

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

**Date:** July 27, 2004

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

Referral to: None

**Subject:** Minneapolis Street Lighting Policy

#### Recommendation:

1. Present overview of 2004 draft Minneapolis Street Lighting Policy dated July 19, 2004.

- 2. Direct Public Works to begin a community involvement process seeking input from CPED, Minneapolis Park and Recreation Board, the community, and others as appropriate.
- 3. Direct Public Works to continue to modify the draft document and return to TPW committee with a status update on October 12, 2004.

#### **Previous Directives:**

- 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. (Exhibit D).
- August 9, 2002 The Council directed Public Works to gain neighborhood input, cease new petitions, and review Orfield proposal (Exhibit D).
- 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.

Prepared by:	Beverly Warmka, Engineer I, 673-3762
Approved by:	: Klara A. Fabry, P.E., City Engineer, Director of Public Works
Presenters:	Jon Wertjes, P.E., Director of Traffic and Parking Services
Finan	cial Impact (Check those that apply)
_X_ No	o financial impact - or - Action is within current department budget.
(If	checked, go directly to Background/Supporting Information)
Acti	on requires an appropriation increase to the Capital Budget
Act	ion requires an appropriation increase to the Operating Budget
Act	ion provides increased revenue for appropriation increase
Act	ion requires use of contingency or reserves
Oth	ner financial impact (Explain):
Red	uest provided to the Budget Office when provided to the Committee Coordinator

## **Background/Supporting Information:**

The Department of Public Works has been in the process of developing a City of Minneapolis Street Lighting Policy. The Street Lighting Policy will be consistent with the goals of the Minneapolis Plan, city charter, and ordinances, plus incorporate the Park Board parkway lighting. The document will address how new lighting systems will be installed and implemented, plus define "city standard" fixture and pole styles.

There are basically three street lighting systems in the City: the wood pole fixtures, the low level ornamental fixtures, and the Park Board's parkway lighting system.

Most of the residential areas of the have a Xcel Energy wood pole system in place for the streets and alleys. A flat monthly rate is charged by Xcel to the City for each of these lights and includes the costs to operate, maintain, and the amortized installation cost for these fixtures. Many of these fixtures have been in place for over 10 years.

In 1967 the Como Neighborhood was the first neighborhood to have ornamental, or pedestrian, lighting installed. Loring Park and Stevens Square were the next areas to have pedestrian lighting installed neighborhood-wide, this occurred in the early 1990's. The installations of ornamental street lighting systems were funded through special assessments to the adjacent benefiting property owners.

Public Works currently maintains the existing Minneapolis Park and Recreation Board lighting along the parkway system. This system is in much need of repair. Public Works is working with the Park Board to incorporate their system into this Street Lighting Policy. Items that will be addressed include desired light levels, light source, and fixture and pole style along the parkways.

This is a progress update as well as timeframe of the steps remaining to have a complete Street Lighting Policy. There have been many actions already taken to develop a draft Street Lighting Policy, and some that still need to be completed.

#### **Actions Completed:**

- 1. A draft Minneapolis Street Lighting Policy was introduced to the Transportation and Public Works Committee in June 2002.
- 2. Feedback that was received in September 2002 from the neighborhoods and business associations in Minneapolis was incorporated into the proposed policy.
- 3. In December 2002, section 1 of the 2002 Draft Street Lighting Policy was adopted as it pertains to the Xcel wood pole lighting system in Minneapolis. This was done to remove the moratorium on new petitions for Xcel wood pole lighting.
- 4. Light meter readings have been taken at various areas in the City. Areas were chosen with different land use, fixture styles, and lighting levels. Some of the areas originally chose to exceed the proposed City standard light level and the affected properties pay the additional electric and maintenance costs.
- 5. A map of the City of Minneapolis indicating the areas that have ornamental lighting has been developed and is updated as needed.
- 6. Public Works has an expert lighting consultant on contract to assist in reviewing new technology as well as to research the practice of other cities. This will be an on-going item.
- 7. Public Works has researched the policy and practice of other cities similar in size to Minneapolis, their standard light level, and the process for installing the lighting systems. This will be an on-going item.
- 8. Public Works has prepared a revised draft for the Minneapolis Street Lighting policy (Exhibit B Draft Street Lighting Policy dated July 19, 2004). The new draft includes language regarding criteria for fixtures and poles, appropriate light levels for different area uses, as well as the process for installing new lighting systems.

