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Washington Park Access & Circulation Plan

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how will you get here?

transportation solutions
for washington park

prepared for
the washington park alliance
by new leaf planning

june 2009
We would like to thank the following individuals and groups for their support and contributions throughout this project.

From the Washington Park Alliance:
Gary Hartshorn & all of the Washington Park Alliance board members
Nick Viele & Nichol Simpson, c3 Strategy
Staff of the World Forestry Center, Oregon Zoo, Portland Children’s Museum, Portland Japanese Garden, Hoyt Arboretum, & Portland Parks and Recreation

From Portland State University:
Sy Adler & Ethan Seltzer
John Gliebe
Our Master of Urban & Regional Planning cohort

From the Portland region and beyond:
Our Expert Panel of transportation professionals
The professionals & individuals who took the time to be interviewed
All of our Open House attendees & Focus Group participants
The more than 1000 individuals who took our intercept and regional online surveys & those who helped publicized the online survey
Members of the Arlington Heights, Goose Hollow, Southwest Hills, and Sylvan-Highlands neighborhood associations

And finally:
Our families, significant others, housemates, and pets
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Executive Summary

This document, *Transportation Solutions for Washington Park*, provides a plan for improving access, circulation, and parking at Washington Park and was developed on behalf of, and in collaboration with, the Washington Park Alliance (the Alliance), which is composed of the Oregon Zoo, Portland Children’s Museum, World Forestry Center, Hoyt Arboretum, Portland Japanese Garden, and Portland Parks & Recreation. This plan was prepared under the guiding principle that transportation improvements can play a significant role in enhancing the experience of all Park visitors.

The transportation opportunities and constraints described in this plan were identified through a process that included documenting existing conditions at the Park, reviewing existing Park policies, evaluating solutions implemented at similar regional attractions, and assessing best practices in transportation demand management (TDM). These methods were supplemented by existing Park travel data, new information obtained through surveys of the Park’s users and regional residents, and inventories of the Park’s facilities. The opportunities and constraints identified throughout these processes fall under the following categories:

- Transportation Management
- Wayfinding
- Park roads
- Transit
- Traveler information
- Trails
- Bike and pedestrian facilities
- Parking

The recommendations identified in this plan represent a synthesis of input from the Alliance, Park users, nearby neighbors, and an expert panel of regional transportation and planning professionals. This input was obtained through interviews, an open house, and two focus groups. The recommendations detail a framework for improving Park access, circulation, and parking, and are meant to provide opportunities for actions that can be taken in short- (1-2 years), mid- (3-5 years), and long-term (more that 5 years) time horizons. The priority recommendations in each of these categories are:
Transportation Management

- Form a Transportation Management Association (TMA)

A TMA is an independent entity dedicated to solving transportation problems through active management and advocacy of Alliance interests in external planning processes and negotiations. The formation of a TMA supports nearly all the recommendations contained in this report, opens up potential funding sources, and eases the administrative burden on Alliance executives.

Wayfinding

- Standardize signage and map designs, remove outdated designs
- Implement a hierarchy of wayfinding throughout the Park

The lack of a coherent and coordinated system of wayfinding makes it more difficult for visitors to get around the Park. This report recommends a clear and consistent system of signage and maps that will make it easier for visitors to get around on foot, find their way by transit, or find a good parking spot.

Park Roads

- Explore jurisdictional transfer of roads to Portland Bureau of Transportation (PBOT)

The Park’s roads suffer from inadequate maintenance and a lack of consistent, standardized traffic signage. This report recommends that the Alliance or newly-formed TMA open discussions with PBOT about the costs and benefits of jurisdictional transfer.

Transit

- Work with TriMet to achieve better transit service to the Park
- Partner with TriMet to expand Washington Park Shuttle operations and stops
- Improve visibility, service, and user experience of Washington Park Shuttle

This planning process revealed increasing openness on the part of TriMet to work together with the Alliance on a variety of potential improvements, particularly regarding the Washington Park Shuttle and MAX light rail access. The Alliance or newly-formed TMA should begin conversations with TriMet about ways to partner to improve these services.

Traveler Information

- Include traveler information in Park & attraction advertisements; use iconic branding to increase visitor awareness of travel options
- Provide real-time traveler information to visitors before and during their trip

A marketing campaign can reinforce the message that there are lots of ways to get to and around the Park, thereby helping to address issues of parking and congestion and making the Park a more enjoyable place to be. Good traveler information on parking and other transportation conditions can reduce the frustration associated with arriving at the Park at a busy time.
**Trails**
- Designate connection routes between Park hubs on existing trails, and make routes official

Visitors traveling between attractions on foot can become disoriented by the dense trail network, which uses names that do not indicate the destinations a trail serves. This report recommends official connection routes that are well-marked and known to attraction staff giving directions to Park users.

**Bicycle and Pedestrian Facilities**
- Engage City bicycle and pedestrian planning efforts to improve connections to the Park
- Sign or mark all pedestrian crossings to improve visibility
- Create pedestrian crossings at logical points from the Main Visitor lot to attractions

The City of Portland conducts ongoing bicycle and pedestrian planning efforts, and the Alliance or newly-formed TMA should have a strong voice as a stakeholder in these processes. Internal to the Park, this project identified several unsafe pedestrian crossing areas on Park roads and around parking lots, which the Alliance should prioritize for improvements.

**Parking**
- Explore options for formalized off-site parking capacity
- Improve operations of overflow shuttle
- Initiate a gradual increase in the price of parking

Because of a variety of challenges involved in providing parking capacity within the Park, this report recommends pursuit of a favorable long-term off-site parking arrangement with short-term improvements to off-site shuttle operations. Additionally, this process found that the current parking fee at the Main Visitor lot provides insufficient encouragement for visitors to try different ways of getting to the Park. The Alliance should implement and monitor a gradual fee increase.

In addition to these recommendations, the plan identifies – where appropriate – “next steps” for implementation, as well as contacts that may be useful in taking action on the recommendations.

Improving access, circulation, and parking at Washington Park is in the interest of current and future Park visitors, Park attractions, nearby neighborhoods, and other stakeholders. The measures outlined in this plan have the potential to dramatically improve these aspects of transportation at Washington Park. In doing so, they provide a powerful mechanism for enhancing the user experiences of Park visitors and the operations of Park attractions. Thoughtful management and enhancement of these transportation resources will help enrich the Park’s ability to act as a cultural and recreational center for the Portland metropolitan region.
Introduction

Washington Park is the most heavily-used park in the Portland metropolitan region. The attractions, recreational areas, trails, and natural spaces housed within its 400 acres draw over three million visitors a year. As the Park’s popularity continues to increase, its limited transportation capacity creates challenges for the diverse groups of users coming from both within and outside of the Portland region. This plan addresses the access, circulation, and parking needs that the Park faces in its evolving role as a cultural and recreational hub for a growing region.

Project Purpose

New Leaf Planning undertook this project on behalf of the Washington Park Alliance, with the purpose of exploring transportation opportunities and constraints at the Park and providing strategies to improve access, circulation, and parking to support a high-quality visitor experience for Park users. The recommendations within this plan address transportation within the Park by all modes and include short-term, mid-term, and long-term improvements. Incorporating the input from the Alliance,

Visitor Map of Washington Park

The Park is located west of downtown Portland and is bounded by the residential neighborhoods of Arlington Heights to the north, Sylvan Highlands to the west, and Goose Hollow to the east. The Southwest Hills neighborhood lies to the south of the Park, on the other side of the Sunset Highway (US Route 26). The Park’s northwest corner connects to Forest Park, the nation’s largest forested natural area within city limits. (Source: Washington Park Alliance website at http://www.washingtonparkpdx.org/map.htm)
Park users, nearby neighbors, and an expert panel of regional transportation and planning professionals, this set of recommendations focuses on providing an array of incremental, cost-effective transportation improvements that can achieve significant improvements and be implemented as funding, coordination, and regional support permits.

**Problem Statement**

The Washington Park Alliance has articulated three central transportation issues that need to be addressed in order to provide a high-quality visitor experience:

**Access:** how visitors reach the Park. In 2006, Alliance member institutions projected a doubling in attendance over the subsequent five years. Transporting this influx of visitors to the Park requires a variety of multimodal transportation options that meet the needs of residents from throughout the Portland region as well as out-of-town visitors. Even at current attendance levels the demand for parking far exceeds the Park’s capacity, resulting in an ever-increasing urgency to address accessibility of the Park.

**Circulation:** how visitors get around within the Park. Current trails, roads, and public transportation systems do not provide adequate connections between different areas of the Park. Damage to trails from heavy foot traffic and insufficient wayfinding information create challenges for visitors wishing to walk. The Park’s narrow internal roads lack pedestrian and bicycle facilities and are in serious need of maintenance. Transit that serves the circulation needs of Park visitors does not provide the quality of service necessary to make it an attractive mode for getting around the Park.

**Parking:** serving visitors who drive to the Park. The Alliance identifies insufficient parking facilities as a key area of concern, with queued and circling motorists and illegally-parked vehicles creating recurring congestion. Demand for the Park’s limited parking facilities are only expected to exacerbate parking conditions as attendance rises. Yet, resources for additional parking are scarce,
making it necessary to maximize existing assets while exploring longer-term options for managing visitor demand for parking.

While parking has been the most visible challenge for Washington Park, it is only one aspect of a larger transportation problem. When travelers lack other clear, convenient, and comfortable transportation options, they must rely more heavily on the use of private vehicles to meet their travel needs. Demand for parking beyond the Park’s current capacity is a symptom of the domination of a single mode and a lack of incentives for behavior change. Successfully managing transportation demand at Washington Park requires focus on improving the comfort, convenience, and attractiveness non-automotive transportation modes.

Based on the three problem areas and in collaboration with the Alliance, New Leaf Planning developed a set of goals, objectives, and performance criteria to guide the project. These goals, objectives, and criteria can be found in Appendix A.

**Project Background**

In the past, efforts to address transportation needs at the Park have been limited by the lack of a unified body authorized to take Park-wide action. The 1980 Washington Park Master Plan Study identified many of the same access, circulation, and parking issues described in this document, but no single entity had the resources and authority to implement the Study’s recommendations. In 1997, the Oregon Zoo completed a Transportation Demand Master Plan, and then partnered with the Portland Children’s Museum and the World Forestry Center to gather data on visitor and employee travel and manage operations for the

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**Conceptual diagram** presenting three central transportation issues at Washington Park: blue arrows represent access to and from the Park; gray line represents circulation within the Park; and grids represent parking for vehicles.
parking resources the three attractions share. Their joint efforts over the last 12 years generated useful data but provided limited insights into the Park’s transportation issues, and the transportation demand management measures implemented have had modest impacts. Park-wide transportation issues provided the main impetus for the formation of the Washington Park Alliance in 2006, as individual attractions recognized that the significant challenges they faced could be better addressed through a coordinated, pro-active effort.

**Organizational Structure**

The Washington Park Alliance currently functions as a steering committee composed of executive directors, administrators, and board members from each of the Park’s five attractions, as well as representatives from Portland Parks & Recreation. For the duration of this project (January – June 2009), the Alliance worked with consulting firm c3 strategy to develop a long-term strategic plan for the Park, including recommendations for creating a permanent Alliance organizational structure and action plans for addressing the Park’s existing challenges. Gary Hartshorn, President and CEO of the World Forestry Center, is currently serving as the Alliance’s rotating Chair and served as New Leaf Planning’s primary client contact. Nichol Simpson of c3 strategy provided ongoing consultation, coordination, and logistical support.
Project Methodology

The New Leaf Planning project team utilized the following methods to obtain a greater understanding of problems and potential solutions for the Park.

**Stakeholder Input**

Members of the project team met with the Alliance and its representatives frequently over the course of the project to collaboratively identify project goals and discuss potential recommendations. A list of stakeholders interviewed can be found in Appendix B.

**Expert Panel**

Given the technical nature of the project’s focus, the project team consulted with transportation professionals throughout the process:

- Lidwien Rahman, Principal Planner, ODOT Region 1
- Dan Bower, Transportation Options, PBOT
- Caleb Winter, Senior Transportation Planner, Metro

The project team also interviewed individuals with specific local expertise on issues affecting transportation behavior at Washington Park. A list of these regional professionals interviewed can be found in Appendix B.

