

Springwater on the Willamette & Eastbank Esplanade

Event/Programming Guidelines

Revised & approved: 10/1/08

The Eastbank Esplanade extends along the east bank of the Willamette River for just over one mile. It is linked to the westside Waterfront Park Esplanade by the Hawthorne Bridge on the south, the Morrison Bridge in the center, and the Steel Bridge Pedestrian Walkway on the north. The primary purpose of the Eastbank Esplanade is to provide adjacent neighborhoods with access to the river and to serve as a public right-of-way for pedestrians and non-motorized vehicles.

The management and programming policies outlined below were developed in 2000, in conjunction with the Eastbank's opening summer season. They were reviewed and refined following the first summer season and were further revised in 2004 to include the Springwater on the Willamette trail, amend event participation numbers, and provide supporting rationale.

Included in these guidelines are:

- General Rules pertaining to both Springwater on the Willamette and the Eastbank Esplanade (p.1)
- General Rules pertaining to the Eastbank Esplanade only (p.2)
- Event Rules for all Walks/Runs/Bicycle Events (p.3)
- Event Rules for Events Specific to Eastbank Esplanade – Use of the Esplanade (p.5)
- Event Rules for Events Specific to Eastbank Esplanade - Use of areas adjacent to the Esplanade (p.5)
- Guidelines Evaluation (p.8)

General Rules

- **Public Access**

These facilities must be free and open to the general public at all times. No activity or event will be allowed to block access either with physical barriers or requirement of an entry fee or donation.

Additional for Eastbank only: The Esplanade is technically a public right of way for pedestrians and non-motorized vehicles. It is open 7 days/week, 24 hours/day. However, Portland Parks & Recreation has the authority to revise these hours, as necessary, for management purposes.

- **Motor Vehicles**

With the exception of Parks, Police, or other emergency vehicles, vehicular access to these facilities is granted by permit only and is limited to loading and unloading activities. Because vehicle traffic is not a normal use of Park property, park users are not aware of the possible danger of vehicles in a park or on a trail. Vehicles necessary to the set up, or take down of an event or activity may be allowed. Permission to have vehicles on the pathway can be obtained only from the PP&R Reservation Center with approval of the Park District Supervisor. Access will not be granted until the vehicle access fee is paid and a validated vehicle access permit for each vehicle is obtained from the Reservation Center and placed in the windshield of the vehicle.

*Additional for Eastbank only: **DUE TO WEIGHT LIMITATIONS, AUTOMOBILES AND TRUCKS are NOT ALLOWED** on the gangways, cantilevered walkway, steel gratings, or the floating walkway, as they could cause serious damage. They are also not allowed on the ramped walkway from the High Plaza below the Rose Quarter Overlook area. Park's Cushman or Gator or Police ATVs are allowed for maintenance or security purposes but they **must remain on the non-grated surfaces** when on the gangway, cantilevered walkway or Salmon Street Overlook Plaza.*

- **Bicycling, Skateboarding/Rollerblading**

Bikes, skateboards and rollerblades are allowed on the Eastbank Esplanade and general rules pertaining to bicycles and skateboards in parks and on public right-of-way also apply here. This includes staying on the walkway, keeping to the right, and passing on the left. Extra caution near pedestrians is required. For everyone's safety, the Esplanade has a 10 mile/hour speed limit for bicycles. Trick maneuvers (when wheels leave the ground) on bicycles, skateboards, or rollerblades are **not allowed**.

General Rules – Eastbank Only

- **Floating Walkway**

- The 18-foot wide Floating Walkway is part of the Greenway Trail and 40-Mile Loop. As such, its use shall be limited to events that pass along the walkway without stopping or impeding other users.
- Docking is not permitted along the floating walkway. It is not safe for this use because boats tied up here could incur underwater damage to their hulls due to the submerged steel I-Beam construction.

- **Docks and Steel Bridge Pedestrian/Bicycle Crossing**

- **The Oregon Convention Center (OCC) dock**, just south of the Steel Bridge, is managed by PP&R. The dock is 300' long, providing 600' of frontage for docking. The first 100' (immediately in front of the ramp) is striped yellow and reserved for commercial use. It is posted for 15 minute load and unload only. The remaining dock area is reserved for recreational transient use, which is provided free of charge on a first-come, first-served basis and limited to 72 hours.

