




PO Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 2

Halifax Regional Council
February 10, 2009

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY: 
Mike Labrecque, P.Eng., Director, Transportation and Public Works

DATE: January 9, 2008

SUBJECT: Street Light Service to HRM's Private Lanes

INFORMATION REPORT

ORIGIN

Item 8.6 from the August 12th, 2008 meeting of Halifax Regional Council, requested an information report on the feasibility of including private roads in HRM's street lighting policy. The matter was raised in response to concerns from residents who live on private lanes where no street lighting exists.

BACKGROUND

At the February 25, 1997 Regional Council meeting, Council agreed to adopt "Street Lighting Standards and Design Criteria Guidelines" as presented by staff in a Recommendation Report to Regional Council on February 18, 2007. Council also agreed to accept the five complementary "guiding principles" with the exception of No. 5, which stated:

Lighting of private property (i.e., driveways, private lanes, parking lots, etc.) using HRM funds is not permissible, with the exception of existing Mobile Home Parks. A comprehensive inventory of street lights now owned by HRM is scheduled to be carried out this summer. Any lights found on private property that are being paid for by HRM funds will either be removed or transferred to the property owner(s). This will be done in consultation with the property owners.

Concern about maintaining the same service level to residents after amalgamation as was received prior to amalgamation was expressed. Item No 5 was deferred until a staff report identifying the cost aspect of continuing the current level of service was provided to Council.

At the February 3, 1998 Committee of the Whole a staff report provided a summary of private lane street lights that HRM paid for. This amounted to about 800 fixtures on 255 private lanes. The report recommended that the guiding principle No 5, referenced above, be reinstated, and no fixtures on private lanes be supported by HRM.

On April 14, 1998, Regional Council passed a motion stating that the funding of any lights on private roads be considered as part of the review process of the 1998-99 Operating Budget.

DISCUSSION

The Halifax Regional Municipality road system includes approximately 1230 private lanes. About 20% of these lanes have street lights that HRM has been paying for since amalgamation. The annual cost for leasing and energy consumption for these fixtures is approximately \$120,000.00. In addition, NSPI has identified street lights on an additional 35% of the private lanes. This represents an additional \$75,000.00 in annual service costs, presently being paid for by home owners. The remaining lanes, approximately 45%, or 550 lanes, it is assumed, are not lighted.

It is, therefore, important to consider the following:

1. The fixtures that HRM are funding have been fixed since 1998. A justification for paying for these street lights was that they were paid for by the municipality before amalgamation, and the level of service for these residents should not be reduced. However, the motion passed on April 14, 1998, tied the funding of any lights on private

lanes to the annual operating budget review process. So, while there was consideration for grandfathering the fixtures that were paid for by the municipalities, the Regional Council motion approved April 14, 1998 reflects a desire to ensure flexibility is provided in the street light policy. As a result, the motion did not exclude any light fixtures from the Operating Budget review process.

2. No lighting standard has been applied to lighting of private lanes. The Municipality simply pays for a set quantity of fixtures that were installed by individual residents prior to 1996. By assuming responsibility for lighting of private lanes, a lighting standard would have to apply to all lanes as it does to all municipal roads. While a detailed survey would be needed to determine the existing lighting level for each of the 1230 private lanes, and determine the cost associated with standardizing street light requirements, it is anticipated that upgrades would be considerable. This is based on the fact that additional lights have been prohibited from being added to the quantity that HRM had been paying for, and likely as much as 45% of the municipality's private lanes are not lighted.
3. The Halifax Regional Municipality Act stipulates that no services are to be provided to private roads. HRM does not offer any other services, such as snow removal or routine maintenance to private lanes. If street lighting service is to be considered, and it is permitted within the regulations that guide the municipality, than it is important to consider the potential impact of offering to provide one service, and whether that might lead to expanding the scope of responsibility for HRM to full service.