**Public Involvement Efforts**

Neighborhood outreach efforts, a public open house, and two focus groups were conducted to elicit public input on problem areas and possible solutions. More information regarding public involvement can be found in Appendix C.

**Primary Data Collection**

Primary data was collected to fill in the gaps in knowledge of existing conditions, travel behavior, and user perceptions of problems and potential solutions. These activities included an intercept survey of 250 Park users, a regional online survey of over 800 regional residents, Park users, neighbors, and employees of Washington Park attractions at the Open House on April 21, 2009. The Open House was structured to present initial findings, illustrate problem areas, and generate solutions to transportation problems at the Park.
inventories of existing facilities and conditions, and site observations. Survey and inventory instruments can be found in Appendix D, with data analysis reports located in Appendix E.

**Secondary Data Collection**

During the early stages of the process, the project team reviewed previous data collection efforts and transportation-related studies completed by the Alliance organizations, private consultants, and public agencies. The results of secondary data analyses are found in Appendix E.

**Review of Related Policies and Practices**

An examination of existing Park policies, strategies used at local and comparable attractions, and best practices in transportation demand management helped to define the data collection and analysis needs for this project and aid in the preliminary identification of alternatives. See Appendix E for a synthesis of background research and Appendix F for a list of documents referenced.
The project revealed eight aspects of Washington Park’s transportation network where opportunities exist to make valuable improvements:

- Transportation Management
- Wayfinding
- Park roads
- Transit
- Traveler information
- Trails
- Bike and pedestrian facilities
- Parking

For each of the above topic areas, the following section is organized into:

- **Existing conditions** | discovered through extensive data collection and interviews;
- **Issues** | surfaced repeatedly by stakeholders, through public input and research; and
- **Recommendations** | selected for their effectiveness in achieving project goals, taking into consideration the input of the Alliance and the public.

### Project Goals

New Leaf Planning worked with the Washington Park Alliance to develop the following project goals, which guided the project methodology and the evaluation of possible recommendations:

**Access:**
1. Improve overall user experience of visitors entering the Park.
2. Increase sustainability of travel to the Park.

**Circulation:**
3. Improve experience of visitors traveling within the Park.
4. Improve safety for travelers within the Park.

**Parking:**
5. Identify measures that improve the efficiency of constrained parking.
6. Improve connections between parking and attractions.

These goals were further developed into objectives (articulating what must be accomplished for each goal to be achieved) and criteria (that can be used to judge when an objective has been successfully met). The full list of goals, objectives, and criteria can be found in Appendix A.
Within each topic area, a few recommendations are judged to be the highest priorities based on their ability to meet critical needs and their potential for immediate action. Where applicable, the next steps needed to pursue implementation and appropriate contacts at public agencies or other organizations are identified.

These recommendations are intended to be complementary, with each additional measure enhancing the effects of the others. This approach gives the Alliance the flexibility to implement actions incrementally, as resources become available and as political support increases among the public and government agencies.

**Transportation Management**

The recommendations set forth by this plan will require a concerted implementation effort. Transportation Management Associations (TMAs) are organizations that coordinate these types of efforts to improve transportation conditions within a defined area. The purpose of a TMA is to have a single organizational body dedicated to tackling difficult transportation problems, such as congestion. TMAs are usually formed to address a specific audience (for example, employees in the Lloyd District). In the Portland region, TMAs range in size from a single part-time staff person housed within a chamber of commerce to several full-time staff with a dedicated office. TMAs are also eligible for grant funds not available to entities engaging in transportation management efforts on a more informal basis.

**Existing Conditions**

Currently, there is no single entity that coordinates transportation management within the Park.

**Issues**

Lack of inter-agency coordination. With no central administration or authority, transportation improvements within the Park occur in a piecemeal fashion with or without collaboration, input, or even knowledge of all Alliance members. Furthermore, some of the long-term or large-scale improvements recommended in this report are unlikely to move forward without consistent effort, planning, and momentum.

Unique audience. A TMA at Washington Park would face a unique challenge because the audience for Washington Park is predominately visitors rather than employees. As visitors come from many different areas and their attendance varies widely, they form a group that is difficult to define, is not necessarily captive, and is much larger than the audience of a traditional TMA.

**Recommendation**

_Form a Washington Park TMA._ Formation of a TMA would enable the Alliance to designate responsibility for implementing transportation improvements to one or more staff working within the Alliance, decreasing reliance on attraction executives, consultants, or outside actors. Among the key roles of a TMA would be management of any major transportation planning efforts, as well as advocating for the interest of Alliance members in external planning efforts.

**did you know?**

Metro, Portland’s regional government, allocates approximately $150,000 annually to fund TMAs.
processes. In addition, formally creating a TMA may make the Alliance eligible for grant funds administered by Metro. This is a unique recommendation in the sense that it is supportive of nearly all of the other recommendations contained in this report. The administrative benefits a TMA offers are of considerable value, even without the potential to leverage additional funding sources.

- Next steps: Build consensus on the role of a TMA in Washington Park by learning about the experience of other TMAs in the region. Explore the possibility of forming a partnership with Metro to fund a TMA.
- Contact: Pam Peck, Metro Regional Travel Options Program (pam.peck@oregonmetro.gov; (503) 797-1866)

### Transportation Management Associations in the Portland Region

There are several TMAs in the metro region that have successfully reduced vehicle travel. These organizations, along with a contact for each, are listed below.

- **Westside Transportation Alliance**: Karen Frost, Executive Director, (503) 906-7961, karen@wta-tma.org
- **Swan Island TMA**: Lenny Anderson, (503) 745-6563, sitma@teleport.com
- **Lloyd District TMA**: Rick Williams, Executive Director, (503) 236-6164, mail@lloydtma.com
- **Gresham Regional Center TMA**: Megan Braunsten, (503) 665-3827, meganb@gdda.org
- **Clackamas Regional Center TMA**: (503) 654-7777, info@crc-tma.com

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<th>TMA</th>
<th>Recommendation</th>
<th>Objectives</th>
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Existing Park Wayfinding Signage and Maps

Wayfinding Signage
- Maps
- Directional Signs
- Attraction Signs

Existing Park Wayfinding Signage and Maps

transportation solutions for washington park
Wayfinding

A traveler’s willingness to use different types of transportation facilities depends not only on the quality of the facilities themselves, but on how easy they are to navigate. Wayfinding information plays a key role in helping people through their journey. Signs and maps can convey a variety of information, including where a user is, what places of interest are nearby, the direction or route to take to reach a potential destination, and how far in time or miles a user can expect to travel. Accurate wayfinding information is particularly critical for journeys made on foot, by bicycle, or by transit, as a mistake made on the journey carries a higher cost in time or exertion than for travelers using a car. When wayfinding information is unavailable or unreliable, travelers are more likely to drive so that mistakes can be quickly and easily corrected. If a destination is too difficult to find, potential visitors may choose not to go there at all.

Visitors unfamiliar with the area rely on wayfinding signs to guide them along the major routes to the Park, and those signs must meet road signage standards. Within the Park, visitors need clear and consistent signs to help them navigate between attractions on the Park’s roads and trails, as well as maps showing the different attractions, amenities, and transportation facilities available. For visitors who choose to drive, wayfinding information can also help them find a good place to park.

Existing Conditions

Signage and wayfinding outside of and within the Park vary greatly in design and types of information provided. There are numerous decision points, including trail crossings and roadway intersections, without adequate signage for visitors to navigate the Park with ease.

Issues

Signage and wayfinding leading to the Park. Currently, Washington Park is not consistently signed as an “umbrella destination” on highways and city roads, and some entrances are poorly signed and visually difficult to distinguish.

Only some of the Park’s attractions are signed on US-26, the highway connection to the Park. The existing signs are poorly placed along the road’s geometry and do not meet current standards of materials and design. They also do not conform to ODOT regulations, which require that a maximum of three destinations be listed per exit, that each destination be signed three times prior to the exit, and that destinations signed on other routes (such as I-405) also be signed at the exit. In the summer of 2009, I-405 will be repaved, and a US-26 repaving project is scheduled for 2012. During these projects, nonconforming signage will be replaced to meet ODOT standards. This may result in the de-listing of one or more destinations from the SW Canyon Rd. exit on US-26.

transportation facility

Any formal venue used for transportation, including but not limited to roads, sidewalks, trails, paths, and bike lanes.

decision point

Any location where transportation facilities intersect and a traveler must choose between two or more possible directions.
Users approaching the Park on Portland city roads, particularly on bike or on foot, may have difficulty navigating the routes leading up to Park entrances due to lack of clear and consistent wayfinding information. The lack of a visually distinctive design on the city road signs makes it more likely that visitors, particularly drivers, may miss the signs they are looking for and become lost.

With the exception of the SW Park Place entrance, Washington Park lacks distinct gateways that signal to travelers that they are entering the Park. The SW Canyon Road and W Burnside entrances to the Park do not provide a sense of place for visitors, nor are they aesthetically pleasing.

**Signage and maps within the Park.** The lack of clear and consistent wayfinding information creates difficulties for users attempting to navigate between different areas of the Park. The use of signs of various designs on roadways makes it more difficult for users traveling at driving speeds to spot the sign they need to see. Some signs still list OMSI, an attraction no longer located within the Park.

The absence of a coordinated and comprehensive pedestrian wayfinding system makes getting around the Park on foot confusing. Without knowing in which direction a desired destination is located, how far it is, and how long it takes to get there, Park users are less likely to choose walking as a mode for getting around the Park. The maps located at activity hubs are of limited assistance due to the incomplete and inconsistent information they offer; a visitor who oriented themselves based on one map may become confused when they attempt to double-check a route on a different map. (For issues related to trails signage, see the Trails section.)
In addition to the lack of bike-specific infrastructure, the Park also lacks an adequate bicycle wayfinding system. Currently, bicycles can make use of the Park’s automobile destination signs (which show only destinations and direct users along roadways) or stop and look more closely at the larger kiosk maps throughout the Park. These wayfinding schemes, however, are inadequate for bicycles. Orienting oneself to the Park on a bicycle is therefore confusing, and the lack of clearly defined circulator bike routes may discourage Park users from using their bikes to get around the Park.

The lack of clear and consistent signage at parking lots makes it more difficult for users to orient themselves to parking options.

**Recommendations**

**Change highway signage to sign “Washington Park” rather than individual attractions.** The primary purpose of highway signage is to help drivers safely reach the exit they need to take, with more complicated wayfinding information reserved for local roads where traffic travels at slower speeds. Changing all US-26 signage to sign “Washington Park” rather than individual attractions and removing signs for Park attractions from connecting highways reduces sign clutter, making it easier for drivers to navigate their route. This will also bring the Park’s highway signage into compliance with ODOT’s federally-mandated signage regulations. The ODOT Traffic Unit has indicated that they may be able to make these signage changes without cost to the Alliance during the 2012 repaving, representing a significant cost savings.

- Next steps: The Alliance should work internally to agree upon any signage changes, obtain support from any affected neighbors or businesses, and then contact the ODOT Region 1 Traffic Unit in 2010 to request signage changes.
  - Contact: Susanne D’Agnese, Traffic Unit Manager, ODOT Region 1 (Susanne.L.Dagnese@odot.state.or.us; 503-731-3427)

**Lease blue logo signs at exits to advertise individual attractions.** Logo signs, which are installed and maintained by the Oregon Travel Information Council, offer an inexpensive way for attractions to advertise to motorists on highways. Up to four interstate logo signs may be posted per interchange in each direction, with up to 6 logo plaques per sign. Annual costs are $480 per logo sign. Application and other information can be obtained at the Oregon TIC website (http://www.oregontic.com/sales/signs-tods.php). The Alliance indicates strong support for this option.

  - Contact: Diane Cheyne, Sign Services Coordinator, Oregon Travel Information Council, (diane@oregontic.com; 503-378-4508)

**Incorporate wayfinding to the Park into citywide mapping and signage efforts.** Public input did not indicate a critical need for increased signage for the Park on city roads. However, there may be low-cost opportunities to add Park information to City of Portland mapping and signage (such as the downtown information kiosks showing nearby destinations).

