

Memorandum

Date: August 15, 2025

To: Planning Commission

From: Darren Wyss, Principal Planner

Subject: DLCD Climate Friendly and Equitable Communities Implementation

The [Land Conservation and Development Commission \(LCDC\)](#) adopted administrative rules to implement the [Climate Friendly and Equitable Communities \(CFEC\) project](#). The City of West Linn is required to implement the rules. The four primary areas of impact to the City of West Linn include:

1. Reforming parking mandates and amending parking lot design standards
2. Preparing for the electric vehicle future
3. Planning for future transportation options
4. Adopting Metro 2040 Growth Concept town center boundaries

The City completed Items 1 and 2 with the adoption of the [CFEC Parking Amendments in November 2024](#). The City must now complete Item 4 by the end of calendar year 2025. Item 3 will be addressed when the City updates its [transportation system plan](#) in the future. Staff have provided additional information about the Metro Town Center Boundary adoption requirements below.

Adopting Metro 2040 Growth Concept town center boundaries

One of the primary components of the CFEC rules ([OAR 660-012-0012\(4\)\(d\)](#)) is the requirement to create and adopt climate friendly areas with associated zoning and development code requirements. However, the Portland Metropolitan Area is exempt from the requirements since the region has already adopted the [2040 Growth Concept](#) with associated Regional Centers, Town Centers, Corridors, Station Communities, and Main Streets where urban density growth is anticipated to occur. The CFEC rules required Metro to establish requirements for adoption of Centers (see attached Metro memorandum).

The City has two Town Center areas identified on the [2040 Growth Concept Map](#). One in the Bolton neighborhood and the second in the Willamette neighborhood. The City will need to adopt the two Town Center boundaries by end of calendar year 2025. No additional requirements were established by Metro Council (see attached Metro memorandum).

The City is recommending adoption of the Willamette Town Center Boundary as it exists on the 2040 Growth Concept Map. However, the City is recommending two small additions to the Bolton Town Center Boundary to align with the Vision 43 Focus Areas and West Linn Waterfront Vision Plan Historic City Hall District vision. The attached maps show the proposed additions.

If the Planning Commission needs a second work session on this topic, staff can return on September 3, 2025. The tentative schedule for adoption:

October 1, 2025 – Planning Commission Public Hearing

November 3, 2025 – City Council Work Session

December 8, 2025 – City Council Public Hearing

If you have questions about the meeting or materials, please feel free to email or call me at dwyss@westlinnoregon.gov or 503-742-6064.

Attachments





1. Bolton Town Center Boundary
2. Bolton Town Center Boundary Proposed Addition (North)
3. Bolton Town Center Boundary Proposed Addition (South)
4. Willamette Town Center Boundary
5. Metro Memo to Cities and Counties
6. Vision43 Focus Area Maps



