One Park.

Washington Park
Strategic Operations Plan
Phase 1
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JUNE 2021
Washington Park holds more than 150 years of stories. This is one. It’s our story of how we came together through a pandemic, uncertainty, loss, and a national reckoning of social injustices to make the bold statement that we are One Park. A place to recreate. Literally, re-create. Re-create connections with ourselves, with each other, with our visitors, and with nature. The boldness of this vision stands on the stories of the past 150 years and is the foundation for the stories of our future. One Park. A community of destinations.
Since its founding in 1871 as one of Portland’s first public parks, Washington Park has grown to include several of the region’s most beloved and unique gardens, memorials and cultural institutions including the International Rose Test Garden, the Portland Japanese Garden, Hoyt Arboretum, the World Forestry Center and the Oregon Zoo.

Project Overview

From the first roads built to access the Park in the 1870s, to the 1903 Olmsted Plan and the 2017 Washington Park Master Plan, Portland has consistently aspired to improve access and visitor experiences in the Park. This project continues that tradition.

Coming out of the 2017 Washington Park Master Plan, the Explore Washington Park Board initiated the Washington Park Strategic Operations Plan (WPSOP). Phase one was an internal process to build alignment and define the Park’s purpose, values and role as a signature park serving the Portland region, in order to then identify top level planning projects.

One Park is the project mantra and internal transition from operating as neighboring institutions to building a world-class park with many destinations within it. This is a shift in mindset as well as internal processes and operations. Phase 1 defines the core elements for this One Park Vision: the Park’s purpose, principles and project priorities.

Project Goal

To establish a unified identity and vision for Washington Park

Project Objectives

01 Integrate insights and perspective from visitors, locals, experts and stakeholders

02 Develop inspiring shared language and visuals for Washington Park’s purpose and actionable principles to guide stakeholders in project priorities and decision making criteria

03 Identify Washington Park priorities and develop the project focus areas for WPSOP Phase 2

04 Engage the EWP Board and key stakeholders as co-creators to ensure, authenticity, ownership and urgency in the work

Looking In

- Internal Surveys/Follow-ups
- Visit Data
- City + Park History
- Field Observations
- Visitor Interviews

Looking Out

- Expert Interviews
- Inspiration – Parks
- Inspiration – Analagous

Washington Park Visitor Experience

Purpose + Principles

Transportation and Access Plan

Wayfinding Plan

Visitor Services

Marketing Plan

Financial Diversification

Visitor Services

Wayfinding Plan

Marketing Plan

Financial Diversification
IDENTITY

Purpose and Principles

The purpose statement articulates why this Park exists and is shared among the institutions and partners within it. The principles are meant to inspire behavior, guide decisions, shape goals, and offer a clear sense of direction and meaning for the overall Park.

WASHINGTON PARK’S PURPOSE

To connect people with the culture, diversity and wonder of nature.
We are caretakers of the natural world.

From transit to daily operations, every action we take impacts the Park, community, and region. As such, we make decisions that minimize harm and nurture a healthy Park and planet.

In everything we do we ask: How can we improve the health of our Park and planet?

We eliminate barriers that exclude.

We empower diverse perspectives and proactively break down barriers to make the Park equitable and inclusive. It’s our responsibility to make the Park a place where everyone feels they belong.

In everything we do we ask: How can we make visitors feel welcome and safe?
We are stewards of exploration.

We support visitors with tools, resources and services to access and explore the Park with ease and confidence.

In everything we do we ask:
How can we make it easier to explore the Park?

We embody the nature of Portland.

A Portland experience isn’t complete without a visit to Washington Park. As Portland’s signature park, we are an integral part of Portland’s identity, community, culture, and commitment to accessible nature.

In everything we do we ask:
How can we celebrate and contribute to Portland’s unique identity?
We are One Park: a community of destinations.

Unique in expression, united in mission, we are stronger together.

In everything we do we ask:
How can we reinforce the strength of a community of destinations?
**STRATEGY**

**Insights and Opportunities**

The visitor experience brought the internal stakeholders together to identify barriers, insights and opportunities to improve the Park experience and expand reach and impact. The focus areas address the complete journey including awareness, interest, access and Park experience. It also acknowledges that the strength of the overall Park lies in the strength of the overall organization and its ability to adapt and grow.

The current organizational structure doesn’t support the future goals and growth of the overall Park.

**Internal Organization**

Adapt internal systems to serve future growth and funding.
Identity

Build a system to support a clear mental model of the Park

New Park Name

Request for PP&R to lead a discussion about a Park renaming process and what it entails in terms of:
- Timing
- Public Engagement
- Decision Making
- EWP Board’s role

Brand-identity System

Build a graphic identity and naming system to support One Park mental model and celebrate the community of destinations
- Park logomark
- Naming and visual lock-up with the Park and Institutions
- Park Voice
- Brand application (website, social media, merchandise, etc.)

Recommended that this work moves forward with the Wayfinding Plan, regardless of name change decision.

Marketing and Communications

Increase awareness, visits and stewardship of One Park

Park-wide Marketing Plan

Streamline a Park-wide marketing plan and calendar
Develop Park-wide and cross-institutional offerings to increase first-time visits
Develop a Park-wide membership plan

Park-wide DEI Plan

Develop a plan to build relationships and partnerships to include and empower the BIPOC community
DEI plan to include local Indigenous group(s) to share Indigenous history and heritage of the land within the Park and the region

Internal Organization

Adapt internal systems to serve future growth and funding

Funding Model Study

Identify a sustainable funding model to meet current and future needs of the Park. Specifically address funding diversification and plans for:
- Capital improvement projects in the Master Plan (led by PP&R)
- Enhanced visitor services and infrastructure
- On-site and off-site parking solutions

The funding model study should also identify a clear process for fund allocation proposals and decisions

