



Request for City Council Committee Action From the Department of Public Works

Date: December 2, 2008

To: Honorable Sandra Colvin Roy, Chair Transportation & Public Works Committee

Referral To: Honorable Paul Ostrow, Chair Ways & Means Budget Committee
Honorable Lisa Goodman, Chair Community Development Committee

Subject: **Street Lighting Policy**

Recommendation:

- A. Approve revisions to the Street Lighting Policy as presented in this letter and documented in the attachments which replaces the 2/29/08 Council approved street lighting policy direction and removes the moratorium on street lighting petitions as approved by Council 8/9/2002.
- B. Approve the Street Lighting Policy documents with their inclusion in the "Access Minneapolis – Design Guidelines for Streets and Sidewalks."

Previous Directives:

- February 29, 2008 – The Council acted on framework direction
- August 7, 2007 – The Council directed Public Works to seek input on the Draft Policy
- February 1, 2005 – Removed moratorium on new lighting petitions for capital improvement reconstruction projects.
- December 14, 2004 – The Council directed Public Works to proceed with the Best Management Practices work and return to Committee in February with a working plan for the development of visibility standards.
- October 12, 2004 – The Council received a progress update of the Draft Street Lighting Policy and community feedback.
- July 27, 2004 – The Council received an overview of the 2004 Draft Street Lighting Policy dated July 19, 2004, requested Public Works to begin the community involvement process, and to return to committee with an update on October 12, 2004.
- December 13, 2002 – Council adopted the Standard Street/Alley Wood Pole System and again allowed for wood pole lighting petitions; the rest of the Lighting Policy was postponed.
- August 9, 2002 – The Council directed Public Works to gain neighborhood input, cease new petitions, and review Orfield proposal.
- June 13, 2002 – 2002 Draft Minneapolis Street Lighting Guidelines were presented and postponed at TPW.
- December 1, 1999 – Draft Street Lighting Policy discussed and postponed at TPW.

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Approved by:

Steven A. Kotke, P.E., City Engineer, Director of Public Works

Presenters: Jon Wertjes, P.E., PTOE, Director, Traffic and Parking Services

Reviews

Permanent Review Committee (PRC)	Not applicable
Civil Rights Affirmative Action Plan	Not applicable
Policy review Group (PRG)	Not applicable

Financial Impact (Check those that apply)

- No financial impact - or - Action is within current department budget (If checked, go directly to Background/Supporting Information)
- Action requires an appropriation increase to the Capital Budget
- Action requires an appropriation increase to the Operating Budget
- Action provides increased revenue for appropriation increase
- Action requires use of contingency or reserves
- Business Plan: Action is within the plan. Action requires a change to plan.
- Other financial impact (Explain):
- Request provided to department's Finance Dept. contact when provided to the Committee Coordinator

Community Impact

Neighborhood Notification: Public input was gathered
City Goals: Maintain the physical infrastructure to ensure a healthy, vital and safe city
Comprehensive Plan: Not Applicable
Zoning Code: Not Applicable

Background/Supporting Information

Recent Council Action

In January 2008 Public Work presented Street Lighting Policy framework questions. City Council approved on February 29, 2008 a policy framework direction:

New and Updated Policy Items

Public Works has continued efforts to complete the Street Lighting Policy and is bringing forth additional/modified policy framework points for clarification, discussion and approvals. The key elements are stated below:

1. Plan
 - a. Implement a plan that outlines lighting to be provided on all streets and a process allowing for change.
 - b. Alley lights shall remain as the wood pole system.
 - c. Parkways shall follow the recently adopted lighting system.
 - d. The map denoting the Pedestrian and CBD-centroid areas is included in the Policy.
 - e. All other areas not defined in b, c or d above shall be considered a Residential area including areas with industrial land uses.
 - f. Supports "Access Minneapolis Design Guidelines for Streets and Sidewalks" which fosters complete streets that encourage multimodal transportation.

Public Works Comments: Alleys, parkways and a map were not referenced in the previous Council action. The attached DRAFT Street Lighting policy includes a map that highlights the Pedestrian and Central Business District (CBD)-centroid area types and the parkways. Those streets or areas not color highlighted on the map are Residential area type streets. Alleys are not shown on the map. Each street lighting area type has a different approach to process, funding, and standards which are discussed below. This map will guide public and private parties on appropriate policies and standards for different areas and streets of the city.

2. Standards and Guidelines

- a. Lighting fixtures will be evaluated and approved based on visibility standards of footcandles, uniformity, and veiling luminance (glare) plus ease of maintenance.
- b. Current fixtures styles will be Lantern, Acorn, Tear Drop and Shoebox. All fixtures have ranges of cut off availability to maximize light performance and energy efficiency with Minneapolis street lighting designs while decreasing upward light pollution.
- c. Current standard light source is High Pressure Sodium. Other technologies will be continually researched and be incorporated as funding and performance become feasible. The LED fixture tests will occur in late 2008 through 2009/2010.

