

HILLCREST  
YOUTH  
CORRECTIONAL  
FACILITY

AREA PLAN  
AUGUST 2008



**DAS** DEPARTMENT OF  
ADMINISTRATIVE  
SERVICES



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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.

## Hillcrest Area Plan Goal

The goal of the Hillcrest Area Plan (Area Plan) is to coordinate the development and use of state-owned property including and surrounding the Hillcrest Youth Correctional Facility.

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.

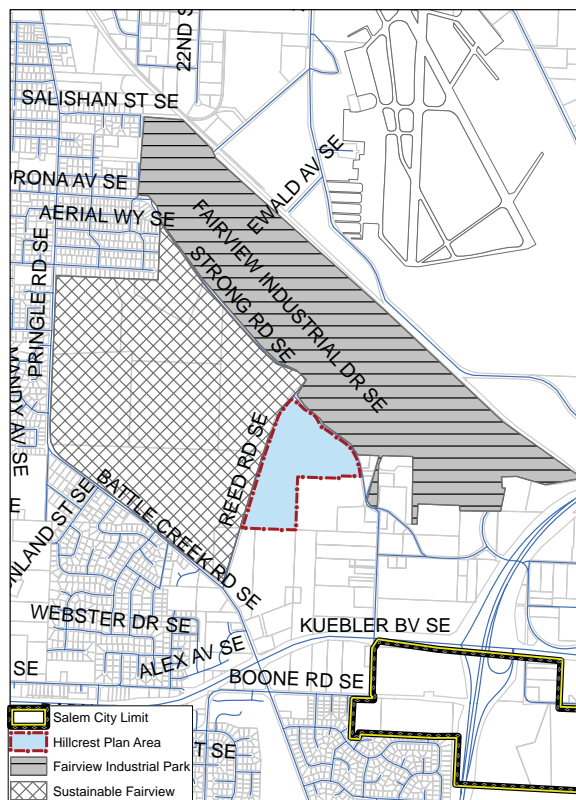
Development and Management Policies will incorporate direction from Department of Administrative Services adopted policies, the long-term needs of the current owner (Oregon Youth Authority), other State of Oregon policies and regulations, and City of Salem plans and policies. These Development and Management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

# Site and Planning History

Hillcrest was founded in 1914 as a custodial facility for female juvenile offenders. Co-educational since the 1970s, it now houses 180 male youth offenders, provides work for 199 employees, and covers 45 acres. The facility's maximum capacity is 254 youth. Hillcrest was a part of the Fairview/Hillcrest Area Plan, last revised in 1984 by the Capitol Planning Commission. At that time, the parcels covered over 650 acres, and included agricultural production.

In 1996 Hillcrest was transferred from the Children's Services Division of the Department of Human Resources to a new agency, the Oregon Youth Authority, which was given authority to own real estate under ORS Chapter 420A.

Two parcels were separated from the original Fairview/Hillcrest planning area and sold. First of these, the 318-acre Fairview Industrial Park, lies to the north and northeast of the Hillcrest site. This property is being developed for light industrial uses.



Map 1: Historical Site Information

Second, the 307-acre former Fairview Training

Center, west and northwest of the Hillcrest site across Reed Road, is being developed as Sustainable Fairview to provide a variety of housing types, plus live-work and commercial spaces, focused around a "village center" which restores and re-purposes a number of the original Fairview buildings. A community focus upon energy efficiency, green building techniques, and sustainable lifestyle has guided the design and development of this new community. The first project, the 32-acre Pringle Creek Community, is presently under construction.



# SITE DATA



# Location

Hillcrest Youth Correctional Facility is located in Southeast Salem, west of Interstate 5 and north of Kuebler Boulevard SE, and within the City Limits and Urban Growth Boundary of the City of Salem. The site is bounded by Strong Road SE on the north and Reed Road on the west. Kuebler Boulevard is located a short distance to the south.