  - Next steps: Work with the City of Portland Bureau of Transportation to identify city wayfinding efforts that could incorporate Park information.

**Implement hierarchy of wayfinding.** Public input indicates that the most effective way to meet visitors’ wayfinding needs is through a hierarchy of wayfinding. Distinctive landscaped gateways at Park entrances increase their...
Suggested Locations for Gateway Entrances and Kiosk Maps

Directional markers should be placed at all locations where pedestrian and/or bicycles facilities intersect with other roads or walkways.
visibility to travelers, with directional signage guiding visitors along the appropriate route to the destination they wish to reach. Information kiosks at major hubs and attractions can provide detailed maps showing all Park attractions, recreational areas, visitor amenities, and transportation facilities. They also create additional locations where attractions can advertise events. Small markers at trail crossings with destination and time/distance information help guide pedestrians without visually disrupting green areas. Similar time/distance signs at intersections with on-street bike and pedestrian facilities can also help guide walkers and cyclists. Roads should also have directional signs at intersections guiding drivers to different attractions. (See Bicycle and Pedestrian section for recommendations related to crossing signage and bicycle routes. See Trails section for recommendations related to designating trail connection routes. See Traveler Information section for recommendation regarding the development of pocket-sized maps.)

**Standardize all signage and map design within the Park.** Inconsistent wayfinding information can create as much confusion for visitors as a lack of information. Developing standardized signage and map designs increases the visual unity of the Park and helps visitors find their way more easily regardless of mode. Implementing this change requires that old and outdated signs and maps be removed and replaced with new signs and maps.

**Sign parking lots.** Signing parking lots makes it easier for visitors who drive to orient themselves and increases their awareness of existing parking options, promoting better utilization of smaller lots. It also offers the ability to direct drivers to lots with available spaces. (See Traveler Information and Parking sections for further parking information recommendations.)

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<th>recommendation</th>
<th>objectives</th>
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<td>Sign parking lots.</td>
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Transportation solutions for Washington Park

- Hoyt Arboretum
- Portland Japanese Garden
- International Rose Test Garden
- World Forestry Center
- Portland Children's Museum
- Oregon Zoo
Park Roads

The Park roads provide internal circulation for private automobiles, transit, tour buses, cyclists, and pedestrians, creating connections between destinations within the Park.

Existing Conditions

Roads within the Park vary a great deal in terms of width, pavement quality, and directionality. Some roads, such as SW Fischer Avenue, are two-way with no pavement markings and only as wide as 1.5 cars, and others are one-way with parallel parking and new sidewalks, such as SW Sherwood Blvd. There are many locations within the Park where different transportation modes intersect or share the same facilities, with cyclists and pedestrians using the roadways and road shoulders.

Issues

Internal roads used as through routes. Although Park roads were designed to serve vehicles with destinations within the Park, the roads are often used by nearby residents driving through to access the US-26 interchange. This greater volume of vehicles means the roads tend to experience damage more quickly than would normally be expected for a park road.

Tour buses. The internal roads have a number of characteristics that create challenges for tour bus operators. The one-way circulation pattern in the International Rose Test Garden area contributes to the complexity of connecting tour passengers to the correct pick-up/drop-off locations, and the tight geometry of some sections of the road system can cause buses to become stuck in dead-end spaces that are very difficult to depart. These issues contribute to traffic congestion within the Park, degrading the experience for all users.

Lack of maintenance capacity. With the exception of SW Fairview Blvd, internal roads are under the jurisdiction of Portland Parks and Recreation rather than the Bureau of Transportation. PPR does not have the institutional capacity to maintain roads that are used at the greater traffic volumes some internal Washington Park roads experience.

Lack of standardized traffic signage. Without clear and standardized traffic safety signs and controls, there is the potential for accidents where roads intersect with trails or where users traveling by different modes share the roadway. Both pedestrians and bicyclists are currently vulnerable to automobiles, which typically travel at higher speeds and whose drivers may not be aware that other modes are present. Particularly at blind curves, the lack of signage or pavement markings presents significant safety concerns.
recommendations; park roads

Operations Areas to Screen by Landscaping

Visible Operations Areas
- Employee Parking
- Zoo facilities / maintenance

transportation solutions for washington park
Attraction operations areas visible from roadways. For the most part, Park roads exist in a natural setting, giving the user a sense of being away from the city despite being only blocks from Portland’s urban core. At some locations along the road network, the Park’s aesthetic effect is disrupted by visible operations areas, such as unsightly maintenance buildings and yards and employee parking.

Recommendations

Explore jurisdictional transfer of roads to Portland Bureau of Transportation. There is the potential that many of the issues regarding Park roads would be better addressed by the city’s Bureau of Transportation, which is best equipped to perform maintenance and construct improvements, including resurfacing, restriping, and changes to road geometry. The Alliance should continue to discuss and analyze the trade-offs involved in such a transfer, as the Bureau of Transportation may require roads to meet certain standards before accepting responsibility for them, and these standards may prove to be very costly or unacceptable in terms of impact on user experience.

- Next steps: Designate an Alliance representative to begin conversations with the Bureau of Transportation to explore this option.

- Contact: Portland Bureau of Transportation Engineering and Technical Services Group (503.823.5185)

Standardize traffic control signage. Establishing consistent signage to alert drivers to speed limits, yielding situations, poor visibility, and the presence of bicyclists and pedestrians makes the roads safer for everyone. The Alliance should advocate for a review of current traffic control signage by the agency with jurisdiction over roads, paying particular attention to areas where fast-moving uphill automobile traffic conflicts with bicyclists and pedestrians. (See Bicycle & Pedestrian section for recommendations regarding pedestrian crossings.)

- Next steps: Coordinate with Portland Parks and Recreation for traffic control signage evaluation.

Re-landscape to screen operations areas from view. Two areas in particular along the road system detract from the Park experience: the Oregon Zoo’s employee parking, near the southern entrance to the Park, and the entrance to the Zoo’s maintenance access road, on the south side of Kingston Blvd. Both areas would benefit from future landscaping, perhaps as part of a parking lot or road reconstruction effort.

<table>
<thead>
<tr>
<th>recommendation</th>
<th>objectives</th>
<th>highest priority</th>
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<td>❖ Explore jurisdictional transfer of roads to Portland Bureau of Transportation.</td>
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<td>❖ Standardize traffic control signage.</td>
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<td>❖ Re-landscape to screen operations areas from view.</td>
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Existing Transit Routes and Stops
**Transit**

The availability of public transit is interwoven into all transportation issues at Washington Park. Attractiveness and available transit meeting both access and circulation needs will allow visitors to leave their cars at home, easing the strain on a limited supply of parking. TriMet’s MAX light rail provides high volume, high quality regional access during all Park operating hours, and the 63 Washington Park bus provides additional service, including hourly stops at various locations throughout the Park. The Washington Park Shuttle provides circulation throughout the Park, but only during peak season.

**Existing Conditions**

TriMet’s line 63 connects downtown Portland to Washington Park, serving the Rose Garden/Japanese Garden area, the Hoyt Arboretum, and the attractions at the south end of the Park before terminating in Sylvan on its west end.

The Washington Park MAX Station is located at the south end of the Park, adjacent to the World Forestry Center, the Oregon Zoo, and the Portland Children’s Museum. Red and Blue light rail line serve the Park seven days per week for 20 or more hours per day.

TriMet runs the Washington Park Shuttle seasonally, with daily service from Memorial Day through Labor Day and weekend-only service continuing through October. The shuttle serves major Park attractions, connects to both the 63 route and the Washington Park MAX station, and runs from 10 am to 7 pm, four times an hour. TriMet’s regular fares apply to the Shuttle.

The Washington Park & Zoo Railway is owned and operated by the Oregon Zoo, with one stop located within the Zoo and a second stop located near the Rose Test Garden. The train runs daily from Memorial Day to Labor Day, during the evenings from Thanksgiving through December for the Zoo Lights Festival, and on days during the off-season where demand is high enough to warrant its operation.

The Japanese Garden shuttle-bus is owned and operated by the Japanese Garden. An open-sided ADA accessible vehicle, it can transport up to 22 passengers between the Japanese Garden and the parking lot at the base of the hill, providing a free alternative for visitors who cannot or prefer not to use the path. It runs throughout the day from June 1st – October 31st, and during the weekends in the off-season.

**Issues**

No weekend bus service. Effective in September 2009, TriMet line 63 will no longer operate on weekends. This eliminates key internal transit service on the days when the Park is busiest. Also, the 63 provides the only transit circulation within the Park October through April, when the Washington Park Shuttle is not operating. The route is identified as one of TriMet’s less productive ones, making the future of service uncertain.

Low utilization of transit by visitors. While Washington Park has constrained parking capacity, the MAX provides high transportation capacity, particularly during the off-peak times (mid-day and weekends) when the Park is busiest. With increasing automobile congestion and imminent transit service cuts, an effort is needed to make transit use an attractive mode for Park visitors. The intercept survey conducted by New Leaf Planning indicates that the Park-wide mode share of transit is approximately 12%, far less than the goal of 20% identified in the 1997 Zoo Transportation Demand Master Plan.
The number of visitors arriving at the Park by MAX increased annually from 2005 to 2008, rising 86% over the three year span. Since its opening in 1998, the Washington Park MAX station has provided high quality, high capacity regional service to the Park. This station, the deepest underground transit stop in North America, offers tremendous untapped potential to relieve congestion and parking issues within the Park.

**Park-wide transit service.** Currently, there is no form of internal transit that runs throughout the Park, serves all attractions, meets ADA standards, and operates every day during all attraction hours. Several Shuttle stops consist only of a sign placed at the road’s shoulder, without paved waiting areas, furniture, or pedestrian facilities providing ADA accessibility.

**Washington Park & Zoo Railway alignment.** Although Park visitors may board the Zoo Railway train at either the Zoo or near the Rose Garden, all must purchase Zoo admission to enter and access the train. The majority of Park visitors using the train board at the Zoo, indicating low use of the Zoo for visits starting at the northeastern end of the Park. A long flight of stairs at the Rose Garden station impedes ADA accessibility.

**Japanese Garden Shuttle.** The shuttle from the Japanese Garden parking lot up to the main entrance takes approximately 10 minutes to complete a round-trip. The shuttle vehicle itself is not designed to run at the steep grade of the road connecting to the main entrance, and suffers ongoing mechanical issues as a result.

**Existing service information.** For the three modes of transit currently in operation, route maps, schedules, and fare information are not posted at all stops. This creates an obstacle for visitors who prefer or need to take transit around the Park, as they may have difficulty determining what options are available to them on any given day. Additionally, data collection and public involvement indicate that many visitors, even those who frequent the Park, are not aware of the existence of the Washington Park Shuttle.

**Recommendations**

**Promote Sunset Transit Center for weekend and holiday parking.** Sunset Transit Center, which is just a five minute MAX ride from the Washington Park station, features a 630-space Park-and-Ride. The parking structure fills up

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### Taking MAX to the park

<table>
<thead>
<tr>
<th>Year</th>
<th>Visitors</th>
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<tbody>
<tr>
<td>2005</td>
<td>215,902</td>
</tr>
<tr>
<td>2006</td>
<td>251,773</td>
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<td>365,171</td>
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<tr>
<td>2008</td>
<td>401,220</td>
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### Mode share

The percentage of trips made by a particular transportation mode. This statistic is commonly used to assess what forms of transportation travelers choose to reach their destinations.
completely on weekdays, but remains less than half-full on weekends. The Alliance should work with TriMet to market the availability of this asset to Park visitors, helping to address parking demand on the busiest days. The Alliance and TriMet should also address the obstacle of the all-zone fare required to make the short trip.

**Work with TriMet to achieve better transit service to the Park.** The Alliance should actively engage with transit policy and planning efforts. This recommendation encompasses a wide range of possible actions, including advocating during TriMet planning processes (such as TriMet’s annual Transit Investment Plan), establishing an ongoing dialogue with TriMet regarding the Park’s transit needs, and directly supporting TriMet transit service via joint advertising, improvements to transit stops served by outside transit lines, or directly subsidizing operational costs.