BUDGET IMPLICATIONS

HRM has maintained the street lights on private lanes that were identified at amalgamation. This cost is approximately \$120,000.00 annually. Taking responsibility for all street lighting on all HRM private lanes, could result in a minimum increase of \$240,000.00 to the annual operating budget. Any improvements in street lighting standards will result in a direct additional increase to the operating budget.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

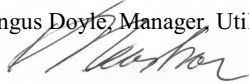
This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ATTACHMENTS

1. Proposed New Street Light Guidelines - Recommendation Report - Halifax Regional Council Meeting - February 18, 1997 Item 11.3.4
2. Street Lights - Recommendation Report - Halifax Regional Council of the Whole Meeting - February 3, 1998 Item 4.2.11
3. Street Lights - Recommendation Report - Halifax Regional Council Committee of the Whole Meeting - April 7, 1998 Item 4.2.12

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Angus Doyle, Manager, Utilities Coordination, 490-5019



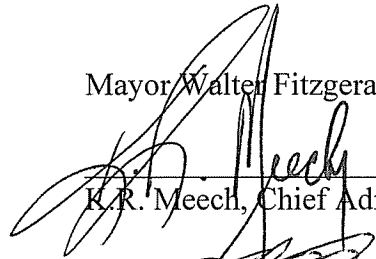
Report Approved by:

Ken Reashor, P.Eng., Manager, Traffic & Right of Way Services, 490-6637


February 18, 1997

TO: Mayor Walter Fitzgerald and Members of Regional Council

FROM:



K.R. Meech, Chief Administrative Officer



George McLellan, Commissioner of Regional Operations

DATE: February 06, 1997

SUBJECT: Proposed New Street Lighting Guidelines

ORIGIN:

Regional Operations staff was requested to develop a proposal for new street lighting guidelines for the Halifax Regional Municipality. The proposed guidelines are attached as Appendix 'A'.

RECOMMENDATION

It is recommended that Council adopt the **Street Lighting Standards and Design Criteria Guidelines**, attached as Appendix 'A', for street lighting in the core and rural areas of the Halifax Regional Municipality. Wherever applicable, these guidelines meet the minimum requirements as recommended by the Illumination Engineering Society (I.E.S.) Handbook.

It is further recommended that Council adopt a series of guiding principles to complement or facilitate the implementation of the **Street Lighting Standards and Design Criteria Guidelines**, as follows:

1. Within the developed areas of the Urban Core or mandatory paving boundary, the minimum levels of street illumination for arterial and major street classifications, as detailed on page three of Appendix A, shall be attained through a long range upgrading/retrofit program as budget allows. In the event of a request or identifiable service need, staff will determine the upgrading required to meet I.E.S. Handbook standards for local streets, if necessary.
2. When a request for street lights is received for undeveloped areas inside and outside of the Urban Core or mandatory paving boundary, staff will investigate to determine if the area in question is a major intersection, a corner of a significant physical roadway feature, or close to a housing cluster or community centre. When such a determination is made, staff will

define the requirements and cost to implement this lighting with I.E.S. Handbook recommendations.

3. In all new developments, whether inside or outside the Urban Core or mandatory paving boundary, staff is suggesting the possibility that the minimum levels of street illumination for various public street classifications (as detailed on page 2 of Appendix 'A') be provided and paid for by the developer, as part of the subdivision bylaw or development agreement process. This will be reviewed in tandem with other discussions currently taking place involving cost sharing on development projects.
4. All arterial and major H.R.M. public roadway reconstruction projects shall include road lighting upgrading in accordance with the minimum levels of road illumination for these street/ road classifications (as detailed on page 2 of Appendix 'A')...I.E.S. Handbook.
5. Lighting of private property (ie: driveways, private lanes, parking lots, etc.) using H.R.M. funds is not permissible, with the exception of existing Mobile Home Parks. A comprehensive inventory of street lights now owned by H.R.M. is scheduled to be carried out this summer. Any lights found on private property that are being paid for by HRM funds will either be removed or transferred to the property owner(s). This will be done in consultation with the property owners.
6. Any lighting costs related to municipal facilities (ie: fire stations/ schools/ recreation centres and facilities) shall be budgeted within the appropriate departmental or other Current Budget account.

BACKGROUND:

The Halifax Regional Municipality is currently following different practices in each of the former municipal jurisdictions, based on policy or practices that existed prior to Amalgamation. Staff was asked to review each of the past policies or practices and develop a new policy for H.R.M. A **Street Lighting Sub-Committee** made up of representatives from the former Town of Bedford, the former City of Dartmouth, Halifax County and former City of Halifax had, prior to Amalgamation, looked into this and prepared a report with recommendations. This was also reviewed in the preparation of this street lighting policy.

