

SOUTHEAST SALEM*

AREA PLAN
ADOPTED MARCH 28, 2008



DAS DEPARTMENT OF
ADMINISTRATIVE
SERVICES

* Formerly Oregon State Corrections Area Plan

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INTRODUCTION

Purpose of Area Plans

Area Plans are authorized and required by Oregon Revised Statute 276.028, 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.

Southeast Salem Area Plan Goal

The goal of the Southeast Salem Area Plan (Area Plan) is to coordinate the development and use of state-owned property including and surrounding the Oregon State Corrections Institution (OSCI), Santiam Correctional institution (SCI), the Oregon Public Safety Academy (OPSA), and the Mill Creek Correctional Facility (MCCF, as shown on Map 2).

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

Impacts on transportation, parking, open space, environmental sustainability, and other aspects of development upon the surrounding City of Salem will be discussed.

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



Dairy Building, in operation. Date unknown.

Site History

In 1929, the 1,200-acre Boys Training School was transferred to the Oregon State Penitentiary for use as a prison farm. As such, the farm would help provide foodstuffs to reduce convict-support expenses, while creating employment and training for low-risk convicts. By 1959, what was then called the Farm Annex had expanded to 2,089 acres in size, and housed 200 inmates.

Opened in 1959 on the Farm Annex property, the Oregon State Correctional Institution was originally designed to house 476 male inmates in a medium-security environment. By the late 1990s, the population rose to nearly 1,000 inmates, accomplished largely through doubling cell occupancy. The current population is 880.

Built in 1946 on the Farm Annex property as an annex for the Oregon State Hospital, the Santiam Correctional Institution began Corrections service in 1977 as the Corrections Division Release Center, a minimum-security pre-release facility where



convicts with 90 to 120 days remaining on their sentences participate in work crews and receive training for reintroduction to society, including counseling on alcohol and drug abuse and other coaching. This facility has expanded to a capacity of 510 inmates.

In 1990, the original Farm Annex buildings became the Mill Creek Correctional Facility, a minimum-security facility housing 319 inmates. At its peak, the farm had dairy buildings and barns, including a complete milk-processing plant and a modern slaughterhouse facility. Annual crops, fruit orchards, and livestock were maintained by inmates for decades. In the same year,

the Corrections Division Release Center became the Santiam Correctional Facility, a minimum-security, all-male institution.

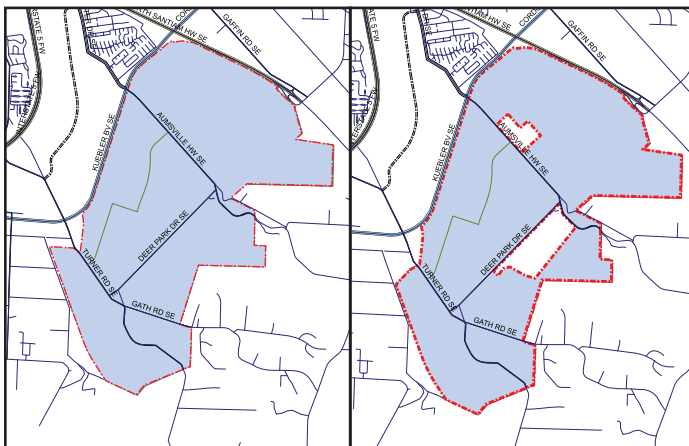
In the late 1990s, the Department of Corrections determined that training workers for farm occupations was no longer appropriate rehabilitation in a contemporary, non-agrarian economy; further, the staff and maintenance costs required to operate the farm exceeded the value of the



Dairy Buildings, 2006

foodstuffs produced. By 2000, the farm function had been removed from the Department of Corrections' program.

Over the years, the property has been parceled off. Of the original 2,089-acre property, 95.85 acres have been sold to Corban College for their campus and 31.50 acres have been sold to Marion County for the Marion County Correctional Facility, leaving 1,961.65 acres. An additional 11 - 12 acres (not yet surveyed; estimated at 11.65 acres for purposes of this document) have been transferred to Oregon Correctional Enterprises for sale to a neighboring industrial landowner, bringing the total remaining acreage to 1,950 acres.



Left: Original Farm Annex boundaries.

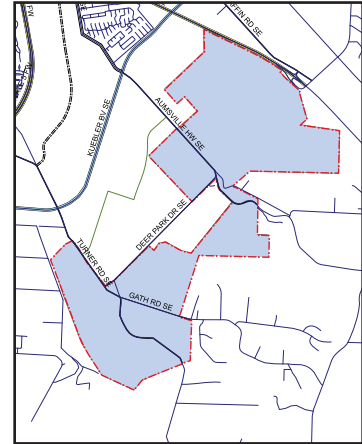
Right: Farm Annex less sold properties.

Of this 1,950 acres, 646 have been identified and planned for sale as the Mill Creek Corporate Center (MCCC, see Planning History), and 213 have been leased (99 years, with right to purchase) to the Department of Public Safety Standards and Training for the Oregon Public

Safety Academy (OPSA). While these parcels are currently jointly owned by the Department of Corrections and Oregon Corrections Enterprise, the MCIP parcels are in the process of being marketed for sale and development, and the OPSA parcel has already been developed at a cost of \$77.5 million.

Because the OPSA parcel will remain in State ownership, the total acreage to be planned or discussed in this document is 1,304 acres.

Right: Farm Annex less sold properties, less Mill Creek Industrial Park; parcels to be planned within this document.



Planning History

This Area Plan was last revised in May 1985. Since that date, circumstances surrounding the property have changed. The City of Salem has continued to grow, financial requirements have changed, and DOC's rehabilitation philosophy has been revised. In the late 1990s, it was determined that training inmates for farm occupations – a key rehabilitation element in the early days of the DOC farm – was not suitable in a modern, non-agrarian economy, and this programmatic element was abandoned in 2000. In light of these changes, several actions have been taken in recent years:

In 1999, Corrections, the City, SEDCOR (Strategic Economic Development Corporation) and interested stakeholders developed a draft master plan to help transform the property into an employment and tax revenue base for the City. The plan included light industrial developments, retail space, and an 18-hole golf course surrounding OSCI. This master plan was not adopted.

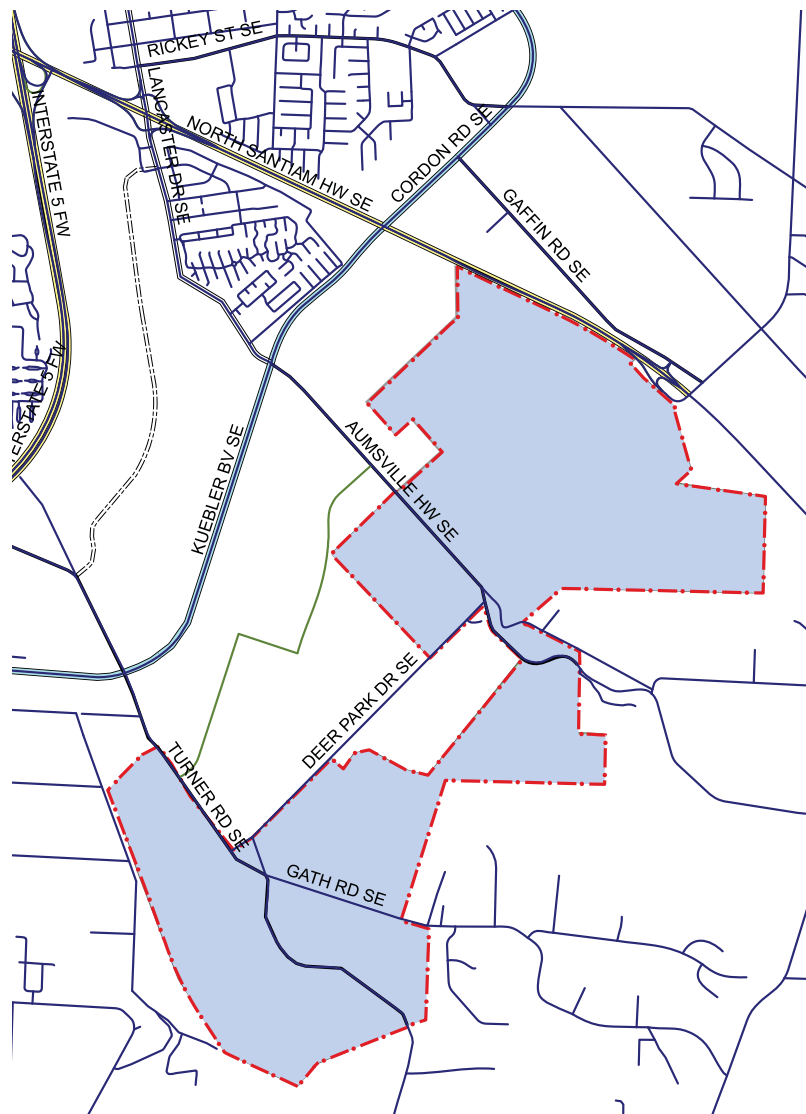
In 2003, the Oregon State Legislature directed the Department of Corrections and the Department