Legend

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Points of Interest

-  Fire Station
-  City Hall
-  Police Station
-  Public School

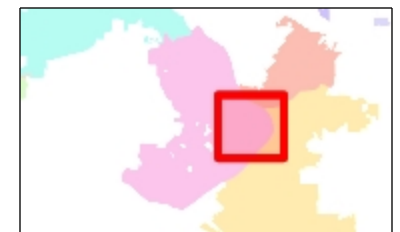
Named Parks and OS

-  Bolton Town Center

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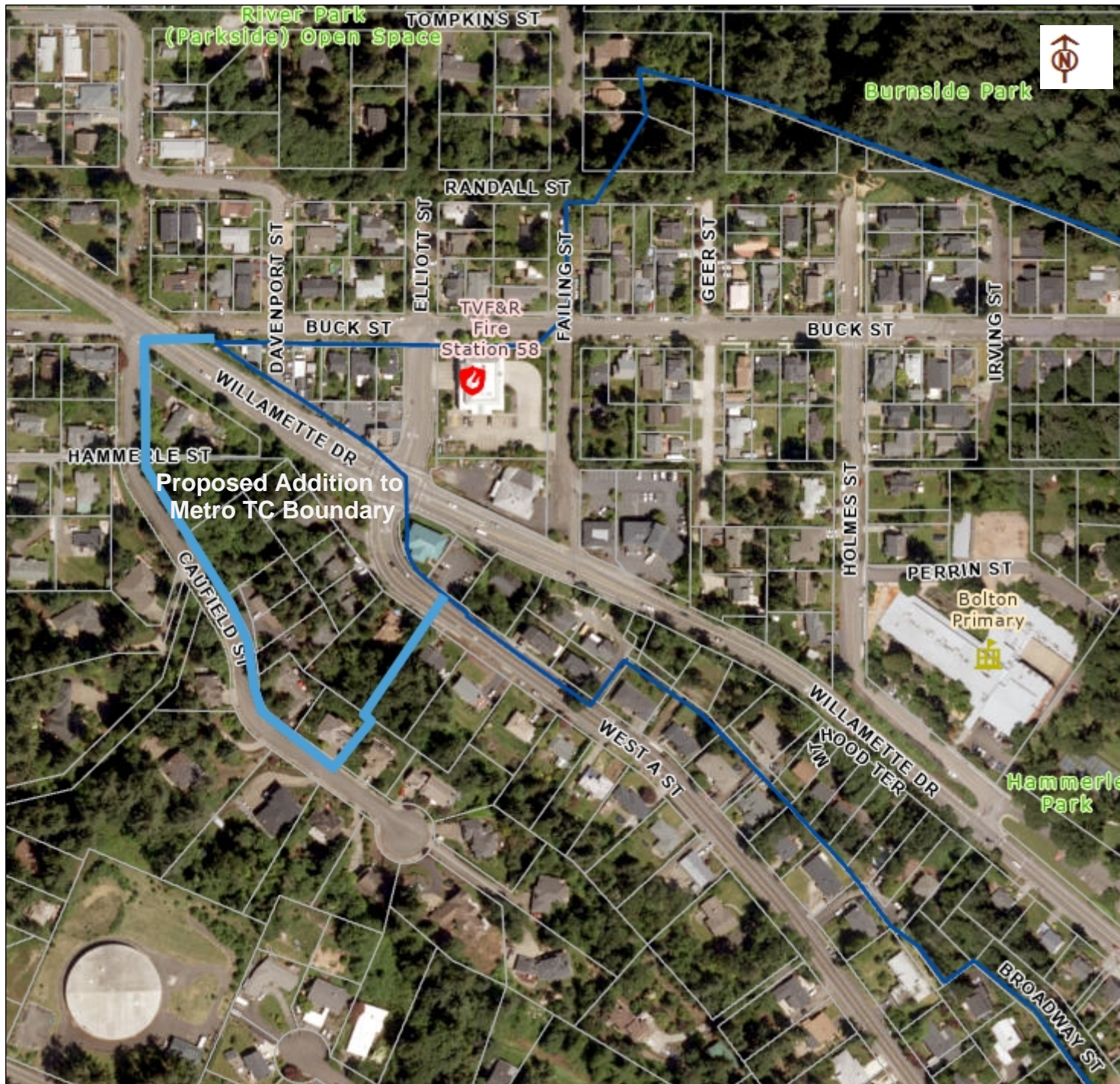