### Proposed next steps and timeframe:

Time Frame	Action				
July and August 23	Work with CPED and Park Board to determine new fixture and pole styles to be brought forward to the community				
August 23-31	Prepare draft info for public involvement that includes  • Fixture and pole choices  • Draft Policy Document  • Self-guided Tour of Minneapolis Street Lighting				
September 1-30	Seek community input on fixture and pole styles				
September 1 - October 31	Seek community input on draft document				
October 12 TPW	Status Update with TPW Committee				
October 31 – December 3	PW reviews, comments and modifies Lighting Policy				
December 14 TPW	Final Lighting Policy brought to TPW Committee				
December ?	Park and Recreation Board Action				
December 23	Full City Council Action				
Ongoing Items					
July through October 31	Review cost of lighting systems				
	Work with Park Board to establish a process and criteria for parkway lighting systems				
	Additional research on other cities street lighting programs				

See the Proposed Next Steps Details (Exhibit A) for a specific listing of next steps and items.

### **Potential 2005 Street Lighting Projects:**

The above schedule results in City Council action in December 2004. This could result in street lighting projects during the 2005 construction season. Based on this potential, Public Works has identified the steps and timeline for street lighting projects (see Exhibit C).

#### Exhibits:

Exhibit A - Proposed Next Steps Details

Exhibit B - Draft -- Street Lighting Policy dated July 19, 2004

Exhibit C – 2005 Potential Street Lighting Projects

Exhibit D – Previous City Council Actions

cc: Jon Gurban, Michael Schmidt, and Judd Rietkirk - Minneapolis Park & Recreation Board Barbara Sporlein and Jack Byers - CPED

Rhonda Rae, John Hotvet, Steve Mosing, and Dennis Bechard - Public Works

### **Exhibit A - Proposed Next Steps Details**

- Cost Implications Public Works will be focused on the cost implications and comparisons
  as it relates to most of the next steps. The bottom line is how does the City improve the
  street lighting system without significantly increasing the costs. Some example questions
  will be:
  - Can we provide alternative fixture and pole style choices without increased costs,
  - What light levels does the City need for safety and what is the cost of that light level,
  - Does ownership affect the cost,
  - How should the systems be cost effectively operated and maintained, and
  - Who can best operate and maintain a streetlight system(s)?
- 2. <u>Fixture & Pole Styles</u> -- There has been an expressed desire to have more style choices for fixtures and poles. Currently, the City of Minneapolis offers two low-level ornamental fixture styles, (the lantern and the acorn) and one low-level pole. Public Works will consider adding two additional low-level fixture styles and one additional low-level pole, plus one new midlevel pole. Public Works will ask CPED to assist in the selection of new fixture styles and in determining new styles that fit with area master plans and architectural characteristics around the City of Minneapolis.

Once a number of styles are developed and reviewed by Public Works and CPED, Public Works will seek public involvement. Informational letters will be sent to neighborhood and business groups requesting their input for selecting the final fixture and pole styles. Public meetings will be held in late September and late October.

Public Works will use a systematic approach to explore and review new fixture styles based on factors such as: ease of maintenance, durability, light quality, and resistance to vandalism. New styles must have equivalent performance levels to our existing fixtures.

Fixtures and poles that are not comparable in cost, either in parts or operationally, may require a streetlight operation and maintenance district or a special service district to be created.

Fixture and pole research will still be needed to keep pace with changing technology even after the Minneapolis City Council adopts the Street Lighting Policy.

