

City of Portland
Office of Transportation

1120 S.W. 5th Avenue / 8th Floor Portland, Oregon 97204 (503) 796-7083

## PORTLAND OFFICE OF TRANSPORTATION

Earl Blumenauer, Commissioner Felicia Trader, Director

## **Alternative Transportation Program**

Krys Ochia, Manager Jeff Smith, research and graphics

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### INTRODUCTION

The goal of the Alternative Transportation Program (ATP) is to encourage the safe use of the bicycle as a means of transportation. The following report describes the approaches used by the ATP to assist bicyclists (and potential bicyclists) to overcome the impediments to safe, convenient, and pleasant travel by bicycle.

The question "what kind of person rides a bicycle?" defies a concise answer. A bicyclist may be almost any age, female or male, athletically inclined or not; a bicyclist may be on her way to work, school, the neighborhood store, or across the continent; or, a bicyclist may have no particular destination: many ride simply for pleasure and exercise. Some bicyclists ride only during fair weather, while others ride all year regardless of weather conditions. Some bicyclists ride because they want an inexpensive alternative to an automobile; others ride because it is the only form of transportation available to them.

Although it is difficult to develop a profile of a "typical" bicyclist, what is clear is that an ever increasing number of people are riding on at least an occasional basis. Over the past several years a greater number of bicycles have been sold in the U.S. than automobiles, and bicycle ridership continues to grow.

Figure 1

Bicycle Use: 1983-1988 (in millions)

Category of Use	1983	1988	Increase
Total U.S. Bicyclists	72.0	88.0	22%
Adults Riding Regularly	10.0	20.0	100%
(average once per week)	10.0	20.0	100%
Bicycle Commuters	1.5	2.7	80%
Bicycle Touring/Vacationing	0.5	1.0	100%
Recreational Events	1.0	2.4	140%

While the health benefits and recreational pleasures of bicycling have been well publicized, what is often ignored are the benefits that bicycling offers to the community as a whole, bicyclists and non-bicyclists alike. Bicycles produce no air or noise pollution, and do not cause the road surface to deteriorate. In terms of energy consumption, the bicycle is the most efficient form of transportation, over 50 times more efficient than a motor vehicle and 3 times more efficient than walking. Of equal importance is the fact that since bicycles take up so little space they help to alleviate traffic and parking congestion problems.

It is for reasons such as these that transportation planning policy in Portland has expressed support for bicycling as a viable form of urban travel. Comprehensive Plan (adopted 1981), the Arterial Streets Classification Policy (update 1983 and in progress 1990), and the Central City Plan all acknowledge the significant role of the bicycle in the City's transportation system. The Alternative Transportation Program has sought to provide support for these stated policies by enhancing the bicycling environment. The planning and development of bicycle routes, the removal of barriers and hazards to bicyclists, promoting secure bicycle parking at destination points, and creating bicycle maps to help guide bicyclists along safe and appropriate streets have all been employed as methods of enhancement. In tandem with this approach the ATP has also directed considerable effort toward the encouragement of bicycling, mainly in the form of sponsoring recreational bicycling events and media publicity campaigns. Although this activity has been discontinued since 1985 in favor of facilities development, information is still available regarding safe and effective bicycling techniques.

Other components of a comprehensive promotional effort to increase bicycle usage are the education of bicyclists concerning laws and safe riding habits, and the enforcement of these laws by the appropriate agencies. Concern about personal safety is one of the major reasons that people give as to why they do not ride a bicycle (either at all or more often), but with education and practice one can learn to bicycle safely. Analysis of bicycle/motor vehicle accidents shows that if a bicyclist behaves in a manner consistent with the rules of the road the likelihood of conflict with motor vehicles can be significantly reduced (see Figure 3). The high proportion of young bicyclists involved in accidents where the bicyclist is at fault indicates that education needs to begin at an early age. Enforcement of laws

by the police helps to reinforce safe behavior by bicyclists (as it does with motorists), and additionally may serve to improve the negative image of bicyclists as irresponsible and unpredictable road users.