Transportation and Access Plan

Study of affordable parking options and viability to inform Park projections on (1) parking (2) mode-split and (3) attendance
Establish parking projections for the next 5-10 years including mode-split and attendance goals
Prioritize the Master Plan phasing strategy project list (transportation projects with asterisks on pages 75 and 77 of Master Plan)

Wayfinding Plan

- Wayfinding Audit
- Visitor Flow Analysis (pedestrian, bicycle, auto, transit)
- Visual Brand System and Communication Hierarchy (Park, Institutions, entrances, zones)
- Strategy and Proposed Toolkit (maps, sign types, digital tools, entrances and gateways)
- Preliminary Design and Prototype Testing
- Final Design and Implementation Plan

Visitor Services

Provide tools and services for Park-wide visitor experiences

Park Visitor Center

Test a kiosk at Stearns Canyon entrance as a continuation of the EWP visitor service program with a focus on providing:
- An overview of the Park
- Park expertise
- Information on unique experiences and amenities

Consider:
- Transition plan to permanent visitor center(s)
- Semi-permanent, year-round visitor center as interim step

Enhanced Maintenance and Amenity Plan

Develop quality standards for the Park along with a maintenance plan to ensure ongoing progress and upkeep.
Consider:
- Year-round restrooms
- Affordable food options
- Accessible trails and services
- Ivy control goals
- Enhanced water and rest areas
- Park-wide wifi

Internal Organization and Culture

Clearly define roles, responsibilities and project priorities for PP&R, EWP and the EWP Board (recommended on an annual basis)
Commit to diverse representation of the communities the Park serves on the EWP Board
Invest in educating, inspiring and connecting employees, staff and volunteers throughout the Park

PROJECT PRIORITIES

Operations Plan

Working from the Park insights and focus areas, the Advisory Team developed project priorities to establish a strong foundation and capacity to achieve the Master Plan. These projects and high level scopes of work are the Washington Park Strategic Operations Plan for the next five to ten years.
Project Process

PART 2

Research Methods and Workshops

In order to establish why the Park exists, how it should behave to live its values, and what projects are the most important to tackle first—we needed to listen and learn. We dug into the history of the Park to learn from past context that shapes where we are today. We spoke with the internal partners, read strategic institutional plans, and analyzed tourist and visitor data. We heard from recent and long time locals, some who never had heard of the Park, and others passionate about making it more inclusive.

The entire Explore Washington Park Board rolled up their sleeves and dove into this research—contributing their perspectives and expertise to ultimately find alignment and direction forward. This section documents the research and workshops that served as the foundation for the Park’s purpose, principles and Strategic Operations Plan.
Since time immemorial

Native Land
This land was Native hunting and gathering ground since time immemorial. Despite the strong Native heritage in this region, there are no Native partnerships and little representation in the Park today.

The Park’s history sheds light on its origins and the forces that have shaped it over time. Understanding historical context (shown in gray) can help in addressing some of the issues the Park faces today.

Since time immemorial

Native peoples including the Multnomah used this area for hunting and gathering, living in winter villages and summer camps. The primary Native groups included the Chinook, peoples speaking dialects of the Chinookan language, which included the Kathlamet, Wasco and Wishram, Clatsop, Multnomah and Clackamas nations. Several nearby villages were located on Wapato Island (Sauvie Island) and in the late 1700’s it is estimated that several thousand people lived there.

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SOURCES
1903 Olmsted Report
1980 Master Plan
2018 Master Plan Update
Native Maps including Land Office and Sanborn
The Oregonian
Open Space and Park Development 1851-1965, Portland Parks & Recreation
Portland’s Washington Park A Pictorial History, Donald R. Nelson
The Legacy of Olmsted Brothers in Portland, Oregon, William J. Hawkins, III
Handbook of North American Indians, Volume 7, Smithsonian Institution
Portland in Three Centuries, Carl Abbott
ExploreWashingtonPark.org
HoytArboretum.org
OregonEncyclopedia.org
Portland City Archives and Records Center
The Park takes shape

The city purchased land for a park and hired Charles M. Myers to transform the land, or wilderness, into an accessible city park for people to enjoy. The topography made physical access a challenge for visitors from the very beginning.
1903–4
A Park vision is created: The Olmsted Plan
The City hired the Olmsted Brothers to design the Lewis and Clark Exposition and to design an overall park system for Portland, including recommendations for City Park: change the name, move the entrance, separate roads and pedestrian paths, and replace formal gardens with native species.

1904
Second entrance Stairs were completed at the Park Place entrance to City Park, encouraged by the Olmsted Plan.

1904
Coming of the White Man statue
A bronze statue of two Native Americans, one depicting Chief Multnomah, sculpted by Herman Atkins MacNeil.

1905–6
Sacajawea and Jean-Baptiste statue
This statue, by Alice Cooper, was unveiled at the Lewis and Clark centennial. Suffragist Susan B. Anthony delivered an address at the dedication. The statue was moved to Washington Park in 1906.

1910
Hillside Farm (now the site of Hoyt Arboretum) closes due to scandals involving lax and corrupt supervision and intolerable conditions for people with infectious diseases and mental illness, and later moved to Troutdale.

1912
City Park renamed Washington Park
Park name changes to Washington Park based on the entrance at Washington Street, which is now Burnside.

1912
Multnomah County deeds Hillside Farm (160 acres) to the City of Portland

1922
Multnomah County deeds Hillside Farm (160 acres) to the City of Portland
1920s
The West Hills Golf Course was built on 60 acres of the former Hillside Farm and was Portland’s third public golf course.

1924
The International Rose Test Garden opens in June
1925
The Zoo moves to a formal location

1928
The idea for Hoyt Arboretum is approved
C.P. Keyser, the Superintendent of Parks convinced several people in lumber and forestry and County Commissioner Ralph Warren Hoyt to start an arboretum in Portland, influenced by Frederick Law Olmsted and Arnold Arboretum, called Hoyt Arboretum.