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Notes

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Legend

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Points of Interest

Fire Station

City Hall

Police Station

Public School

Named Parks and OS

Bolton Town Center

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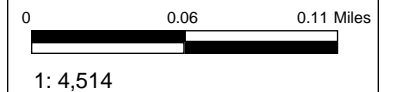
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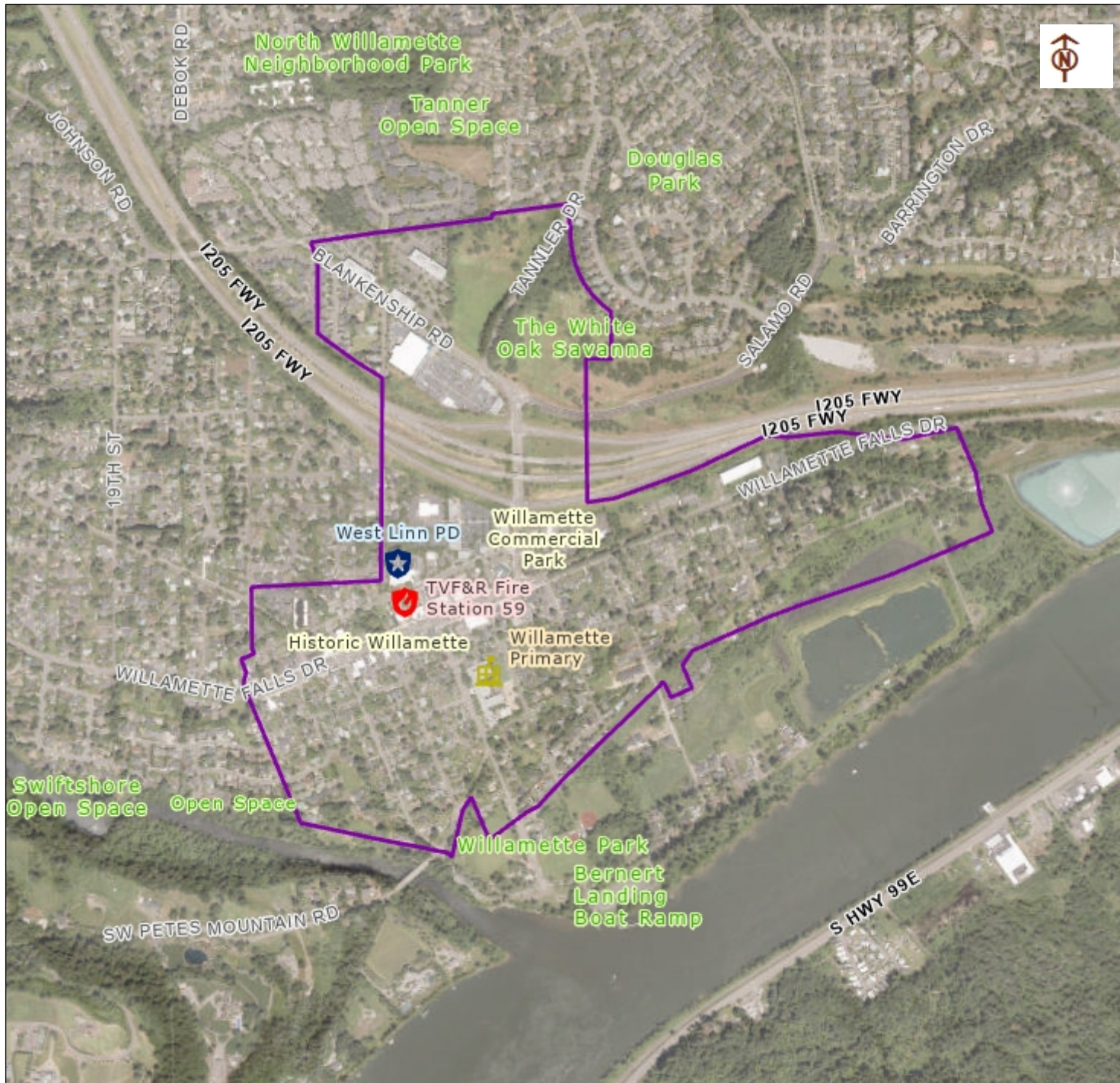
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- Points of Interest
 - Fire Station
 - City Hall
 - Police Station
 - Public School
- Named Parks and OS
 - Bolton Town Center



Notes

This map was automatically generated using Geocortex Essentials.



Legend

- undissolved 10K
- Points of Interest
 - Fire Station
 - City Hall
 - Police Station
 - Public School
- Named Parks and OS
 - Willamette Town Center

0 0.23 0.46 Miles



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Notes

This map was automatically generated using Geocortex Essentials.

Date: February 11, 2025
To: All cities and counties in Metro
From: Glen Hamburg, Senior Regional Planner, on behalf of Metro's Chief Operating Officer
Subject: New requirements for adoption and reporting of 2040 center boundaries

Notice of amendment to the Urban Growth Management Functional Plan (UGMFP)

The Metro Council adopted Ordinance No. 24-1523 on December 19, 2024. In accordance with Oregon Administrative Rules (OAR) 660-012-0012(4)(d), and following the recommendations of the Metro Technical Advisory Committee and the Metro Policy Advisory Committee, the ordinance amends UGMFP Title 6, *Centers, Corridors, Station Communities and Main Streets*, as shown in Exhibit A to the ordinance (attached), to require local adoption of boundaries for the Central City and for regional and town centers depicted on the 2040 Growth Concept Map (also attached). The amendments further require reporting of those adopted boundaries to Metro. The amendments were acknowledged by the Department of Land Conservation and Development (DLCD) January 29, 2025, and are effective March 19, 2025.

