem Floodplain Ordinance and Tree Ordinance.

The setback area should not be entirely off-limits to all use. Uses and features such as these examples are appropriate:

Accessory structures such as gatehouses, not to exceed 300 square feet each or 800 square feet in aggregate per tax lot, with minimum 20-foot setback;

Transit stops;

Sidewalks, bicycle paths, trails, or other non-motorized transportation corridors, provided they return to right-of-way to cross driveways or at intersections;

Landscaped, naturalistic stormwater management features; and

Landscaping, including water features and other aesthetic built elements.

Certain features are not consistent with the “gateway” nature of Airport Road, and instead create a “cluttered” appearance along the roadway or crowd neighboring properties. These shouldn’t be placed in the setback. Some examples:

Buildings larger than 300 square feet;

Fencing greater than three feet in height within 15 feet of right-of-way; and

Storage buildings, workshops, or similar accessory structures.

Other features might be necessary for functional reasons within the setback, but should be reviewed, and other alternatives considered. Any of these sample features should have sufficient screening (see **Screening**) or other design solutions which provide visual relief and promote an aesthetically pleasing streetscape, and which meet City of Salem codes:

Significant built structures, including opaque walls;

Barbed wire, concertina or razor wire, or chain link fencing;

Parking lots;

Air-conditioning, electrical, and similar equipment; and

Storage yards.

Review for compliance with City of Salem codes, which may change over time.

Screening:

One way to help reduce the visual impact of a feature which does not contribute to the aesthetic appeal of a project is to screen it; that is, obscure it from view, or distract the viewer from the feature with something more appealing. Also, some features should be fully screened for safety reasons.

A feature is considered “100% screened” when it is rendered invisible from the height of six feet or lower from any point along the right-of-way or property line. Screening may be accomplished through the use of landscaping, berms, opaque walls, or other means consistent with a semi-rural landscape. Percent screening provided by plant materials should be measured based

upon mature plant size. Opaque walls or similar features which exceed 100-feet in length should include visual relief such as offsets, recesses, pilasters, or other detailing.

All features requiring screening should be screened 70% to 100%, with the following exceptions:

Parking lots are of particular concern. Unexpected glare from headlights may blind motorists on adjacent roadways, creating a traffic hazard. Such glare may also disturb neighbors. So, the parking lot should be screened 100% from the public right-of-way or other property line to a minimum height of 36" from parking lot grade -- sufficient height to stop headlight glare. Placing parking behind buildings, not visible from the roadway, is one alternative way to control glare and improve the gateway effect of Airport Road.

Barbed, razor, and concertina wire and chain link fencing do not enhance the visual appeal of the site. If they're needed within a landscape setback, they should be screened 100% from the public right-of-way, if feasible. When used elsewhere on the property, a reasonable attempt to screen the fencing from the public right-of-way or property lines should be made. It may not be possible to fully screen such features from view, due to the topography of the site. Alternatives such as ornamental metal fencing should be considered.

Landscaping:

Three sustainability goals and one aesthetic goal are set forth for the landscaping of the property:

Landscaping Sustainability Goal 1: Low resource use. Limit fertilizer and water use. One way to do this is to focus upon use of native trees, shrubs, and groundcovers; these plants are adapted to the site conditions without human intervention. Drip irrigation systems, bioswales and other methods to redirect and use stormwater on site, and permeable paving are all ways to reduce water use.

Landscaping Sustainability Goal 2: Low maintenance costs. Plantings which require low resource inputs will typically also require low maintenance. Choosing slower-growing plants and limiting expanses of unused/ornamental lawn will also help reduce maintenance costs.

Landscaping Sustainability Goal 3: Enhance site ecology. Invasive plants and noxious weeds damage the local ecology by choking out native flora and fauna, damaging site ecology. Planting native and compatible plants as part of new projects helps to stabilize and enhance the existing ecosystem. Also, limiting or eliminating persistent chemical use and selecting environmentally-friendly herbicides and pesticides, or biological controls where appropriate, is encouraged.

Landscaping Aesthetic Goal 1: Relate landscape to gateway aesthetic.

The sustainability goals apply throughout the property; the aesthetic goal applies primarily to the landscape setback area.

Dedicated landscape setbacks should ideally be landscaped exclusively with native plant material, including trees, shrubs, and groundcovers, in a composition which reflects the native plant communities appropriate to the site. Existing healthy mature trees which are not native but which are also not invasive or otherwise destructive or hazardous to humans or native flora and fauna may remain in place, but successive plantings should focus on native or regionally-native, drought-tolerant trees.