1930–40s
1930s
Great Depression
1948
Forest Park is established
One Park Project Process

Washington Park Strategic Operations Plan

Part 2

Project Process

**Major Expansion**

**The South End Develops**

The experience of the Park dramatically changed with OMSI and the Zoo opening in the south end. The mental model of the overall Park along with access throughout was, and remains, a challenge.

- **1950s** Mayor Terry Schrunk and members of the Portland community conceived the idea to build a Japanese garden on the site of the old zoo in Washington Park, forging a healing connection to Japan on the heels of World War II.

- **1954** Congress terminated federal aid granted by treaties with 109 tribes, dissolving the Klamath, Grand Ronde and Siletz reservations and sanctioning the selling of their tribal lands.

- **1957** Celilo Falls on the Columbia River east of The Dalles was destroyed with the construction of The Dalles Dam. The falls and a way of life for Indian tribes who had fished there for millennia disappeared.

- **1959** Oregon finally ratified the 15th Amendment to the U.S. Constitution which provided that no government may prevent a citizen from voting based on that citizen’s “race, color, or previous condition of servitude” (slavery).

- **1967** The Portland Japanese Garden formally opened to the public for the summer on the former Zoo site.

- **1968–59** The South end grows: OMSI moves in and the Zoo moves to a new location (its current site).

- **1960s** Soccer Field & Archery Range is built.

- **1961** The site for the Portland Japanese Garden was dedicated and design began by Professor Takuma Tono.

- **1962** NAACP charged Portland with having racially segregated schools.

- **1964** The massive log structure built to house the Forestry Building for the 1905 Lewis and Clark Exposition burned down.

- **1967** The development of SW Kingston Drive, between the Japanese Garden and the Oregon Zoo, to relieve traffic on SW Fairview and connect the north and south ends of Washington Park. Japanese Garden was dedicated and design began.

- **1971** Forestry Center moves into new building in Washington Park.

- **1975** Frank Beach Memorial Fountain (officially titled Water Sculpture) was dedicated in the International Rose Test Garden to honor Frank Edwin Beach (1853–1934), the man who is said to have christened Portland the ‘City of Roses’ and who first proposed the annual Rose Festival.

- **1976** The Oregon legislature places the zoo under the jurisdiction of the Metropolitan Service District (now Metro). The zoo is renamed the Portland Zoo.

- **1980** The Vietnam Veterans of Oregon Memorial opens inside Hoyt Arboretum.

- **1981** First Washington Park Master Plan had directives to: encourage multi-mode transportation to and through the park, define the park entrances, create a pedestrian path to link the two ends of the park, provide better accessibility, maintain Kingston as a scenic roadway by improving scenic turnouts, reopening obscured views and improving its structure as a primary transit road for cars and bicycles between north and south areas, and removing parking problems.

- **1987** The development of SW Kingston Drive, between the Japanese Garden and the Oregon Zoo, to relieve traffic on SW Fairview and connect the north and south ends of Washington Park. Japanese Garden was dedicated and design began.
Oregonians finally voted to remove all racist language from their constitution. Though discriminatory language was rendered unenforceable by federal laws and amendments to the U.S. Constitution, it was not until this election that removal of several examples of institutional racism and oppression were removed.

2002 The zoo launches Future for Wildlife. This conservation program begins breeding species for eventual reintroduction into the wild.

2004 Holocaust Memorial opens
The Oregon Holocaust Memorial was dedicated and features a wall that commemorates the people who died in the six killing-center camps of the Holocaust.

2005 Portland Children’s Museum moves into the Park

2008 The Rose Garden Children’s Park was completed and opened in partnership with the Portland Park Bureau and the Rotary Club of Portland, built to be accessible to people with disabilities.

1996 Portland’s Best Rose award was established which brings rose experts from around the world to attend a one-day judging to select the best rose that day from thousands of submissions.

1998 The zoo is renamed the Oregon Zoo to better reflect its location and emphasis on native wildlife.

1998 Washington Park MAX station opens 200’ underground
TriMet opens the westside MAX Line, including an impressive entrance to Washington Park.

2020 COVID-19 Global Pandemic
2020 Murder of George Floyd ignites global and local uprising against systemic racism and police violence
2020 Local businesses and institutions struggle to survive
2020 Devastating wildfires with record air pollution in the Portland region
2020 Timed ticketing at Portland Japanese Garden and the Oregon Zoo
2020 Temporary closures due to COVID of Portland Children’s Museum, World Forestry Center and Hoyt Visitor Center
2020 Drive-thru Zoo Lights experience
2021 Portland Children’s Museum closes permanently


2010 Explore Washington Park established to manage transportation improvements and implement programs to improve overall visitor experience

2015 The Park shuttle launches, connecting the Park together
Free Shuttle starts to take visitors to various destinations in the Park.

2018 Washington Park Master Plan Update
Washington Park Master Plan update accepted by City Council to build on the Park’s strengths and assets and to prepare it to meet the region’s growth over the next 20 years.

2017 Portland Japanese Garden expands to the world stage
The Portland Japanese Garden opens its new Cultural Village designed by world renowned architect Kengo Kuma.

2015 Portland Children’s Museum moves into the Park

1998 Explore Washington Park established to manage transportation improvements and implement programs to improve overall visitor experience

1992 OMSI moves to its current East-side site
RESEARCH

Park Evolution

Since the initial purchase of land in 1871, the Park has evolved in countless ways. Illustrated here you can see the physical transformation over the years and the consequent challenges visitors face today in understanding the boundaries of the Park and how to navigate within it.