The level of illumination from street lights depends on a number of factors, such as: type of fixture and wattage; mounting height; distance between poles; and reflectiveness of the road. The criteria for the design, type and amount of lighting is influenced by such things as type of street, location, pedestrian and vehicular traffic at night. There is a huge variation of standards in all municipalities.

Every municipal unit followed it's own street lighting practice. Some followed a written policy and others adopted unofficial practices and relied on N.S.P.I. Guidelines to determine lighting levels. There were different levels of lighting based on classification of roads /streets (freeways, arterials, major, collector, local) and location of streets (downtown, intermediate, outlying). Pole spacing and luminaire spacing varied from municipality to municipality and so did the number of lights and wattages. In some cases lights were installed on every pole, in others the wattage or other factors

factors resulted with lights on every pole or every second pole. Furthermore, the distance between poles is influenced by block length, property lines, driveways, and configuration of the terrain features for the location. As stated earlier, pole spacing is not consistent throughout the former municipal units.

How street lights got installed also varied in the former municipalities. In some, there were Area Rates to pay for street lights. In others, municipal units budgeted for new street lighting annually and / or included new street lighting as part of new subdivision bylaws. Where street lighting got installed also depended on where requests were originating. For example, in the rural areas lights were generally placed at intersections or corners in roads for road safety; whereas in the urban areas street lighting was considered on whole blocks of streets or entire length of streets.

Only one municipality required the developer to pay for street lighting installation as part of the development agreement in new subdivisions, whereas the other municipal units put in street lighting afterwards at municipal expense. Only one municipality owned all street lighting. The other municipal units rented street lighting from N.S.P.I. with the exception of some ornamental lighting in downtown areas. Note: Staff is presently conducting a detailed cost-benefit analysis to determine whether it is in H.R.M.'s interest to acquire street lights or continue to rent street lights from N.S.P.I. A complete inventory of street lights is proposed for this year.

DISCUSSION:

Each municipality's practice was reviewed along with the recommendations of the Sub-Committee's earlier report. Spot surveys were also carried out over the last few months to consider actual site conditions and the practicality of adopting uniform guidelines consistent with I.E.S. guidelines.. Discussions were also held with N.S.P.I.

Any new guidelines recommended had to consider the financial impact on the entire Halifax Regional Municipality in the context of current discussions on possible tax structures for the Core area and rural areas. If guidelines conforming to the Illumination Engineering Society (I.E.S.) Handbook criteria were universally adopted, a number of locations would have to be upgraded. This is neither feasible nor necessarily required in all cases at this time. Such criteria, over time, is or becomes feasible where urban density and traffic and pedestrian volumes warrant, but is impractical and overly expensive in low density situations. Illumination of arterial and major roads to I.E.S. Handbook standards is viewed as prudent from a risk management point of view. Similarly, in rural areas, where a request for street lighting is received, installation of street lights to I.E.S. Handbook standards is prudent at major intersections and corners, significant physical roadway features, or clusters of housing, or near a major community centre, etc.

To ultimately achieve consistency in street lighting throughout H.R.M., while balancing diverse critical factors such as safety; urban density and traffic volumes relative to rural and less dense suburban areas; and, cost and budget impact, the recommendations made in this report are strongly urged for Council's approval. In addition, the design guidelines attached as Appendix 'A' that are part of the recommendations, are generally based on the criteria of the Illumination Engineering Society (I.E.S.) Handbook.

BUDGET IMPLICATIONS:

At present, H.R.M. pays an average monthly cost of about \$14/light to N.S.P.Inc. for capital/maintenance/ electricity. Staff are currently undertaking a cost-benefit analysis to determine if it is in H.R.M.'s economic interest to own street lights and pay only a flat monthly electrical usage charge.

Many streets in the urban areas and other selected business areas; arterial roads and some collector and local streets in other former municipalities, currently meet the minimum requirements as recommended by the Illumination Engineering Society and the proposed H.R.M. guidelines.

It should be noted that while this policy is intended to standardize street lighting installations, there are conditions existing where there is uneven distribution of lighting on a street. Light and dark areas will always be encountered. However, budgets will not permit this standard throughout the Urban Core all at once, nor is it necessarily required at this time in all areas.