Across Reed Road to the west, construction of the Pringle Creek Community, adjacent to the mixed-use Sustainable Fairview development (formerly the Fairview Training Center) is currently underway.



Approach from Strong Road



Map 2: Location Map

## Existing Development and Current Uses

Seventeen buildings occupy approximately 20 acres of the 45 acre site. The remaining 25 acres consists of wooded open space on steep slopes and grassland/wetland areas. The compact 20-acre developed campus enjoys an attractive and pleasant hilltop setting with large Douglas Firs buffering the north and east boundaries.

OYA may require expanded facilities statewide to keep pace with Oregon's population growth and juvenile crime rate as forecast by the state Office of Economic Analysis. However, due to the age of the facility, the current build-out of the Hillcrest site, and decentralization trend in youth treatment methods, the Oregon Youth Authority has decided to accommodate new construction at other sites around the state.

Hillcrest presently houses 180 youth, with capacity for 254.

Buildings total 160,585 square feet. Significant structures include:

The Administration Building, center for clerical and administrative functions

The Earhart Building, a maximum security living unit, presently unoccupied

The Grounds Shop, storage

The Maintenance Shop, the central repair and custodial facility

The Norblad Building, four living units and the main dining center with a seating capacity of 200

The Robert J. Farrell School Building contains classrooms

The Scott Building, four living units and the medical/mental health clinic

The Work Experience/Shop Building, job skills training

The swimming pool is frequently used for exercise and recreation. Since it is not enclosed, it is not used during the winter months.

A brief survey of the open space at Hillcrest indicates that there are 7 acres of sprinklered lawns, 1.5 acres of un-sprinklered lawns, 3.2 acres of forested park space (outside the developed and secured perimeter), and approximately 1 acre for recreational facilities. It should be noted that much of the area within the Hillcrest site is buffer area on steep slopes located outside the secured perimeter.

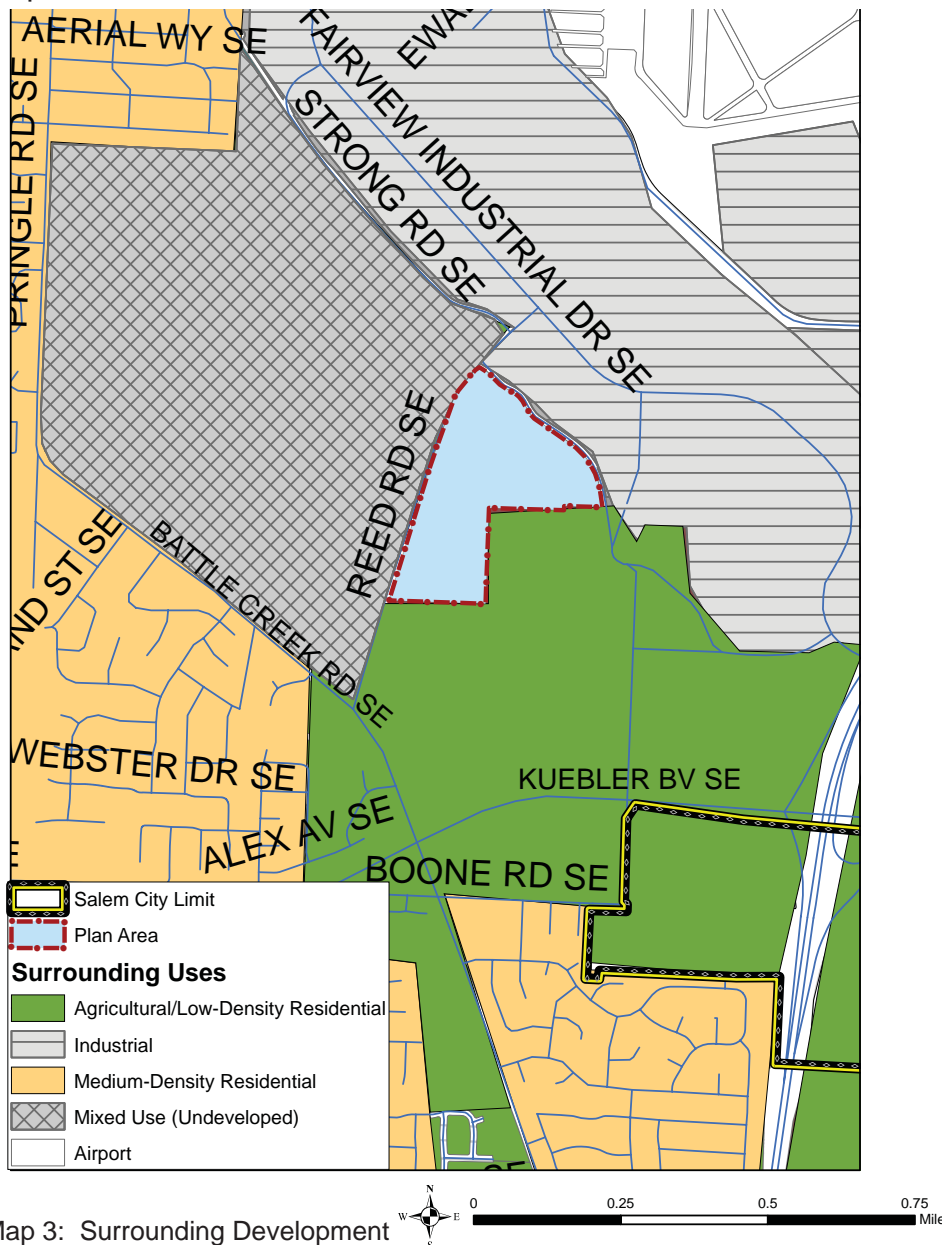
A fold-out map of the developed campus is included as Appendix A.