### PROGRAM HISTORY

In 1971 the Oregon Legislature enacted what has become known as the Bicycle Bill. This legislation (ORS 366.514) mandates that not less than 1% of the State Highway Fund be devoted annually to bikeway/footpath improvements and costs related to these improvements such as maintenance, signing, parking and mapping.

In Portland, a Bicycle Path Task Force was organized in 1972 to develop a comprehensive plan for bikeways within the City. A document, titled <u>Bicycle Facilities for Portland: a Comprehensive Plan</u>, was completed and subsequently approved by City Council in March of 1973. Later, a Bicycle Advisory Committee was appointed to assist with implementation of the plan. However, by 1976 the effort to implement the plan stalled because of the lack of sufficient funding, public and political opposition, and the reliance of the plan on design treatments that were unproven in terms of safety and convenience for bicyclists.

In 1978 a Citizens Bicycle & Pedestrian Advisory Committee was appointed by City Council and charged with identifying and prioritizing improvement plans for the bicycle and pedestrian network. For the next few years the efforts of the ATP were directed toward the creation of the Portland Bike Map, the installation of bicycle lockers and racks, and the addition of bicycle parking requirements to the Planning and Zoning Code. Additionally, promotional efforts were undertaken to encourage safe bicycling.

#### **CURRENT PROGRAM AREAS**

## Bicycle Route Planning/Facilities Development

In 1981 the concept of a bicycle corridor network was originated. Prior to this time bicycle routes had been initiated on the basis of neighborhood needs requests. However, since this method was not conducive to creating a cohesive citywide network, the corridor planning process was begun. Twenty-two corridors, or bicycle route planning areas, were originally identified (see Appendix A) and subsequently prioritized based on census data for work trips made by bicycle (see Appendix B). Between 1983 and 1989 bicycle routes have been implemented in five of these corridors, with planning currently in progress in several others. Following is a summary of the selection process for a bicycle route:

- 1) Citizens Advisory Committee (CAC) designates corridors within which routes will be selected based upon these criteria: serve existing riders and attract new riders; connect existing bicycle facilities; directness; "visibility"; connect bicycle destinations; improve safety; minimize adverse impacts; and minimize costs.
- 2) CAC sets priorities among corridors.
- 3) Staff asks affected Neighborhood Associations and Business Associations to select representatives to comprise a Task Force.
- 4) Task Force identifies potential route alternatives.
- 5) Staff analyzes each alternative.
- 6) Staff presents draft report on alternatives to Task Force for review, comment, and revision.
- 7) Task Force presents report to CAC for review and comment.
- 8) Task Force presents report to Neighborhood and Business Associations, and at public meetings.
- 9) After considering public comments, Task Force recommends one route.
- 10) Task Force presents recommendation to CAC.
- 11) Task Force and CAC present recommendation at one general public meeting.
- 12) CAC approves or modifies recommendation and report, and sends finalized version to City Council for approval, and then to staff for implementation if approved by Council.

## Bicycle Parking Requirements

Since 1980 the provision of bicycle parking has been required as part of Portland's Planning and Zoning Code (Title 33), depending upon the zone and type of use involved. These requirements are in the process of being updated, and are expected to be adopted by 1991. Below is a summary of the amounts of bicycle parking currently specified.