Key dates and requirements

When effective, the amendments will require each city and county to do the following:

1. By December 31, 2025, adopt, by local ordinance, boundaries for all 2040 Growth Concept Map centers for which the city/county has adopted urban land use designations in their comprehensive plan, with those boundaries being in the general area of the center as identified on the map; and
2. By February 1, 2026, identify to Metro the locally adopted center boundaries.

FAQs

1. *Will the amendments to UGMFP Title 6 require anything other than adoption and reporting of center boundaries (e.g., changes to zoning within centers)?*

No, the UGMFP amendments will not themselves include new requirements for local jurisdictions to make other planning or regulatory changes within/near those boundaries. Metro nonetheless continues to recommend that centers be higher in density and include a mix of uses in order to promote vibrancy, walkability, and other goals for centers as listed the Regional Framework Plan. UGMFP Subsection 3.07.640(a) identifies a recommended average number of residents and workers per acre for centers.

State requirements, such as those in OAR chapter 660, division 12, may require cities/counties to take certain actions with regard to centers (e.g., during the next major update to the jurisdiction's transportation system plan). Metro advises communicating with DLCD to understand state requirements for planning and land use regulation within or near adopted center boundaries.

Additionally, a jurisdiction voluntarily seeking a "regional investment" in a center (i.e., an investment in a new high-capacity transit line) will still need to comply with the requirements in UGMFP Section 3.07.620. Eligibility to use the higher volume-to-capacity standards in Table 7

of the 1999 Oregon Highway Plan will also continue to require compliance with UGMFP Section 3.07.630.

2. *Is there a required minimum area for each center?*

No. The city/county with planning jurisdiction for each center will determine the exact size of the center's bounded area. However, the center must be in the "general area" of the center as identified on the 2040 Growth Concept Map; this implies that the center should be roughly the size of the center as conceptually depicted on the 2040 Growth Concept Map.

3. *The 2040 Growth Concept Map conceptually depicts some centers as crossing city/county lines. In these cases, are multiple jurisdictions required to adopt boundaries for all or part of the same center?*

No, only one jurisdiction must adopt boundaries for each center identified on the 2040 Growth Concept Map. If one jurisdiction has adopted boundaries for a center, another jurisdiction does not also need to adopt boundaries for the same center, even if the 2040 Growth Concept Map conceptually depicts the center as crossing city/county lines. Metro recommends that local jurisdictions coordinate with their neighboring jurisdictions on adoption of boundaries for centers that are near to city/county lines.

4. *Our jurisdiction has already adopted boundaries for our center(s). Do we need to do anything further?*

Yes. Your jurisdiction will need to identify the adopted boundaries to Metro by February 1, 2026, so that Metro can update its maps to reflect those boundaries. Please provide Metro (glen.hamburg@oregonmetro.gov) with resources such as a Metro-compatible GIS file or a detailed map of tax lots that shows the adopted boundaries. When providing these resources, please also affirm that the boundaries were formally adopted by ordinance of your jurisdiction's governing body.

5. *Once adopted, can center boundaries be changed?*

Yes, so long as the center continues to be in the "general area" of the center as identified on the 2040 Growth Concept Map. By February 1, 2026, cities and counties must identify to Metro the boundaries of each center adopted as of December 31, 2025. After December 31, 2025, cities and counties must notify Metro of any new or revised center boundaries within 31 days of adopting those new or revised center boundaries.

6. *What if our jurisdiction has concerns about meeting the requirements of Ordinance No. 24-1523, needs technical assistance, or has questions?*

Metro's Planning, Development and Research Department is available to help. Please contact Glen Hamburg, Senior Regional Planner at Metro (glen.hamburg@oregonmetro.gov), with any concerns, assistance needs, or questions.