# Surrounding Community Development

The site is within the limits and urban growth boundary (UGB) of the City of Salem.

Areas to the north and northeast of the campus are currently being developed for light industrial uses. To the west and northwest, across Reed Road, Pringle Creek Community is under construction on the site of the former Fairview Training Center.

Surrounding areas to the south and southeast are developed for low- to medium-density residential purposes.



# Infrastructure

## SEWER

Since the last Area Plan revision (1984), the site has obtained city services (water, sanitary sewer and storm sewer), which has eliminated the inflow and infiltration (I&I) problem identified in the last plan. These city services were made available when 318 acres north of Strong Road were sold to the City of Salem and developed as the Fairview Industrial Park. No additional improvements to these services are anticipated for the next 20 years.

Current utility grid maps show private sewer lines coming across Reed Road linking with Hillcrest's private lines, entering the city system on Strong Road. A city flow monitor is located at this juncture.

## STORM WATER

Hillcrest has constructed a storm water detention basin on the north end of the property. This drains into an 18" public storm sewer line. Storm water also enters a 15" city storm sewer on the southeast side of the site.

## WATER

Domestic water comes from an active well on-site. The property is also served by City of Salem water, to provide water pressure for fire protection.

# Transportation and Circulation

## STREETS

The Salem Transportation System Plan (STSP) defines the main transportation routes impacting this site as "Parkway", "Minor Arterial", and "Collector". Any future development will require bringing Reed and Strong Roads to City standards. These streets are shown on the map

below.