Figure 2
Required Bicycle Parking

Zone	Use	Requirement
R2, R1 multi-family res.		may be provided in lieu of some required motor vehicle parking.
RH high density res.		based upon the number of dwelling units in a development, all covered.
RX, CX downtown residential/ commercial	residential hotel/motel parking structures (independent of a specific use) others	1 space per 4 units, all covered. 1 space per 20 employees.  [if 10 or more spaces are required, 50% must be covered 1 space per 20 motor vehicle spaces. 10 spaces, or 1 per 20,000 g.s.f. of floor area, or 1 per 20 motor vehicle spaces.
C5 limited comm.	offices/clinics	2 spaces per 4,000 g.s.f. of floor area.
C4 neighborhood comm.		3 spaces per 50 or less motor vehicle spaces, then 1 per each 20 additional spaces.
C3, C2 general comm.	libraries, arenas, museuma,theatres, etc. schools colleges others	10 spaces or 1 per 20 motor vehicle spaces.  1 space per 10 students, all covered. 1 space per 10 motor vehicle spaces, all covered. 5 spaces or 1 per 20 motor vehicle spaces. [whenever 10 or more spaces are provided, at least 50% must be covered.]
M3 light manufacturing		most uses have same requirement as C2 zone.
M2, M1 general mfg.		may be provided in lieu of some required motor vehicle parking.
CE, GE, GI, HI central/general employment, gen. industrial	industrial sales/service institutional	2 spaces or 1 per 40 motor vehicle spaces, all covered. 2 spaces or 1 per 20 motor vehicle spaces, all covered. same as C2 zone requirements.

Additionally, the placement, spacing and type of bicycle racks provided are regulated by the Code. The salient concern is that bicycle parking be visible to bicyclists and that it provides sufficient security from theft and damage. Projects required to provide bicycle parking are monitored to ensure that these Code requirements are met (see Appendix C for design requirements). The Alternative Transportation Program also assists businesses that voluntarily want to provide bicycle parking for their patrons by making available information on acquiring, giting and installing bicycle racks.

#### Bicycle Locker Rentals

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Since the early 1980's the Alternative Transportation Program has maintained and rented 40 bicycle storage lockers at various downtown locations. For a monthly fee of \$7.50, bicyclists can have access to a secure and dry place to store their bicycles. There is usually a 100% occupancy rate for the lockers, and in the past several years the number of bicyclists on the waiting list for locker space has grown substantially.

## Neighborhood Curb Ramps

Curb ramps are constructed annually at locations requested by the public. Requests received over the course of the year are evaluated for their potential to enhance mobility for wheelchair-bound and elderly citizens. Final prioritization of the ramp location requests is conducted each January by the City and County Advisory Committee on the Disabled, and construction of the ramps is completed by the City's Bureau of Maintenance prior to the following July. The number of ramps constructed annually via this program has ranged from 100 to 120, and requests usually exceed the amount the ATP is funded to build.

### Information Services

Citizen inquiries to the ATP generally focus on the following topics:

Bicycle Safety Information - Many of these requests come from public school teachers who want information to distribute to their students, or from parents who want to educate their children.

Maintenance/Facilities Requests - Bicyclists often call to point out a maintenance need (usually sweeping glass or gravel) at a particular location. Other requests are for improvement of bicycling facilities or removal of existing hazards.

Route Information - Bicyclists often want to know the best routes to take, especially when they are new to the area or just beginning to ride. Many bicyclists also desire information about good locations for recreational riding, or want to know how and where to obtain bicycling maps.

Bicycle Parking - One of the major impediments to bicycle commuting is the lack of secure parking facilities. Many bicyclists call to inquire about the availability of bike lockers, while others want information on bicycle parking options near their place of work (usually downtown).

Other Concerns - Bicycle registration procedures, laws governing bicycling, information about bicycle races/events, bike rentals, and general inquiries about the responsibilities of the Alternative Transportation Program.

## Ridership/Route Analysis

The Alternative Transportation Program reviews the bicycle/motor vehicle accident statistics for Portland, with particular attention to the location of the accident, the contributing causes, and the age of the bicyclist. This information gives a general idea as to what locations are hazardous to bicyclists. Additionally, the ATP conducts periodic bicycle counts to provide more information on the levels of bicycle usage throughout the City, and existing bicycle routes are monitored for usage and safety.<sup>1</sup>

Figure 3

Causes of Bicycle/Motor Vehicle Accidents in Portland (1985-1987)

Cause	% of All Accidents
Bicyclist ignores stop sign/signal or fails to yield	20 %
Motorist fails to yield at intersection	18 %
Bicyclist enters/leaves road at midblock (driveway, alley)	14 %
Bicyclist going the wrong way	13 %
Motorist enters/leaves road at midblock (driveway, alley)	9 %
All other types	<b>26</b> %