of Administrative Services to sell or lease at least 200 acres to the Department of Public Safety, Standards and Training (DPSST) for the Oregon Public Safety Academy (OPSA), and also market approximately 700 acres of surplus land, the proceeds of which will provide revenue for the Cultural Trust Fund and Oregon Correctional Enterprises, a semi-independent state agency charged with operating DOC's industries programs. 213 acres, including much of the land earmarked for the proposed golf course in the 1999 plan, were leased to DPSST. 11.65 acres of surplus land are being transferred to Oregon Correctional Enterprises, for sale to a neighboring landowner for industrial use. 646 acres are currently being collaboratively master-planned and marketed by Oregon and the City of Salem for the eventual build-out of the Mill Creek Corporate Center (MCCC, formerly known as Mill Creek Industrial Park and Salem Regional Employment Center). Further information on MCCC may be found in Appendix A. All of the above-listed properties have been removed from the Plan area total, leaving 1,304 acres.

SITE DATA

Location

The original Corrections Farm site is located in Southeast Salem, east of Interstate 5 and south of Highway 22, and within the City Limits and Urban Growth Boundary of the City of Salem. Bounded by Highway 22 on the north, Cordon Road and Kuebler Boulevard on the west, and Turner and Gath Roads to the south, the site is bisected by the Aumsville Highway running northwest to southeast, and Deer Park Road running northeast to meet Aumsville Highway and southwest to Turner Road. The City of Turner City Limits begin 1500 feet southeast of the site.

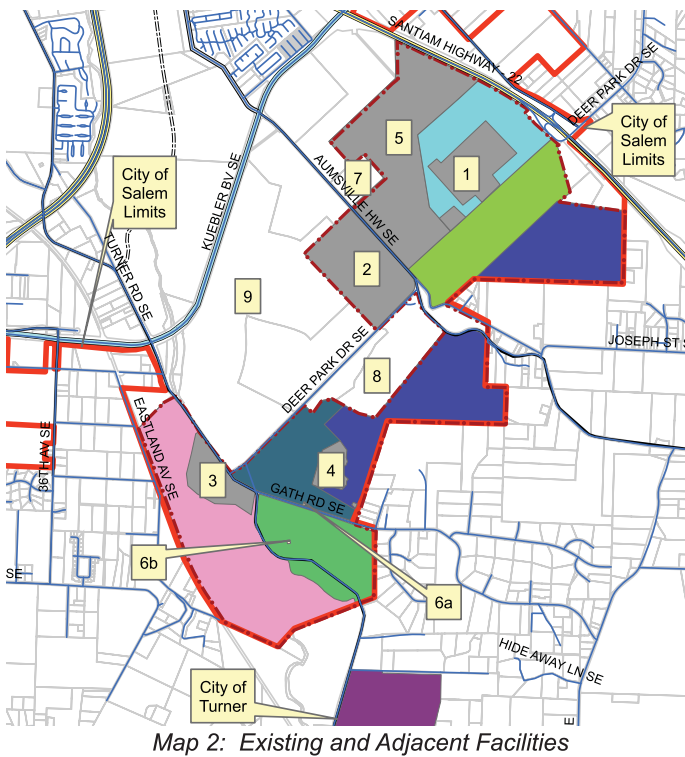


Map 1: Boundary of Southeast Salem Area Plan

The portions of the site which remain to be planned within this document are noted on Map 1.

Existing Development and Current Uses

Current uses on the 1,304-acre property subject to this plan include the Oregon State Correctional Institution, Santiam Correctional Institution (formerly the Corrections Division Release Center), Mill Creek Correctional Facility, the Department of Corrections Firing Range, and the new Oregon Public Safety Academy. Corban College is adjacent to the property, at the southeast corner of Deer Park Road and Aumsville Highway. Much of the undeveloped land is currently leased for cattle grazing and other agricultural purposes. There are 144 outbuildings, originally used for beef and dairy or other agricultural production. These functions are no longer a program component of the institution. Eighteen buildings are in use by DOC or OCE, or leased.



1) Oregon State Correctional Institution (OSCI), built in 1959, is a medium-security custodial facility comprised of 49 buildings. The original design capacity of 476 inmates was increased to accommodate the current population of 880, largely through doubling cell occupancy.

2) Santiam Correctional Institution (SCI), built in 1946, is located on Aumsville Hwy, across the street from the new Oregon Public Safety Academy. This minimum-security custodial facility centralizes pre-release and pre-parole functions for the entire Corrections Division. SCI has a design capacity of 510 inmates and current population of over 400.

3) Mill Creek Correctional Facility (MCCF), built in 1891, is a minimum security institution with a design capacity of 319 inmates and current population over 310.

4) The Firing Range is located south of Corban College, within a gully. Its current location and orientation minimizes the required safety fan (undeveloped and secure area, into which stray rounds

may be accidentally fired). Relocation of the Range to a flat site would require a safety fan with a 15,000 foot radius. Further, an outdoor range is required by Corrections due to particular training needs (firing toward or from elevations, and in various weather conditions) which would make an indoor range cost-prohibitive.

5) The 213-acre Oregon Public Safety Academy (OPSA) site, on a long-term lease with right to purchase to the Department of Public Safety Standards and Training (DPSST), remains Corrections property. OPSA, which provides police training, opened on this site in July of 2006. Constructed at a cost of \$77.5 million, the facility includes 300,000 square feet of building space including classroom and training spaces, dormitories, an indoor small-arms firing range, and an outdoor emergency vehicle training course.

6a) The Boys' Cemetery (0.1 acres) served the Oregon Reform School for Boys, which operated from 1908 - 1927. This cemetery may be a "Pioneer Cemetery" (defined as containing those deceased prior to February 14, 1909; to be determined).

6b) The Herron Family Cemetery (0.3 acres) is a private family cemetery dating to 1864. This is known to be a Pioneer Cemetery.

Adjacent uses within the boundaries of the original 2,089-acre Corrections Farm property include:

7) The Marion County Jail site and neighboring expansion property, which have been sold by DOC to Marion County and are not a part of this plan.

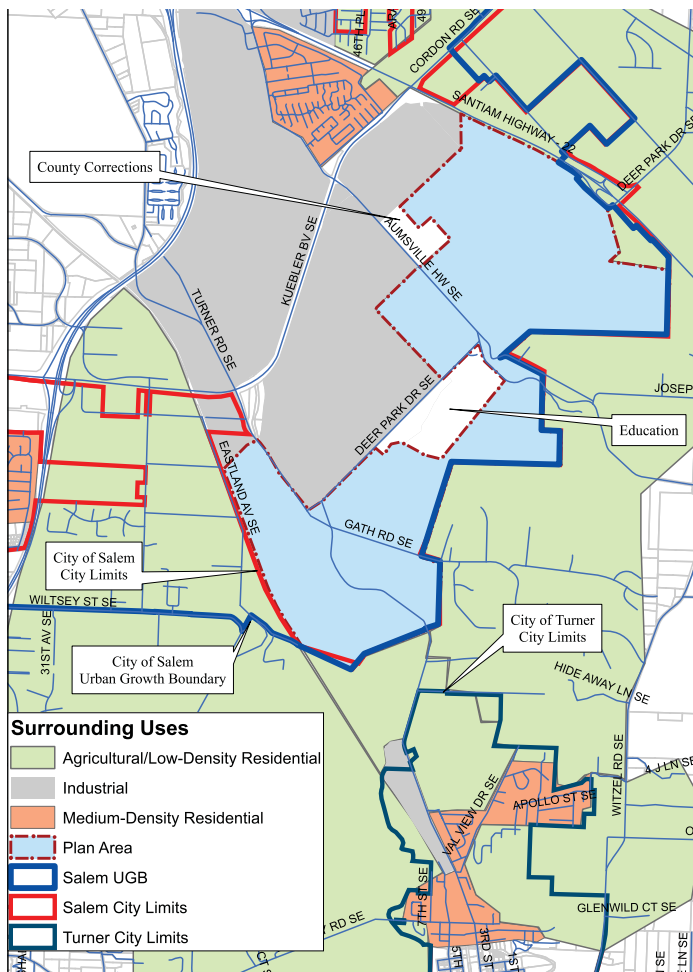
8) Corban College, formerly Western Baptist Bible College, which acquired 95.86 acres from the State, including the site of the State's former tuberculosis hospital. Corban College hosts approximately 850 students.