**Kuebler Boulevard:**

Classification: Limited access parkway

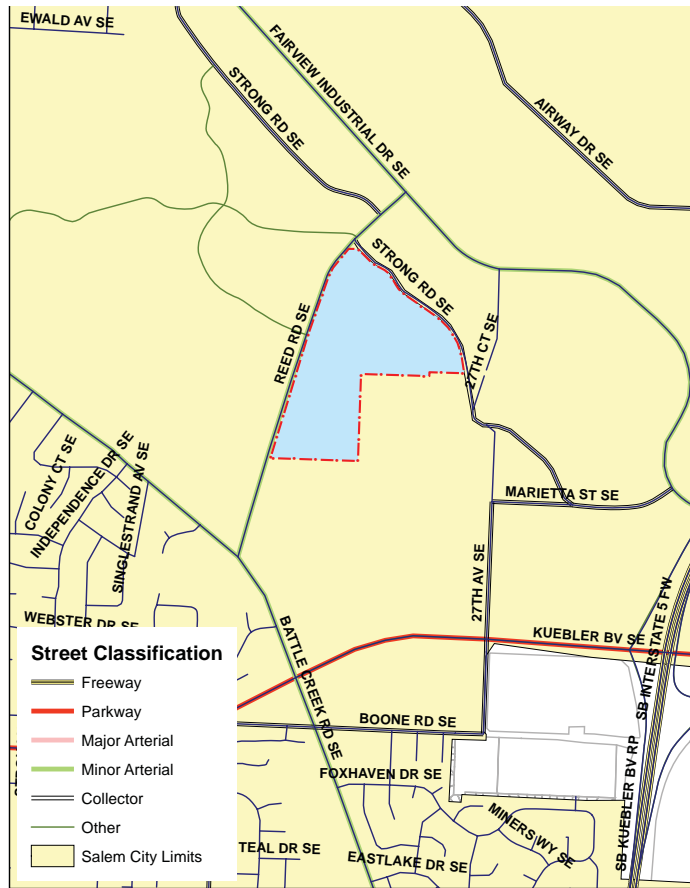
*STSP Recommended Improvements, High Priority (within 10 years):* Widen to four travel lanes with bicycle lanes and sidewalks.

**Battle Creek Road, Reed Road:**

Classification: Minor Arterial

These do not currently meet the basic requirements for their classification in the STSP. Streets lack bike lanes and curbs.

The intersection at Reed Road and Battle Creek Road has been improved with left turn lanes.



Map 4: Street Classifications

*STSP Recommended Improvements, Low Priority (within 20 years):* Widen streets and add a center turn lane and left-turn bays. Portions to be improved to urban standards with sidewalks and bicycle lanes. Note: These improvements may be accelerated during construction of the Pringle Creek subdivision.

**Strong Road:**

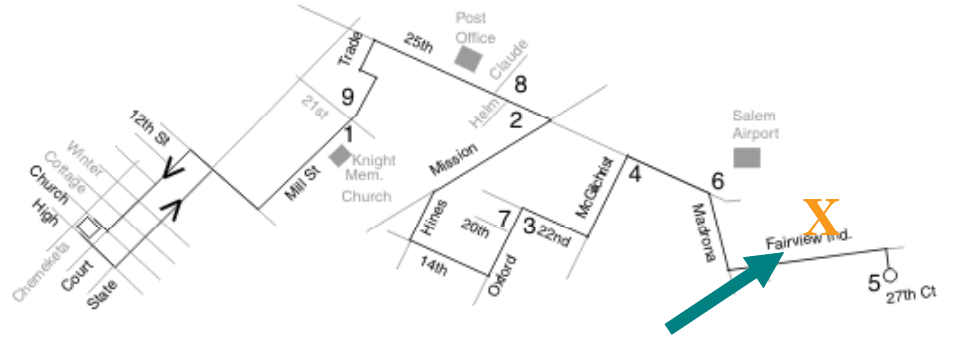
Classification: Collector.

Lacks sidewalks and curbs.