<sup>&</sup>lt;sup>1</sup>For more detailed information on route evaluation methodology, see Evaluation of the Reed-Hawthorne Bicycle Route (1988)

#### FUNDING

Funding for the Alternative Transportation Program is derived form 1% of the State Highway Fund.<sup>2</sup> These monies are in turn derived mainly from fuel taxes, weight mile taxes on trucks, and licensing/registration fees. The City of Portland has received the following amounts from this fund:

	FY 87	\$91,591	
	FY 86	<i>72,140</i>	
Figure	FY 85	<i>65,697</i>	
4	FY 84	<i>56,262</i>	
	FY 83	<i>54,349</i>	
	FY 82	<i>48,549</i>	

These monies can be expended for the following purposes:

Administrative costs of the Bicycle Program office and staff.

Preliminary engineering costs of bikeways.

Construction costs for bikeway/footpath facilities within the highway right-of-way.

Auxiliary bicycle facilities such as signs, curb cuts, ramps and parking.

Maintenance of bikeways/footpaths.

Development and printing of bicycle route maps and brochures.

The fund specifically cannot be used for bicycle safety education. Also, matching grants are available from the State to assist local government agencies with bicycle projects.<sup>3</sup>

with the exception of funding for curb ramps, which comes from General Transportation Revenues (GTR).

For more detailed information consult the State of Oregon <u>Bicycle Master Plan</u> (1989).

#### THE CITIZENS BICYCLE AND PEDESTRIAN ADVISORY COMMITTEE

The Citizens Advisory Committee (CAC) was formed in 1978 by the City Council. The first mission statement of the CAC (Resolution 32461) was "to encourage safe bicycling and walking as significant modes in the transportation network." Pedestrian issues were to be considered when they related to bicycling issues. The CAC was charged to:

- 1) Identify and prioritize improvement plans for the bicycle and pedestrian network.
- 2) Review and make recommendations on future bicycle awareness and education programs.
- 3) Assist in collecting and responding to citizen requests related to bicycle and pedestrian transportation.

In 1981, the mission of the CAC was further defined in the document "City of Portland Bicycle Program, September 1981":

- 1) Improve the safety and suitability of streets for bicycling.
- 2) Provide increased opportunities for secure bike parking.
- 3) Expand programs for bicycle safety education.
- 4) Increase public awareness of the bicycle as a means of transportation as well as recreation.

Soon after this time the corridor planning process was begun. In 1985, the Alternative Transportation Program Action Plan was developed. The principal recommendations of the Action Plan included the following:

1) Develop a structured corridor implementation plan which clearly facilitates the goal of substantially increasing bicycle commuter travel within the foreseeable future.

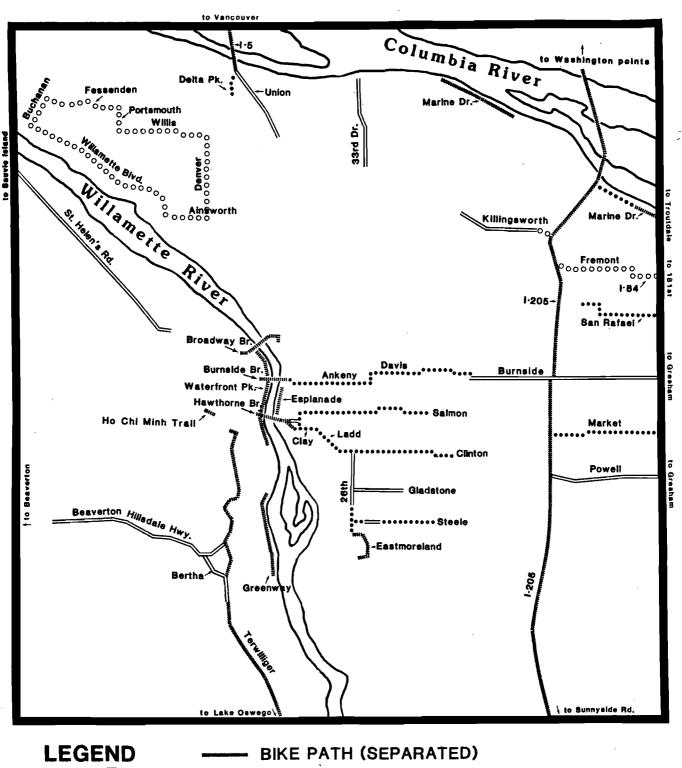
- 2) Retain ATP staff advisory role with respect to Greenway implementation, but transfer the cost center to Transportation Planning.
- 3) Develop and implement a 1% gas tax cash flow plan to ensure fiscal integrity for the ATP.
- 4) Resolve the issues of maintenance versus capital, particularly with respect to the bicycle parking and locker rental program.