9) The 646-acre Mill Creek Industrial Park (MCIP), addressed in detail in Appendix A.

Surrounding Community Development

The site is within the city limits and urban growth boundary (UGB) of the City of Salem, and adjacent to the UGB of the City of Turner, located to the southeast. It is outside the City of Salem Urban Services Area (USA). The City of Salem provides some services in the vicinity, but is currently under no obligation to extend services or expand capacities.

Areas across Kuebler Boulevard and Highway 22 include medium to high-density residential developments, gravel mining operations, and other industrial uses. There are also rural residential, gravel mining, and agricultural areas to the east and south of the site, along with pockets of industrial and new medium-density residential development (primarily single family residential and apartments).



Map 3: Surrounding Uses

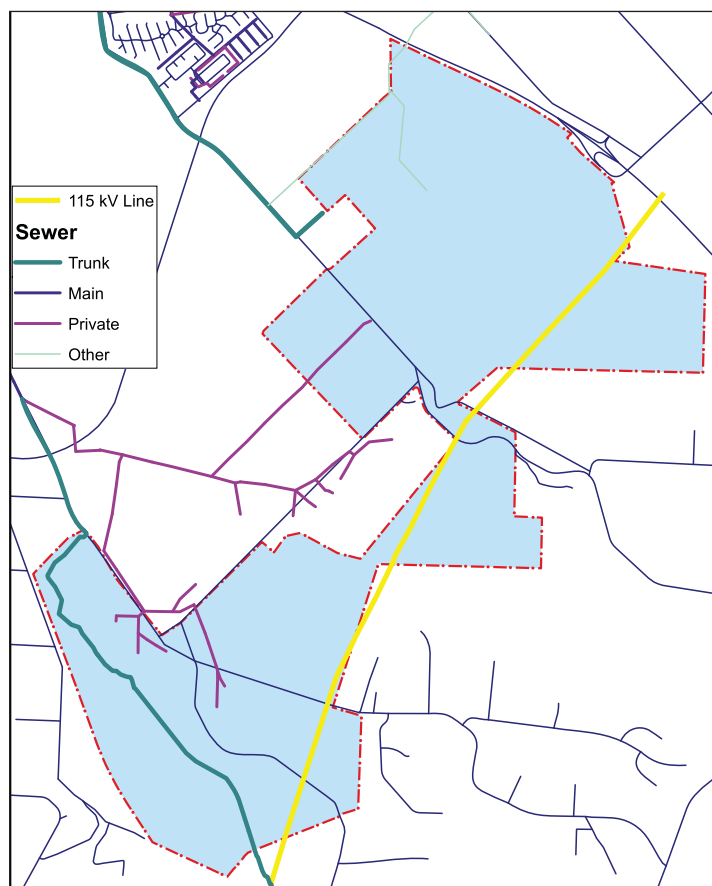
As mentioned above, Corban College, the Mill Creek Corporate Center, and Marion County Correctional Facility all occupy parcels immediately adjacent to or surrounded by the subject property. Because these parcels are no longer owned by the State, they are not included in this Area Plan.

Infrastructure

SEWER

Over the second half of the 20th century, Corrections' private sewer line reached capacity due to infiltration and inflow problems, damage due to agricultural mishaps, and additional use by Corban College (joint-use agreement).

In 2006, the City of Salem constructed a new sewer line from the north to serve the north portion



Map 4: Infrastructure

of the site (north of Aumsville Highway.) This line serves (at a minimum) Phase 1b and 1c of the Mill Creek Corporate Center (MCCC) development, the Oregon Public Safety Academy (OPSA), and Oregon State Correctional Institution (OSCI). This reduces flows to the Turner Trunk and frees capacity for the balance of the new construction on State lands and MCCC.

ELECTRIC UTILITIES

A 115kV Pacific Power and Light transmission line crosses the site, as noted on the map (left). The easement may impact the design of future projects.

STORM WATER

Due to the size and location of the site, the rain runoff impacts the Pudding River and Mill Creek. Detention basins have been or will be constructed with the OPSA and MCCC to help reduce the historical flooding problems in both drainages, and will be sized to accommodate runoff from the surrounding hills (areas 2 and 3b, Land Use Plan).

WATER

The site is served by recent expansions of City water service. Irrigation water for lands surrounding the prisons and for other agricultural purposes is provided through surface water rights (Mill Creek) or through wells.

OSCI received some improvement to their fire suppression (sprinkler) system through a connection to OPSA's fire suppression loop, but further enhancement is needed.

Functional water service to the undeveloped lands will depend upon construction of a reservoir on the site to provide water pressure. This reservoir, which will also provide water pressure to the Mill Creek Corporate Center (MCCC), will be constructed by the City of Salem as MCCC is developed. A timeline has not yet been established.

A 48" underground water main owned by the City of Salem (not shown on diagram) is located on a permitted easement, crossing the property parallel to Gath Road SE. This easement is due for renewal in 2008.

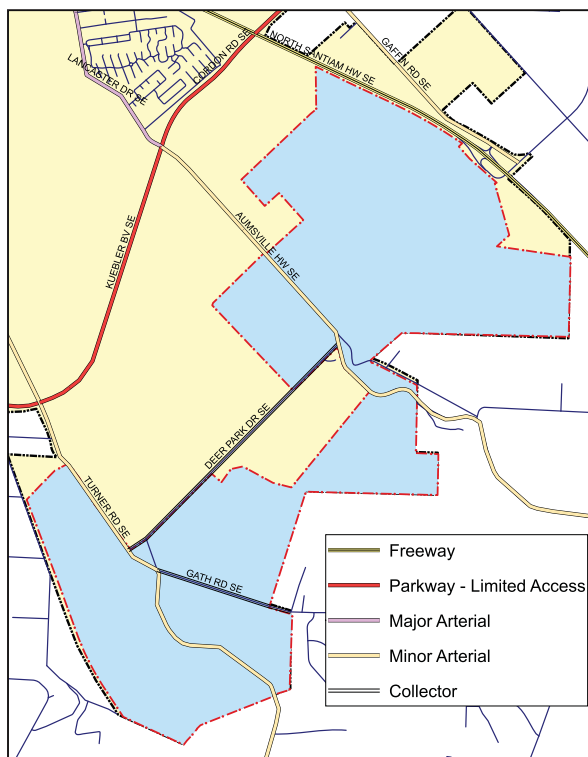
WATER RIGHTS

Substantial water rights on the property will be maintained indefinitely, and are currently used for irrigation purposes.

Transportation and Circulation

STREETS

Streets in this area, as described in the City of Salem Transportation System Plan, are shown on the map below. Please note that classifications end at the Salem City Limits, but have been extended for readability and to indicate that the roads so extended (Aumsville Highway, Turner Road, and Highway 22) continue with similar capacities into unincorporated Marion County.