## TRANSIT

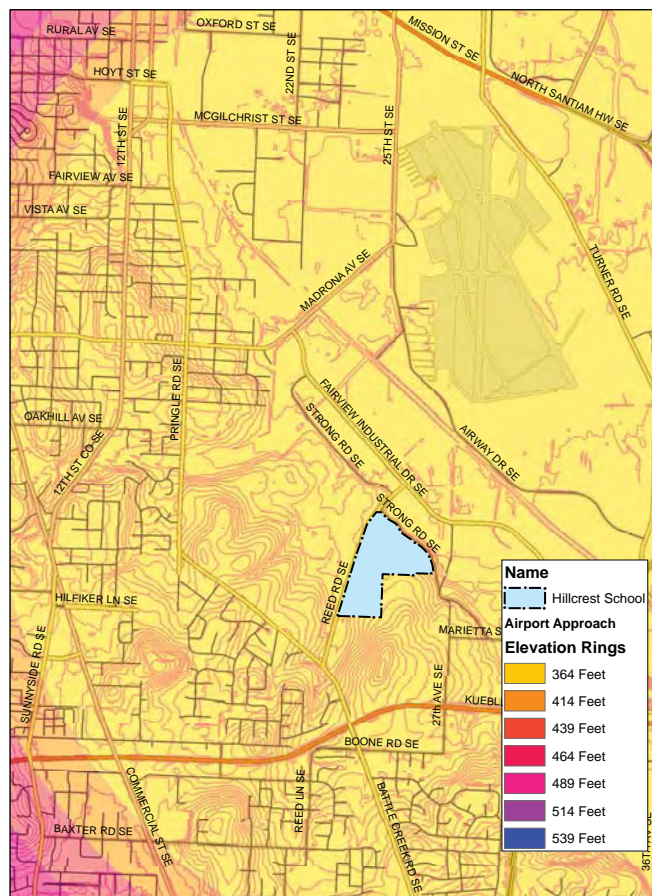
The site has limited services by Salem-Keizer Transit District (Cherriots) along Fairview Industrial Drive (Route 7, State & Fairview). With the development of Sustainable Fairview, transit services may be expanded to better serve the area.



# 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 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). Special permits may be required for construction. Surveying and review with the City of Salem and Federal Aviation Administration is required for projects on this site.