A cash flow plan was developed under these recommendations that provided sufficient resources to implement two bicycle corridors annually. Expenditures for bicycling encouragement activities and capital expenditures for new bike parking facilities were curtailed due to budget constraints.

#### PORTLAND BIKEWAYS

The following listing (see page 12) includes facilities for bicycles often designated by means of bike route guide signs and/or pavement markings. Maintenance responsibility for the listed bikeways is that of the City of Portland except where otherwise noted. Under the location/description heading, the type of facility is given. Separated indicates the route is physically separated from motor vehicle traffic by an open space or barrier, except at (some) roadway crossings. Lanes indicates the presence of striped bicycle lanes designated for preferential use by bicyclists. Route indicates the presence of guide signs, where bicyclists share travel lanes with motorists. This approach is used on streets with lower traffic volumes, while lanes are desireable in situations where higher traffic volumes and speeds are present.

Figure 5
Portland Bikeway Map

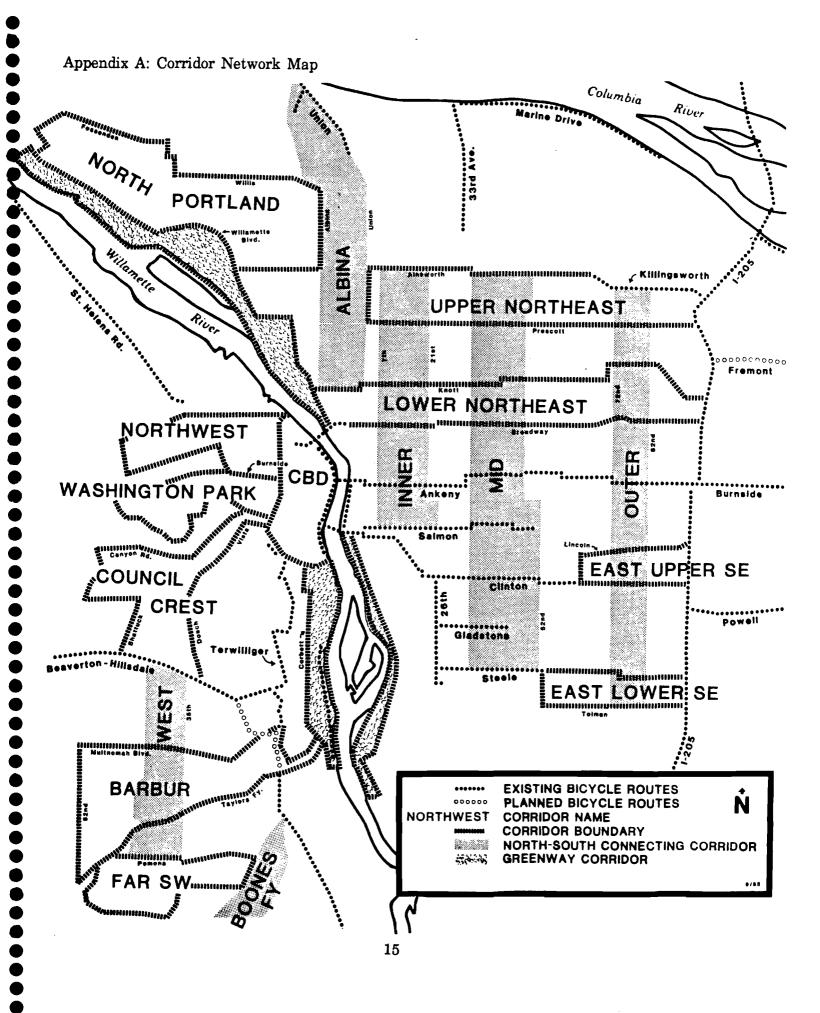




Bikeway Name	Location/Description	Project History
Goose Hollow (aka Ho Chi Minh Trail)	0.2 miles (separated), SW Montgomery to Cable Dr. on south side of I-405 Freeway.	Constructed by the State at request of City in 1972; now maintained by City. Connects PSU campus with Goose Hollow and NW Portland.