Outside the Urban Core, street lights could be installed with I.E.S. Handbook recommendations at major intersections and corners, significant physical roadway features or clusters of housing. Until further investigations and roadway surveys are carried out, the scope of need can only be roughly assessed.

ALTERNATIVES:

Apart from adopting the recommended guidelines for the installation of street lights, two closely related issues are currently being studied by a Regional Operations Quality Improvement Team task force; namely a cost-benefit analysis of the relative merits of owning versus renting street lights from N.S.P.Inc. Depending on this internal Task Force's findings, it may be to H.R.M.'s advantage to own any new street lights instead of paying the monthly N.S.P.I rental fee. The study is also tasked to determine if there are cost benefits to H.R.M. to assume ownership of existing N.S.P.I. owned street lights. Results will be presented to Council when the study is completed, including a current street light inventory.

The purpose of this report is to recommend guidelines for street light installation within the Urban Core or mandatory paving boundary and in rural areas of H.R.M.

ATTACHMENTS:

Appendix 'A Guidelines for Street Lighting

Further information regarding the contents of this report may be obtained by contacting Doug Rafuse, P.Eng., Manager of Works Services at 490-6205, or Douglas Quinn, Director of Works and Natural Services at 490-4862

Appendix A

Proposed

H.R.M.

STREET LIGHTING STANDARDS

AND DESIGN CRITERIA

GUIDELINES

INDEX

- SL1 Introduction
- SL2 Street Classification
- SL3 Warrants for Street Lighting
- SL4 Design Criteria
- SL5 Quantity of Light
- SL6 Quality of Light
- SL7 Light Distribution
- SL8 Glare Control
- SL9 Pavement Characteristics
- SL10 Lighting System Geometry
- SL11 Luminaire Arrangement
- SL12 Luminaire Mounting Heights
- SL13 Poles
- SL14 Light Sources
- SL15 Electrical Distribution
- SL16 Specification Luminaire & Brackets

H.R.M. STREET LIGHTING STANDARDS

AND DESIGN CRITERIA

SL1 INTRODUCTION

In order to fulfill the basic objectives, goals, and functions of the Halifax Regional Municipality Street Lighting Policy, certain standards and design criteria have to be followed. A good system cannot be installed at random or in a haphazard fashion but rather in an orderly and calculated manner.

Standards and design criteria have been developed to permit a level of illumination which will meet the minimum requirements as recommended by the Illumination Engineering Society (I.E.S.) Handbook.

SL2 STREET CLASSIFICATION

All streets are classified in accordance with the street characteristics and street Design Criteria.

SL3 WARRANTS FOR STREET LIGHTING

One of H.R.M.'s basic function is to provide street lighting facilities to all H.R.M. streets. Further (and when required) full illumination shall be provided on all special roadway structures such as bridges, overpasses, tunnels, railway grade crossings, urban interchanges, walkways, alleys, and park areas.

SL4 DESIGN CRITERIA

Factors to be considered in the design for street lighting are:

- a. Type of land-use abutting street;
- b. Night pedestrian and vehicular volumes;
- c. Night time traffic accident potentials;
- d. Night time crime experience and security problems;
- e. Type speed and turning movements of vehicles at night;
- f. Parking practices;
- g. Roadway construction features such as width of pavement, character of pavement surface, grades and curves, location of sidewalks, off street access locations, medians, intersections, special structures, signs, night time maintenance, and snow clearing operations, etc.

Any deviation from the design criteria and standards as herein outlined shall be in accordance with I.E.S. requirements and approved by H.R.M., Regional Operations Department.

SL5 QUANTITY OF LIGHT

The recommended minimum levels of street illumination for various street classification in specific H.R.M. areas shall be as follows:

MINIMUM RECOMMENDED AVERAGE MAINTAINED HORIZONTAL FOOTCANDLES			
STREET CLASSIFICATION	DOWNTOWN	INTERMEDIATE	OUTLYING
Freeways	1.0	1.0	1.0
Arterials	2.0	1.2	0.9
Majors	2.0	1.2	0.9
Collectors	1.2	0.9	0.6
Locals	0.9	0.6	0.2

SL6 QUALITY OF LIGHT

Quality of light shall be controlled to avoid light glare, light beam intensities, over sizing of lamps, relative position of luminaire, uniformity, color, and reflectance characteristics. Light intensity minimums to average ratio and average to maximum ratio, shall meet I.E.S. recommended guidelines on the street to control light to dark possibilities.