3. Process

- a. Implement a two phase petition process for all new and replaced street lighting systems. A two phase petition shall be used to opt in with 35% Phase 1 support collected within a six month time period by the community to demonstrate sufficient local support necessary to proceed to Phase 2. Phase 2 will build upon Phase 1 by petitioning through a formal city mail process with 70 % support required to proceed forward. The Phase 2 process will give special attention to needed responses for the purpose of gauging support of the entire street lighting project area and have a time limitation of 90 days from the end of Phase 1 to the end of Phase 2. Opt out Projects will include only Phase 2 petitions.
- b. Pedestrian and CBD-centroid areas -- Install lighting, unless 70% opt out with necessary petitions as part of all street reconstruction projects that require excavation of the boulevard/sidewalk/curb areas because the city is determined to “foster the practice of providing complete streets that support and encourage walking, bicycling, and transit use while promoting safe operations for all users”.
- c. Residential areas – Install improved lighting in these areas as part of a street reconstruction project where 70% opt-in through a petition process.
- d. CBD, Pedestrian and Residential areas – Install stand alone street lighting in these areas before a street reconstruction project where 70% opt-in through a petition process.
- e. The minimum and maximum blocks for petitioning are defined in the Policy.
- f. When a Residential area street light project has reached the end of its useful life and needs to be replaced, the community may replace existing lighting with city standard lighting where 70% opt in through a petition process or revert back to the installation of a wood pole system. Pedestrian and CBD-centroid areas where the lighting has reached the end of service life will be replaced, unless 70% opt out through a petition process.
- g. Lighting projects where any of the project costs are paid through assessments will require a Council approved project designation.
- h. Lighting projects where any of the project costs are paid through assessments will follow current City Ordinance for public hearings and 30-day appeal processes. No City project work will occur until such time the appeal process is completed and evaluated.
- i. Development Projects in Pedestrian and CBD areas shall install new lighting at their cost when:
 - i. A lighting evaluation has been completed that determines the need for improved lighting
 - ii. Disruption of sidewalk/boulevard is of substantial length, and/or where existing lighting is impacted or city standard lighting does not exist.

- iii. Existing lighting is substandard based on development's proposed use.
- j. Development Projects in Residential areas, where disruption of the sidewalk area is proposed as part of the project, may install lighting. The costs of lighting shall be part of the development project. Lighting for developments in Residential areas may be required as a part of the site plan review and approval process.

4. Funding

- a. Use Pedestrian, CBD, and Residential Street Light Uniform Assessment Rates and other non-city sources, not including a utility fee, to pay for the new or replaced street light installation costs
 - i. Street Reconstruction of Pedestrian or CBD-centroid areas will include the replacement of existing lighting and/or new lighting to be paid for by the Uniform Street Lighting Assessment (USLA) to all assessable property owners within the project area minus any other available non-City funding sources unless 70% of property owners opt out through a petition process.
 - ii. All Other Areas and Conditions (includes all Residential areas, and Pedestrian or CBD-centroid areas requesting lighting prior to a street reconstruction project) – When supported by 70% through the petition process will include the replacement of existing lighting and/or new lighting to be paid for by the USLA to assessable property owners within the project area minus any other available non-City funding sources.
 - iii. Residential areas where the lighting has reached the end of service life and when supported by 70% through a petition process, will be replaced with city standard lighting to be paid for by the USLA to all assessable property owners within project area minus any other available non-City funding sources. In circumstances where the project area does not achieve 70% support through a petition process, the existing lighting system will be removed and a wood pole system installed and paid for by the assessable property owners through a street light assessment
 - iv. Pedestrian and CBD-centroid areas where the lighting has reached the end of service life will be replaced, unless 70% opt out through a petition process, with city standard lighting to be paid for by the USLA to all assessable property owners within the project area minus any other available non-City funding sources.
- b. Continue to use net debt bonding, not including a utility fee, and other available revenue sources such as grants to pay for replacement parkway lighting installation costs;
- c. Use general funds to pay street light operation and maintenance costs for City standard lighting. Use general funds and NDB to pay for major maintenance (such as spot pole and fixture replacements but not the total rebuilding of a system).
- d. Adjacent property owners that request lighting above the City standards shall pay for incremental costs related to both the installation (capital) plus operation and maintenance costs.

Based upon Public Works recommendations for revised policy direction, Public Works has finalized the Street Lighting Policy documentation, requests final adoption and its inclusion in the "Access Minneapolis – Design Guidelines for Streets and Sidewalks."

On-going street lighting initiatives

Public Works will continue to modify the supplemental street lighting standards and guidelines document as fixture, performance, technology and light sources advance. The above policy directions will result in further clarity allowing for the completion of the city standards and guidelines, which will also become part of the "Access Minneapolis – Design Guidelines for Streets and Sidewalks."

Public Works continues to have discussions with Xcel Energy about improving the wood pole system and its service.

Public Works continues to monitor the IES (Illuminating Engineers Society) and Dark Skies discussions about changes to the lighting performance and visibility guidelines.

Public Works is pursuing two pilot tests of new street lighting technology.

- Public Works continues to explore new light sources. A pilot project to install Light Emitting Diode (LED) street lights adjacent to existing High Pressure Sodium (HPS) is funded. LED street lights will be placed on one block of Washington Avenue South between 3rd and 4th Avenues. The LED lights will be evaluated based on performance, cost, and energy usage. This pilot project has recently started.
- The Marquette and 2nd Avenue UPA project will implement and test a new adaptive lighting technology that allows for electronically monitoring energy usage and the ability to centrally control lights. This technology can be used to dim, or shut off, a portion of lights during certain hours. This type of technology has the potential to reduce the energy cost and to proactively maintain lighting in the city. This pilot project will be installed and operational in 2009.

These on-going initiatives will be presented to the T&PW Committee when further details and progress has been accomplished.

Attachment:

Minneapolis Street Lighting Policy dated November 17, 2008