

Chapter 10: Land Use Designations and Zoning

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide a clear definition of each land use designation.
- Provide guidance for how to update the Zoning Map and Zoning Code.

Why is this important?

This chapter describes the land use designations and how they relate to zoning. It is important for the relationship between land use designations and zoning to be clear so that as base zones and the Zoning Code are amended over the life of Comprehensive Plan, the goals and policies of the plan are consistently carried out.

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Goal

Goal 10.A: Land use designations and zoning

Effectively and efficiently carry out the goals and policies of the Comprehensive Plan through the land use designations, Zoning Map, and the Zoning Code.

Policies

Land use designations

The Comprehensive Plan Map is one of the Comprehensive Plan's implementation tools. The map includes land use designations, which are used to carry out the Comprehensive Plan. The land use designation that best implements the goals and policies of the Plan is applied to each area of the city. This section contains general descriptions of the land use designations.

Each description includes:

- Type of place or Pattern Area for which the designation is intended.
- General use and intensity expected within the area. In some cases, alternative development or infill options may allow additional residential units beyond the general density described below.
- Level of public services provided or planned.
- Level of constraint.

Policy 10.1 Land use designations. Apply a land use designation to all land and water within the City's Urban Services Boundary. Apply the designation that best advances the Comprehensive Plan goals and policies. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps.

Open Space

1. Open Space

This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly-owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands, golf courses, cemeteries, open space buffers along freeway margins, railroads or abutting industrial areas, and large water bodies. The corresponding zone is OS.

Single-Dwelling Residential

2. Farm and Forest

This designation is intended for agricultural and forested areas far from centers and corridors, where urban public services are extremely limited or absent, and future investment to establish an urban level of public services is not planned. Areas within this designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. The designation can be used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal. It also may be used in locations that may become more urban in the future, but where plans are not yet in place to ensure orderly development. Agriculture, forestry, and very low-density single-dwelling residential will be the primary uses. The maximum density is generally 1 lot per 2 acres. The corresponding zone is RF.

3. Residential— 20,000

This designation is intended for areas that are generally far from centers and corridors where urban public services are extremely limited or absent, and future investments in urban public services will be limited. Areas within the designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. Very low-density single-dwelling residential and agriculture will be the primary uses. The maximum density is generally 2.2 lots per acre. The corresponding zone is R20.

4. Residential— 10,000

This designation is intended for areas far from centers and corridors where urban public services are available or planned but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation generally have development constraints, but the constraints can be managed through appropriate design during the subdivision process. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 lots per acre. The corresponding zone is R10.

5. Residential— 7,000

This designation is intended for areas that are not adjacent to centers and corridors, where urban public services are available or planned, but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation may have minor development constraints, but the constraints can be managed through appropriate design during the subdivision process. This designation may also be applied in areas where urban public services are available or planned, but the development pattern is already predominantly built-out at 5 to 6 units per acre. Single-dwelling residential will be the primary use, but other housing types are allowed. The maximum density is generally 6.2 lots per acre. The corresponding zone is R7.

6. Residential — 5,000

This designation is Portland’s most common pattern of single-dwelling development, particularly in the city’s inner neighborhoods. It is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally have few or very minor development constraints. Single-dwelling residential will be the primary use, but other housing types are allowed. The maximum density is generally 8.7 lots per acre. The corresponding zone is R5.

7. Residential— 2,500

This designation allows a mix of housing types that are single-dwelling in character. This designation is intended for areas near, in, and along centers and corridors, near transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. This designation often serves as a transition between mixed use or multi-dwelling designations and lower density single dwelling designations. The maximum density is generally 17.4 lots per acre. The corresponding zone is R2.5.

Multi-Dwelling Residential**8. Multi-Dwelling — Neighborhood**

This designation allows low-rise multi-dwelling development mixed with single-dwelling housing types, at a scale that is compatible with, but somewhat larger than, single-dwelling residential. This designation is intended for areas near, in, and along centers, neighborhood corridors, and transit stations, in locations where transit-supportive densities at a low-rise residential scale is desired. Areas within this designation generally do not have development constraints, and are in locations where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Maximum density is based on a floor area ratio, not on a units-per-square-foot basis. Minimum density is 17 units per acre. The corresponding zone is RM1.