SOURCES

1980 Master Plan
2018 Master Plan Update
Historic Maps including Land Office and Sanborn
Portland City Archives and Records Center
Note: Boundaries are approximate and for representational purposes
**RESOURCES**
We facilitated an online video survey for park stakeholders and received 32 responses. Several respondents also completed optional follow-up interviews. The following institutions and organizations participated:
- Arlington Heights Neighborhood Association
- Forest Park Conservancy
- Gresham Chamber of Commerce
- Hoyt Arboretum Friends
- Metro
- Opal School
- Oregon Jewish Museum and Center for Holocaust Education
- Oregon Zoo
- Pittock Mansion
- Portland Children’s Museum
- Portland Japanese Garden
- Portland Parks and Recreation
- Portland Parks Foundation
- Sylvan Highlands Neighborhood Association
- Travel Portland
- TriMet
- World Forestry Center

**“Washington Park has the best of Portland in one place.”**

**Visitor Experience**

- “The Park is the epitome of being in Oregon, and it’s on our back doorstep. Lush, green and full of adventure and discovery.”

- “A positive visitor experience is one that you share with others and want to return to.”

- “The more the experience is unified, the more people will come back and the more positive word of mouth plays a role.”

- “It’s our responsibility to reduce our footprint and protect the natural environment for people and animals that inhabit our planet.”

**Regional Identity**

- “I’m proud as a Portland citizen that the city’s founders set aside this area and that it has continued to evolve over time.”

- “If we are world-class and people have a positive visitor experience then we have to be equitable, safe, smart way-finding, and have people walk away feeling better than when they walked in.”

**Conservation and Sustainability**

- “We need to keep Washington Park natural and healthy. In 1984 there was talk about invasive ivy and ...we’re still not doing enough now.”

**Quality**

- “There is no other cultural center in the world directly connected to a wilderness wonderland.”

- “The venues are the best of their kind especially in our city. They each stand out as individual institutions, but having them all together takes it up a notch.”

**Access**

- “There’s not another place in the city like it.”

- “This is a Park for all and so are the institutions.”

- “If we position ourselves as a collection we can offer more value.”

- “While the Park is a popular tourist attraction, I would like the Park as a whole to prioritize the Portland and regional community when planning programming, projects and a vision for the future.”

- “I can’t imagine Portland without Washington Park. That environment is critical to the neighborhood and the entire city to have access to a safe nature experience for all people and the community.”

**Community**

- “There’s something for everyone.”

- “A family should walk away from a visit to Washington Park feeling as if they belonged, were valued and cared for, and felt safe and inspired.”

- “I think most people go first for recreation and get the bonus of education and conservation.”

**Partnership**

- “While the Park is a whole helps us feel like we’re part of something bigger than ourselves. We are within a family of cultural and outdoor organizations.”

- “Washington Park as a whole helps us feel like we’re part of something bigger than ourselves.”

**RESEARCH**

**Partner Survey**

After interviews with board members, partners, employees and volunteers, seven themes emerged on the strengths and unique opportunities for Washington Park. The following quotes from those interviews begin to define the themes and bring them to life.
RESEARCH

Interviews

There’s no better way to understand the needs of visitors and non-visitors than by speaking directly with them—hearing in their own words about their thoughts and experiences.

These interviews complement the 2018 Washington Park Master Plan’s outreach, and intercept survey data collected by Explore Washington Park. We spent time with each person to understand their background, relationship with the outdoors, parks and specifically Washington Park.

Participants were recruited across the region, ranging in age, gender, race, language, physical ability, family makeup, and familiarity with the Park. We spoke with long-time Park visitors and people who have never heard of Washington Park (even if they have been to a destination within it).

Zuwena
she/her
38 years old
Raised in North Portland with 7 siblings, she loves to hike for peace of mind

In her 20’s Zuwena started walking and taking hikes to alleviate depression. Although her parents feared she was putting herself in danger by hiking, she hasn’t stopped. Zuwena hikes to enjoy the moment, get lost in the surroundings, and share the same energy flow with friends and nature. She considers it a bonus that she also gets her heart rate up in the process.

Zuwena’s idea of Washington Park is that it’s an uphill and winding route that "takes you to the Japanese Garden." She wasn’t sure where it began or ended and assumed Forest Park was synonymous with Washington Park. Regardless, she’s not motivated to hike there because she has options on the East Side that she assumes are just as good.

“To be honest, I was introduced to hiking as a way to alleviate depression, unwind and get out of my head.”
Dan moved to Portland from Utah for a job in June 2020 after graduating with a degree in Bio Engineering. His brother drove him out for the move, and they visited the Portland Japanese Garden for a break. He remembers the tall trees, crisp air, waterfall and exhibit. He said it wasn’t cheap but worth it. He misses the Utah mountains but loves all the trees and green in the Portland area.

To Dan, a city park should support small local businesses, or connect with non-profits to work with the homeless. It should be a place for people to feel safe. He said he thought young kids should be able to relax and rest and not worry about being harassed by rangers or security.

“I’ve been to Washington Park. It’s in Seattle. A bunch of trails and tennis courts I think.”

Ella was impressed by Portland’s bridges, the “gondola” (aerial tram to OHSU) and general creative vibe. Ella had always wanted to visit Portland and sensed that “walking her cat on a leash” and “making jewelry in a park” would be embraced here.

On Ella’s cross-country road trip, they made a point to visit the local zoo in each city, and felt that the Oregon Zoo had a strong focus on local animals and nature. Their key memory was being in the hills and feeling like the zoo is in the forest.

“In most parks you don’t feel like you’re in nature. At the Zoo you’re surrounded by forest and trees. It’s unique.”
Tiffany was adopted into a white family and raised in Tigard. When she was a teenager her family changed churches for Tiffany to be with other black people, which is where she first met Luke. Tiffany connects well with both white and black communities and sees an opportunity to be a bridge.