- Next steps: Assign a point person from the Alliance who will remain active in transit planning; the TMA director would be an appropriate person for this job.
- Contact: Tom Mills, Service Planning and Scheduling, TriMet (MillsT@trimet.org; (503) 962-4883)

Modify south terminal of Washington Park & Zoo Railway to allow all Park visitors to ride. The south terminal of the railway is at the old (now unused) entrance gate on the southeast edge of the Main Visitor lot. It would be very easily accessible to general Park visitors if not gated off within Zoo property. The Alliance should work with the Zoo to open the Railway to all visitors who wish to circulate between the south end of the Park and the Rose Garden/Japanese Garden area. All visitors would pay the train fare, with Zoo admission only required for visitors wishing to enter the Zoo. As an experiential form of transportation serving limited locations, the Railway would be an appealing activity rather than a traditional transit service, limiting its competition with the Shuttle.

**Improve accessibility of Rose Garden railway station.** The steep grade that leads from the Rose Garden area to the Washington Park & Zoo Railway station is not accessible to people with disabilities. The Alliance should explore long-term solutions to make the station accessible, including ramp and elevator alignments.

**Market the Washington Park & Zoo Railway as an attraction for all Park users.** When the necessary improvements have been made, the Railway should be advertised to Park visitors as a fun way to travel between the Park’s southern hub and the Rose Garden/Japanese Garden area.
Improve visibility, service, and user experience on existing Washington Park Shuttle. The Shuttle allows visitors to get around between attractions without having to bring their car to the Park. However, data collection and public input revealed that many visitors do not know about the Shuttle. The existing service would benefit from more distinctive branding that reflects the natural surroundings and is recognizably different from regular TriMet bus stop signs. Additionally, shuttle stops at attractions should be clearly marked with the name of the nearby attraction(s). The Alliance should also increase awareness through outreach to attraction members and frequent visitors. (See the Traveler Information section for recommendations related to transit marketing and outreach.)

Partner with TriMet to expand shuttle service, subsidizing operations and stop improvements when possible. During the planning process, the public repeatedly expressed their desire for expansion of internal shuttle service. An ideal shuttle system would provide service during all times of year and all attraction hours of operation, and would expand service westward to the overflow shuttle lot and eastward to the Kings Hill/SW Salmon St. MAX Station. Additionally, shuttle stops should be improved to include amenities platforms, benches, and garbage cans. As with the recommendation for working to improve TriMet service to the Park, significantly improving Shuttle service and stop amenities will likely require the Alliance to move beyond advocacy to logistical and/or financial partnership with TriMet. (For recommendations on using parking fee revenue to fund improvements, see the Parking section.)

• Next steps: Approach TriMet about the possibility of working together on shuttle service improvements.

Investigate distinctive vehicles and modes that will enhance the Park experience. Unique modes of transit have their own

South terminal of the Washington Park & Zoo Railway.

Iconic signage, like the examples above, could increase shuttle visibility.
In an online regional survey, 771 people selected the three transportation improvements they would most like to see at the Park and were asked to rank them. Of the three most requested improvements, additional on-site parking was cited as the highest priority, but overall, survey respondents strongly supported transit improvements both to and within the Park.

**Unique transit vehicles** help make getting around the Park an experience in itself.

Intrinsic value and add to the Park experience by becoming part of the adventure of the visit. The Alliance should explore innovative transit vehicles as a part of addressing long-term circulation and off-site shuttle issues at the Park.
<table>
<thead>
<tr>
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<tbody>
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<tr>
<td>Investigate distinctive vehicles and modes that will enhance the Park experience.</td>
<td>2.1, 3.5, 5.2</td>
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Traveler Information

Reliable, comprehensive information is vital to Park users making effective decisions about their travel options, and the quality of information provided significantly impacts the user experience at Washington Park. With knowledge of what to expect when traveling to and arriving at the Park, visitors can be prepared and plan accordingly. Traveler information also benefits users by providing them with a complete set of transportation options. From the mode they use to reach the Park to where they go for parking or shuttle service, traveler information puts power in the hands of Park users and takes some of the pressure off of Park institutions.

Existing Conditions

Park attraction websites and the Washington Park Alliance website offer limited information regarding transportation to Washington Park. All attraction websites – Oregon Zoo, Portland Children’s Museum, World Forestry Center, Hoyt Arboretum, and Portland Japanese Garden – provide some information to visitors traveling by automobile, MAX light rail, and bus. On a number of the sites, maps and helpful links are provided. The Oregon Zoo also provides information for travelers arriving by Amtrak train, by bicycle, and by foot. Portland Parks and Recreation’s Washington Park site does not give directions to the Park, but does offer a map of the Park and its vicinity, as well as information on construction impacting travel to the Park. The Washington Park Alliance website offers basic traveler information in the form of a simple map, directions to the Park for automobiles, basic transit information, and a link to TriMet’s website. Additionally, the Washington Park Alliance and Park attractions offer brochures with transportation information.

Issues

Limited traveler information. Prior to arriving, visitors driving to the Park have no real-time information regarding parking conditions, which vary widely and change rapidly. Even where available, namely on Park websites and in brochures, information is basic. Accessing the Park can be confusing to users of all modes, but transit, bicycling, and walking information is particularly limited. Little is done to educate Park users about their full set of transportation options and the trade-offs between them.

Inconsistent information among attractions. Maps of the Park are unclear and inconsistent. Maps of downtown Portland do not provide information for getting to Washington Park, though the Park can be easily reached from downtown. Park attractions do not provide one clear message about how to get to the Park or what to expect upon arrival. (See Wayfinding section for other issues related to signage, maps, and wayfinding.)

Recommendations

Provide real-time traveler information to visitors before and during their trip. Information about parking conditions and prices, shuttle service, MAX and bus service, and applicable construction or special event announcements can be provided to Park visitors in a number of ways. (See Parking section for more information on real-time parking information.) A Washington Park TMA could be responsible for disseminating and updating relevant information outlets. Media through which information could be distributed include, but are not limited to:
• Variable flip signs on the roads approaching the Park
• Electronic variable message signs located on highways approaching the Park
• Frequent updates to attraction and Park websites
• Announcements on local radio and television stations, similar to traffic reports
• Dedicated Washington Park traveler information radio station on AM frequency
• Telephone hotline
• Electronic and paper brochures, possibly offering individual brochures for each mode

Next steps: Research and establish media for traveler information. Designate a body or individual to collect relevant traveler information on a daily basis and disseminate it through the appropriate channels. The TMA director would be an appropriate person for this job.

Provide pocket-sized maps of the Park and adjacent areas. To improve wayfinding for Park visitors, increase ease of access to the Park, and market Park attractions in concert, a foldable, pocket-sized map of the Park and outlying areas should be produced and distributed at attractions and regional outlets (such as area hotels and special event venues). A small, convenient map would be easy to carry and reference for those walking, hiking, bicycling, taking transit, or even driving to the Park. Map design should be consistent, clear, and attractive and should show connections to the Park from downtown and other nearby locations.

• Next Steps: Develop a map design and produce maps. Look to the City of Portland pocket bicycling map as a model. Their pocket maps have been hugely popular, as have their map-printed bandanas.

Partner with TriMet to advertise Washington Park and its transit options. TriMet’s See Where It Takes You Campaign is designed for marketing places like Washington Park: regional attractions with peak hours that differ from commuting peak hours. Through this advertising campaign, the Alliance can promote the Park on the outside and inside of buses and trains, as well as on transit stop benches. The campaign offers the advantage of promoting Washington Park and its attractions while highlighting connections between transit and the Park. Transit commuters get the message that they can also take transit to get to the Park and those who drive can see the message on the side of buses and MAX trains. The advertisements through this campaign are free to attractions, excepting printing costs.

A foldable, pocket-sized map of Washington Park and its surrounding areas could be an easy, convenient tool for getting visitors to the Park.
Station advertising is another option for marketing transit as a way to get to the Park. Using the concept of “station domination,” the Alliance could enter into an agreement with TriMet to purchase all of the advertising rights for the Washington Park MAX station or any other station. The connection between transit and Park attractions can once again be made for travelers passing or waiting at a particular station.

Finally, a few companies offer advertising installations in subway tunnels. By installing a series of lighted pictures in sequence within the MAX tunnel, an animated advertisement could be seen by everyone riding the MAX train. This type of eye-catching promotion would reach all MAX riders making the journey through the tunnel each day.

- Next steps: Develop a branding icon and/or slogan for Washington Park. Explore subway media opportunities at http://www.submediaworld.com or http://www.aapglobal.com/metrovista.php. Enter into dialogue with TriMet about the marketing opportunities staff identified in their conversations with the project team.
- Contact: Drew Blevins, Director of Marketing, TriMet (BlevinsD@trimet.org; 503.962.4906)

Include traveler information in Park & attraction advertisements; use iconic branding to increase visitor awareness of travel options. When advertising the Park, individual Park attractions, or special events, use an iconic logo, slogan, or branding to inform or remind visitors that there are multiple transportation options for reaching Washington Park. This will strengthen the connections people viewing the advertisement make between the Park, its attractions, its events, and the need to consider transportation alternatives. The slogan, logo, or branding should also

**Sample transportation icons** that could be used on advertisements to inform or remind Park visitors of their transportation options and direct them to more information.
indicate where viewers can find more information. Two sample advertisement brandings are shown. A Washington Park TMA could assist with the funding and administration of this kind of campaign.

- Next steps: Develop a Washington Park transportation icon and incorporate it into Park advertisements. Establish a TMA to administer this campaign.

Provide a parking map with pricing information online and at Park attractions. Providing parking information in advance can prevent the congestion that results from queuing and circling in the parking lots. Pairing information about parking options and parking prices also sends a signal to Park visitors that driving and parking carry costs. The online version of the parking map should also provide information to visitors regarding parking spaces for disabled persons and locations of overflow lots or more distant parking.

- Next steps: Develop a map of all parking options and post it on the Park and attraction websites. Make printed copies available in prominent locations at all attractions. Incorporate parking pricing information prominently on both online and printed maps. (For an example of a basic parking map, see Appendix F.)
Trails

Washington Park’s trails offer users exercise, recreational, and educational opportunities as well as pedestrian connections. Trails offer improved access from downtown and the surrounding neighborhoods when there are visible, attractive entrances. Trails also improve circulation within the Park by providing pedestrians an alternative to relying on limited sidewalk infrastructure or walking in the shoulders of Park roads. An integrated and intuitive trail system provides Park users with a pleasant way to get from one Park attraction to another without driving, which encourages visitors to leave their cars at home.

Existing Conditions

The park’s trails vary in length, directness, and surface type, and therefore offer different types of user experiences. While most trails are in good condition, they lack adequate directional signage at decision points. Existing wayfinding signs provide trail names, but do not direct users to destinations or provide distance or travel time information, and some trail intersections are unsigned altogether.

Issues

Trail conditions. Although most of the Park’s trail system is in good condition, portions of the most heavily-used trails, particularly the Wildwood Trail and Overlook Trail, are in either fair or poor condition. Deficiencies on these trail sections include muddy surfaces, erosion, exposed tree roots, rocks and other trip hazards, cut-through paths, and crumbling of hard-surface trails.

Trail wayfinding. The extensive trail system within Washington Park is a tremendous regional asset, but the lack of adequate signs can render trail options overwhelming. The absence of a comprehensive, consistent, and logical wayfinding system makes traveling between Park attractions on trails confusing, and can dissuade visitors from taking advantage of this travel option. In particular, the Park lacks direct, well-marked trails connecting northern and southern attractions.

Recommendations

Designate connection routes between Park hubs on existing trails, and make routes official. This is a low-cost action that can be taken to immediately improve connections between Park attractions without the construction of new facilities. All Park attraction staff should be made aware of these routes so they can offer consistent directions to visitors traveling between attractions.

- Next steps: Select preferred connection route option. Integrate connection routes into existing maps and traveler information, and train staff at all Park
attractions on how to direct visitors traveling on foot between Park attractions.

Prioritize trail upgrades and use more durable materials for connection routes. The trail quality and materials for connection routes should reflect the expectation that they will carry higher volumes of Park users than other Park trails.