Terwilliger	4.5 miles (separated/lanes), Duniway Park to Tryon Creek State Park	Constructed mid-1970's; Barbur-Taylors Ferry section built in 1990 as part of street improvements.
PSU	0.1 miles (separated), SW 6th Ave. to Broadway, north of I-405 Freeway.	Constructed mid-1970's.
Eastmoreland	0.7 miles (separated), SE 26th Ave. at Reedway to 28th Ave., to Bybee along east edge of golf course.	Constructed in mid-1970's with a grant from the U.S. Dept. of the Interior.
Gladstone	0.5 miles (lanes), SE 26th to 42nd Ave.	Initiated via Neighborhood Needs Request; completed in 1981.
Salmon	2.5 miles (route), Hawthorne Br. to SE Clay, 6th, Salmon, 35th, Taylor, 41st, Salmon to 47th Ave.	Initiated via Neighborhood Needs Request and completed in 1983; installation of traffic circles and stop signs (on cross streets) to enhance safety.
Reed-Hawthorne	2.9 miles (0.8 lanes, 2.1 route), Hawthorne Br. to SE Clay, Ladd Ave., 21st, Clinton, 26th to Eastmoreland Bikeway.	Alternative Transportation Program (ATP) corridor project completed in 1985; removal of parking on 26th Avenue (Clinton to Holgate) to provide space for bicycle lanes was somewhat controversial.
Clinton	1.9 miles (route), connects to Reed-Hawthorne Bikeway at SE 26th, Clinton to 51st, Woodward to 58th.	ATP Upper Southeast Corridor project completed in 1986; implementation of Division Corridor project (1990) has enhanced conditions for bicyclists by reducing traffic and speeds while preserving bicycle access.
Ankeny	1.5 miles (route), Burnside Br. to SE Grand/M.L. King,Jr. Blvd., Ankeny to 32nd Avenue.	ATP Inner Central Corridor project completed in 1987.