Map 5: Street Classifications

Since this area is in transition, most of the roads in the area are already scheduled for some improvement over the life of the MCCC development:

Aumsville Highway (minor arterial): DPSST has recently improved Aumsville Highway from the Marion County Jail to Deer Park Road, widening the north side of the road, adding a left turn lane at the OPSA entry, improving sight lines at the intersection with Deer Park Drive, installing sidewalks on the north side of the road, and striping bike lanes. Improvements to bring the portion of Aumsville Highway between Kuebler Boulevard and the Marion County Jail up to

minor arterial standards are planned as part of the MCCC project, with anticipated construction in 2009. This project will also include improvements at the intersection of Aumsville Highway, Kuebler Blvd, Lancaster Dr, and Cordon Road.

Lancaster Drive (major arterial): Lancaster will be widened to a 3-lane cross section between Carson Drive and Kuebler Boulevard. This will be one of the last off-site transportation improvements associated with MCCC.

Kuebler Boulevard/Cordon Road (parkway, limited access): Kuebler Boulevard and Cordon Road will be widened to accommodate two travel lanes in each direction with turn pockets at intersections. The MCCC project will be responsible for completing the section between Hwy 22 and Turner Road. Funding will need to be identified for the section from Turner Road to I-5 and for the sections north of Hwy 22.

Cordon Road/Hwy 22 (parkway and freeway): The Salem Transportation System Plan and the SKATS Regional Transportation System Plan recommend the addition of a Highway 22 interchange at Cordon Road. The Oregon Department of Transportation has not included this project in its current improvements plan.

Interstate 5 (freeway): I-5 is currently being widened to 3 lanes each direction from Kuebler Boulevard to North Santiam Highway (Hwy 22). Future widening is anticipated from Kuebler Boulevard south to Delaney Road.

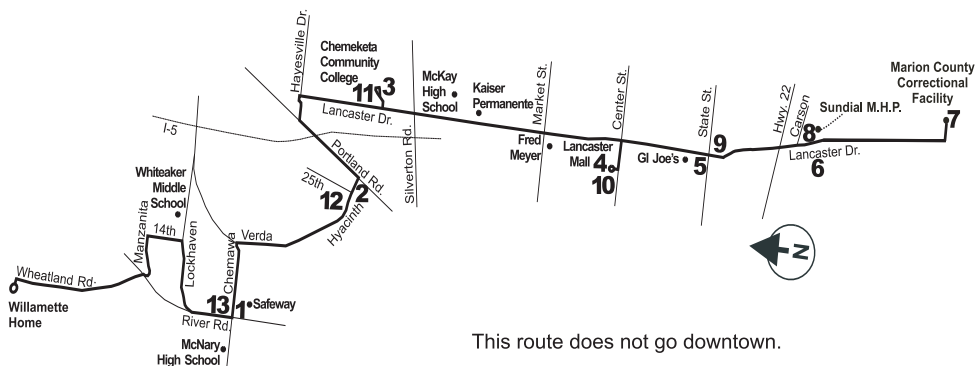
Turner Road (minor arterial): Replacement of the Turner Road Bridge over Mill Creek has recently been completed using funds from the Oregon Transportation Investment Act (OTIA). There is a future need to widen Turner Road to Minor Arterial standards, including bicycle lanes and sidewalks, from Airport Road to the Urban Growth Boundary.

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.

Additionally, new development will require new internal streets. This will include one signalized intersection with Kuebler Boulevard at the location of the new east-west collector street.

TRANSIT

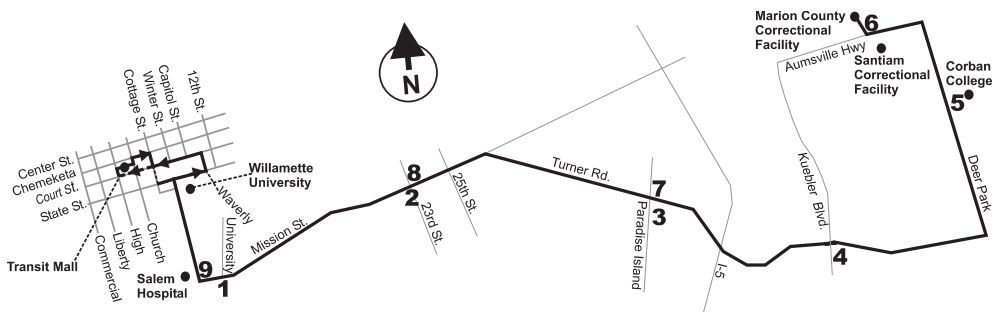
The site is currently served by two Salem-Keizer Transit District (Cherriots) routes: Route 11, Lancaster, and Route 21, Turner Road. Routes subject to change.



LANCASTER

11

Keizer, Chemeketa College, Lancaster Mall, McKay High School, Marion County Corrections



TURNER ROAD

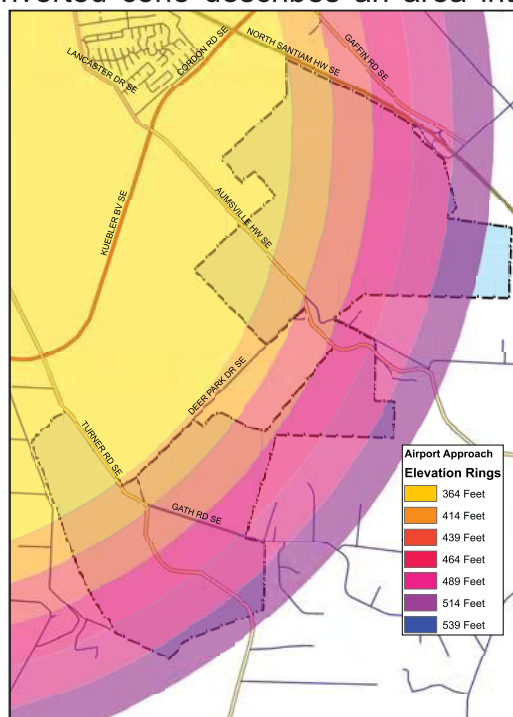
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Salem Hospital, Willamette University, Turner Road, Lakeside MHP, Paradise Island MHP, Humane Society, Marion County Correctional Facility

Comprehensive Plan Designation and Zoning

The Salem Area Comprehensive Plan (SACP) designation in the current acknowledged Plan (1993) is Community Service, with a combination of Education and Government subdesignations. 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 and Private Health Services” (PH), which limits development to hospitals, health/educational/social services, corrections operations, and related public administration, along with agricultural 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 diagram, right). Some hills on the site already meet or exceed the maximum elevation for their location, and may require special permits for any construction. Surveying and review with the City of Salem and Federal Aviation Administration is required for projects within the rings.



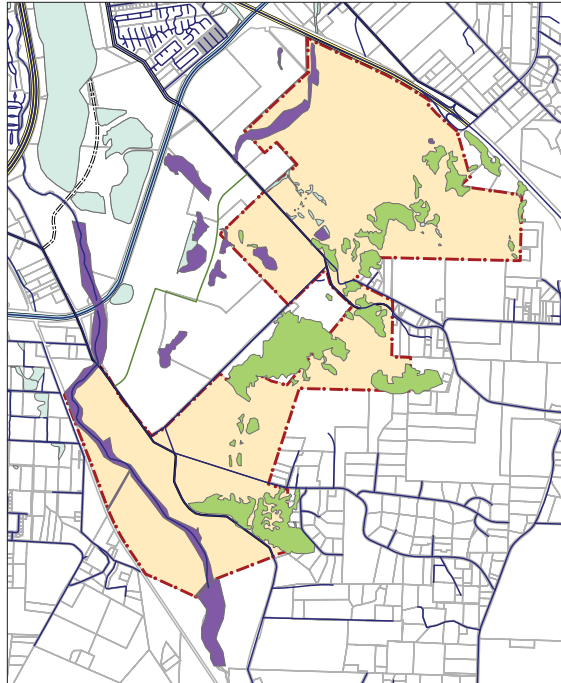
Map 6: Height Restrictions

Natural Resources

Much of the undeveloped land to be planned is upland, without floodplain or wetland areas. In the area south of Turner Road, substantial floodplain acreage retains water during wet weather. However, designated wetlands are minimal; on the parcels to be planned within this document, narrow strips of wetland are found along Mill Creek and within the major drainages in the hills east of OSCI. Some environmental restoration work, including planting of native seedlings, is currently underway immediately adjacent to Mill Creek. The remaining floodplain acres south of

Turner Road are currently mowed regularly to control the growth of invasive weeds.