9. Multi-Dwelling — Corridor

This designation allows medium-scale multi-dwelling development. The scale of development is intended to accommodate transit-supportive densities while providing transitions to nearby single-dwelling residential. The designation is intended for areas near, in, and along centers, civic and neighborhood corridors, and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. Maximum density is based on a floor area ratio, not on a units-per-square-foot basis. Minimum density is 30 units per acre. The corresponding zone is RM2.

10. Multi-Dwelling — Urban Center

This designation is intended for the Central City, Gateway Regional Center, Town Centers, and transit station areas where a residential focus is desired and urban

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public services including access to high-capacity transit, very frequent bus service, or streetcar service are available or planned. This designation is intended to allow high-density multi-dwelling structures at an urban scale. Maximum density is based on a floor-area-ratio, not on a unit-per-square-foot basis. Minimum density is 43 units an acre. The corresponding zones are RM3 and RM4. This designation is accompanied by the Design overlay zone.

11. Central Residential

This designation allows the highest density and most intensely developed multi-dwelling structures. Limited commercial uses are also allowed as part of new development. The designation is intended for the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units-per-square-foot basis. Minimum density is 87 units per acre. Densities allowed exceed 100 units per acre. The corresponding zone is RX. This designation is accompanied by the Design overlay zone.

12. Manufactured Dwelling Park

This designation allows multi-dwelling residential development in manufactured dwelling parks. Allowed housing is manufactured dwellings that are assembled off-site. The designation is intended to reflect the unique features of manufactured dwelling parks in terms of a self-contained development with smaller dwellings on individual spaces with an internal vehicle circulation system, pedestrian pathways, and open area often resulting in lower building coverage than other multi-dwelling designations. The maximum density is generally 29 spaces per acre, one space per 1,500 square feet of site area. The corresponding zone is RMP.

Mixed Use and Commercial

13. Mixed Use — Dispersed

This designation allows mixed use, multi-dwelling, or commercial development that is small in scale, has little impact, and provides services for the nearby residential areas. Development will be similar in scale to nearby residential development to promote compatibility with the surrounding area. This designation is intended for areas where urban public services are available or planned. Areas within this designation are generally small nodes rather than large areas or corridors. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Employment (CE), and Commercial Residential (CR).

14. Mixed Use — Neighborhood

This designation promotes mixed-use development in neighborhood centers and along neighborhood corridors to preserve or cultivate locally serving commercial areas with a storefront character. This designation is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned, and development constraints do not exist. Areas within this designation are generally pedestrian-oriented and are

predominantly built at low- to mid-rise scale, often with buildings close to and oriented towards the sidewalk. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), and Commercial Employment (CE).

15. Mixed Use — Civic Corridor

This designation allows for transit-supportive densities of commercial, residential, and employment uses, including a full range of housing, retail, and service businesses with a local or regional market. This designation is intended for areas along major corridors where urban public services are available or planned including access to high-capacity transit, frequent bus service, or streetcar service. The Civic Corridor designation is applied along some of the City’s busiest, widest, and most prominent streets. As the city grows, these corridors also need to become places that can succeed as attractive locations for more intense, mixed-use development. They need to become places that are attractive and safe for pedestrians while continuing to play a major role in the City’s transportation system. Civic Corridors, as redevelopment occurs, are also expected to achieve a high level of environmental performance and design. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), and Commercial Employment (CE). Within this designation, the CM3 zone is accompanied by the Design overlay zone.

16. Mixed Use — Urban Center

This designation is intended for areas that are close to the Central City and within Town Centers where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. The designation allows a broad range of commercial and employment uses, public services, and a wide range of housing options. Areas within this designation are generally mixed-use and very urban in character. Development will be pedestrian-oriented with a strong emphasis on design and street level activity, and will range from low- to mid-rise in scale. The range of zones and development scale associated with this designation are intended to allow for more intense development in core areas of centers and corridors and near transit stations, while providing transitions to adjacent residential areas. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), and Commercial Employment (CE). This designation is accompanied by the Design overlay zone.