- 3. Ownership -- Public Works will review the cost of the street lighting system, for both City owned and Xcel Energy lights, and review the cost implications for providing light levels in certain areas. Public Works will also examine lighting system ownership (feasibility of taking over ownership of the Xcel Energy system, installing a new City owned system or Xcel Energy taking over some or all of the City system).
- 4. <u>Park Board System</u> -- Public Works will work with the Minneapolis Park and Recreation Board on development and implementation of standards and policy guidelines within their jurisdiction.
- 5. <u>Self Guided Tour</u> -- Public Works will develop and arrange an self-guided tour for Council Members and the public to see the different areas where the light readings were taken. This tour can aid in the process in determining the acceptable light levels. A list of the areas where light readings were taken will be made available so the individuals can schedule this tour at their own convenience. Feedback from the lighting tour will be compiled and discussed at a future Transportation and Public Works Committee meeting.

- 6. <u>Light Levels</u> -- Public Works will recommend appropriate design light levels for areas within Minneapolis based on feedback from CPED, the lighting tour regarding what level of light is appropriate and feels comfortable, and Illuminating Engineering Society (IES) standards and cost comparisons/implications.
  - IES standards vary based on roadway and functional classification. Some areas currently have more light than what may be appropriate due to the changes in technology over the years (i.e. new improved fixtures were retrofitted on existing light poles). Another design aspect that will be reviewed is the uniformity ratio.
- 7. Pedestrian Street Lighting Districts -- There has been some support for creating pedestrian districts or corridors with a higher designed light levels. This lighting level would be higher than that which is found in residential areas, but less than the level found in the Central Business District. The criteria for designating a pedestrian corridor needs to be identified by both Public Works and CPED. Public Works will study the cost implications for supplying a higher lighting level in these pedestrian districts. Public Works will create a table to illustrate the cost of the different lighting levels under the existing and proposed systems. This will be an attachment to the final policy.
- 8. <u>Attorney Review</u> -- Public Works will submit the revised policy to the Minneapolis City Attorney's office for legal review.
- 9. <u>Technology and Best Practices</u> -- Public Works will continue working with other agencies as well as researching new technology and the practice of other municipalities. Such actions are on-going even after the Minneapolis Street Lighting Policy is adopted.

Issues discussed at a previous TPW Committee Meeting were:

- · How is the city following through on lighting levels?
- How is the city following through on light quality standards?
- How is the city dealing with green technologies (energy efficiency & light levels)?
- What should be the city response to the Orfield proposal? Should other work scopes and experts be considered?

The next steps will seek to answer the above technology and best practices questions.

# Exhibit C - 2005 Potential Street Lighting Projects

# **Street Lighting Project Timeline**

The key steps for the completion of a lighting project are outlined below. The timeline starts after Public Works has received petitions for verification. (This below timeline assumes that the submitted petitions will meet the petition percentage requirements.)

The shorter time lengths would be for smaller corridor projects (example--Nicollet Ave from 46<sup>th</sup> Street to the Minnehaha Parkway bridge), and the longer time lengths would be appropriate for neighborhood wide projects (example--Lowry Hill East Neighborhood).

	Steps	Timeline	Comments
1.	Petition Verification	1 to 8 weeks	Time to complete may vary with     Size of proposed project area     Staffing levels     Percentage of approval signatures collected
2.	Public Works submits recommendation to the Council Member for input	1 week	
3.	Submit request to TPW Committee - designate project area and set date for public hearing	3 to 4 weeks	
4.	Prepare assessment roles (create map, calculate influence zones, calculate assessment rate, calculate individual assessments)	4 to 8 weeks	Time to complete may vary with size of proposed project area
5.	Prepare and send assessment letters	1 week	
6.	Hold public hearing at TPW Committee		The public hearing can be held no sooner than 6 weeks after the project has been designated at TPW
7.	If project receives approval, prepare design plans	4 to 8 weeks	May be done at the same time as assessment roles are prepared to streamline process
8.	Prepare bid package (construction plans, specifications, SUBP goals)	2 weeks	This step can be eliminated if city forces are going to be doing the construction
9.	Advertise for bids	4 weeks	This step can be eliminated if city forces are going to be doing the construction
10.	Bid opening Council Approval of low bid Signed contract	8 to 12 weeks	This step can be eliminated if city forces are going to be doing the construction
	Construction can begin after contract has been signed  Lights turned on	8 to 36 weeks	Time to complete may vary based on Product delivery Contractor ability to start promptly after contract execution Project coordination Weather