- Next steps: Work with Portland Parks & Recreation to determine projected foot traffic along these routes and select appropriate trail materials.

Add pedestrian-scale lighting on connection routes. Lighting on these routes should provide a safe and comfortable experience for users at all times of the day when the Park and its attractions are in operation, during all seasons throughout the year. This is especially important for special events lasting late into the evening.

- Next steps: Work with Portland Parks & Recreation and nearby neighborhoods to determine trail lighting that reflects expected use and respects neighborhood privacy.

### Examples of Possible Connection Routes

These routes should be chosen for directness as well as the ease with which a user can follow the route.

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<thead>
<tr>
<th>recommendation</th>
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<td>Prioritize trail upgrades to and use more durable materials for connection routes.</td>
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</tr>
<tr>
<td>Add pedestrian-scale lighting on connection routes.</td>
<td>3.3, 3.4, 4.1, 4.3</td>
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</table>
Bicycle and Pedestrian Facilities

Biking and walking are important components of the transportation system at Washington Park. Whether a visitor to the Park’s attractions drives, takes transit, or is dropped off, their time in the Park will almost certainly involve some amount of walking. Thus, providing pedestrian infrastructure is a strong tool for enhancing the visitor experience. Similarly, while bicyclists represent a very small percentage of visitors to Park attractions today, the Park’s roads are nevertheless heavily used by bicyclists, particularly during the summer months. Pedestrian and bicycle facilities improve Park access by creating safe and comfortable connections from surrounding areas, while reducing the potential for conflicts with vehicles on Park roads. The more comfort and connectivity pedestrian and bicycle facilities offer, the more likely that Park visitors will choose to leave their cars at home.

Existing Conditions

Washington Park is accessible from the west via bike lanes on SW Canyon Court, from the northeast via an off-street path on Stearns Way, and from the east via bike lanes on SW Canyon Road. Many cyclists bring their bikes to the Park on the MAX and the 63 bus line. Bike infrastructure internal to the Park includes lanes on Knights Blvd. that terminate north of the World Forestry Center, and off-street paths on Stearns Road, Madison Court, and adjacent to the reservoir.

The Park is accessible on foot at all Park roadway and trail entrances. Pedestrians also benefit from bus, MAX, and shuttle service that provide integrated transit-pedestrian connections. Pedestrians travel through the Park on sidewalks, trails, paths adjacent to roadways, and in the roadway. The absence of sidewalks on roads that provide direct connections means pedestrians walk in the roadway or use less direct trail facilities to travel between northern and southern attractions. Pedestrian wayfinding information is provided throughout the park on kiosk maps, automobile directional signs, and guide signs on the Park’s trails.

The Arboretum, Japanese Garden, and International Rose Test Garden parking lots feature pedestrian pathways and crossings. At the Park’s southern end, however, the lot’s pedestrian pathways have been converted into additional parking spaces. Paths have emerged where pedestrians have worn through the landscaping. Crossings are marked in several places on Knights Boulevard and near the entrance to the Japanese and Rose Gardens.

Issues

Lack of bicycle infrastructure and information. Very little bicycle infrastructure connects bicyclists to the Park, and legibility is poor. Bicycle wayfinding signs exist at the eastern entrance on SW Canyon Rd, but this is the only signed bicycle connection to the Park. Accessing the Park by bike is difficult due to a lack of information and infrastructure at most Park approaches.

Lack of pedestrian infrastructure and information. Park entrances often lack sidewalks, accessible ramps, and wayfinding elements such as signs, markers, and information kiosks. Moreover, the Park’s steep grades can make walking difficult. The lack of sidewalks on roads and direct pedestrian connections between attractions discourages visitors from walking between different parts of the Park if they do not feel comfortable navigating the trails. Most existing sidewalks are ADA-compliant and are
in good condition, but in some locations sidewalk width is inadequate for accommodating pedestrian demand.

Lack of separation between modes. Because the Park’s internal roads lack bicycle and pedestrian facilities, cars, bikes, and pedestrians often share road space. This can result in unsafe driving, walking, and riding conditions, particularly around blind turns. Though there are few crashes, the perception of unsafe conditions can dissuade users.

Safety at crossings. Intersections of sidewalks, trails, and roadways often lack pedestrian crossing treatments, which can lead to dangerous interactions between cars, bicycles, and pedestrians.

Lack of separation between pedestrians and parking/parked vehicles. In congested parking lots and where on-street parking is allowed, pedestrians and vehicles share road space, creating the potential for safety conflicts as well as an environment which feels unsafe to users. Examples of these locations include the Main Lot and on-street parking along Knights Blvd. and Sherwood Blvd.

**Recommendations**

**Engage City bicycle and pedestrian planning efforts to improve connections to the Park.** The City of Portland Bureau of Transportation is in the process of updating its Bicycle Master Plan and has identified a number of routes in and around Washington Park. Similarly, the City periodically updates its existing Pedestrian Master Plan. Both of these present opportunities to advocate for improved pedestrian and bicycle connections to, and circulation within, the Park. In many situations, these improvements may take the form of enhanced wayfinding. Please see the Wayfinding section for more detail.
Existing Crossing Opportunities with Lighting, Striping, or Raised Crosswalks

Pedestrian Crosswalks:
- Lighted
- Painted
- Raised / Painted

Existing Crossing Opportunities include:
- Portland Japanese Garden
- Hoyt Arboretum
- International Rose Test Garden
- Portland Children's Museum
- Oregon Zoo
- World Forestry Center
Next steps: Begin discussions with PBOT planners to identify pedestrian and bicycle routes that can best serve Park users; advocate for the development of planned routes following plan adoption.

Contacts: Roger Geller, City Bicycle Coordinator (503-823-7671); Denver Igarta, Transportation Planner (503-823-1088); April Bertelson, City Pedestrian Coordinator (503-823-6177)

Add appropriate bicycle pavement markings on Park roads. Potential applications include sharrows, bike lanes, and boulevard bike dots. An example configuration for a two-way street might include sharrows in the downhill direction and a bike lane in the uphill direction.

Next steps: Work with PBOT planners to identify suitable treatments for the Park’s unique roadways and advocate for implementation of markings in current use, as well as those under consideration in the update to the City’s Bicycle Master Plan.

Sign or mark all pedestrian crossings to improve visibility. Priority should be given to unmarked and unsafe crossing locations identified in the adjacent map in order to minimize the potential for conflicts between pedestrians, bicyclists, and cars.

Create pedestrian crossings at logical points from the Main Visitor lot to attractions. In the short-term, crossing improvements should be prioritized along the perimeter of the parking lot to connect visitors to Main Visitor lot attractions. In the mid- and long-term – particularly if off-site parking is expanded – efforts should be made to reclaim Main Visitor lot parking spaces in order to provide safe and comfortable connections from parked cars to Main Visitor lot attractions.
Priority Locations for Pedestrian Crossing Improvements

- Hoyt Arboretum
- Portland Japanese Garden
- World Forestry Center
- Portland Children’s Museum
- Oregon Zoo
- International Rose Test Garden

Priority Crossings

- No Crosswalk / Unsafe Crossing
Use paving materials that provide traction in wet conditions. Survey results show that many users visit the Park regularly throughout the year. When trails are upgraded to support heavier traffic, year-round use of these trails should be considered.

Provide pedestrian walkways where on-street parking is allowed within the Park. On-street parking, along Knights Blvd. and Sherwood Blvd. in particular, creates a situation where pedestrians and cars share steep, narrow roadways. Developing walkways in these areas should be prioritized in order to improve pedestrian safety and vehicle flow.

Incorporate pedestrian improvements into land use changes. If proceeding with on-site parking or other large-scale land use changes, care should be taken to integrate enhancements to the pedestrian environment, including wider sidewalks and improved landscaping.

Add separated, multi-use path adjacent to SW Kingston. Such a path would improve flow by reducing the potential for conflicts between bicycles, pedestrians, and automobiles on Kingston. Additionally, it would provide a higher quality user experience for joggers, cyclists, and visitors walking between attractions at different ends of the Park.

Next steps: Work with Portland Parks & Recreation and PBOT planners to identify potential path alignments; advocate for inclusion in the Bicycle Master Plan update and future Pedestrian Master Plan update.

- **Recommendations**: bicycle & pedestrian

  - Use paving materials that provide traction in wet conditions.
  - Survey results show that many users visit the Park regularly throughout the year. When trails are upgraded to support heavier traffic, year-round use of these trails should be considered.
  - Provide pedestrian walkways where on-street parking is allowed within the Park.
    - On-street parking, along Knights Blvd. and Sherwood Blvd. in particular, creates a situation where pedestrians and cars share steep, narrow roadways. Developing walkways in these areas should be prioritized in order to improve pedestrian safety and vehicle flow.
    - Incorporate pedestrian improvements into land use changes. If proceeding with on-site parking, improve pedestrian environment sooner.
  - Add separated, multi-use pathway adjacent to SW Kingston.

<table>
<thead>
<tr>
<th>recommendation</th>
<th>objectives</th>
<th>highest priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engage with PBOT bicycle and pedestrian planning efforts to advocate for improved connections to the Park.</td>
<td>2.2</td>
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</tr>
<tr>
<td>Add bicycle pavement markings on Park roads.</td>
<td>3.2, 4.3</td>
<td></td>
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<tr>
<td>Sign or mark all pedestrian crossings to improve visibility, prioritizing unsafe locations.</td>
<td>3.3, 3.4, 4.1, 4.3</td>
<td>✓</td>
</tr>
<tr>
<td>Create pedestrian crossings at logical points from the Main Visitor lot to Park attractions.</td>
<td>4.2, 6.2</td>
<td>✓</td>
</tr>
<tr>
<td>Use paving materials that provide traction for bikes and pedestrians in wet conditions.</td>
<td>3.3</td>
<td></td>
</tr>
<tr>
<td>Provide pedestrian walkways where on-street parking is allowed within the Park.</td>
<td>4.3, 6.2</td>
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</tr>
<tr>
<td>Add separated, multi-use pathway adjacent to SW Kingston.</td>
<td>3.3, 4.1, 4.3</td>
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</tbody>
</table>
Parking

Addressing the issue of parking has been the primary impetus behind the formation of the Washington Park Alliance. However, the issue of parking itself is inextricable from the issues of access and circulation. If the attractiveness of transit and other modes of access is not improved, and if other ways of getting around the Park are unavailable or inconvenient, parking demand will continue to climb. Thus, to improve the parking situation, any transportation improvement strategy will need to address parking, circulation and access in an integrated way.

Existing conditions

Existing parking capacity includes on and off-site lots, on-street parallel parking, and informal parking on the shoulders of roads. The Main Visitor lot is the most heavily used parking facility in Washington Park. Located directly off of US-26 and surrounded by the Oregon Zoo, Portland Children’s Museum, and the World Forestry Center, this lot is typically the first place users go in search of parking. The Auxiliary lot, located between the World Forestry Center and the Portland Children’s Museum, accommodates high-occupancy vehicles on low-attendance days, and is available to all visitors during the Park’s busier days. Other lots include the Hoyt Arboretum Visitor Center lot, the Portland Japanese Garden lot, and the International Rose Test Garden lots. On-street parking is located in several locations throughout the Park, the bulk of which can be found along the length of SW Sherwood Blvd. In addition to these formalized on-street spaces, there are also numerous vehicle pull-offs where visitors are permitted to park. These informal spaces are mostly located along SW Kingston Blvd and SW Fischer Lane.

Anyone who has ever tried to find a place to park in front of the Portland Children’s Museum on a sunny summer afternoon can tell you about the “the parking problem” at Washington Park. However, it is important to remember that parking congestion itself is not the problem. Parking congestion is the result of accommodating a growing number of visitors with a limited amount of parking capacity. While increasing parking capacity may be one part of a solution to the transportation issues at Washington Park, a variety of other cost-effective measures can also be taken in the near future. Efforts to improve access and circulation for all modes within the Park can help to make non-motorized travel more convenient and comfortable, and thus more attractive than the perceived hassle of parking. By implementing transportation improvements that make non-motorized modes more attractive, the Alliance can work to alleviate “the parking problem” for all users.