17. Central Commercial

This designation is intended to provide for commercial development within Portland’s Central City and Gateway Regional Center. A broad range of uses is allowed to reflect Portland’s role as a commercial, cultural, and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together along a pedestrian-oriented, safe, and attractive streetscape. The corresponding zone is Central Commercial (CX). This designation is accompanied by the Design overlay zone.

Employment

18. Central Employment

The designation allows for a full range of commercial, light-industrial, and residential uses. This designation is intended to provide for mixed-use areas within the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit or streetcar service. The intensity of development will be higher than in other mixed-use land designations. The corresponding zone is Central Employment (EX). This designation is accompanied by the Design overlay zone.

19. Mixed Employment

This designation encourages a wide variety of office, creative services, manufacturing, distribution, traded sector, and other light-industrial employment opportunities, typically in a low-rise, flex-space development pattern. Most employment uses are allowed but limited in impact by the small lot size and adjacency to residential neighborhoods. Retail uses are allowed but are limited in intensity so as to maintain adequate employment development opportunities. Residential uses are not allowed to reserve land for employment uses, to prevent conflicts with the other uses, and to limit the proximity of residents to truck traffic and other impacts. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).

20. Institutional Campus

This designation is intended for large institutional campuses that are centers of employment and serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. This designation is intended for areas where urban public services are available or planned. This designation includes medical centers, colleges, schools, and universities. A variety of other uses are allowed that support the mission of the campus, such as residences for students, staff, or faculty. Neighborhood-serving commercial uses and other services are also encouraged. The designation is intended to foster the growth of the institution while enhancing the livability of surrounding residential neighborhoods and the viability of nearby business areas. Corresponding zones are Campus Institution 1 (CI1), Campus Institution 2 (CI2), and Institutional Residential (IR).

Industrial

21. Industrial Sanctuary

This designation is intended to reserve areas that are attractive for manufacturing and distribution operations and encourage the growth of industrial activities in the parts of the city where important freight and distribution infrastructure exists, including navigable rivers, airports, railways, and pipelines. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are significantly restricted to facilitate freight mobility, retain market feasibility for industrial development,

prevent land use conflicts, reduce human exposure to freight traffic and potential air quality, noise, and pedestrian safety impacts, and to preserve land for sustained industrial use. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

The Zoning Map and Zoning Code

The Zoning Map and the Zoning Code are important tools that carry out the goals and policies of the Comprehensive Plan. This section describes the relationship between the land use designations and the base zones, and how base zones and the zoning maps can be amended. The policies are intended to provide a framework and clarity around zoning map and zoning code amendments. The Zoning Code contains the use and development regulations associated with each base zone.

Policies 1.10 through 1.19 may also apply to Zoning Map amendments.

Policy 10.2 Relationship of land use designations to base zones. Apply a base zone to all land and water within the City’s urban services boundary. The base zone applied must either be a zone that corresponds to the land use designation or be a zone that does not correspond but is allowed according to Figure 10-1 — Corresponding and Less-Intense Zones for Each Plan Map Designation. In some situations, there are long-term or short-term obstacles to achieving the level of development intended by the land use designation (e.g., an infrastructure improvement to serve the higher level of development is planned but not yet funded). In these situations, a less intense zone (listed in Figure 10-1) may be applied. When a land use designation is amended, the zone may also have to be changed to a corresponding zone or a zone that does not correspond but is allowed.

Policy 10.3 Amending the Zoning Map.

10.3.a. Amending a base zone may be done legislatively or quasi-judicially.

10.3.b. When amending a base zone quasi-judicially, the amendment must be to a corresponding zone (*see Figure 10-1 — Corresponding and Allowed Zones for Each Land Use Designation*). When a designation has more than one corresponding zone, the most appropriate zone, based on the purpose of the zone and the zoning and general land uses of surrounding lands, will be applied.