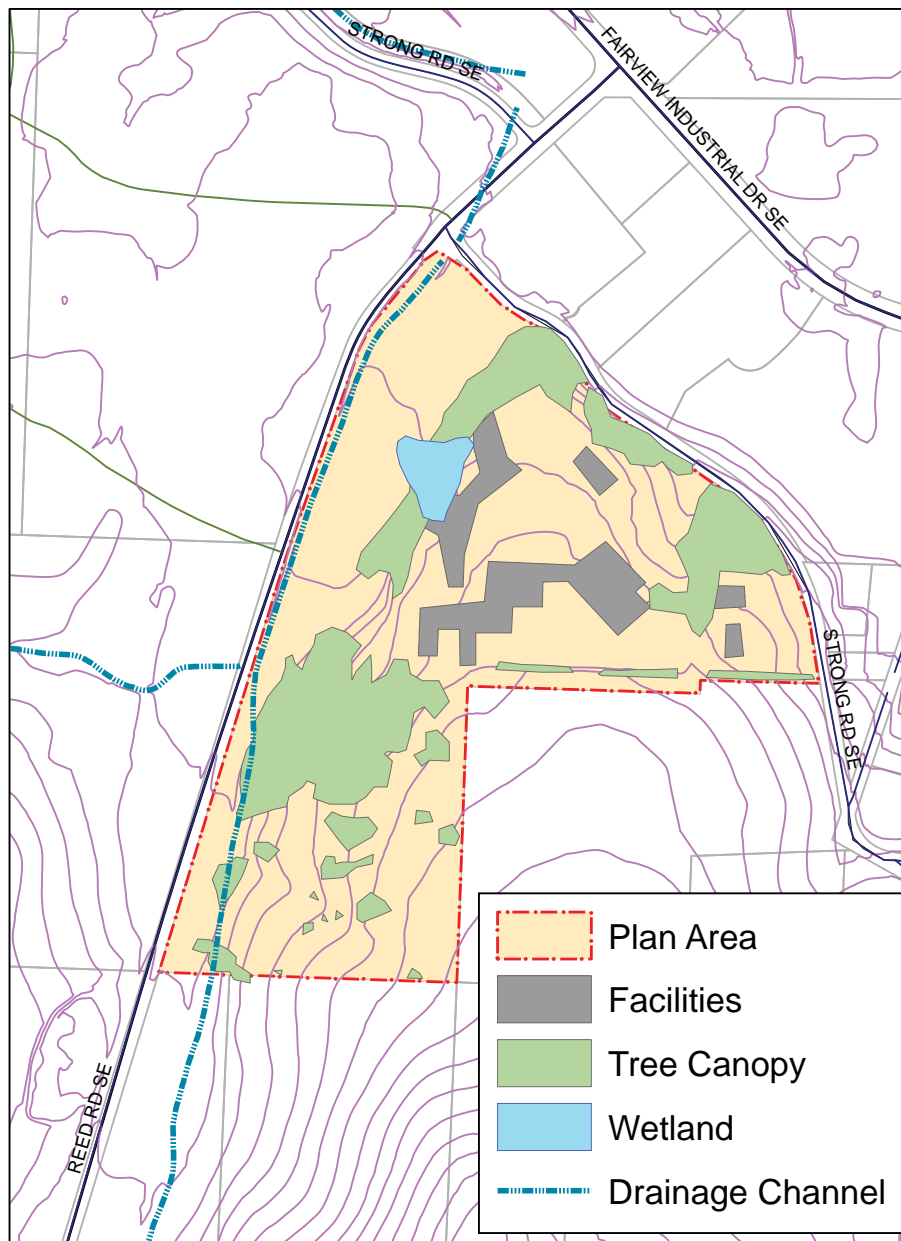


Map 5: McNary Field Approach Cone

# Natural Resources

The property includes a designated wetland area of approximately 0.5 acres, extending down the hillside from developed areas of the site toward Reed Road. A drainage channel crosses the property, paralleling Reed Road.

The developed site is largely surrounded by established tree canopy consisting of fir, cottonwood, and oak.





**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 29).

### **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.





# DESIGN STANDARDS



## Design Standards

The Property is situated adjacent to the Fairview Industrial Park and low- to moderate-density residential and agricultural properties, and is largely bounded by two semi-rural travel corridors (Reed Road, Strong Road). A substantial mixed-use development, Sustainable Fairview, is planned for the opposite side of Reed Road. Hillcrest's prominent hilltop location, bounded by forested slopes, provides a picturesque backdrop to the area. A canopy of native trees on the slopes helps the property blend with surrounding undeveloped areas.

Maintaining Hillcrest's current aesthetic appeal will help reduce the visual impacts of new projects upon the surrounding community, while demonstrating Oregon's commitment to being a good neighbor. Design standards to help achieve these goals are included below. These standards address height, bulk, and area; setbacks; screening; and landscaping.

Many of these standards are not absolutes, but are the ideal minimum against which new projects should be measured. Divergences from the standards may be necessary to meet programmatic, safety, security, or other requirements; creative solutions to accomplish the goals of the standards while meeting programmatic needs are encouraged.

Please note that certain Height, Bulk, and Area requirements (marked with an asterisk) are required by the City of Salem Zoning Ordinance and FAA regulation, and may only be altered through negotiation with the City or the FAA.

## Height, Bulk, and Area:

New projects should respect the scale of the buildings located on adjacent properties, and provide orderly transitions between industrial and rural/residential areas. Site design should respond to the existing campus and respect the scenic character of the site. 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 Primary Approach Surface without written 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 near the site should be respected. The natural setting will benefit from a streetscape which enhances the scenic character of the site, and incorporates setback and architectural design standards to promote such a character.

## Setbacks:

Dedicated landscape setbacks are recommended for new projects.

New projects along Reed and Strong Roads should conform to setbacks similar to those of other structures of more recent vintage along rural Salem roads.

Reed Road:	75 feet from right-of-way
Strong Road:	75 feet from right-of-way

While the above setbacks are voluntary, the PH zone in City of Salem Zoning Code (SRC 160.220 and 160.230) requires these minimums:

\*Property Line at Residential or Agricultural Zone: 40 feet from property line

\*Property Line at Street: 20 feet from property line (or more, for buildings over 35 feet high)

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 (minimum 20-foot setback from right-of-way);

Transit stops (no minimum setback from right-of-way);

Sidewalks, bicycle paths, trails, and similar non-motorized transportation corridors, provided they return to the right-of-way when crossing driveways and at intersections;

Landscaped, naturalistic stormwater management features; and

Landscaping.