DPSST mitigated wetlands on the OPSA site by constructing 22 acres of wetland within and



Map 7: Vegetation

adjacent to the Emergency Vehicle Operating Course (EVOC) at OPSA. Adjacent to the Plan Area, the Mill Creek Industrial Park site includes multiple acres of jurisdictional wetlands. Plans for development include over 100 acres of open space, focused upon a natural resource corridor within MCIP (detailed in Appendix A).

Upland areas contain vegetative communities ranging from grassland and oak savanna to mixed Oregon White Oak and conifer woodlands. These areas have been impacted by cattle grazing, introduction of Douglas fir and Ponderosa pine plantations, and invasive plant species including Himalayan blackberry, Scotch broom, and tansy ragwort.

DEVELOPMENT AND MANAGEMENT POLICIES

DEVELOPMENT AND MANAGEMENT POLICIES

The following series of policies combines with the preceding site and surrounding development analysis to guide the land use plan (see page 37).

Policy 1: Protect and provide for ongoing State agency uses.

- 1.1: Provide adequate buffers around existing and new facilities.
- 1.2: Reserve space for replacement of aging facilities.

Policy 2: Efficiently manage retained property.

- 2.1: Lease or place under management agreement any retained property not currently in use.

Policy 3: Encourage planned and integrated development of the Property.

- 3.1: Encourage physical and architectural integration with the surrounding area through appropriate siting and design of new buildings and construction. Consider height, volume, size, scale, setbacks, material choices and aesthetic considerations of existing buildings which are to remain. Recall that complementary designs need not duplicate existing structures.
- 3.2: Consider functional and aesthetic compatibility between new projects and neighboring land uses; provide transitions as appropriate.
- 3.3: New projects shall provide an attractive and safe environment for employees and visitors through building and site design, materials, landscaping, lighting, pertinent signage, sidewalks or other pedestrian linkages, and other site amenities.
- 3.4: Consider the needs of Property users with a range of purposes and abilities in the design of new projects.
- 3.5: Consider and respect impacts upon locations of significant historic or natural resources in design and implementation of new projects. Consider options for public access to and interpretation of these resources.
- 3.6: Protect existing Boys' Cemetery and Herron Family Cemetery from encroachment and construction activities.
- 3.7: Adhere to Design Standards presented in this Plan.

Policy 4: Maximize transportation efficiency and balance.

- 4.1: Recognize Turner Road, Deer Park Drive, Kuebler Road, and Aumsville Highway as necessary regional thoroughfares which must be accommodated in development by:
 - a. Facilitating traffic flow to reduce emissions, fuel consumption, and noise.
 - b. Providing designated crosswalks as needed for pedestrians and bicyclists.
- 4.2: Consider the site's proximity to and impacts upon State Highway 22 and Interstate Highway 5.
- 4.3: Achieve balanced transportation system access to the Property via coordination with State, City, and regional transportation and transit planning agencies:
 - a. Coordinate with current known plans (referenced in Streets and Transit sections of Plan).
 - b. Coordinate with Salem-Keizer Transit District to improve transit service to site as Mill Creek Industrial Park develops.
 - c. Provide efficient circulation on site and link to the City and regional transportation network.
 - d. Pursue additional coordination as needed.
- 4.4: Incorporate transit, pedestrian, and bicyclist circulation and related needs into the design of new construction or renovation projects, as appropriate, to encourage the use of transportation alternatives. Provide appropriate pedestrian and cyclist links between buildings, to transit stops, and to public pedestrian and cyclist routes.
- 4.5: Encourage alternative modes of transportation such as carpooling, park and ride programs, employee transit subsidies, and other transportation demand management measures (in conjunction with conventional parking solutions) to satisfy parking demand, reduce traffic impacts in the area, and comply with the Salem Transportation Plan, the State's Transportation Rule, a transportation demand management strategy for State agencies, and other applicable plans, rules, and ordinances.
- 4.6: Meet parking demands for new development on the Property through the provision of on-site parking or other parking facilities provided or designated by the State. Discourage employees or visitors from parking in adjacent residential areas.

Policy 5: Continually consider sustainability enhancements.

- 5.1: Where appropriate, rehabilitate existing State buildings to provide more efficient use of space, with attention to security, energy usage, safety, aesthetics, employee work

environment, and access for the disabled.

- 5.2: Where appropriate, consider adaptive reuse of existing structures.
- 5.3: Design new landscaping to maximize building energy efficiency by permitting solar gain in winter and shading buildings in summer.
- 5.4: Replace or relocate landscaping and trees to be removed in new development, when feasible and appropriate.
- 5.5: Preserve those features that are special and unique to the Property while being responsive to changing needs and conditions, and sensitively address wildlife habitat areas.
- 5.6: When developing new projects, enhance flood control and wildlife habitat amenities where feasible and appropriate.
- 5.7: Provide stormwater detention basins within new development with capacity to control the 100-year rainfall runoff plus any uncontrolled overland flows from off-site.
- 5.8: Consider providing wetland mitigation opportunities within buffer areas to other State agencies or local jurisdictions, as feasible and appropriate.
- 5.9: Consider landscaping as an architectural element in new development to alter spatial relationships; do not restrict to the cosmetic treatment of buildings.
- 5.10: Respect the natural setting of the Property and utilize native and drought-tolerant plants where feasible. Develop and follow a land management plan as appropriate.

Policy 6: Proactively coordinate and encourage interjurisdictional and citizen participation.

- 6.1: Provide a basis for coordination between State government and the City of Salem, neighborhood groups, Salem Area Mass Transit District and other public and private entities affected by future development of the Property.
- 6.2: Encourage citizen participation in the planning and development review processes for the Southeast Salem area.
- 6.3: Consult with the State Historic Preservation Office and the Salem Historic Landmarks and Design Review Commission regarding projects affecting structures or sites on the Property which may have historic or cultural significance. Consider protecting for future generations those structures identified as significant.
- 6.4: Comply with the Salem Area Comprehensive Plan and other relevant City regulations.

MANAGEMENT PLAN REQUIREMENTS

Oregon White Oak woodlands were found by the Oregon Department of Forestry to be the most threatened forest type in the state (2001). Oak woodland and oak savanna occupies approximately 300 acres of the site; bird species such as the Acorn woodpecker, white-breasted nuthatch, and American kestrel rely upon the savanna (grassland interspersed with oak groves), the woodland, or both for nesting and feeding grounds. Most of the oak savanna habitat in the Willamette Valley, maintained for thousands of years by Native American field-burning, has been converted to agriculture. The cessation of regular burning allowed areas not converted to crop fields to grow into closed-canopy woodlands.

Per the Oregon Sustainability Act, HB 3948, Oregon agencies, in their operations, “should help reduce adverse impacts on native habitats and species and help restore ecological processes.” (Section 4, subsection 1, item h.)

Habitats evolve over time. During this natural course, the plant communities which establish and then change or fade over time are called seral communities -- that is, one in a series. The community which is stable long-term after the habitat matures is called the climax community. Oak woodland and oak savanna are not climax vegetative communities in this location; mixed conifer forest is the normal climax community on this site. However, oak woodland and oak savanna are important native habitat types, and there is the potential for restoration and maintenance of a substantial patch of oak woodland and oak savanna, as documented in the Oregon State University student project, *Oak Savanna and Woodland Habitat Restoration and Management Plan for the Oregon Department of Corrections* (2005). This document details recommended procedures to restore habitat on 200 acres east of OSCI, including most of Area 3a and much of that portion of Area 1a east of OSCI (see Land-Use Plan, pg. 45). The authors describe a restoration process requiring up to 5,700 hours of labor, excluding ongoing maintenance. This 5,700-hour estimate covers 200 acres, or 50% of the approximately 400 acres containing a similar woodland-grassland vegetative community, and does not include ongoing, long-term maintenance.

Consistent with Executive Order 06-02, paragraph 2.b.ii, it is also the interest of the state to “incent and promote practices that help agricultural, ranching, forestry and fishing sectors achieve value-added market opportunities that are built and marketed around sustainable practices.”