10.3.c. When amending a base zone legislatively, the amendment may be to a corresponding zone or to a zone that does not correspond but is allowed (*see Figure 10-1 — Corresponding and Allowed Zones for each Land Use Designation for zones that are allowed*). A legislative Zoning Map amendment may not be to a zone that is not allowed.

10.3.d. An amendment to a base zone consistent with the land use designation must be approved when it is found that current public services are capable of supporting the uses allowed by the zone, or that public services can be made

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capable by the time the development is complete. The adequacy of services is based on the proposed use and development. If a specific use and development proposal is not submitted, services must be able to support the range of uses and development allowed by the zone. For the purposes of this requirement, services include water supply, sanitary sewage disposal, stormwater management, transportation, school district capacity (where a school facility plan exists), and police and fire protection.

10.3.e. An amendment to apply or remove an overlay zone or plan district may be done legislatively or quasi-judicially, and must be based on a study or plan document that identifies a specific characteristic, situation, or problem that is not adequately addressed by the base zone or other regulations.

Policy 10.4 Amending the Zoning Code. Amendments to the zoning regulations must be done legislatively and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:

10.4.a. Promote good planning:

1. Effectively and efficiently implement the Comprehensive Plan.
2. Address existing and potential land use problems.
3. Balance the benefits of regulations against the costs of implementation and compliance.
4. Maintain Portland's competitiveness with other jurisdictions as a location in which to live, invest, and do business.

10.4.b. Ensure good administration of land use regulations:

1. Keep regulations as simple as possible.
2. Use clear and objective standards wherever possible.
3. Maintain consistent procedures and limit their number.
4. Establish specific approval criteria for land use reviews.
5. Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
6. Emphasize administrative procedures for land use reviews while ensuring appropriate community engagement in discretionary decisions.
7. Avoid overlapping reviews.

10.4.c. Strive to improve the code document:

1. Use clear language.
2. Maintain a clear and logical organization.
3. Use a format and layout that enables use of the document by lay people as well as professionals.
4. Use tables and drawings to clarify and shorten the document.
5. Identify and act on regulatory improvement suggestions.

Figure 10-1. Corresponding and Allowed Zones for Each Land Use Designation

LU Designation	Corresponding Zone(s)	Non-corresponding zone(s) that are allowed
Open Space	OS	none
Farm and Forest	RF	OS
Residential 20,000	R20	RF, OS
Residential 10,000	R10	R20, RF, OS
Residential 7,000	R7	R10, R20, RF, OS
Residential 5,000	R5	R7, R10, R20, RF, OS
Residential 2,500	R2.5	R5, R7, R10, R20, RF, OS
Multi-Dwelling - Neighborhood	RM1	R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling - Corridor	RM2	RM1, R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling – Urban Center	RM3, RM4	RM1, RM2, R2.5, R5, R7, R10, R20, RF, OS
Central Residential	RX	RM1, RM2, RM3, RM4
Manufactured Dwelling Park	RMP	none
Mixed-Use — Dispersed	CM1, CR	CE, RM1, RM2, R2.5, R5, R7, OS
Mixed-Use — Neighborhood	CM1, CM2, CE	RM1, RM2, R2.5, R5, OS
Mixed-Use — Civic Corridor	CM1, CM2, CM3, CE	RM1, RM2, R2.5, R5, OS
Mixed-Use — Urban Center	CM1, CM2, CM3, CE	IG1, EG1, CE, RM1, RM2, RM3, RM4, R2.5, OS
Central Commercial	CX	IH, IG1, IG2, EG1, EG2, EX, CM1, CM2, CM3, CE, RX, RM1, RM2, RM3, RM4
Mixed Employment	EG1, EG2	IH, IG1, IG2, RF
Central Employment	EX	none
Institutional Campus	CI1, CI2, IR	EG2, EX, CX, CM1, CM2, CM3, CE, RM1, RM2, R2.5, R5, R7, R10, R20, RF, OS
Industrial Sanctuary	IH, IG1, IG2	RF (R20, R10, R7, R5, OS) ¹

¹ R20, R10, R7 R5 and OS are allowed zones in the Industrial Sanctuary only where the zoning pre-dates the adoption of the 2035 Comprehensive Plan.