MINIMUM LUMINAIRE SIZE VS WOOD POLE SPACING FOR VARIOUS STREET CLASSIFICATION			
STREET CLASSIFICATION	SIZE & TYPE LUMINAIRE	WOOD POLE SPACING MIN-MAX	STREET SIDE
Local	70 HPS	90 - 120	1
Collector	100 HPS	90 - 120	1
Major	150 HPS	90 - 120	1
Arterial Local	250 HPS	90 - 120	1
Arterial business	250 HPS	100 - 120	2

(HPS - High Pressure Sodium)

Note: Street classifications are defined as per Regional Operations - Engineering Services determination and I.E.S. definitions.

SL7 LIGHT DISTRIBUTION

The present luminaire light distribution system in use on local and collector streets is classified as a "Type II Medium Distribution Range". Where another type of distribution system may be more appropriate for a project design layout, basic methods of evaluation and calculation shall be based on the minimum design standards as recommended in the I.E.S. Handbook on Roadway Lighting.

SL8 GLARE CONTROL

Glare is one of the major obstacles to achieving comfortable and effective visual conditions. Blinding glare and discomfort brightness is to be controlled at all times. Control features such as cut-off, source size, displacement angle of the source, illumination at the eye, adaptation level, surround brightness, exposure time, Mounting heights, etc. are to be in accordance with the minimum requirements as recommended by the I.E.S. Handbook.

SL9 PAVEMENT CHARACTERISTICS

Where and when possible street surface mixtures should contain light coloured materials or special additives such as white flint mixed with pavement aggregate. The procedure will help improve the brightness of the street surface and improve street surface reflectance.

SL10 LIGHTING SYSTEM GEOMETRY

The lighting system geometry to be considered are luminaire mounting, pole spacing and arrangement, pole types, luminaire angular alignment and pole location relate to roadway curb lines.

SL11 LUMINAIRE ARRANGEMENT

It is H.R.M.'s intent to try to have an even distribution of light on a street and not to have light and dark areas along any streets.

The spacing of luminaires or utility poles are influenced by block length, property lines, driveways, and configuration of the terrain features for the location.

So as a guide line, utility poles should be installed every 100 ft. +/- 20 ft. pending on the above factors.

SL12 LUMINAIRE MOUNTING HEIGHTS

The mounting height effectively influences uniformity of illumination, source glare, pole spacing, and maintenance expenses. When luminaires are mounted on poles carrying other utilities such as, primary and local power, telecommunication, cable TV, fire alarm and house cable "dropwire" distribution systems, etc. their mounting heights are sometimes controlled or impeded because of electrical safety procedures. Therefore, the minimum mounting heights shall be followed.

MINIMUM RECOMMENDED MOUNTING HEIGHTS		
LUMINAIRE TYPE	LAMP	MOUNTING HEIGHTS
70 Watt	HPS	25'
100 Watt	HPS	25'
150 Watt	HPS	25'
250 Watt	HPS	30' - 40'

note: Special project designs may call for variance in mounting height. Such design shall be in accordance with I.E.S. Handbook recommendations.

SL13 POLES

The majority of existing street light luminaires are installed on wood poles, used to support overhead utility distribution systems. These "wood" poles are owned by the Nova Scotia Power Corporation or Maritime Tel & Tel.

SL14 LIGHT SOURCES

Light sources to be used within the H.R.M. will be as follows:

Street Lighting	High Pressure Sodium
Signs & Symbol Lights:	Fluorescent Low Pressure Sodium

unless otherwise approved by the Director of Engineering.

SL15 ELECTRICAL DISTRIBUTION

Unless otherwise approved, all lighting systems shall be single phase, 120 volt.

Where an alternate electrical system may be more prudent to install, such system shall first be approved by the Director of Engineering and Nova Scotia Power Corporation and shall meet the minimum design requirements as recommended by I.E.S. Handbook.