When the Main Visitor lot fills up on peak days, a system of off-site parking lots is made available to Park visitors. These lots are at the Sylvan Business Center, off of US-26, and the First Church of the Nazarene, off of Scholls Ferry Road. When these lots are in use, a contracted shuttle service is operated to transport visitors between the off-site lot and the Park. The shuttle service is paid for by the Portland Children’s Museum, World Forestry Center, and Zoo in proportion to their attendance.
In the online survey, respondents were asked about their satisfaction with various features of the Park related to transportation. Survey respondents were the least satisfied with parking. However, this rating is still considered neutral (1 = very dissatisfied, 3 = neither satisfied nor dissatisfied, 5 = very satisfied).

<table>
<thead>
<tr>
<th>“How satisfied are you with the following?”</th>
<th>Average Rating (1-5 scale)</th>
</tr>
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<tbody>
<tr>
<td>Parking within the park</td>
<td>3.1</td>
</tr>
<tr>
<td>Bike routes within the park</td>
<td>3.2</td>
</tr>
<tr>
<td>Bike routes to the park</td>
<td>3.3</td>
</tr>
<tr>
<td>Pedestrian routes to the park</td>
<td>3.6</td>
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<tr>
<td>Transit to the park</td>
<td>3.7</td>
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<td>Pedestrian routes within the park</td>
<td>3.9</td>
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<tr>
<td>Roadways within the park</td>
<td>4.0</td>
</tr>
<tr>
<td>Roadways to the park</td>
<td>4.1</td>
</tr>
<tr>
<td>Trails within the park</td>
<td>4.4</td>
</tr>
</tbody>
</table>

A follow-up question confirms the neutral sentiment of the average survey respondent. When asked whether they agree with the statement “It is usually easy to find a parking spot when I visit Washington Park”, a plurality (36%) responded that they disagree, while 30% agreed, and 24% neither agreed nor disagreed.

**Issues**

**Parking-induced traffic congestion.** During peak times, motorists circulate parking lots and roadways in search of available parking, causing traffic congestion. This congestion delays other visitors who are trying to access various Park attractions or exit the Park. At the northern end of the Park, congestion on roadways can bring traffic to a standstill, making it difficult for Park workers or emergency personnel to move between areas of the Park. This is particularly problematic on SW Sherwood Blvd, which is flanked on either side with on-street parking. During especially popular events, congestion at the Main Visitor lot has even led to backups on US-26.

**Attendance outpacing parking capacity.** With the Park’s current attendance levels and mode split, there is insufficient parking capacity on-site to meet user demands. In an effort to meet growing demands for parking, Park institutions have become increasingly reliant on temporary and off-site parking lots. In 2007, the Sylvan Business Center lot, which only operates as an overflow parking area in the evenings and on weekends, was used 63 days out of the year. In the same year, the First Church of the Nazarene lot was used 121 times. The First Church of the Nazarene...
is used for employee and overflow parking during the peak season, except on Sundays. The Auxiliary lot has also become another location necessary on peak days.

Recent proposals to add capacity within the Park have been met with significant political challenges. The general sentiment of public officials is that there is no justification to increase the existing parking capacity at Washington Park, especially given the presence of the under-utilized Washington Park MAX station. There is also a strong aversion among users and the general public to converting any additional existing green space for parking use. To make things even more complicated, one of the best ways to increase parking capacity without intensifying the footprint of surface parking – structured parking (either above or below ground) – presents significant logistical and financial obstacles, given the challenging topography found throughout much of the Park.

*Previous demand management efforts.* Previous attempts to shift users away from driving to the Park have met mixed results. Transportation Demand Management surveys conducted by the Oregon Zoo (the only member attraction to have engaged in such efforts) show that in 2007 the majority of visitors coming to Oregon Zoo came by private vehicle (only 15% of Zoo visitors came by transit). The Park would benefit from an increased share of visitors taking non-automobile modes, given the limited parking capacity and projected growth in Park visitors.

*Current parking pricing.* A $2 fee is charged for parking in the Main Visitor lot. Parking fees are collected at the admission counters of the Oregon Zoo, Portland Children’s Museum, and the World Forestry Center. However, the policy and operations of the parking lot fees have a few notable limitations:

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The chart below shows how much respondents recall paying for parking (excluding members). Despite the fact that parking in the Main Parking lot costs $2, only 2% of those who should have paid recall paying that amount.

It is likely that some respondents who reported that they did not pay did in fact pay for parking, given that parking charges are consistently collected by various organizations. This suggests that the relatively low price is not a strong enough price signal to register with visitors. Without sending a noticeable price signal to users, people will continue to drive and park within the Park without considering other modal options.
Parking fees are collected on the “honor system.” When purchasing admission, visitors are asked whether or not they drove to the Park that day and charged $2 if they answer in the affirmative. This mechanism allows some users parking in the Main Visitor lot to avoid the $2 charge by stating that they did not drive.

Parking validation does not need to be placed in the vehicle prior to entering the attractions, nor is it inspected upon leaving the Park. Without parking fee inspections, it is unclear how many users of the Main Visitor lot have actually paid for the space.

Members of the Oregon Zoo, Portland Children’s Museum, and World Forestry Center are not charged a parking fee at the Main Visitor lot, but these members represent a significant portion of the parking lot’s users. In addition, members are more likely to be frequent visitors to the Park’s attractions and utilize its transportation facilities to a greater to degree than other visitors. Because members are not charged, they are not internalizing the costs of driving and parking at the Park, instead passing these costs on to other Park visitors and the Alliance.

Even at its current level, the $2 parking charge does not send an adequate price signal to visitors, as evidenced by responses to the online survey. The vast majority of survey respondents who should have paid for parking (non-members who parked in the Main Visitor lot) do not recall paying the parking fee. Parking charges have the potential to both manage parking demand and encourage transit use. However, all organizations in the Park are wary of charging a price that will turn away visitors. Currently, the opposite problem is the case: would-be visitors become frustrated with congestion and leave the Park without visiting any of the attractions.

Outside of the Main Visitor lot, parking throughout the Park is free. Although the Main Visitor Lot is the most heavily used lot in the Park, on peak days parking demand reaches maximum capacity throughout the entire Park. The lack of any parking fees within the rest of the Park does not signal the true cost of driving to the user.

Absence of real-time parking information available before trip. A variety of traveler information is available on individual attraction websites. Where applicable, attractions also post the price of parking. Aside from this, no parking-specific information is available to travelers until they arrive at the Park, where their first indication that parking is a problem that day is highway signage directing them to a shuttle lot.

Inadequate parking information on-site. Within the Park, there is no comprehensive guide to parking, such as a map of
parking lots and spaces or signage directing travelers to available spaces and underutilized lots.

*Characteristics of off-site parking agreements.* The present arrangements for overflow parking in off-site lots are tenuous, with no formalized written permission or long-term plan. The impermanent nature of these arrangements makes any long-term investment, such as improved overflow shuttle service, unfeasible.

*Overflow parking shuttle user experience.* Without any assurance of continued use, the attractions surrounding the Main Visitor lot have continued to contract the overflow shuttle service instead of investing in their own vehicles. The school buses used to transport visitors to and from the off-site parking lot lack ADA accommodations, comfortable seating, and storage space for strollers or other parcels. Additionally, school buses are inefficient for shuttle operations, with high floors requiring stairs and a single door at the front. These characteristics make loading and unloading a substantial part of the total travel time between the overflow lot and the Main Visitor lot. Thus, although the buses are frequent, the crowd often overwhelms capacity, causing queues of up to 40 minutes.

*Inefficient parking shuttle operations.* Overflow shuttle buses operate in the same roadways used by private vehicles, subjecting them to the same congestion that necessitated an overflow lot in the first place. Operating in mixed travel lanes delays travelers aboard the shuttle buses and causes unpredictability in shuttle travel times and frequency.

*Lack of accommodations for pick-up and drop-off trips.* Pick-ups and drop-offs are an essential part of many visits to the Park, particularly for families with children, tour groups, and children at the Opal School. With the exception of bus parking scattered throughout the Park, there are no dedicated facilities for this function.

*Inadequate bus parking.* The lack of appropriately located, dedicated bus parking is a frustration for several of the attractions, and the lack of formal locations creates uncertainty for bus operators.

*Unclear, inconsistent parking policy.* In many areas, it is unclear whether parking is allowed. Cars can be observed parked in precarious positions on hillsides or on the shoulder of an already narrow roadway, but signage does not specifically prohibit this. Many Park roads connect with neighborhood streets, which can create also a nuisance for residents when visitors park in neighborhoods.

*The future of the Auxiliary Lot.* A vestige from the Westside MAX construction and intended to be temporary, the Auxiliary lot was constructed out of compliance with landscaping standards that apply to permanent parking
real-time parking updates online

A sample parking message for an attraction website could be as simple as:

- 10:47 am, Tuesday, July 6th: Main Visitor lot full, Overflow lot in operation. Please consider parking in an off-site lot or taking TriMet.

Detailed information, including a real-time map of available parking spaces, could also be maintained by the Alliance. Many airports are also moving providing real-time parking information. The Metropolitan Washington Airports Authority displays updated parking availability for the Reagan National Airport in a clear and simple format.

Recommendations

Make real-time parking information available for visitors prior to the start of their trip. Providing parking availability information to visitors before they begin their trip helps them choose how to get to the Park that day. Theoretically, travelers will first choose their destination, and then their travel mode. However, in practice there may be no consideration of mode because of habitual behavior, and attractive alternatives must be brought to the traveler’s attention in order to trigger a decision-making process. Examples of information that triggers decision-making include parking charges, per mile costs, environmental costs, anticipated parking delays, and other time costs.

- Next steps: As a short-term improvement, a centralized website should be updated with parking status information when the Main Visitor lot is filled and overflow operations are activated. Real-time parking availability information should be linked to all the attraction websites and the main Washington Park Alliance website to maximize convenience for the user.

Improve parking information on-site. The Main Visitor lot and the Auxiliary lot tend to fill the most quickly. If unaware of lesser used lots, a motorist may unnecessarily circle the Main Visitor lot in search of an available space, increasing congestion. In order to increase the efficient use of all existing parking capacity, motorists need to have access to lots. The fate of the lot has been a point of contention between some of the Alliance member institutions, the City, and neighbors. Deliberations have included proposals to convert the lot back to green space, convert part of the lot for potential Children’s Museum expansions, or resurface the lot to accepted design standards.
more complete parking information. A Park-wide parking map with named lots provided electronically on attraction websites, as well as on handouts at admission counters, could assist in more efficient parking lot use. Some lots are already named, such as the “Auxiliary lot” or “Overflow lot,” but these names might not be useful to a first-time Park visitor. Distinct names should thus be assigned to each parking area and be visible to motorists as they approach different parking areas.

- Next steps: Name parking lots and produce a Park-wide parking map. The map should indicate the number and type of spaces available at each lot. Make the map available both in hard copy and electronically. Sign parking lots with their new names.

Explain options for formalized off-site parking capacity. Current off-site parking arrangements are informal and thus their future is tenuous. If off-site parking is to be included among other transportation improvements in the long-term, permanent arrangements should be explored.

Reconfigure Canyon Court between the US-26 interchange and Main Visitor lot to provide a shuttle-only lane. Converting this section of Canyon Court into a “shuttle-only” lane during peak times will minimize the amount of time the shuttle must operate in mixed traffic.

- Next steps: Contact Portland Bureau of Transportation to investigate the feasibility of reconfiguring the right-of-way, and to identify the process and any costs that will be required.

Initiate a gradual increase in the price of parking. As evidenced from the online survey, the majority of respondents who paid for parking did not even remember paying a fee. This is likely due to the low admission-to-parking fee ratio. For a family of two adults and two children purchasing Zoo admission ($33), a $2 parking fee represents a 16:1 ratio of their overall costs, which does not register as a significant burden.

A gradual increase in parking fees is an effective way to encourage Park visitors to use non-auto modes. Transit costs approximately $2 per person each way (if their excursion lasts longer than 2 hours, which is expected for Park users). For a family with two adults and two children, an excursion to the Park by transit could cost from $8 (if the children are both under seven years old) to $16 (if the children are both above age seven) round trip. The same family driving to the Park would only need to pay $2 for parking costs (plus per mile vehicle costs). By bringing the cost of parking into alignment with the cost of transit, more users will be likely to consider taking MAX or other modes.
Next steps: If parking pricing is to be increased, the Alliance should consult with a parking pricing analyst to identify any unexpected impacts of changes in parking pricing. Upon implementation, the Alliance should continue to monitor the visitor response to pricing.