The state has determined that both of these directives may be successfully satisfied on the state-owned land regulated under this area plan. In that interest, the Department of Corrections (DOC) and Department of Administrative Services (DAS) will coordinate and cooperate with the Oregon Department of Fish and Wildlife (ODFW) and Oregon Department of Agriculture (ODA) as ODFW and ODA develop a management plan for the Southeast Salem property to direct management of the property, to be implemented or coordinated by the then-current landowning agency or other agreeable responsible party. This management plan should include recognition of three zones, as noted on the diagram on page 36, and the elements listed below.

As noted in the Land-Use Plan, access to DOC properties is restricted. DOC will coordinate with ODA and ODFW as needed to provide access.

Zone 1

Requirements for 249.5 acres no longer needed by DOC.

1.1: Basis for Management Plan: The OSU project report referenced on Page 31 may be used as a starting point for the management plan to be developed by ODFW and ODA.

1.2: No Funds from Agency Budget Required: Within Zone 1, all non-leased land should be restored as oak woodland and oak savanna as funds for that purpose -- from grants, Zone 1 rental income, interagency mitigation agreements, or other sources -- become available. DOC is not required at any time to hire additional staff or expend DOC staff or budgetary resources to manage the Zone 1 lands beyond invasive weed control. DOC responsibility is further limited by section 1.6 below.

1.3: Sustainable Forestry or Sustainable Agriculture for Income Generation: Within Zone 1, at least 40 and up to 60 acres of the most heavily-degraded habitat should be leased for sustainable agriculture or sustainable forestry. A suggested 56 acres are noted on the diagram on page 34. These acres were selected because they are relatively shallow in slope, heavily infested with Scotch broom (seeds of which persist in the soil for up to 30 years, per the OSU project report), and located to intercept runoff from cultivated fields to the east.

1.4: Expenditure of Income Generated in Zone 1: The income from this property will first pay costs associated with maintaining any leases and property taxes, and then be directed toward the restoration and maintenance of Zone 1 lands. Those funds may be used to hire a contractor or to contract with another state agency to perform the restoration and maintenance work on any portion of Zone 1 lands under DOC ownership. Any funds remaining after Zone 1 restoration and maintenance costs are paid may be used to fund restoration and maintenance costs on Zone 2 lands and weed control on Zone 3 lands.

1.5: Use of Inmate Labor: As much labor as is practical and feasible, given inmate work crew availability and financial resources, may be completed by inmates and used as job skills training.

1.6: Transfer and Limits to Responsibility: Zone 1 lands may be transferred to another state agency through the legally-prescribed process for disposing of surplus land. If no other state agency wishes to take responsibility for the property, the next steps in the disposal process will be followed. DOC will retain no responsibility for the land if it is transferred to any other owner.

As long as the property remains in state ownership, it is required that the property be maintained by the current landowning agency or other agreeable responsible party in accordance with the established land management plan. Should any Zone 1 lands be removed from state ownership, continuing to follow the established management plan will be at the discretion of the owner.

Zone 2

Requirements for a 43-acre upland parcel held by DOC in reserve.

2.1: Basis for Management Plan: The OSU project report referenced on Page 31 may be used as a starting point for the management plan to be developed by ODFW and ODA.

2.2: No Funds from Agency Budget Required: Within Zone 2, all non-leased land should be restored as oak woodland and oak savanna as funds for that purpose -- from grants, Zone 1 rental income, interagency mitigation agreements, or other sources -- become available. DOC is not required at any time to hire additional staff or expend DOC staff or budgetary resources to manage the Zone 2 lands beyond invasive weed control.

2.3: Use of Inmate Labor: As much labor as is practical and feasible, given inmate work crew availability and financial resources, may be completed by inmates and used as job skills training.

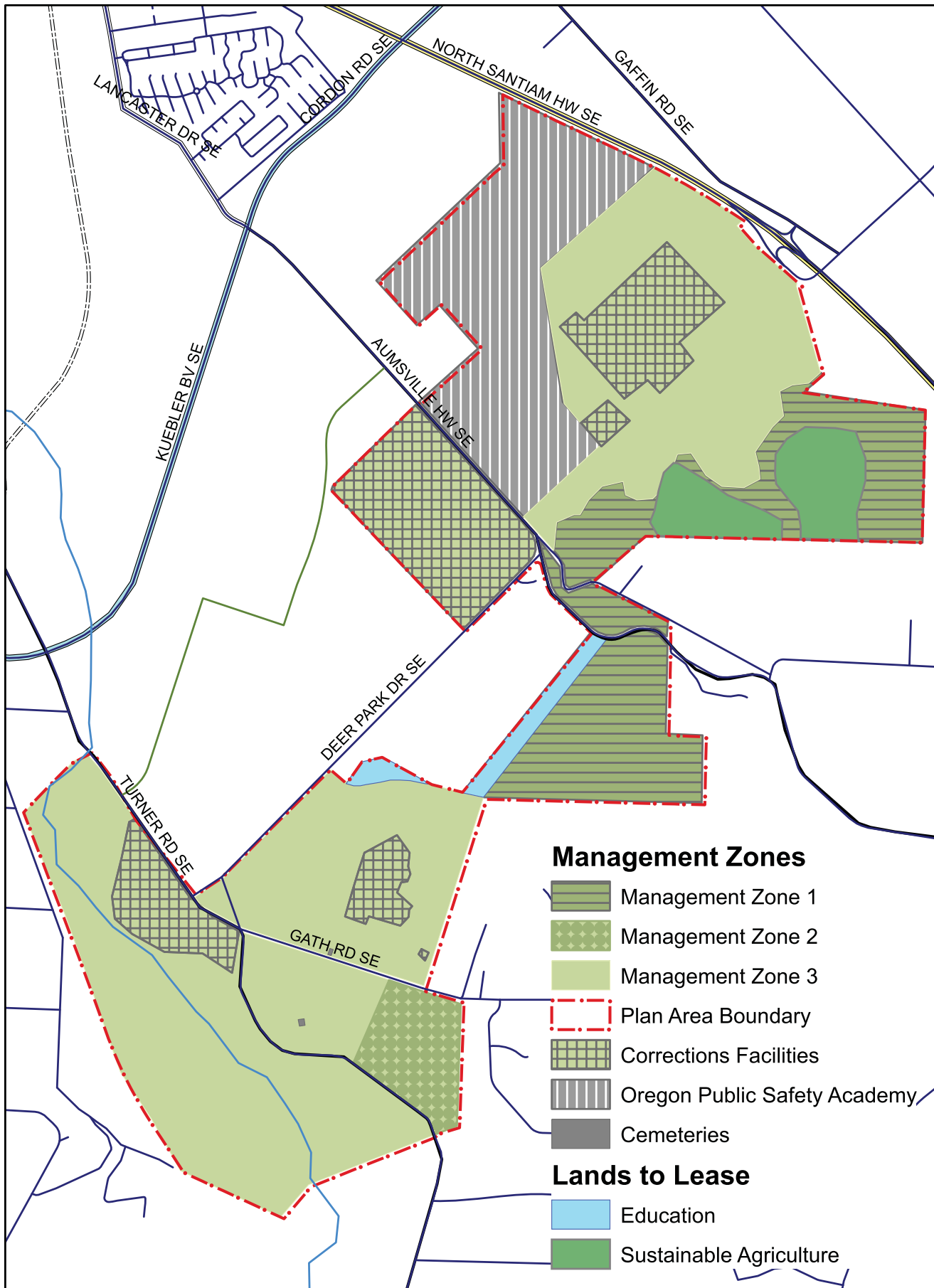
2.4: Change of use: All land within Zone 2 shall be continuously managed according to the established land management plan unless DOC finds it necessary to suspend or alter the management plan to accommodate construction of replacement facilities on or near the site, that DOC may ensure continuation of public safety and welfare.

Zone 3

Requirements for all remaining property owned and controlled by DOC, including existing facilities and secure buffer areas.

3.1: Not Subject to Management Plan: Lands within Zone 3 are not subject to the management plan developed by ODA and ODFW in cooperation with DAS and DOC. All Zone 3 property should be managed to control invasive weeds. Reserve lands or buffers may be leased for purposes deemed appropriate by the Department of Corrections.