Commercial docking is available by permit through PP&R. **No fishing is allowed from the dock.**

- **Madison Street Dock** - Short-term transient moorage, up to 1 hour, is provided in designated areas at the southern dock, near the Hawthorne Bridge to give boaters an opportunity to experience the esplanade. The inside portion of the docking area is reserved for public safety vessels only. All other uses of this dock must be booked through the Portland Development Commission (PDC).

- **Burnside Bridge Connector Lift Using the Lift**

The ADA motorized lift at the Burnside Bridge exit is designed for disabled visitors only. Until a camera and call box are installed, the lift can be accessed with a universal ADA key. Keys can be obtained **free of charge** from the Portland Parks & Recreation 1120 SW Fifth Ave., Portland, OR 97204, 503-823-2223 v/tt or email pkweb@ci.portland.or.us.

- **Rose Quarter Overlook Area and switchback pathway**

These areas are classified as public sidewalk. It should be noted that an average of 40 trains/day pass just below the Overlook and the noise could impact activities scheduled in the area.

- **Access to the River**

While access to the river is discouraged except from the docks, this activity is permissible. There are several places where people can access the river if they really want to do so. However, footing is unstable, no pathways are provided, and there are liability risks associated with this use. Boats are allowed to tie-up **only** at the docks. They may not tie up along the floating walkway or along the bank. No swimming is allowed and contact with the water after a rainstorm is discouraged.

- **Fishing** is not permitted from the docks but individuals are allowed to fish from the esplanade and floating walkway. Because the area has not been officially designated for fishing, no organized fishing events will be permitted. The Director of Parks has the authority to establish rules related to fishing in parks and will be closely monitoring this activity. Additional limitations may be imposed in the future.

Event Rules for all Walks/Runs/Bicycle Events

- **Non-Competitive Events ONLY**

The trails are too narrow to permit timed races of any kind, including runs, walks, or bicycle.

- **Start/finish**

All Start/Finish lines and water stations must be located off the pathway.

Eastbank only:

The Festival Plaza area can be used as a start or ending point for events larger than specified below, but the event cannot route riders/walkers down the Esplanade itself.

- **Scheduling**

Each facility is limited to a maximum of three walking/running/biking events per month (weekends or weekdays.)

- **Participant Maximums**

The maximum number of people an event can add to a trail segment at any one time is based on the trail capacity. For purposes of this policy, the Eastbank Esplanade is divided into three segments separated by the bridges and totaling one mile.

Springwater on the Willamette is divided into three one-mile segments for a total of three miles.

- **Bicycling Events:** (assuming 10 mph, 35-40' apart, single file)
Eastbank: 40 per segment = 120 on the whole Esplanade at any one time, 1200/hour, and 3,480 for a 3 hour event. (at 10 mph, it would 6 minutes to travel the length)
Springwater: 120 people/mile x 3 miles = 360 on the trail at any one time, 1080/hour, and 3,120 for a 3 hour event. (approx. 18-20 minutes to travel the length)

- **Walking Events:** (assuming 20 minute mile, 2 abreast, 12' apart)
Eastbank: 293 per segment = 880 on the whole Esplanade at any one time, 2,637/hour and 7,618 for a 3 hour event.
Springwater: 880 people/mile x 3 miles = 2,640 on the trail at any one time, 2,640/hour and 7,040 for 3 hour event.

- **Running Events:** (assuming 10 minute mile, single file. 12' apart)
Eastbank: 147/segment = 440 on the whole Esplanade at any one time, 2,640/hour and 7,773 for a 3 hour event.
Springwater: 440/mile x 3 miles = 1,320 on the trail at any one time, 2,640/hour and 7,480 for 3 hour event.
Note: Runners may run 2 abreast.

- **Duration**

Major impacts to the esplanade or trail from the event must be limited to three hours. If activity is reduced to typical daily levels, the event would no longer be considered an "impact" to the facility.

- **Event Management**

Each event must submit a plan for managing the numbers of participants on the trail at any one time and handling safety issues and ensuring access for other trail users.