Title 6 of Chapter 3.07 of the Metro Code (Urban Growth Management Functional Plan) is amended as follows, with underlined text representing inserted text and ~~strikethrough~~ representing deleted text:

CHAPTER 3.07 URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Title 6: Centers, Corridors, Station Communities and Main Streets

3.07.610 Purpose

The Regional Framework Plan (RFP) identifies three types of Centers – the Central City, Regional Centers and Town Centers, ~~–~~ Corridors, Main Streets and Station Communities throughout the region on the 2040 Growth Concept Map and recognizes them as the principal centers of urban life in the region. Pursuant to Oregon Administrative Rules (OAR) 660-012-0012(4)(d), Title 6 requires cities and counties to define the boundaries of Centers for which they have adopted urban land use plan designations in their comprehensive plans. To enhance the intended role of the Centers, Corridors, Main Streets and Station Communities in the region, Title 6 also calls for voluntary actions and investments by cities and counties, complemented by regional investments,~~to enhance this role.~~ A “regional investment” is: an investment in a new high-capacity transit line; or a designated a-regional investment in a grant or funding program that is either administered by Metro or subject to Metro’s approval. [Ord. 97-715B, Sec. 1. Ord. 98-721A, Sec. 1. Ord. 02-969B, Sec. 7. Ord. 10-1244B, Sec. 5.]

3.07.615 Adoption of Boundaries for Centers

- (a) By December 31, 2025, each city and county must adopt boundaries for all Centers identified on the 2040 Growth Concept Map for which the city or county has adopted urban land use designations in their comprehensive plan, unless portions of the Center have boundaries already adopted by another city or county with planning jurisdiction for the Center.
- (b) Each city and county must adopt boundaries for any other Center identified on Metro’s 2040 Growth Concept Map when the city or county designates the area of that Center for urban land uses in their comprehensive plan, unless portions of the Center have boundaries already adopted by another city or county with planning jurisdiction for the Center.
- (c) Identified boundaries for Centers that are adopted pursuant to Section 3.07.615 must be located in the general area of the Center as identified on the 2040 Growth Concept Map.

- (d) By February 1, 2026, cities and counties must identify to Metro the boundaries of each Center that they have adopted pursuant to Section 3.07.615 as of December 31, 2025. After December 31, 2025, cities and counties must notify Metro of any new or revised Center boundaries within 31 days of adopting those new or revised Center boundaries.
- (e) Cities and counties must comply with the requirements of this section notwithstanding the generally applicable two-year functional plan compliance deadline in Subsection 3.07.810(b).

3.07.620 Actions and Investments in Centers, Corridors, Station Communities and Main Streets

- (a) In order to be eligible for a regional investment in a Center, Corridor, Station Community or Main Street, or a portion thereof, a city or county ~~shall~~ must take the following actions:
 - (1) Establish a boundary for the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to ~~subsection~~ Subsection 3.07.620(b);
 - (2) Perform an assessment of the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to ~~subsection~~ Subsection 3.07.620(c); and
 - (3) Adopt a plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to ~~sub~~ Subsection 3.07.620(d).
- (b) The boundary of a Center, Corridor, Station Community or Main Street, or portion thereof, ~~shall~~ must:
 - (1) Be consistent with the general location shown in the ~~RFP-2040 Growth Concept Map~~ except, for a proposed new Station Community, be consistent with Metro's land use final order for a light rail transit project;
 - (2) For a Corridor with existing high-capacity transit service, include at least those segments of the Corridor that pass through a Regional Center or Town Center;
 - (3) For a Corridor designated for future high-capacity transit in the RTP, include the area identified during the system expansion planning process in the RTP; and
 - (4) Be adopted and may be revised by the city council or county board following notice of the proposed boundary action to the Oregon Department of Transportation and to Metro in the manner set forth in ~~subsection~~ Subsection 3.07.820(a) ~~of section 3.07.820~~ of this chapter.
- (c) An assessment of a Center, Corridor, Station Community or Main Street, or portion thereof, ~~shall~~ must analyze the following:
 - (1) Physical and market conditions in the area;