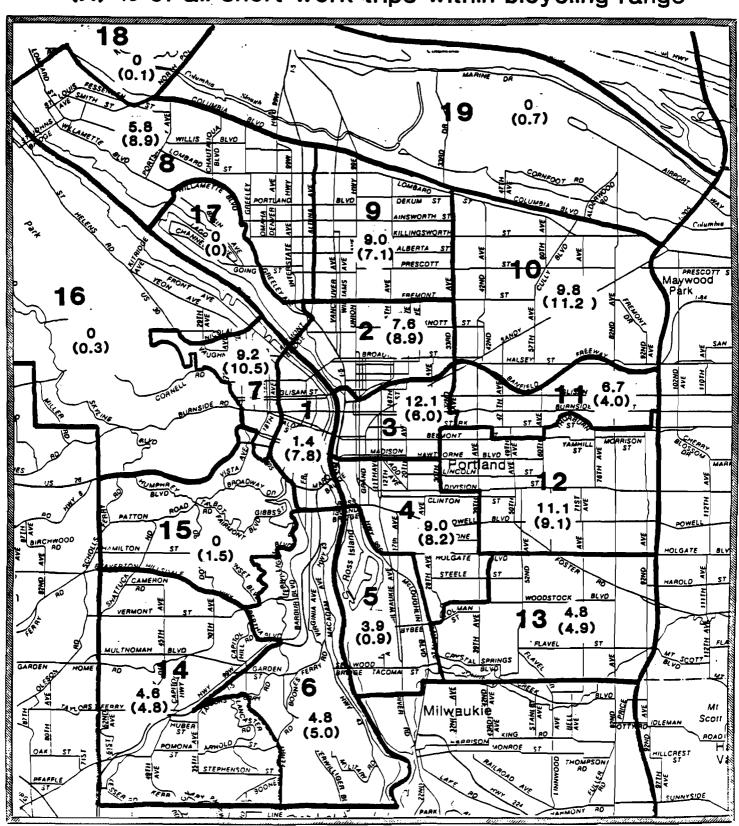
Bikeway Name	Location/Description	Project History
Davis/Burnside	2.9 miles (1.1 lanes, 1.8 route), connects to Ankeny Bikeway at SE 32nd Ave., Davis, 47th, Everett, 58th, Davis, 71st, Burnside to I-205	ATP Outer Central Corridor project completed in 1987; parking removal on Burnside to accommodate bicycle lanes did not generate much opposition.
Martin Luther King, Jr. Blvd.	2.2 miles (0.9 sep.,1.3 lanes), Schmeer Rd./N.Vancouver to M.L.King, Jr., to Jantzen Beach via I-5 Br. Bikeway.	Completed in mid-1980's as part of highway improvement project; some portions of Bikeway maintained by State.
33rd Drive	1.6 miles (lanes), Marine Drive to Columbia Blvd.	Completed in 1987 by ATP as part of street improvements.
Steele	1.4 miles (0.3 lanes, 1.1 route), Steele from SE 26th to 52nd Ave.	ATP Lower Southeast Corridor project completed in 1988; connects with Reed-Hawthorne Bikeway.
Killingsworth	1.2 miles (lanes), NE 60th to I-205 Bikeway on Killingsworth.	Completed in 1989 as part of highway improvement project.
Marine Drive	5.8 miles (5.0 sep., 0.8 route), Marine Dr. from 47th to 82nd (sep.) I-205 Bikeway to 122nd (route), 122nd to 181st (sep.).	Constructed in stages by Multnomah County and is now maintained by City; connects with Blue Lake Park and Troutdale.
Market	1.3 miles (route), I-205 Bikeway to City limits (SE 122nd Ave.).	Installed by County and assumed by City via annexation; connects I-205 Bikeway with Gresham.
San Rafael	2.5 miles (route), NE 102nd to 111th on Sacramento, to 148th on San Rafael.	Installed by County and assumed by City via annexation.
Willamette River Bridges	Hawthorne-0.6 miles(sidewalk/lanes) Burnside -0.4 miles (sidewalk) Broadway -0.4 miles (sidewalk)	Various improvements (curb ramps, signing, signalization) made over an extended period of time; maintained by City and County.

Bikeway Name	<b>Location/Description</b>	Project History
Greenway Trails	Greenway West - 3.4 miles (sep.), Willamette Park to Bancroft, South Waterfront to Broadway Br. East Side Esplanade - 0.7 miles (separated), Hawthorne Bridge	Construction and maintenance of this facility responsibility of adjoining property owners.  Constructed and maintained by State.
	to Burnside Bridge.	
I-205	13.5 miles (separated), Sunnyside Rd. to Glen Jackson Br., parallel	Completed in mid-1980's as part of Freeway construction; continuation of Bikeway to south in progress. Maintained by State.
Capitol Hwy./ Beaverton-Hillsdale	3.1 miles (lanes), Terwilliger Bikeway to City limits. to I-205 Freeway.	Completed in early 1980's as part of highway improvement project.
St. Helens Rd.	7.2 miles (lanes), from NW Portland to City limits.	Completed in 1986 as part of highway improvement project; provides access to popular recreational destinations. Maintained by State.
Bertha	0.5 miles (lanes), Barbur Blvd. to SW Vermont.	Completed 1990 as part of highway improvement project; connects Terwilliger Bikeway with Beaverton-Hillsdale Bikeway.
Fremont	1.2 miles (lanes), I-205 Bikeway at Maywood Place to NE 122nd Ave.	Under construction, with completion by end of 1990; will connect I-205 Bikeway with I-84 Bikeway (currently under construction).
I-84	2.2 miles (separated), Fremont Bikeway to City limits, parallel to I-84 Freeway.	Under construction; will connect to Gresham (at 181st Ave.) at eastern end. Maintained by State.
North Portland	Planning process currently underway in this area.	ATP North Portland Corridor project.