**Experiment with variable parking costs.** One alternative to the current pricing scheme is to charge a higher rate on weekends, holidays, and during the peak season and a lower rate on off-peak days. This targets the pricing effort when the demand for parking is highest and when there is the most need for motorists to consider other travel modes.

Implementing a variable parking pricing scheme could be achieved through the use of Portland’s familiar smart meters. Meters can be programmed for different prices throughout the year and can simply be shut off and covered during periods of low demand. Upon implementation, the Alliance should monitor and analyze visitor response to determine appropriate costs for peak and off-peak conditions.

Next steps: If the Alliance chooses to pursue a variable parking pricing scheme, an experienced pricing analyst should be brought into the discussion to assess the elasticity of demand and forecast impacts.

**Charge for parking at all lots.** Charging in some areas but not in others could result in overflow and congestion on peak days. In the long term, any parking pricing program must address parking in all areas of the Park. A variable rate is an ideal way to price parking in areas outside of the Main Visitor lot, with convenient spaces in the Main Visitor lot priced somewhat higher than other lots and “on-street” spaces.

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### what comparable attractions are charging for parking

- Woodland Park Zoo (Seattle, WA): $5.00 for cars, $15.00 for oversized vehicles
- Oakland Zoo (Oakland, CA): $6.00 for cars, $10.00 for oversized vehicles
- National Zoo (Washington, D.C.): ranges from $10.00-$20.00 depending on length of stay
- Children’s Museum of Houston: ranges from $5.00-$7.00 depending on length of stay
- Boston Children’s Museum: ranges from $10.00-$13.00
- Children’s Museum of Pittsburgh: $3.00 for members, $5.00 for non-members
- Dallas Arboretum: $5.00
- Mount Pisgah Arboretum (Eugene, OR): $2.00 for non-members
- Golden Gate Park: $2.50-$3.00/hour in garages, with higher prices charged on weekends; will soon charge for on-street parking
• Next steps: If the Alliance decides to implement parking pricing outside of the Main Visitor lot, the Alliance should monitor visitor response to determine appropriate costs throughout the Park.

Utilize parking revenue for transportation improvements. Current parking fee revenues do not even cover all of the costs associated with the parking lot’s routine maintenance. However, with increased or variable parking pricing, revenues could be used for a variety of transportation-related services or improvements.

• Next steps: In cooperation with the entire Alliance, member institutions charging for parking should develop a prioritized list of transportation improvements, similar to a capital improvements program. This list could include both capital projects for new infrastructure as well as ongoing operations and maintenance costs (such as subsidies for improved transit service). Creating a prioritized list requires the Alliance to work together to rank various improvements and estimate the associated costs. With a ranked list of transportation improvements in place, parking revenues can be quickly allocated to specific projects as soon as the funds become available.

Designate areas for bus parking and layovers. Without ample and conveniently located bus parking spaces, tour buses either idle in front of attractions – disturbing the quality of experience for nearby visitors – or the drivers circle the Park in search of a space, frustrating bus drivers and adding to congestion. One central location at the southern end of the Park, such as the Auxiliary lot, could be used for oversized vehicles patronizing the Oregon Zoo, Portland Children’s Museum, and the World Forestry Center. Ample space for bus parking at the northern end of the Park is more problematic. However, potential areas include the

### potential uses for parking revenue

There are many ways to use parking revenue to improve transportation at Washington Park. Some options include:

- Leasing or purchasing low-floor, quick-boarding shuttles to serve overflow parking lot
- Adding paved waiting areas and furniture to TriMet shuttle stops
- Subsidizing enhanced shuttle service within the Park
- Installing new information kiosks and wayfinding signs to help visitors navigate the Park
- Improving the trails that connect Washington Park Attractions
- Adding crosswalks, traffic control signs, and other safety measures to Park roads
- Funding staff positions to enforce traffic rules within the Park
- Investing in operational improvements in existing parking lots
- Investing in parking capacity expansion
Potential Areas for Bus Parking

Potential Sites for Bus Parking
- P Existing roadside parking
- P Near soccer field / Carter Rd.
- P Existing lot, Auxiliary

Potential Areas for Bus Parking:
- Hoyt Arboretum
- Portland Japanese Garden
- International Rose Test Garden
- World Forestry Center
- Portland Children’s Museum
- Oregon Zoo

Transportation solutions for Washington Park
existing paved parking on Fairview Blvd. opposite the Hoyt Arboretum Visitor lot. Another alternative is the existing parking spaces in front of the soccer fields.

- Next steps: Use all or a portion of the Auxiliary lot for school and tour bus parking at the southern end of the Park. Identify potential areas for convenient bus parking at the northern end of the Park.

Create drop-off zones at each attraction. Pick-up and drop-off activity will continue to occur regardless of whether or not it is permitted. Providing space for this activity would improve the convenience and safety of Park visitors and the efficiency of traffic flows within and around parking lots.

- Next steps: Identify potential areas for pick-up and drop-off activity in front of Park attractions.

Add traffic control and pedestrian crossing at the Auxiliary Lot entrance. A crosswalk and appropriate crossing signage is needed to connect the Auxiliary lot to the Main Visitor lot. Currently, visitors parking in the Auxiliary lot who are attending the Oregon Zoo cross Knight Blvd, which is unsafe during congested periods. The pedestrian traffic at this location includes a large number of small children accessing the Children’s Museum, underscoring the need for safety.

Formalize where parking is and is not allowed within the Park. Formalizing a parking policy to define where parking is and is not allowed, and signing Park roads appropriately would ensure that visitors park safely and without degrading vegetation. A common parking policy, including a detailed map, should be adopted by all member institutions.

- Next steps: Portland Parks and Recreation has jurisdiction of roadways within the Park. However, the Alliance as a whole should identify and prioritize problem areas where “no parking” signage, logs, or other natural barriers can be placed.

Continue to work with neighbors to monitor parking overflow and mitigate problems. On peak days visitor parking tends to spill out into adjacent neighborhoods. Efforts to reduce the nuisance of parking on neighboring residents should be continued.

- Next steps: Maintain contact with neighborhood representatives about parking problems as they arise.

Contacts:
- Sylvan-Highlands: David Blackledge, President (dsblack03@yahoo.com), http://www.nwnw.org/SylvanHighlands.html
- Arlington Heights: Jeff Boly, President (jeff@jeffandlinda.org); Ingeborg Holiday, Secretary (ingeborg@pobox.com), http://www.nwnw.org/ArlingtonHeights.html
- Goose Hollow Foothills League: Alan Beard, President (alan@gbdarchitects.com)
- Southwest Hills Residential League.
- Jim Thayer, President (jim@thayers.com, 503.220.0755.), http://www.swhrl.org/

Improve overflow shuttle user experience. Shuttle vehicles designed for the purpose of moving people quickly and comfortably should be put into operation. Standard low-floor buses or unique, experiential vehicles could improve the shuttle experience. Shuttle loading area improvements are limited given the nature of the off-site parking arrangements, however, in the long-term, improvements to loading areas can greatly influence the user experience. These improvements could include adequately sized
### Existing Overflow Shuttle Operations

- **Vehicle type:** School bus
- **Capacity:** 50 passengers
- **Number of vehicles:** 5
- **Cycle time:** 23 minutes, including 3.5 minutes of loading/unloading at each trip end
- **Frequency:** 13 vehicles per hour = 650 passengers served per hour
- **ADA accessible:** No

*(Data collected from 4/18/09 observation.)*

### Recommended Overflow Shuttle Operations

- **Vehicle type:** Example: 30-foot low-floor vintage trolley-type bus
- **Capacity:** 45 passengers
- **Number of vehicles:** 5
- **Cycle time:** 20 minutes, including two minutes of loading/unloading at each trip end *(Does not include time savings from potential shuttle-only lane.)*
- **Frequency:** 15 vehicles per hour = 675 passengers served per hour
- **ADA accessible:** Yes

### Passenger Waiting Areas

Currently the shuttle buses load passengers at a stretch of six-foot wide sidewalk -- there is no formal loading area. At peak times, the queue for the shuttle from off-site parking can stretch to over 100 visitors. This queue may be reduced somewhat by improved shuttle operations, but in order to provide a better visitor experience, space should be provided for 100 visitors at minimum.

A reasonable design standard for a passenger waiting area is 7-10 square feet per person. To accommodate 100 passengers, the waiting and boarding area should be between 700 and 1,000 square feet, in addition to a 1.5 foot buffer along platform edges.

*(Calculated according to guidelines from the FTA Transit Capacity Quality of Service Manual.)*

Platforms, information and wayfinding, benches, garbage bins, and other amenities.

Improve operations of the overflow shuttle. Easy-to-board buses are one way to reduce the time it takes one bus to complete its cycle. Reducing the total trip time in turn reduces the number of buses required, saving cost and providing more reliable service.

- **Next steps:** The Federal Highway Administration has a handbook for designing shuttle operations from off-site locations to venues, including service and platform design. It can be accessed at: [http://www.ops.fhwa.dot.gov/publications/fhwaop04010/chapter6_05.htm](http://www.ops.fhwa.dot.gov/publications/fhwaop04010/chapter6_05.htm)
Incorporate aesthetic improvements into redevelopment of parking areas. Efforts should be made to improve the appearance of existing and future parking areas. Currently, the Main Visitor lot, an expanse of cars and pavement, is one of the first impressions visitors arriving from US-26 get of Washington Park. Future parking improvements should strive to blend parking areas into the rest of the Park; incorporating more natural features to reflect the overall aesthetic impression of being within a park. (Other landscaping improvements, including entrance gateways are detailed in the Wayfinding section).

<table>
<thead>
<tr>
<th>recommendation</th>
<th>objectives</th>
<th>highest priority</th>
</tr>
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<tbody>
<tr>
<td>❖ Provide real-time parking information available for visitors prior to the start of their trip.</td>
<td>1.3</td>
<td></td>
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<tr>
<td>❖ Improve parking information on-site.</td>
<td>1.3</td>
<td></td>
</tr>
<tr>
<td>❖ Explore options for formalized off-site parking capacity.</td>
<td>5.2, 5.4, 6.1, 6.2</td>
<td>✓</td>
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<tr>
<td>❖ Reconfigure Canyon Court into a shuttle-only lane.</td>
<td>5.2, 6.1</td>
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<tr>
<td>❖ Initiate a gradual increase in the price of parking.</td>
<td>5.1, 2.1</td>
<td>✓</td>
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<tr>
<td>❖ Experiment with variable parking costs.</td>
<td>5.1, 2.1</td>
<td></td>
</tr>
<tr>
<td>❖ Charge for parking at all lots.</td>
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<tr>
<td>❖ Utilize parking revenue for transportation improvements.</td>
<td>5.1</td>
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<tr>
<td>❖ Designate areas for bus parking and layovers.</td>
<td>5.3</td>
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<tr>
<td>❖ Create drop-off zones at each attraction.</td>
<td>5.3</td>
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<tr>
<td>❖ Add traffic control and pedestrian crossing at the Auxiliary Lot entrance.</td>
<td>4.2, 6.2</td>
<td></td>
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<tr>
<td>❖ Formalize where parking is and is not allowed within the Park.</td>
<td>5.4</td>
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<tr>
<td>❖ Continue to work with neighbors to monitor parking overflow and mitigate problems.</td>
<td>5.4</td>
<td></td>
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<tr>
<td>❖ Improve overflow shuttle user experience.</td>
<td>5.2, 6.1</td>
<td>✓</td>
</tr>
<tr>
<td>❖ Incorporate aesthetic improvements into any redevelopment of parking.</td>
<td>1.2</td>
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</tbody>
</table>
As the Washington Park Alliance moves forward as a collaborative organization, it will be necessary to make a series of decisions about the role of parking within the Park. Concerns about the supply of parking have dominated discussions about transportation at the Park, and strong opinions have been expressed in favor of more parking, as well as against it. The varied opinions of the stakeholders involved make it difficult to recommend one single course of action. However, given the potential impact changes in parking could have on the Alliance, the public, and the region, a discussion of these decisions, and their trade-offs, is provided below.