Certain features are not consistent with the rural setting, and instead create a “funnel effect” 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, rural-appropriate 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.

Note: Review projects 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.

Barbed, razor, and concertina wire and chain link fencing do not enhance the visual appeal of the site or suit a rural aesthetic. If they're needed within a landscape setback, they should be screened 100% from the public right-of-way. 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.

## 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, 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 is encouraged.

Landscaping Aesthetic Goal 1: Relate landscape to surrounding rural/natural area 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.

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, and within the construction envelope of new projects at a minimum.

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 should be landscaped in accordance with the goals stated in the design standards.



# LAND-USE PLAN

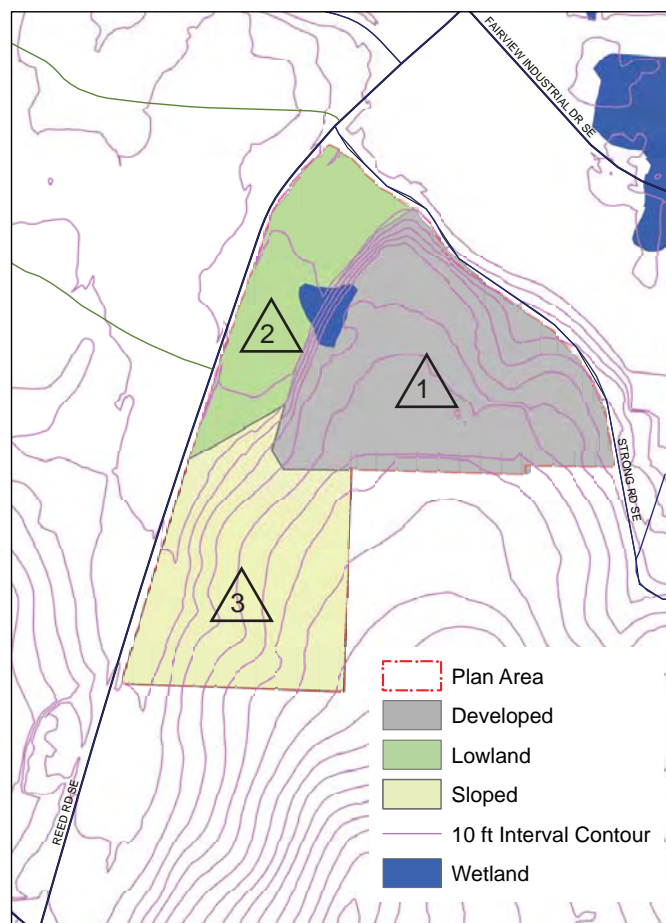


# LAND-USE PLAN

The land-use plan for the 45 acres is divided into existing facilities, required buffer areas, and lands which may be made available for evaluation as surplus.

Existing facilities and their buffer areas are reserved for OYA use at this time. Buffer areas must remain secure for the safety of Oregon Youth Authority staff and the general public, and only screened and approved personnel may enter them.

Lands adjacent to buffer areas which are available for evaluation as surplus must be separated from buffer areas by secure barriers and a 50-foot setback from Hillcrest fence line prior to initiation of new uses on the property.



Existing Facilities and buffer areas, 20 acres. Some wetland present.



Lowlands, 8.5 acres. Flat, adjacent to Reed Road with good access. Some wetland present. Reserved for possible future wetland mitigation projects conducted by OYA or other agencies.



Steeply-sloped wooded lands, 15.5 acres. This property's usefulness is limited by topography, accessibility, and lack of utilities. Reserved for buffer enhancement.



# **APPENDIX A**

## **FACILITIES MAP**