SL16 SPECIFICATION LUMINAIRE & BRACKETS

This specification covers luminaires used for street lighting by the Halifax Regional Municipality pending on roadway classification for the following wattages:

70 Watt High Pressure Sodium	Residential
100 Watt High Pressure Sodium	Collector
150 Watt High Pressure Sodium	Major Collector
250 Watt High Pressure Sodium	Arterial

The luminaire is composed of four major parts:

- | | |
|------------------------------|--------------|
| 1) Upper Housing | 3) Ballast |
| 2) Lower Housing & Refractor | 4) Reflector |

1) UPPER HOUSING

Shall be constructed of pressure die cast aluminum and be complete with universal mounting assembly for 1-1/4" and 2" IPS pipe. The terminal block and a photo receptacle shall also be included. The channel guide for the pipe bracket shall prevent false stops and exert even pressure over 5" tenon. Levelling adjustment + 5 o. The socket shall be porcelain enclosed with plated lamp grip shell and mounted on an adjustable assembly for varying the light distribution. A filter shall be provided to allow air to circulate in the optical assembly and exclude contaminants.

2) LOWER HOUSING & REFRACTOR

Shall have a quick release latch, positive seating and gasket to seal it with the refractor on the upper housing. The refractor shall be colour stabilized polycarbonate designed to give type (II) distribution.

3) BALLAST

The ballast shall be auto transformer, constant wattage, high power factor type, with individually replaceable capacitor and ignitors. All ballast and lamp connections shall be made of spade type connectors.

4) REFLECTOR

The reflector shall be polished Alzak treated aluminum.

LUMINAIRE

Shall be equal to:

Sylvania R37 PS - 07 Wattage - R120C
Part Number - 89183

Crouse-Hinds OV1507C120-11

BRACKETS

Tapered Aluminum TER6MA McGraw-Edison

OR

Sylvania - Tapered Elliptical Aluminum Bracket
WE6MA Part Number 81250

OR

Crouse-Hinds #H5172

PHOTOCELL


Shall be 120 Volt twist lock equal to TORK 3000
P/C 1000 Watt
105/130V

Committee of the Whole
February 3, 1998

TO: Mayor Fitzgerald and Members of Halifax Regional Council

SUBMITTED BY:


K.R. Meech, Chief Administrative Officer


Kulvinder Dhillon, Acting Commissioner of Regional Operations

DATE: January 28, 1998

SUBJECT: STREET LIGHTS

ORIGIN

Council Motion, February 25, 1997, for number of lights on private roads. Also from CMT to help assist in calculation of area rates, as well as determining accurate number of lights for Street Light Service Ownership Study.

RECOMMENDATION

It is recommended that :

1. The number of lights per District, outside the Core, be accepted as presented in Table 1, so that staff may proceed to calculate the required Area Rate for Operating Budget proposals, and NSPI be approached to make changes to their bills.
2. Staff use these numbers and begin discussion with NSPI about ownership takeover. Staff will report back to Council within three months with a proposal, based on these discussions, for Council's consideration.
3. Council approve Item #5, as originally tabled in the Street Light Policy. It is reprinted below, as follows:

"#5. Lighting of private property (ie: driveways, private lanes, parking lots, etc.) using HRM funds is not permissible, with the exception of existing Mobile Home Parks. A comprehensive inventory of street lights now owned by HRM is scheduled to be carried out this summer. Any lights found on private property that are being paid for by HRM funds will either be removed or transferred to the property owner(s). This will be done in consultation with the property owners."

BACKGROUND

As part of initiatives to assess HRM services, a major project began last summer to determine the number of lights HRM leases from NSPI, and their locations. This information was necessary for several reasons:

1. Amalgamation changed the boundary lines of the former Districts and their identities. Outside the Core, this change impacted Area Rates and how they will pay for street lighting. Also, the number of lights falling in each District changed. To properly determine the rate required to match expenditures, staff needed to know the number of lights that now fell within the new boundaries in each District outside the Core. Staff also needed to know the number of lights that were in the former County of Halifax and are now inside the Core, so they can be accounted for in the urban general rates, and separated from the NSPI bills for area rated locations. Early discussions with NSPI about their records led both parties to the conclusion that the only way to accomplish this was to drive the streets and count them.
2. Two methods of maintaining street lights existed in the former municipal units:
 - own and maintain the lights ourselves;
 - lease them from NSPI.