- (2) Physical and regulatory barriers to mixed-use, pedestrian-friendly and transit-supportive development in the area;
 - (3) The city or county development code that applies to the area to determine how the code might be revised to encourage mixed-use, pedestrian-friendly and transit-supportive development;
 - (4) Existing and potential incentives to encourage mixed-use pedestrian-friendly and transit-supportive development in the area; and
 - (5) For Corridors and Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area under Title 4 of this chapter, barriers to a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP.
- (d) A plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street ~~shall~~ must consider the assessment completed under ~~subsection~~ Subsection 3.07.620(c) and include at least the following elements:
- (1) Actions to eliminate, overcome or reduce regulatory and other barriers to mixed-use, pedestrian-friendly and transit-supportive development;
 - (2) Revisions to its comprehensive plan and land use regulations, if necessary, to allow:
 - (A) In Regional Centers, Town Centers, Station Communities and Main Streets, the mix and intensity of uses specified in ~~section~~ Section 3.07.640; and
 - (B) In Corridors and those Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area in Title 4 of this chapter, a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP;
 - (3) Public investments and incentives to support mixed-use pedestrian-friendly and transit-supportive development; and
 - (4) A plan to achieve the non-SOV mode share targets, adopted by the city or county pursuant to ~~subsections~~ Subsections 3.08.230(a) and (b) of the RTPF, that includes:
 - (A) The transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTPF;
 - (B) A transportation system or demand management plan consistent with ~~section~~ Section 3.08.160 of the RTPF; and
 - (C) A parking management program for the Center, Corridor, Station Community or Main Street, or portion thereof, consistent with ~~section~~ Section 3.08.410 of the RTPF.
- (e) A city or county that has completed all or some of the requirements of ~~subsections~~ Subsections 3.07.620(b), (c), and (d) may seek recognition of that compliance from Metro by written request to the COO.

- (f) Compliance with the requirements of this section is not a prerequisite to:
 - (1) Investments in Centers, Corridors, Station Communities or Main Streets that are not regional investments; or
 - (2) Investments in areas other than Centers, Corridors, Station Communities and Main Streets. [Ord. 97-715B, Sec. 1. Ord. 98-721A, Sec. 1. Ord. 02-969B, Sec. 7. Ord. 10-1244B, Sec. 5.]

3.07.630 Eligibility Actions for Lower Mobility Standards and Trip Generation Rates

- (a) A city or county is eligible to use the higher volume-to-capacity standards in Table 7 of the 1999 Oregon Highway Plan when considering an amendment to its comprehensive plan or land use regulations in a Center, Corridor, Station Community or Main Street, or portion thereof, if it has taken the following actions:
 - (1) Established a boundary pursuant to ~~subsection (b) of Subsection 3.07.620(b)~~; and
 - (2) Adopted land use regulations to allow the mix and intensity of uses specified in ~~section Section~~ 3.07.640.
- (b) A city or county is eligible for an automatic reduction of 30 percent below the vehicular trip generation rates reported by the Institute of Traffic Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Corridor, Main Street or Station Community, or portion thereof, if it has taken the following actions:
 - (1) Established a boundary pursuant to ~~subsection (b) of Subsection 3.07.620(b)~~;
 - (2) Revised its comprehensive plan and land use regulations, if necessary, to allow the mix and intensity of uses specified in ~~section Section~~ 3.07.640 and to prohibit new auto-dependent uses that rely principally on auto trips, such as gas stations, car washes and auto sales lots; and
 - (3) Adopted a plan to achieve the non-SOV mode share targets adopted by the city or county pursuant to ~~subsections Subsections~~ 3.08.230 (a) and (b) of the RTFP, that includes:
 - (A) Transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;
 - (B) A transportation system or demand management plan consistent with ~~section Section~~ 3.08.160 of the RTFP; and
- ~~(c)~~ ~~(C)~~ A parking management program for the Center, Corridor, Station Community or Main Street, or portion thereof, consistent with section 3.08.410 of the RTFP. [Ord. 97-715B, Sec. 1. Ord. 98-721A, Sec. 1. Ord. 02-969B, Sec. 7. Ord. 10-1244B, Sec. 5.]