Luke grew up in North and NE Portland to hippie parents and embedded in a strong community. He is proud of his sense of direction, but admits that he gets lost every time they go to the Zoo. He doesn’t feel the same draw to the Zoo as Tiffany, but visited Hoyt Arboretum with his kids on a field-trip and loved learning from an expert about the trees and trails.

Tiffany and Luke have a hard time getting their friends to go to the Zoo or Washington Park. The cost, location and perceived limited programming makes it hard to convince their friends that it’s worth the trip. But they are optimistic it can be done if the Park is intentional and collaborative in its approach and development.

“If people are going to spend the money then they need to know why it’s worth it to them.” Tiffany

“‘We’re going through a modern day civil rights movement. And we want to stand up and say hey, however we can help to get Black people at the zoo, let’s diversify that hill.’” Luke

Elli was born in Milwaukie and raised in West Linn where “all the houses and the people were the same.” When she was 8 her mom changed careers and they moved to North Portland, right next to Peninsula Park. Nothing was a carbon copy—people, houses, and neighborhoods were more unique.

Nature is a stress reliever for Elli. She isn’t sure what Washington Park is. “Is it in Washington?” But she knows the Rose Garden and Zoo areas. For her, there needs to be a reason to go to a regional park that is better than her local park or a trip to the Gorge. It shouldn’t have the same activities that local communities have, it should complement what already exists and push local perspectives and conversations even further.

“A regional park should support local communities and push perspectives and conversations further than normal parks can.”
Originally from a small hobby farm in New Zealand, Jonathan’s restless nature and career in film brought him to Portland for work and family. He liked the city’s reputation as an artsy, creative place with quirky characters.

He found a home below Forest Park on the Beaverton side with 3/4 acre, a little creek, deer, coyotes and rabbits. Jon appreciates the variation of nature in Portland from wild to groomed and curated. He fears commercialized nature, like the entrance to Yosemite that he says is against the entire point of the park with the commercial atrocities. He sees Washington Park as an off-shoot of Forest Park. He said that no one really promotes Washington Park so it’s hard to know.

Jonathan
he/him
68 years old
A film maker from a New Zealand hobby farm, moved to Portland 10 years ago and lives in a wild section of nature next to Forest Park

“Portland is different and I’m different. Seemed like a good fit.”

Sajjad grew up playing outside in Cairo, exploring pyramids, the Nile, and playing marbles outside. Moving to Portland he loved the playground because it was a place he could fit in with everyone.

Sajjad is naturally curious and interested in trying new things—the first to say yes to an invitation. He bikes, runs and hikes. When he’s on a trail, people will nod or say hi. He said it feels like you’re part of something, even if you’re running alone. You’re not an outsider.

Sajjad was not sure what Washington Park included. He knew it was a large area and described it as “a bunch of landscapes and gardens.” He didn’t feel confident discussing Washington Park and admitted that he is more comfortable exploring new places when friends or family invite him.

Jonathan
he/him
68 years old
A film maker from a New Zealand hobby farm, moved to Portland 10 years ago and lives in a wild section of nature next to Forest Park

“When people nod or say hi, it feels like you’re part of something, even if you’re running alone. You’re not an outsider.”

Sajjad
he/him
19 years old
Moved to Portland in 2010 only speaking Arabic, Valedictorian of Tigard HS, full ride to OSU with a double major

“...”
In 5th grade Kvetka’s family moved from San Jose to Portland for her dad’s job. It was a hard year, boys were mean, “there was no bubble tea—just Starbucks and Hollister.” In 6th grade she got into a new school focused on art and felt like she had a new start, with a whole new world opening up for her.

In 8th grade her friends took her to Washington Park. They parked on the side of a road and she was afraid it wasn’t legal, but her friends reassured her and they hiked to a little clearing and drew together—it was magic. “So quickly it feels like nature—like the gorge but without the waterfalls.”

Kvetka describes Portland as “all about nature with crazy forest right up to beaches, and snow or wild flowers on Mt. Hood.” It’s not high end or “bougie”—it’s about food trucks, fusions, and being real. Parks didn’t feel “alive” in California. It wasn’t an experience like it is here.

That area (Washington Park) is like a park hub. A little town of things to do. But it’s frustrating driving there because it’s easy to get lost—stuck on a one-way and then you’re in a random neighborhood. “I have an electric car and worry about getting lost and running out of battery!”

Kvetka says nature is art that is always changing which makes nature the perfect home for people’s art to live too. It’s a place to connect with communities and give back and teach the next generation to respect nature, culture, and art.

David visited Portland the first time in 2015 and moved here from Baltimore 5 months later. Being blind, David is acutely aware when places have not been designed considering his needs, and was impressed with Portland’s transit system.

Using public transit primarily, David learned about the Zoo and Washington Park navigating MAX. “Wow, they have a subway stop for the zoo? That’s major!” Upon visiting the Park with his girlfriend, he got off the MAX only to get on a shuttle for another commute and wasn’t thrilled. “It all adds up.”

It’s important for David to be able to create a mental map of a place. Although he has been to Washington Park several times, he hasn’t been able to create a mental map of the area. He said the signage isn’t accessible to him.

David feels a city park should be accessible to all. Nothing says two blind people can’t hike together, but people need to be encouraged and welcomed.
Sienna was born and raised in Anchorage Alaska and came to Portland in 2016 because their partner was moving for school. The PNW feels like home because of the flora and culture. There’s an outdoory vibe everywhere here—hiking, biking, camping, fishing, hunting. Here you can do city living but not feel suffocated by the city. It’s a bigger city than Anchorage but not as ethnically diverse, which was surprising to Sienna.

As an Alaskan Native, Sienna sees hunting and fishing as a way to stay alive and a way to honor their native culture. Sienna is looking to connect with people in Portland around culture and nature.

In 2016 Sienna visited the Portland Japanese Garden and still has the photos as their computer wallpaper. Sienna relies on public transit since they moved to Portland, and the trip to the Garden required 2 buses and a 15 minute walk—so not something they would do all the time. Sienna would consider going more often if there were relevant cultural or community events like concerts, art performances, or geo-caching.