These management plans should/could include:

- trail monitors; facility entrance monitors

Note regarding Springwater on the Willamette: No runs, rides, or walks can be diverted into Oaks Bottom from the main paved trail. Monitors must be provided at the Oaks Bottom trail intersection to ensure compliance.

- timed individual starts
- timed group release
- safety information provided to participants
- signage (informational signs prior to the event as well as signage for day of event)

Event management must ensure that participants are released onto the esplanade/trail so as to encourage no more than two people abreast for walking or running events and single file for bikes. Larger events using the Esplanade are encouraged to stage at a location away from the Esplanade.

- **Day of Event Contact Numbers**

The permittee must provide Portland Parks & Recreation (PP&R) with the at least two cell phone numbers for day of event staff who can address complaints from local businesses or the general public. One of the phone numbers must be the permittee's. The phone numbers must be for individuals who will be on site during the event.

- **Security**

All special events or programs requiring a higher level of security or crowd management are responsible for including security services as part of their costs.

- **Requests for Variance from Established Guidelines**

Any event requesting a variance from these guidelines is required to obtain Eastbank neighborhood/business associations review and written approval. Applications will also be reviewed by PP&R before approval is given. Once an application has been received by PP&R the applicant will receive a Special Use Requirements checklist. The appropriate contacts for the associations will be listed on that checklist. Do not contact the associations before you have applied for your permit.

Applicants that request a variance from these guidelines must meet with the named associations within the following timelines: requests to meet for single-day events must be received by the associations no later than 60 days prior to the event, and 90 days for all multi-day events. Failure to meet these timelines will result in denial of the permit. PP&R recommends that applicants make contact in advance of these timelines to assure your ability to meet the deadlines. Members in these associations are volunteers and meetings are held only once per month.

Event Rules – Events Specific to Eastbank Esplanade

Use of the Esplanade

- **Steel Bridge**

- The Steel Bridge is owned and operated by the Union Pacific Railroad, which also controls the pedestrian walkway. It is the policy of the railroad to permit no events that will impede river traffic.
- Events utilizing the Steel Bridge pedestrian walkway must provide crowd control monitors at east and west gates to assure compliance during walkway closures due to river traffic. Note: The walkway can also be closed for maintenance. These closures are not always predictable so alternative routes should always be established.
- Because the pedestrian walkway is very narrow – compared with the esplanade, it is recommended that walks use the pedestrian crossing while runs or bicycle events use the vehicular level. Arrangements to use the Steel Bridge for this purpose must be coordinated through the City of Portland Special Event Coordinator (Dawn Yamasaki – 503-823-5112).

- **Security**

If an event will draw people to the floating walkway, security on the Burnside Bridge above the walkway (north and south) is also required to reduce the risk that items are thrown from the bridge onto the crowd below.

- **Public Access**

Events must be configured to ensure that public access on the Esplanade is not disrupted. This includes two-way bike and pedestrian traffic.

Use of Areas Adjacent to the Esplanade

The Eastbank Esplanade is not intended as an event venue. However, if appropriate, areas adjacent to the Esplanade can be made available for special events. These areas include: boat docks, fireboat plaza, Salmon Street Overlook Plaza, and the Festival Plaza. In these cases, the PP&R **Special Use/Special Event General Permit Information and Policies** will provide the general event management guidelines and permit fee structure. All event permits will be issued on a first-come, first-served basis.

- **Event Scheduling**

- The management agreement and operational guidelines for the **Festival Plaza** parking lots, adjacent to the Esplanade, will dictate specific availability of this area for festivals and other events.
- Regardless of size, no more than one event per day will be scheduled in areas adjacent to the Eastbank Esplanade without specific concurrence of the initial (and subsequent) permittee(s). The permit fee will reflect the number of areas utilized by the event.
- There will be no limit on the number of permits issued for one-day events (5 am – midnight, including set-up and takedown).

- A maximum of five (5) multi-day events can be scheduled in areas adjacent to the Esplanade between June 1 and August 30.
- Events scheduled adjacent to the Eastbank Esplanade must be compatible with events scheduled in Waterfront Park. The reverse is also true.