**Decision: The role of cars in Washington Park**

- Trade-offs: During the course of the planning process, several stakeholders and members of the public expressed the hope that Washington Park might eventually become car-free except for shuttle vehicles. This long-term alternative would certainly require a great deal of consideration, as it would necessitate additional off-site parking capacity and significant improvements to the Park’s transportation system.

There has also been opposition to the idea of sacrificing any additional green space to provide for more parking. Among the alternatives for adding parking on-site, structured parking would require the least amount of land to be developed. Thus, it would likely be the parking option with the most public support. However, an on-site parking structure would come at a significant cost. Current prices for the construction of parking structures can range from $10,000 per space for above-ground to more than $22,000 per space for below-ground structures. Topographical challenges within the Park would likely increase the cost of a structure. If the construction of a parking structure is pursued, the significant investment should be considered carefully, especially due to the wide seasonal variation in parking demand. Any additional parking capacity would sit vacant for much of the year, during which time it would not be generating revenue.

**Decision: Adding supply vs. managing demand**

- Trade-offs: There are two strategies that can be applied to maintain a positive visitor experience while addressing parking demand. One strategy is to add parking capacity, and the other is to manage the demand for parking. Managing demand does not equate with lower Park attendance – the goal is quite the opposite. The purpose of managing parking demand is to provide the necessary incentives for those visitors who could be persuaded to use other modes to do so. The more visitors that switch to non-automotive modes of travel, the more available parking spaces there are for those visitors who can not take another mode or who will not be persuaded to do so. Demand management strategies are relatively low cost, incremental, and offer the opportunity to explore alternatives on a low-risk, temporary basis. Taking steps to manage demand in the near-term can delay the need to
add capacity while also maximizing existing transportation resources.

**Decision: On-site vs. off-site**

- **Trade-offs:** Previous efforts to pursue on-site parking have not yet proven successful. However, alternatives for on-site parking may continue to surface. If the Alliance comes to the decision that a) additional capacity is needed, and b) on-site parking is not a favorable or feasible option, then off-site parking should be explored. A significant investment in off-site parking offers an opportunity to actually reduce on-site parking while making a net gain in the number of available spaces. This has the potential to improve the user experience and enable the Park to dedicate more land to open space or attractions. To ensure a high quality visitor experience, any off-site parking should provide a quick, convenient, and comfortable connection to the Park.

These decisions and trade-offs have been prepared as a starting point for future conversations among the Washington Park Alliance members and with visitors and the general public. Discussions about the role and future of parking at Washington Park should follow the guiding principle of enhancing the experience for all Park visitors.
Summary of Recommendations

These recommendations detail a framework for improving Park access, circulation, and parking, and are meant to provide opportunities for actions that can be taken in short- (1-2 years), mid- (3-5 years), and long-term (more than 5 years) time horizons.
<table>
<thead>
<tr>
<th>recommendation</th>
<th>objectives</th>
<th>highest priority</th>
<th>short term</th>
<th>mid term</th>
<th>long term</th>
</tr>
</thead>
<tbody>
<tr>
<td>Form a Washington Park Transportation Management Association.</td>
<td>1.3, 2.1, 2.2, 3.3, 3.4, 3.5, 5.1</td>
<td>✓</td>
<td></td>
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<tr>
<td>Change highway signage to sign “Washington Park” rather than individual attractions.</td>
<td>1.1, 1.3</td>
<td></td>
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<tr>
<td>Lease blue logo signs at exits to advertise individual attractions.</td>
<td>1.1, 1.3</td>
<td></td>
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<tr>
<td>Incorporate wayfinding to the Park into citywide mapping and signage efforts.</td>
<td>1.1</td>
<td></td>
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<tr>
<td>Implement hierarchy of wayfinding.</td>
<td>1.1, 1.2, 1.3, 3.3, 3.4</td>
<td>✓</td>
<td></td>
<td></td>
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<tr>
<td>Standardize all signage and map design within the park.</td>
<td>3.3, 3.4</td>
<td>✓</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Sign parking lots.</td>
<td>1.3, 3.5, 5.1</td>
<td></td>
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<tr>
<td>Explore jurisdictional transfer of roads to Portland Bureau of Transportation.</td>
<td>3.1</td>
<td>✓</td>
<td></td>
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<tr>
<td>Standardize traffic control signage.</td>
<td>3.1</td>
<td></td>
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<tr>
<td>Re-landscape to screen operations areas from view.</td>
<td>1.2</td>
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<tr>
<td>Promote Sunset Transit Center for weekend and holiday parking.</td>
<td>2.1</td>
<td></td>
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<tr>
<td>Work with TriMet to achieve better transit service to the Park.</td>
<td>2.1</td>
<td>✓</td>
<td></td>
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<tr>
<td>Modify south terminal of Zoo Railway to allow all Park visitors to ride.</td>
<td>3.5</td>
<td></td>
<td></td>
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<tr>
<td>Improve accessibility of Rose Garden railway station.</td>
<td>3.5</td>
<td></td>
<td></td>
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<tr>
<td>Market the Washington Park &amp; Zoo Railway as an attraction for all Park users.</td>
<td>3.5</td>
<td></td>
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<tr>
<td>Improve visibility, service, and user experience on existing Washington Park Shuttle.</td>
<td>3.5</td>
<td>✓</td>
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<tr>
<td>Partner with TriMet to expand shuttle service, subsidizing operations and stop improvements when possible.</td>
<td>3.5</td>
<td>✓</td>
<td></td>
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<tr>
<td>Investigate distinctive vehicles and modes that will enhance the Park experience.</td>
<td>2.1, 3.5, 5.2</td>
<td></td>
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<tr>
<td>recommendation</td>
<td>objectives</td>
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<tr>
<td>❖ Provide real-time traveler information to visitors before and during their trip.</td>
<td>1.3</td>
<td>✓</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>❖ Provide pocket-sized, foldable maps of the Park and adjacent areas.</td>
<td>1.1, 1.3</td>
<td>✓</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>❖ Partner with TriMet to advertise Washington Park and its transit options.</td>
<td>1.3, 2.1</td>
<td>✓</td>
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<tr>
<td>❖ Include traveler information in Park &amp; attraction advertisements; use iconic branding to increase visitor awareness of travel options.</td>
<td>1.3</td>
<td>✓</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>❖ Provide parking map with pricing information online and at Park attractions.</td>
<td>1.1, 1.3</td>
<td>✓</td>
<td></td>
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</tr>
<tr>
<td>❖ Designate connection routes between Park hubs on existing trails and make routes official.</td>
<td>3.3</td>
<td>✓</td>
<td></td>
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</tr>
<tr>
<td>❖ Prioritize trail upgrades to and use more durable materials for connection routes.</td>
<td>3.3</td>
<td>✓</td>
<td></td>
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<tr>
<td>❖ Add pedestrian-scale lighting on connection routes.</td>
<td>3.3, 3.4, 4.1, 4.3</td>
<td>✓</td>
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<tr>
<td>❖ Engage with PBOT bicycle and pedestrian planning efforts to advocate for improved connections to the Park.</td>
<td>2.2</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>❖ Add bicycle pavement markings on Park roads.</td>
<td>3.2, 4.3</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>❖ Sign or mark all pedestrian crossings to improve visibility, prioritizing unsafe locations.</td>
<td>3.3, 3.4, 4.1, 4.3</td>
<td>✓</td>
<td></td>
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<tr>
<td>❖ Create pedestrian crossings at logical points from the Main Visitor lot to Park attractions.</td>
<td>4.2, 6.2</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
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<tr>
<td>❖ Use paving materials that provide traction for bikes and pedestrians in wet conditions.</td>
<td>3.3</td>
<td>✓</td>
<td></td>
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<tr>
<td>❖ Provide pedestrian walkways where on-street parking is allowed within the Park.</td>
<td>4.3, 6.2</td>
<td>✓</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>❖ Incorporate pedestrian improvements into land use changes. If proceeding with on-site parking, improve pedestrian environment sooner.</td>
<td>4.2, 6.2</td>
<td>✓</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>❖ Add separated, multi-use pathway adjacent to SW Kingston.</td>
<td>3.3, 4.1, 4.3</td>
<td>✓</td>
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<tr>
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<tr>
<td>❖ Provide real-time parking information for visitors prior to the start of their trip.</td>
<td>1.3</td>
<td>✔</td>
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<tr>
<td>❖ Improve parking information on-site.</td>
<td>1.3</td>
<td></td>
<td>✔</td>
<td></td>
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</tr>
<tr>
<td>❖ Explore options for formalized off-site parking capacity.</td>
<td>5.2, 5.4, 6.1, 6.2</td>
<td>✔</td>
<td>✔</td>
<td></td>
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<tr>
<td>❖ Reconfigure Canyon Court into a shuttle-only lane.</td>
<td>5.2, 6.1</td>
<td></td>
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<tr>
<td>❖ Initiate a gradual increase in the price of parking.</td>
<td>5.1, 2.1</td>
<td>✔</td>
<td>✔</td>
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<tr>
<td>❖ Experiment with variable parking costs.</td>
<td>5.1, 2.1</td>
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<tr>
<td>❖ Charge for parking at all lots.</td>
<td>5.1</td>
<td></td>
<td>✔</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>❖ Utilize parking revenue for transportation improvements.</td>
<td>5.1</td>
<td></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>❖ Designate areas for bus parking and layovers.</td>
<td>5.3</td>
<td></td>
<td>✔</td>
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<tr>
<td>❖ Create drop-off zones at each attraction.</td>
<td>5.3</td>
<td></td>
<td>✔</td>
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<tr>
<td>❖ Add traffic control and pedestrian crossing at the Auxiliary Lot entrance.</td>
<td>4.2, 6.2</td>
<td></td>
<td></td>
<td>✔</td>
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</tr>
<tr>
<td>❖ Formalize where parking is and is not allowed within the Park.</td>
<td>5.4</td>
<td></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>❖ Continue to work with neighbors to monitor parking overflow and mitigate problems.</td>
<td>5.4</td>
<td></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>❖ Improve overflow shuttle user experience.</td>
<td>5.2, 6.1</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>❖ Incorporate aesthetic improvements into any redevelopment of parking.</td>
<td>1.2</td>
<td></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
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</tbody>
</table>
Appendices

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G: References   107
Cathy Cibor | Cathy is known by her friends and family as a transportation geek. To Cathy, transit, walking, and bicycling are a fundamental way of life and a passionate professional endeavor. She aspires to be a multi-modal transportation planner in the field, improving transportation options for all urban dwellers.

Ray Delahanty | A native of Seattle, Washington, Ray moved to Portland ten years ago and became fascinated with how the city’s transportation decisions impact regional livability and economic vitality. In what little spare time exists after graduate studies and working as a planner at the Oregon Department of Transportation, Ray likes to read 19th century fiction and play pick-up basketball.

Talia Jacobson | Talia is a policy geek with a strong commitment to creating equity of access to transportation options. She learned to drive late and to ride a bike even later, but much prefers the latter to the former. Her professional life currently finds her at the Oregon Department of Transportation, trying to harness bureaucracy as a force of good in the universe.

Mallory Atkinson | Mallory fell in love with public transportation during a study abroad experience in Budapest, Hungary. She has since been inspired by the impact a transportation system has on the character and overall livability of an urban area. She is pursuing a career in transportation planning in the Northwest.

David Aniton | David has lived in Portland for most of his life. He received his BA from Vassar College in 2004. While working towards his MURP degree, David has served as a Transportation Planning intern with Portland’s Bureau of Transportation, and hopes to continue working in bicycle transportation planning after completing the MURP program. Outside of the classroom, David enjoys biking, camping, and rock climbing.

Brendon Haggerty | Brendon earned a BA in Community, Environment, and Planning from the University of Washington in Seattle. His focus as a graduate student at PSU has been on multi modal transportation planning. Brendon has done research with the Active Living Research Program and served as an Intern with Metro’s Regional Travel Options group.
transportation solutions for washington park