“I didn’t realize the majority of people in Oregon are not people of color.”

Austin

he/him

20 years old

Born and raised on the east side, he describes Portland as two realities between rich and poor.

Austin has no idea what Washington Park is. He is only familiar with the Zoo because he went to 1 of 4 Proms there, and remembers it was a long drive, through a tunnel and in a forest. He said there’s no reason for him to go there now.

Born and raised in Portland with his brother and sister, Austin went to 4 different high schools because of family moves and football opportunities. He graduated from Clackamas High School in 2018 and plays football at Siskiyou Junior College in California, but is currently in quarantine at home in Happy Valley.

He says people think of Portland as cool, hipster and weird, but that’s closer to downtown. Austin described the Portland region as having a lot more poverty, more color, but also more “real.” Austin loves the water and Lake Billy Chinook, snowboarding, playing 5 on 5 at parks and football. If a friend visits Portland he rents scooters, hits up 24-hour Hot Cakes and a Fatboy burrito at Cartlandia.
**RESEARCH**

**Inspiration**

The team looked to similar parks to learn from their history, structure, challenges and success. We studied analogous experiences around access, civic pride, diversity, inclusion and co-located business models to name a few. From parks to food carts, Powell’s books to the PDX carpet, and Boston’s Freedom Trail to Eden Park in the UK—we drew inspiration and learnings from a wide range of places. We also spoke with leaders from Balboa Park in San Diego and Forest Park Forever in St. Louis to learn from their experiences, and get some advice.

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### Glenstone Museum

Glenstone hires art students and art enthusiasts to be security guards and interpreters. Any staff member can answer questions and engage in artistic discussion. Visitors that drive must “pre-purchase” a free, timed ticket. People that take public transit can visit at any time.

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### Central Park

Starting in the 1960’s Central Park became neglected, broken down and a place of crime and violence. In 1980 the Central Park Conservancy formed to make the Park usable again for the public. Between 1980-2020 more than $1 billion was spent to restore and maintain Central Park.

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### Disneyland

Local residents have discounted pricing to access the Parks.

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### Food Carts

Sites have been developed specifically for food cart pods to create a destination, leverage shared assets and deliver a better experience (think fire pits and more seating). A City of Portland study reported that food carts have a positive impact on both neighborhood life and street vitality as they provide affordable dining options, social interaction and convenience.

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### Boston Freedom Trail

A 2.5 mile path through downtown Boston connects 16 historic sites—some free, some with paid entry. Marked with brick and plaques, visitors are empowered to take a self-guided historic walking tour.

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### Eden Park

Often used as a film-set for movies, this iconic park in Cornwall, UK is an ecological theme park for visitors. Every detail is considered through the lens of environmental responsibility including power, water, food, construction, art and education. Yet even Eden Park struggles with car access and is planning to build a rail link to the site.

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### Iconic Access

The Getty Museum and OHSU both had parking demands they couldn’t meet, yielding a branded transportation experience that people now look forward to.

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### Universities

Universities have distinct schools within them, some of which may develop their own brand identity; however, there is a hierarchy and relationship with the overall University to create one, unified image and stronger system overall.

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### Five Ways to Make the Outdoors More Inclusive

In reviewing approaches to equity and inclusion in the outdoors, this article stood out. Themes and action steps were identified during an event with prominent outdoor experts and advocates discussing the lack of diversity in the outdoors. https://bit.ly/33oTtWL
“City budgets and staff typically can’t maintain and improve a Park of this scale. Don’t wait until there’s a decline—create roles and financial models for sustainable maintenance and growth.”

Peter Comiskey  
he/him  
Executive Director  
Balboa Park Cultural Partnerships  
San Diego, California  

“People will always want to donate and support individual institutions, but there are also those that want to support the overall Park. If you ignore that, you’re leaving money on the table.”

“Invest in creating strong partnerships, especially with the city, with clear roles and responsibilities.”

Lesley Hoffarth  
she/her  
President and Executive Director  
Forest Park Forever  
St. Louis, Missouri  

When Lesley joined Forest Park Forever ten years ago, she expanded the organization’s mission from just rebuilding the 1,300-acre park to partnering with the city to restore, sustain and maintain. That partnership, formed in 2011, clearly defined the nonprofit’s role with the park.
The Park isn’t consistently drawing visitors from across the entire region. In the map, light green represents fewer people visiting from those areas.

Most visitors stay on the North or South side during a visit; visitors to each area have different characteristics.

North Side
The North Gardens are strong connectors to each other for visitors (people often go to both in a visit).
Most visitors that go to the Portland Japanese Garden and the Rose Garden are tourists.
• Tourists and couples/friends are 2x likely to take ride share or transit
• As tourism has increased in the Portland region, food service sales and hotel accommodations have dramatically increased, but arts/entertainment/recreation have not.

South Side
The Oregon Zoo attracts the highest number of people. Oregon Zoo and Portland Children’s Museum visitors are less likely to visit another institution in a visit. The Zoo, PCM and Hoyt primarily attract locals. More than half the groups that visit have kids.
• Families and caretakers
• They primarily drive
• They are most likely to get memberships.
Highway 5% of member are at the Zoo and Portland Children’s Museum. Higher membership venues have more frequent visitors.
INSIGHTS
Visitor Journey

The visitor journey for Washington Park maps the insights and observations as they relate to specific moments before, during and after a visit. The insights are informed by interviews, observations and Park data.

**Pre-visit**

**Awareness**

Seeing or hearing of the Park

**Interest**

Motivation to learn more about the Park

**Planning**

Making a decision to visit

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**Visitor Journey**

**Awareness**

Name

The name, Washington Park, has lost its meaning.