Vendors/Canopies

- Concessions in areas adjacent to the Esplanade are restricted to vendors with push carts only, except in the Festival Plaza area, where trailers or motorized concessions can be accommodated.
- 10 x 10 and 10 x 20 canopies are allowed at the Plaza and the Slurry Overlook. Larger canopies are allowed in the festival parking lot. Canopies are not authorized at other locations along the walkway except by special permission. All canopies must be freestanding. No stakes are allowed.
- Events using or staging from the south parking lot, between SE Madison and SE Main, must leave open the first two bays north of Madison. They are reserved for Fire Bureau and ADA parking.
- Except in the Festival Plaza, push cart food vendors are restricted to sale of pre-prepared foods. Electricity is available in the Festival Plaza and at the Salmon Street Overlook Plaza on the south end of the esplanade. Electricity, water, and gray water drains are available in the Festival Plaza at Main Street. Food vendors using propane or requiring electricity, water, and gray water drains are limited to the Main Street Festival Plaza. All waste grease or other potential contaminants must be disposed of off-site by permittee, at permittee's expense. Vendors should be responsible for collection of all waste material generated by the vendor, in the vicinity of the point of sale, including down the riverbank.
- The area near the Rose Quarter Overlook is technically a city sidewalk and not available for formal programming.

- **Fencing**

Fencing is allowed in the north Festival Plaza area, between Main and Salmon Streets. Pedestrian/bicycle access to the Esplanade must be provided at Salmon Street and at the foot of Madison Street. No event-related fencing of any kind is permitted on the esplanade itself.

- **Public Art**

Altering, appending to, or placing canopies, staging or equipment on any public art is not permitted. This includes the urban markers and the Willamette River tiles.

- **Portable Toilets**

Two portable toilets are located at the north end of the esplanade, primarily to support the dock. Additional portable toilets are located at the Festival Plaza, on the north side of Salmon Street. Both sets of portable toilets are cleaned 3 times/week. If a permitted event requires an increase in this level of service, the associated expenses are the responsibility of the permittee.

Additional portables can be added at either location as required for permitted activities. Arrangements for portable toilets and the associated services and fees are the sole responsibility of the permittee. Generally events should plan for 1 toilet/125 people. There are no other permissible locations for portable toilets along the walkway.

- **Waterfront Park Events Featuring Fireworks**

Because fireworks attract large crowds, they represent both a liability and an opportunity. Therefore, the Eastbank Esplanade will be included in permits for Waterfront Park when those permitted events feature fireworks. The time period and permitted uses of the Eastbank Esplanade will be related only to the fireworks display and associated crowd management and other services. (ex: security, portable toilets, concessions)

The permit will require that event sponsors include Eastbank Esplanade in their fireworks security plan, providing a minimum of two people/bridge within viewing range, plus a supervisor (generally a total of 7 security personnel). It will also give event sponsors the right of first refusal for Eastbank concessions during the fireworks. **However, regardless of the permitted activities in Waterfront Park, access to Eastbank Esplanade must remain open and free, with no controlled entry or exits, and no suggested “donations”.**

Historically, annual events scheduling fireworks include: Cinco de Mayo, Rose Festival, Blues Festival (4th of July), and the Bite.

Guidelines Evaluation

The Springwater on the Willamette trail segment is new in 2004 and it is expected that use will increase over the next few years. When the Greenway Trail on the west side of the river is complete, use will increase even more. While the trails are popular venues for walking, running, and biking events, these special events are not their primary purpose. It is important to carefully evaluate event policies on an annual basis and make adjustments as needed to ensure that general public access to trails remains the top priority. Evaluations will take into consideration the number of complaints, if any, feedback from event representatives and participants, and the degree to which event sponsors adhere to these guidelines.

Parks & Recreation Reservation Center staff will conduct the evaluation, which will include input from PP&R operations and security staff as well representatives of adjoining neighborhoods and business districts, the Police Bureau, PDOT, and event

promoters. Any recommended changes to these guidelines must be approved by the Portland Parks & Recreation Management Team.

The current guidelines will remain in effect until approved revised guidelines supersede them.