3.2: Use of Inmate Labor: As much labor as is practical and feasible, given inmate work crew availability and financial resources, may be completed by inmates and used as job skills training.



Map 8: Management Zones

DESIGN STANDARDS

Design Standards

The Property is situated between the Mill Creek Corporate Center and low-density residential and agricultural properties, and is crossed by or immediately adjacent to several significant travel corridors (Highway 22, Aumsville Highway, Deer Park Drive, Turner Road, and Gath Road).

The State has determined that it is in the interests of the State and the surrounding community to create a smooth aesthetic and functional transition between industrial/business and rural uses, 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 shall respect the scale of the buildings located on adjacent properties, and provide orderly transitions between industrial and rural/residential areas. Site design should consider campus-style (as opposed to monolithic) developments which relate to the Mill Creek Industrial Park and Corban College. Additionally:

Height of buildings shall not exceed 50 feet. Observation towers and similar structures may extend to a maximum height of 70 feet. However, no structure shall 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 net acreage (area not included in setbacks or otherwise restricted from development) of an individual parcel.

Streetscape: The character of the roadways crossing the site shall be respected. These roadways transition between urbanized and industrial areas of the City of Salem and rural areas of Marion County. The State has determined that the natural setting will benefit from a streetscape which enhances the rural character of the site, and incorporates setback and architectural design standards to promote such a character.

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.

Aumsville Highway: 200 feet from right-of-way

Turner Road: 100 feet from right-of-way

Aumsville Highway and Turner Road are the primary route of entry into the City of Turner and the secondary route to the City of Aumsville. Growth in these areas may lead to increased use and reclassification of these corridors.

Structures of more recent vintage along Turner Road typically conform to 100-foot setbacks, and those along Aumsville Highway to a 200-foot setback.

Deer Park Drive: 75 feet from right-of-way

Gath Road: 75 feet from right-of-way

Deer Park Drive, a local connector between Aumsville Highway and Turner Road, is currently bounded largely by 100-foot or smaller setbacks. The Mill Creek Industrial Park, zoned EC, has required setbacks of 10 feet per City of Salem Code, 161.090.

Gath Road begins at the intersection of Turner Road and Deer Park Drive, and passes through the site, serving as a local connector for a rural-residential and agricultural area of Marion County. Setbacks along Gath Road, with the exception of occasional outbuildings, are typically between 75 and 125 feet.

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 more restrictive of PH or EC zone, City of Salem Code, 161.090, 160.230 and 160.240.

Mill Creek: Consistent with currently-delineated 100-year floodplain.

Setbacks, Continued:

Acceptable uses or features within the dedicated street-side landscape setback(s) include:

Accessory structures such as gatehouses, not to exceed 300 square feet each or 800 square feet in aggregate, 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.

Prohibited uses or features within any setback include:

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.

Regulated uses or features within any setback include:

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.

Regulated features may be permitted on a case-by-case basis, with sufficient screening (see **Screening**) or other design solutions which provide visual relief and promote an aesthetically pleasing, rural-appropriate streetscape, and which meet City of Salem codes.

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

Screening:

A feature shall be 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 is 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 shall be screened to a minimum of 70%, with the goal of 100%, with the following exceptions:

Parking lots shall be screened a minimum of 50% from right-of-way or property line, and screened 100% from right-of-way or property line to a minimum height of 36” from parking lot grade.

Unexpected headlight glare may blind motorists on roadway. Views of parking lots from roadway do not enhance rural setting.

Barbed wire, razor/concertina wire, or chain link fencing shall be screened 100% from the right-of-way when used within a setback. These types of barriers should also be screened to the degree feasible from the right-of-way or property lines, regardless of their relation to setbacks.

Barbed, razor, and concertina wire and chain link fencing do not enhance the visual appeal of the site or suit a rural aesthetic.

Landscaping:

Dedicated landscape setbacks shall 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. 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. Plants listed on the Oregon State Weed Board Noxious Weed List shall not be planted anywhere on the site.

Setback areas used for agricultural, forestry, or similar purposes which preclude installation of an all-native planting scheme as of the date of this Plan may continue in that capacity. At such time as use of these areas changes to a new agency or institutional use, they shall be landscaped to conform to this Standard.

Variations:

The Capital Projects Advisory Board (CPAB) may recommend a variance from any of these design standards if:

- (1) The Property and proposed improvements are challenged by unusual topographic, environmental, functional, or aesthetic circumstances; or
- (2) The proposed alternative achieves the purposes of the Design Standards as well or better than a compliant alternative.

Variations granted should not create material adverse aesthetic, functional, or health and welfare effects on neighboring owners or others coming to or passing by the Property.

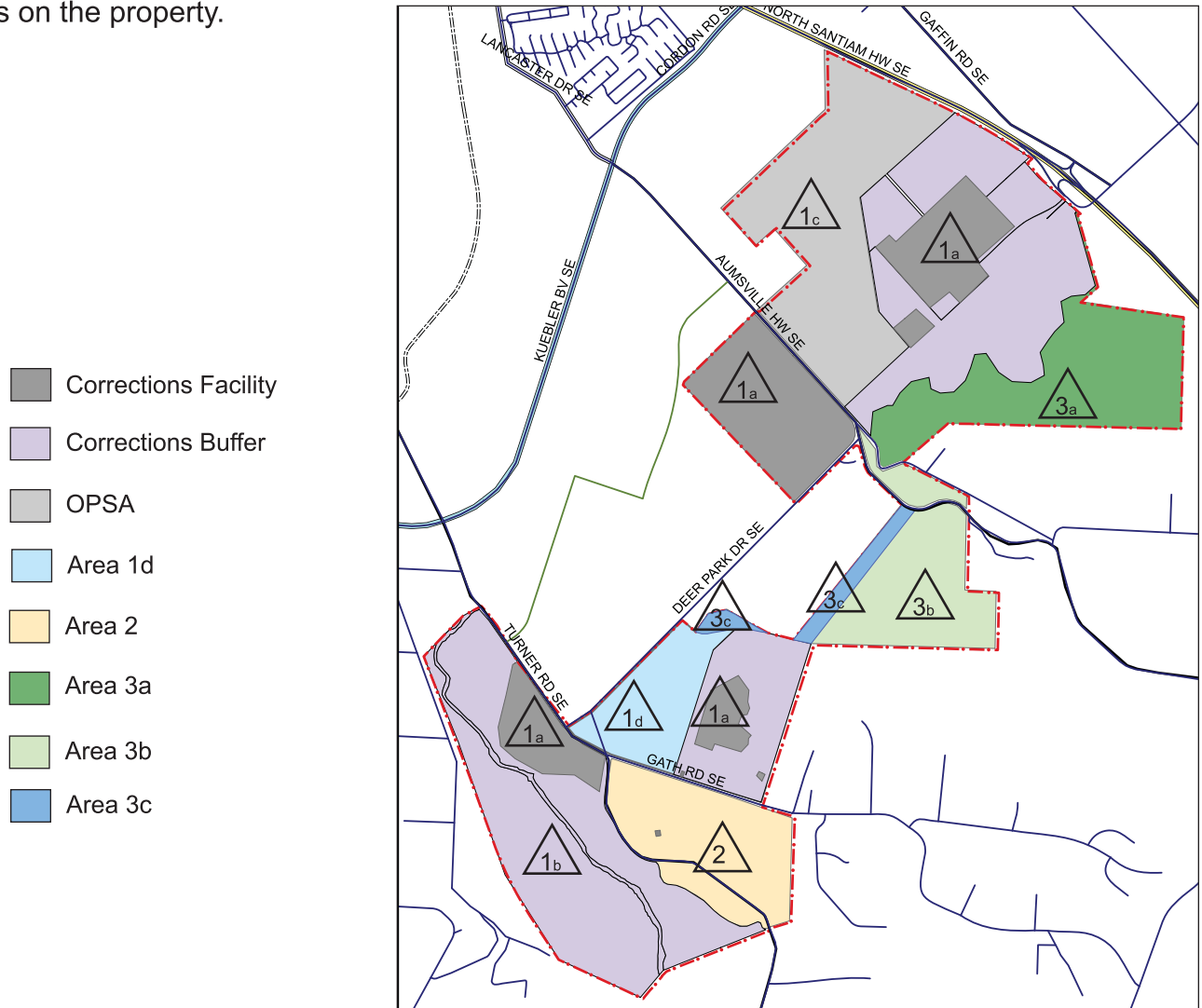
Each variance request shall be considered solely on its own merits; granting of a variance in one situation shall not change the Design Standards or compel the CPAB to grant any further variations.