Originally named City Park, the name changed to identify the Park’s historic main entrance, off Washington Street (now Burnside). Furthermore, many parks around the country use the same name.

Visibility

There’s no way to preview the Park since it’s “hidden” from adjacent streets and public spaces. Most other large city parks in the United States, such as New York’s Central Park and Forest Park in St. Louis are surrounded by city neighborhoods and streets for consistent interactions and exposure without requiring a visit.

**Interest**

Motivation to learn more about the Park

Relevance

People need a reason to go that makes a trip worth it.

Touring someone from out of town is a common reason to visit; however, for locals that have never been, there needs to be a strong prompt to connect and build excitement, especially to an area that has historically discriminated and excluded based on race and income.

Trust

Word of mouth is powerful when from a trusted source that knows you.

Many people express that advice or recommendations for a new experience must be based on trusting the source and level of interest.

**Planning**

Making a decision to visit

Not a neighborhood park

For both tourists and locals, the Park is a planned destination. The key difference in a regional park is that it takes a concerted effort to visit, unlike many neighborhood parks. Because of this, tourists and locals are more alike in how they decide and plan a visit.

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**Logistics**

Logistical pains can over-shadow the positives of a visit. Uncertain parking. Expensive and multiple fees. Potential crowds. Confusing wayfinding. Limited food options. Difficult time management. All of these and more factor into planning a visit.

Tiffany, a local, said she’s just as likely to consider a trip to the Coast as a trip to the Zoo. She says they cost about the same and require similar effort.

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**Cost/Value**

People weigh the cognitive, emotional and financial costs when deciding to visit.

People constantly evaluate the value of a visit with the cost (which is more than only financial). Value needs to outweigh cost every time.

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**Post-visit**

Extend

Visitors

The Park isn’t consistently drawing visitors from across the entire region. See map on page 52.

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**Where do people visit from?**

Source: 2019 Explore Washington Park Intercept Survey

- Portland Metro: 42%
- United States: 32%
- International: 19%
- Oregon & Washington: 6%
Arrival
Access
It’s close to the city but hard to get to. Winding roads, hills, and discreet entrances make the Park physically more difficult and mentally further away. Access has been a challenge since the Park was first created.

Park edges
It’s hard to know where the Park begins and ends. Without clear Park boundaries, it’s difficult for people to build a mental map of both where and what the Park is.

Transportation
Most visitors drive, but about one-third arrive using other means.

Getting to and entering the Park

Packing
The impact cars and parking have inside the Park

Wayfinding
Orienting yourself and finding where to go

Communication Hierarchy
Inconsistent messaging and graphic systems create work and confusion.

Behind trend
The commitment to cars can be seen as dated and counterintuitive to the nature of the Park.

Stress
Parking is a stressful unknown, even if you’ve been before. Fluctuating overflow lots, waiting as people walk to their cars, or the uncertainty of where you, the visitor, will end up if dropping people off to hopefully loop around, is stressful. The uncertainty for visitors around this aspect of the trip impacts their decision to go.

Flow
When driving you’re either thrown in or pushed out of the Park.

A missing Park center
Visitors are looking for Park-wide services and information.

Internal training
Silosed institutions translate to a fragmented visitor experience.

Visitor Patterns
Most visitors stay on the North or South side during a visit; visitors to each area have different characteristics

Learning what the Park has to offer; building a mental model
Connections
Visitors that ride the shuttle more quickly understand the Park as a whole.

Learning the Park
Exit versus Explore
The Park mental model is not improved after visiting.

People love to share a good experience.

How might we build a Washington Park community and encourage Park patrons?

Park Patrons
It takes work to stay connected to the Park.

Word of mouth
People love to share a good experience.

Whether it’s a favorite trail, exhibit or time to see the Park, past visitors and existing patrons are strong promoters of the Park.

Learning the Park
Exit versus Explore
The Park mental model is not improved after visiting.

Exit

Portlanders have come to expect leadership from the Park in regards to nature, conservation, and transit in the City and the Park. The expansive South parking lots and auto congestion in the North side negatively dominate the arrival experience.

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Design Provocations

Design provocations were used to prompt a reaction from the internal team in order to discuss and align on what it means to act on the Park’s purpose and principles. It was important to illustrate a wide range of opportunities and design directions to build consensus on what is, and what is not, a direction for Washington Park.

Indigenous History & Culture

What if the Park partnered with local Indigenous groups to celebrate the history and heritage of this region? There could be events, programming, interpretation, a museum or cultural center. The name “Washington Park” was intended to direct people to the entrance on Washington Street (now Burnside). Today it has no local meaning or significance.

Park Name

What if the community led re-naming the Park to better represent and connect with the region it serves?

Icon

What if the Park led the creative development for a regional Park icon? It could differentiate Washington Park from other parks and better contribute to the identity of the city and region.

Identity

These opportunities push what it means to be a signature park for the Portland region.

Food Culture

What if Portland’s diverse, local food scene could be experienced in the park? Portland is known for incredible, affordable food options. Generic, expensive food in the Park doesn’t feel authentic to a regional experience, or supportive of local businesses.

Unique Pacific Northwest Experiences

What if the Park encouraged multi-venue visits with unique, overnight lodging and experiences? The Zoo currently caters to overnight school groups. What would this look like for the Park overall to target longer stays?

Data shows that locals are less likely to drive over 90 minutes for a Park visit. What if a visit could be marketed as a two-day experience and fully supported?

People don’t have anything to picture when they hear “Washington Park” other than specific institutions (often including ones not in the Park).
Sustainability
We discussed how ready the Park is to be a leader in sustainability versus elevating and aligning on internal practices and goals.

Dedicated Protectors
What if we prioritized protecting the Park from invasive species along with fossil fuels and other harmful forces?

Cars are part of every visitor’s experience, whether they choose to drive or not. Ideally, what is desired for the Park? Are there other solutions to meet visitor demand?