3.07.640 Activity Levels for Centers, Corridors, Station Communities and Main Streets

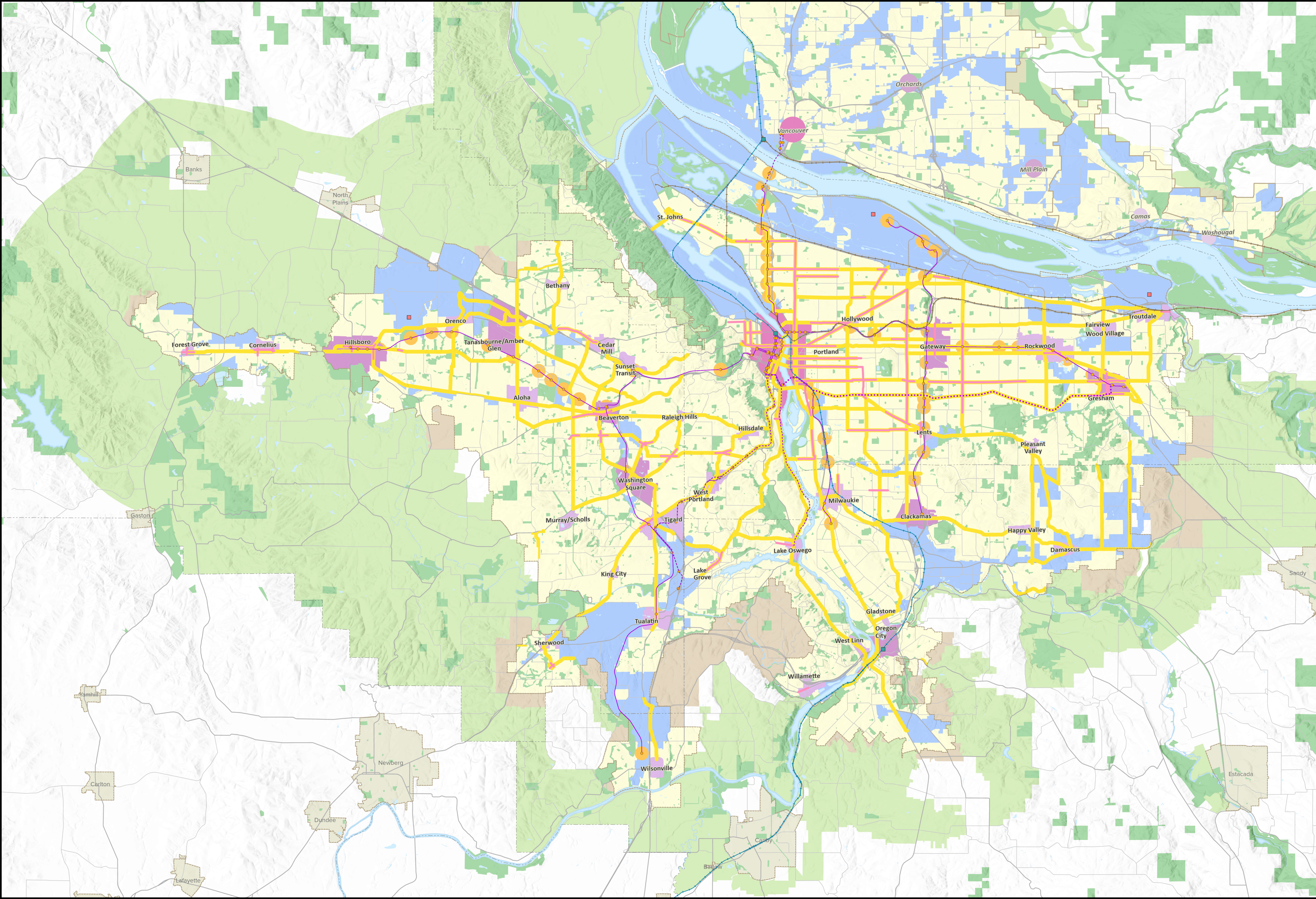
- (a) A-Centers, Corridors, Station Communities and Main Streets need a critical number of residents and workers to be vibrant and successful. The following average number of residents and workers per acre is recommended for each:
 - (1) Central City - 250 persons
 - (2) Regional Centers - 60 persons
 - (3) Station Communities - 45 persons
 - (4) Corridors - 45 persons
 - (5) Town Centers - 40 persons
 - (6) Main Streets - 39 persons
- (b) Centers, Corridors, Station Communities and Main Streets need a mix of uses to be vibrant and walkable. The following mix of uses is recommended for each:
 - (1) The amenities identified in the most current version of the *State of the Centers: Investing in Our Communities*, such as grocery stores and restaurants;
 - (2) Institutional uses, including schools, colleges, universities, hospitals, medical offices and facilities;
 - (3) Civic uses, including government offices open to and serving the general public, libraries, city halls and public spaces.
- (c) Centers, Corridors, Station Communities and Main Streets need a mix of housing types to be vibrant and successful. The following mix of housing types is recommended for each:
 - (1) The types of housing ~~listed in the~~ identified as “needed housing” statute, in ORS 197.303(1)(a)-(e);
 - (2) The types of housing identified in the city’s or county’s housing need analysis ~~done-completed~~ pursuant to ORS 197.296 or statewide Statewide planning Planning Goal 10 (Housing); and
 - (3) Accessory dwellings pursuant to ~~section~~ Section 3.07.120 of this chapter. [Ord. 97-715B, Sec. 1. Ord. 98-721A, Sec. 1. Ord. 02-969B, Sec. 7. Ord. 10-1244B, Sec. 5. Ord. 15-1357.]