Based on the above basic steps and timeline, two recent examples are presented. Nicollet Avenue represents a smaller corridor project as follows:

<u>Nicollet Avenue South</u> - 46<sup>th</sup> Street to the Minnehaha Parkway bridge. This project was done by City of Minneapolis crews and coordinated with a street reconstruction project

- Number of blocks: 7.5
- Number of light fixtures and poles: approximately 50
- Verification of petitions began: March 2003
- Public Hearing was held: June 24, 2003
- Lights were turned on: December 24, 2003
- Total timeline was 9 months (verification to lights turned on)

Lowry Hill East represents a larger neighborhood scaled project as follows:

<u>Lowry Hill East Neighborhood</u> - bounded by Lyndale Avenue South, West 28<sup>th</sup> Street, Hennepin Avenue and Bryant Avenue South. A private contractor did this project and construction was delayed due to the winter weather.

- Number of blocks: about 60
- Number of light fixtures and poles: approximately: 250
- Verification of petitions began: November 2002
- Public Hearing was held: February 18, 2003
- Lights were turned on: June 30<sup>th</sup> 2004 (some work is still needed at the signalized intersections)
- Total timeline was 20 months

## 2005/2006 Proposed Street Projects

The following proposed 2005 street construction and renovation projects are:

- Como Avenue SE is a 11 block reconstruction project
- Fremont Avenue N is a 16 block renovation project.
- Bryn Mawr is about a 30 block area-wide street renovation project.
- Columbia Parkway & 5<sup>th</sup> St NE Parkway is a 7 block parkway paving project.

The following proposed 2006 street construction and renovation projects are:

- 27<sup>th</sup> Avenue is a 20 block reconstruction project
- Lyndale Avenue N is a 6 block reconstruction project.
- Seward East is about a 25 block area-wide street renovation project.
- Lynnhurst is about a 50 block area-wide street renovation project.
- Nokomis Parkway is a one half of the lake parkway paving project.

### **Exhibit D – Previous City Council Actions**

## **December 13, 2002**

**T&PW -** Your Committee, having under consideration the Minneapolis Street Lighting Policy - Standard Wood Pole System, now recommends:

- a) Adopt Section I of the draft Minneapolis Street Lighting Policy as it pertains to the Standard Street/Alley lighting "wood pole" system dated June 3, 2002, and revised November 18, 2002; and
- b) Remove the restriction on developing new wood pole street lighting petitions.

Adopted. Yeas, 11; Nays 1 as follows:

Yeas - Johnson, Colvin Roy, Zimmermann, Schiff, Zerby, Lilligren, Johnson Lee, Benson, Goodman, Lane, Ostrow.

Nays - Niziolek.

Passed December 13, 2002.

Approved December 19, 2002. R.T. Rybak, Mayor.

Attest: S. Ristuben, Asst City Clerk.

# August 9, 2002

**T&PW** - Your Committee, having under consideration the Minneapolis Street Lighting Policy (Petition No 268123), now recommends that the appropriate City staff be direct to:

- a) Return to the Transportation & Public Works Committee with a final Minneapolis Street Lighting Policy for consideration on October 17, 2002;
- b) Gain neighborhood input on the proposed policy;
- c) Cease from developing new petitions until after a Minneapolis Street Lighting Policy is adopted; and
- d) Review the Orfield Proposal and return to Transportation & Public Works Committee on October 17, 2002 with recommendation for study of current street lighting system and future alternatives.

Adopted. Yeas, 13; Nays none.

Passed August 9, 2002.

Approved August 12, 2002. R.T. Rybak, Mayor.

Attest: M. Keefe, City Clerk.