Self-sustaining
What if the Park produced its own energy in order to be self-sustaining? What if it harvested wood, plants or food for sale for those in need? What if it handled city-wide composting?

The scale of the Park begs the question of what else it can contribute to the community. Locating the reservoirs in the Park is a historic example of the Park contributing to the needs of the larger City—could it do more?

Park-wide Metrics and Goals
What if the Park developed metrics and goals that included each institution for the Park as a whole? It could be a public commitment and a push to lead and innovate.

It’s difficult to know how the Park is doing without measuring it, and having clear goals and ways to achieve them.

Car-free
Should we work towards being a car-free park? What if it started with car-free days?

The current commitment to cars with massive paved parking lots feels dated and misaligned with local values.

Pervious Surfaces
What if, like St. Louis’s Forest Park, we committed to adding no new impervious surfaces inside the Park?

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There’s not a unified commitment throughout the Park in how to conserve, or what specific sustainable practices should be adopted for maximum impact.
Inclusion and Access
These ideas pushed the team to identify the various ways to address inclusion and access beyond admission cost.

Community Events
What if the Park hosted events that represented diversity and regional pride?

Burnside Entrance
What if the Burnside Entrance was designed as the “front door” to the Park? A prominent, visible and accessible place for the public to experience the Park while feeling in control and safe.

Artist Residencies
What if the park had an artist residency? It could offer exclusive access throughout the Park to both people and nature and further support the Park’s purpose.

Local Discounts
What if locals could access the Park at a discounted rate? Through a local pass? Local days? Entry and food pass?

Board, Staff, and Partners
What if the Park invited new Board Members, hired staff and built new Partnerships to include more perspectives and diversity in Park decision making and development?

How can the board feel a part of the region and not just an amenity? How can the Park invite more perspective and inspire discussion and expression?

“Underserved” communities are simply not included in ways to make the Park relevant for them. Many felt there wasn’t a reason to go, and there wasn’t an invitation from sources they know and trusted— which is necessary to feel safe going to this area and a public park they have never visited.

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Looking at the Park board, Staff, and Partners, how can the Park better represent and empower diversity?

A mom of 3 told us that a trip to the Oregon Zoo is a “$150 event.” That’s simply not affordable for many locals. It’s not just the Oregon Zoo, all the costs are high inside the Park. Should visiting the signature regional park be a right or a privilege?

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Visitor-Centered
Visitor experience is a top priority to all the institutions and internal team members; however, addressing a holistic experience for One Park proved a big opportunity.

Visitor Center
What if the Park prioritized visitor centers as an introduction to the Park, a place to speak with experts, and learn about the unique experiences available?

Consistent Wayfinding System
What if wayfinding had a clear hierarchy of communication throughout the entire Park, like a University Campus?

Because there is not a prominent place for people to learn about the overall Park, it’s easy to assume that it’s really just an individual institution experience.

The Park feels like an archival collection of signs rather than an intentional and streamlined system to empower visitors to explore. The signage today assumes people have knowledge of the Park. We need to design for people who have never visited before.

Iconic & enjoyable entry experience
What if we could start a positive visitor experience at the entry to the Park? What if we create an equitable and desirable entry sequence, similar to the Getty Museum tram or OHSU aerial tram?

Today, the start of a visit is a stressful experience around parking and wayfinding. How can we start a positive visitor experience sooner than walking into an institution?

Transitions or in-between moments could be elevated as signature Park moments, rather than utilities like they are now. As the shuttle raises awareness to the areas of the Park, people want more ways to explore on their own.

Timed Ticketing
What if timed ticketing became the standard to help with crowds and visitor planning?

Logistics of planning a trip are stressful. How can we remove stress and reassure visitors?

Multi-use Park-wide path
What if the Park was thought of as a small town with several hubs to help visitors build a mental model and encourage visits to multiple areas?

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Collaboration

Washington Park’s biggest asset is its unique offering of multiple world-class destinations within the Park. With a focus on One Park, we looked for opportunities to reinforce the collaborative nature of the Park for internal staff and visitors.

Cross-institutional recommendations

What if visitors received personalized recommendations for other experiences in the Park based on their visitation behaviors and interests?

One long-time member to the Oregon Zoo asked, “The Zoo should know me pretty well by now. Can’t they make recommendations of things I would like elsewhere in the Park?”

Advice from Peter Comiskey, the Executive Director at Balboa Park: “People will always want to donate and support individual institutions, but there are also those that want to support the overall Park. If you ignore that, you’re leaving money on the table.”

There’s a lack of understanding and consistent knowledge in staff between institutions. This easily influences visitor experiences by lack of recommendations, direction, or accurate information from staff regarding a different location in the Park.

Park wide training and team building

What if there was an annual Park Employee day to celebrate employees and immerse them in the various experiences to build expertise and connections?

Collaboration

One Park Project Process

Washington Park Strategic Operations Plan

Part 2

Project Process

Park-wide tours

What if there was a diverse set of tours through the entire Park, led by staff, experts or volunteers?

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The idea of the collection of institutions is strong, but the benefits to visitors are few.

Park Members

What if there were perks to being a member of Washington Park like parking access or product?

Park Pass

What if visitors could buy a pass to visit multiple destinations, cover parking and possibly food?

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Workshops

One Park, One Team

The success of this project depended on meaningful collaboration between the institutions and partners. The challenge of a global pandemic on individuals, the institutions and the Park did not prevent the team from contributing to make a better future for the Park. The team prioritized this work and made space to contribute meaningfully. The following pages highlight some interactions from physical and virtual workshops that built consensus and direction for this One Park and team.
ONE PARK Project Process
Washington Park Strategic Operations Plan Part 2
Better together.

The Park is bigger than any one institution or landmark. Our strength lies in our partnerships and collective impact in achieving meaningful change.