3.07.650 Centers, Corridors, Station Communities and Main Streets Map

- (a) The 2040 Growth Concept Map’s depiction of Centers, Corridors, Station Communities and Main Streets Map is incorporated in this title as the “Title 6 Centers, Corridors, Station Communities and Main Streets Map” and is Metro’s ~~official depiction~~ representation of their boundaries. The map shows the boundaries established pursuant to this title.

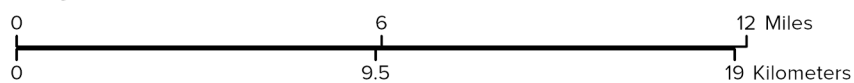
- (b) A city or county may revise the boundary of a Center, Corridor, Station Community or Main Street so long as the boundary is consistent with the general location on the 2040 Growth Concept Map in the RFP and the revision is made consistent with all other requirements of this title. The city or county ~~shall~~ must provide notice of its proposed revision as prescribed in ~~subsection~~ Subsection (b) of section 3.07.620(b).
- (c) The COO ~~shall~~ must revise the Title 6 Centers, Corridors, Station Communities and Main Streets Map, as well as the 2040 Growth Concept Map and any other relevant maps, by order to conform ~~the such~~ maps to establishment or revision of a boundary under this title. [Ord. 02-969B, Sec. 7; Ord. 10-1244B, Sec. 5; Ord. 11-1264B, Sec. 1.]

Title 6 Centers, Corridors, Station Communities and Main Streets Map as of April 1, 2021 [COO Order 12-073. Ord. 14-1336. COO Order 21-001.]



2040 Growth Concept Map

May 2023



Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product.

The Metro 2040 Growth Concept defines the form of regional growth and development for the Portland metropolitan region. The Growth Concept was adopted in December 1995 through the Region 2040 planning and public involvement process. This concept is intended to provide long-term growth management of the region.

The map highlights elements of parallel planning efforts including: the 2018 Regional Transportation Plan that outlines investments in multiple modes of transportation, and a commitment to local policies and investments that will help the region better accommodate growth within its centers, corridors and employment areas.

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|---------------------|-------------------------|---------------------------------------|-------------------------|
| Central city | Employment land | Existing high capacity transit | Neighboring cities |
| Regional center | Parks and natural areas | Planned high capacity transit | Airports |
| Town center | Neighborhood | Proposed high capacity transit tier 1 | Intercity rail terminal |
| Station communities | Rural reserve | Mainline freight | |
| Main streets | Urban reserve | High speed rail (proposed) | |
| Corridors | Urban growth boundaries | County boundaries | |

For more information on these initiatives, visit <http://www.oregonmetro.gov/2040>



Metro TC Boundary Adoption