# X % of bike to work trip origins

## (X) % of all short work trips within bicycling range



Appendix C:

Code of the City of Portland, Oregon Planning and Zoning 33.82.030 Design Requirements for Parking Lots

- (m) (Added by Ord. No. 150737; amended by Ord. No. 155630; effective March 26, 1984). Bicycle parking as required by this Title shall meet the following requirements:
- (1) Bicycle parking requirements can be met in any one of the following ways:
- A. Providing storage space inside the building in view of the bicycle owner.
- B. Providing a bicycle storage room, bicycle lockers, or racks inside the building.
- C. Providing bicycle lockers or racks in any parking structure accessory to the principal use or outside the building or structure housing the principal use.
- D. Providing bicycle racks on the public right-of-way. Approval must be requested from and granted by the Bureau of Street and Structural Engineering before this method may be utilized.
- (2) Required bicycle parking spaces located outside of the structure housing the principal use shall be placed at no greater distance from the structure's principal entrance than the closest off-street motor vehicle parking associated with the use unless the bicycle parking is placed at a light rail station. Required bicycle parking may be located at a light rail station if the station is within 400 feet of the structure housing the principal use and if the bicycle parking is covered and is placed within 200 feet of the station.
- (3) Required bicycle parking spaces located out of doors shall be visible from the sidewalk adjacent to the property onto which the principal entrance to the building opens.
- (4) Bicycle parking racks or lockers shall be anchored securely.
- (5) (Amended by Ord. No. 159287 effective Jan. 24, 1987). The intent of this Subsection is to ensure that required bicycle racks are designed so that bicycles may be securely locked to them without undue inconvenience and will be reasonably safeguarded from intentional or accidental damage.

- A. Bicycle racks shall hold bicycles securely by means of the frame. The frame shall be supported so that the bicycle cannot be pushed or fall to one side in a manner that will damage the wheels.
  - B. Bicycle racks shall accommodate:
- (i) Locking the frame and both wheels to the rack with a high-security U-shaped shackle lock, if the bicyclist removes the front wheel; and
- (ii) Locking the frame and one wheel to the rack with a high-security U-shaped shackle lock, if the bicyclist leaves both wheels on the bicycle; and
- (iii) Locking the frame and both wheels to the rack with a chain or cable not longer than 6 feet without removal of the front wheel.
- C. Staff of the alternative transportation program in the Bureau of Transportation Engineering shall make an initial determination as to whether a rack meets the requirements of this Section.
- D. Any person or organization who is denied approval of a proposed bicycle rack because it does not meet the requirements of this Section, but who feels the rack meets the intent stated above, may appeal the denial. Appeals shall be filed by writing a letter to the Chief Engineer of the Bureau of Transportation Engineering asking for review of the staff decision of denial. The letter shall describe the applicant's rack, describe how it meets the intent of this Section, and how staff erred in denying approval. The Chief Engineer shall reply to the applicant within 30 days, in writing, either granting or denying the appeal.
- (6) An aisle for bicycle maneuvering shall be provided and maintained beside or between each row of bicycle parking. This aisle shall be at least 5 feet wide.
- (7) Each required bicycle parking space shall be accessible without moving another bicycle.
- (8) Bicycle parking spaces required by this Chapter shall not be rented or leased except where required motor vehicle parking is rented or leased.
- (9) Areas set aside for required bicycle parking shall be clearly marked and reserved for bicycle parking only.