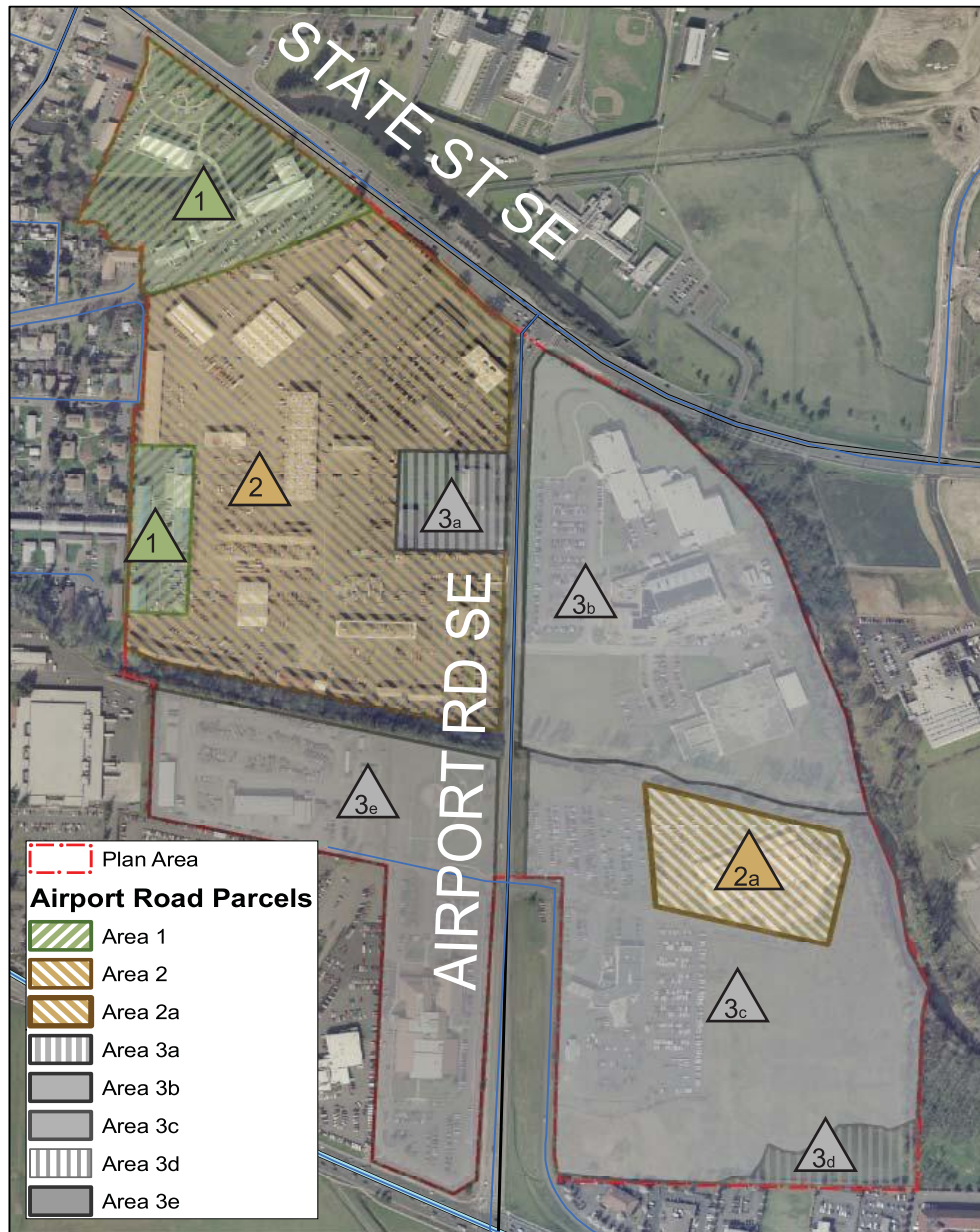
Trees listed as prohibited street trees under City of Salem 86.120 shall not be planted within 25 feet of the right-of-way of any established roadway or within 25 feet of any motorized or non-motorized transportation corridor. These trees typically have pavement-damaging root systems, are brittle, and/or drop excessive litter.

Plants listed on the Oregon State Weed Board Noxious Weed List shall not be planted anywhere on the site, and shall be removed or replaced with native plant material when and where feasible,

LAND-USE PLAN

The Land-Use Plan for the 144.5 acres is divided into existing facilities, resource areas, and lands which may be made available for use by other state agencies.

Existing facilities will largely remain in the hands of the landowning agencies.



Department of Forestry Campus, 13.5 acres. No changes are planned for this area.



Oregon Department of Transportation Campus, 39 acres. No changes are immediately planned for this area.



Oregon Department of Transportation Materials Lab, 6.28 acres. No changes are immediately planned for this area.



DAS property currently leased to US Military, 3 acres.



DAS property currently leased in part to Lottery, 28 acres. No changes are planned in this area.



Lands owned by DAS, 37.5 acres. All undeveloped land within this area is within the 100-year floodplain of Shelton Ditch. State agencies are currently prohibited from constructing new buildings within 100-year floodplains. This property may be appropriate for solar arrays or other projects with similar environmental and aesthetic impacts.



Lands owned by DAS, 2 acres. This undeveloped property is outside the 100-year floodplain and may be offered for lease or sale to other state agencies or other entities. This property may be appropriate for solar arrays or other projects with similar environmental and aesthetic impacts.



Lands owned by DAS, leased to Department of the Military, 21.5 acres. No changes are planned in this area.

All acreages are approximate, and must be confirmed by surveyor.

Sales and transfers of property subject to the Airport Road Area Plan are not in themselves considered projects and do not require Capitol Planning Commission review. Such transfers are consistent with this Area Plan, which shall be updated to reflect any such changes in ownership.

All new projects must abide by, support, and/or conform to Federal, State, and Local regulations. The below list is not exhaustive:

- Governor’s Executive Order 06-02 “Sustainability for the 21st Century”
- DAS Policy 125-6-010 “Sustainable Facilities Standards and Guidelines”
- DAS Policy 125-6-115, “Facility Siting”, which supports Governor’s Executive Order #94-07
- DAS Policy 125-6-178 “State Government Energy and Water Conservation”
- Oregon State Historic Preservation Office historic preservation guidelines, as appropriate
- City of Salem Comprehensive Plan and Zoning regulations
- City of Salem Airport Overlay Zone restrictions
- Federal Aviation Administration regulations, including height requirements specified in the McNary Field Instrument Flight Rules Conical Surface and Primary Approach Surface
- US Army Corps of Engineers and/or Oregon Department of State Lands regulations regarding watersheds, wetlands, and waterways.