LAND-USE PLAN

The Land-Use Plan for the 1,304 acres is divided into existing facilities, buffer areas, and lands which may be made available for use by other state agencies or private development.

Existing Corrections facilities are reserved for exclusive Corrections use. Buffer areas must remain secure for the safety of Corrections staff and the general public, and only screened and approved personnel may enter them. Some low-intensity agricultural or forestry uses may be deemed appropriate for these properties.

Lands adjacent to buffer areas which are available for use by other state agencies or private development must be separated from buffer areas by secure barriers prior to initiation of new uses on the property.



Existing Corrections Facilities, firing range, and buffer areas, 434.65 acres. Some low-intensity agricultural uses may be appropriate within the flatland buffer areas, and some forestry may be appropriate within the upland buffer areas.



Lowland/Floodplain buffer area adjacent to Mill Creek Correctional Facility (MCCF), 238.35 acres. Rocky soils and floodplain render this site inappropriate for agriculture or construction, but flood control and wetland/waterway restoration and state agency mitigation projects may be appropriate secondary uses. Public access will not be granted while MCCF remains operational.



Existing Department of Public Safety Standards and Training (DPSST) Oregon Public Safety Academy (OPSA), occupying 213 acres.



Lands in use for ongoing staff training and inmate educational and job skills training purposes, and reserved for expansion of these or other Department of Corrections activities, 56 acres. This property may be appropriate for public or private educational purposes if no longer needed for Department of Corrections or other state activities. This property is within the McNary Field Instrument Flight Rules Conical Surface and subject to building height restrictions.



Lands reserved for construction of replacement facilities, 105 acres. This property is within the McNary Field Instrument Flight Rules Conical Surface and subject to building height restrictions.



Lands to be reserved for habitat restoration and sustainable agriculture and/or sustainable forestry while under state ownership, 144.5 acres. This parcel, behind OSCI, is adjacent to a restricted buffer area. Before any uncontrolled use of this property is permitted, adequate security barriers between this property and the adjacent buffer must be installed. This property is within the McNary Field Instrument Flight Rules Conical Surface and subject to building height restrictions. City-protected white oaks and associated habitat are found on this property; the type and quality of this habitat should be considered when making development decisions. This property may be transferred to another state agency or evaluated for surplus in the future.



Lands to be reserved for habitat restoration while under state ownership, 94.50 acres. This property's usefulness is limited by topography and accessibility. It is adjacent to Corban College, and the only adjacent Corrections facility is the firing range. Uses near the firing range should be compatible, and security barriers for the safety of the public must be installed prior to initiation of new uses on this property. This property is within the McNary Field Instrument Flight Rules Conical Surface and subject to building height restrictions. City-protected white oaks and associated habitat are found on this property; the type and quality of this habitat should be considered when making development decisions. This property may be transferred to another state agency or evaluated for surplus in the future.



Lands available for lease or sale, appropriate for educational purposes, 20 acres.

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

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.

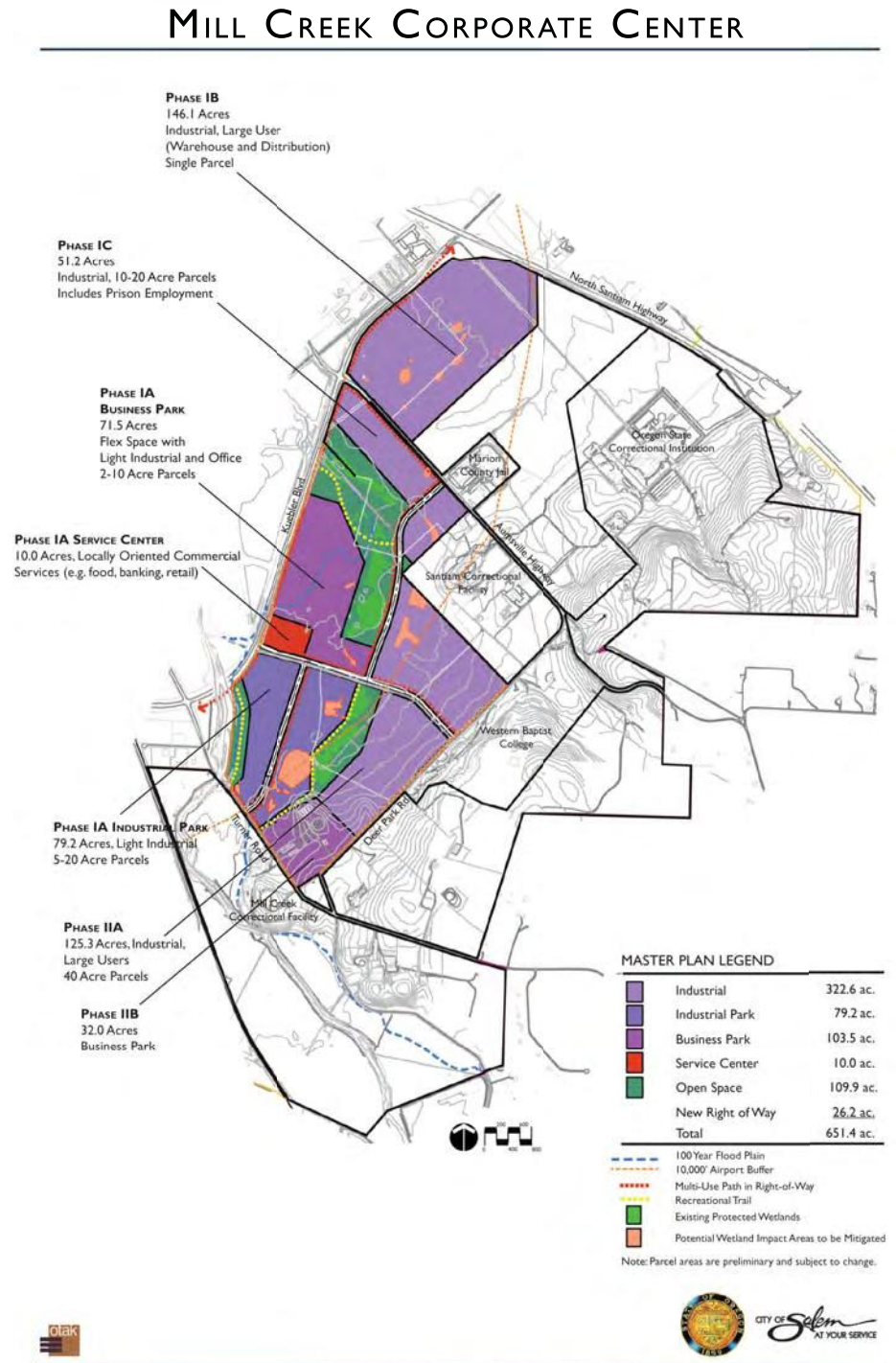
**APPENDIX A:
MILL CREEK
CORPORATE
CENTER**

Mill Creek Corporate Center

BACKGROUND:

The Mill Creek Corporate Center consists of approximately 651 acres of predominately flat farmland located in southeast Salem along Kuebler Road between Turner Road and Highway 22.

At the direction of the Oregon Legislature, the Oregon Department of Administrative Services (DAS) developed a plan to dispose of this surplus Department of Corrections property. DAS retained Leland Consulting Group, Norris, Beggs & Simpson, and Otak to study the most advantageous method of disposing of the property. In June 2003, the Joint Ways and Means Committee accepted the Leland Consulting report, which recommended the State partner with the City of Salem, positioning the property as a mixed use industrial/business park for sale in order to maximize the return to the state and create a job center for the City of Salem.



A Collaboration between the State of Oregon and City of Salem