Initial analysis by staff shows potential savings to HRM by going with the first method of owning the lights. In order to proceed further, staff needed to have more accurate information on the total number of lights currently leased, and an idea as to their type, age and condition.

3. At a Council meeting of February 25, 1997, to discuss a new Street Light Policy for HRM, a motion was passed to approve the policy report "with the exception of Item #5, and that this service will not be billed to the adjoining property owners until the issue comes back to Council with a staff report." Item #5 recommended against permitting lighting of private property using HRM funds. Council wanted more information on the number of lights currently on private roads or property that HRM pays for, before making a further decision. Staff therefore included, as part of the survey count, a separate list of these lighting situations in each District.

DISCUSSION

In order to carry out the survey, two 2-person crews were sent out to drive the streets. Each consisted of an NSPI electrician and an HRM staff member. They concentrated on the former County of Halifax. In order to decrease the inventory study time, it was assumed existing numbers were relatively accurate in other areas. The basis for this was that counts had been carried out in each of the other municipal units within the past few years, and secondly, it was not necessary to know the lights in each District within the Core at this time, as all the lights are funded by the urban general tax rate. As long as the totals were relatively accurate in those areas, individual figures were not required.

HRM Property:

The survey has been completed and has identified the total number of lights per District in the former County area, and has separated the number of lights that are now within the Core. It has identified the number of lights by type and wattage, and gives totals per street. The following is a summary of the findings of the inventory study, showing the number of lights per District outside the Core and their associated costs:

TABLE 1

Street Lights Per District Outside Core			
District #	Lights	Total \$ / month	Total \$ / year
1	528	\$5,814	\$69,768
2	287	\$2,724	\$32,686
3	1119	\$11,558	\$138,694
18	581	\$5,636	\$67,630
19	177	\$1,659	\$19,905
22	783	\$7,408	\$88,892
23	1199	\$11,481	\$137,776
Totals	4674	\$46,280	\$555,351

In addition, the following number of lights in the former County of Halifax were found to now be inside the Core and are to be paid through urban general rates:

TABLE 2

Street Lights from Former County, now Inside Core			
District #	Lights	Total \$ / month	Total \$ / year
2	1,187	\$11,328	\$135,942
3	38	\$356	\$4,278
4	1,136	\$11,649	\$139,789
5	1,519	\$15,971	\$191,657
6	8	\$171	\$2,057
8	85	\$979	\$11,750
18	210	\$2,000	\$23,994
19	1,423	\$13,445	\$161,345
20	1,370	\$16,623	\$199,473
22	1,060	\$10,574	\$126,883
Totals	8,036	\$83,096	\$997,168

The next course of action staff will be taking is:

- Come to an agreement with NSPI on the number of lights per District, so that bills can be properly identified with Districts;
- Work with Council to determine the appropriate area rates, knowing the present costs and number of lights;
- Review the Ownership Feasibility Study results with the new leased light totals for savings and costs, and begin negotiations with NSPI, if favourable. Report back to Council on negotiations for approval on an agreement if the proposal is feasible.

Private Property:

The other part of the survey was to identify the lights on private roads and property. This has also been completed and is listed below per District, outside and inside the Core:

TABLE 3

Lights on Private Roads and Property, Outside Core			
District #	Lights	Total \$ / month	Total \$ / year
1	13	\$138	\$1,658
2	17	\$160	\$1,919
3	95	\$977	\$11,726
18	81	\$769	\$9,229
22	6	\$56	\$672
23	63	\$598	\$7,174
Totals	275	\$2,698	\$32,379

TABLE 4

Lights on Private Property and roads, Inside Core			
District #	Lights	Total \$ / month	Total \$ / year
2	34	\$318	\$3,811
3	16	\$149	\$1,793
4	31	\$318	\$3,820
5	99	\$1,028	\$12,336
8	10	\$109	\$1,307
18	42	\$395	\$4,734
19	180	\$1,703	\$20,442
20	33	\$323	\$3,872
21	13	\$124	\$1,489
22	67	\$654	\$7,847
Totals	525	\$5,121	\$61,451

In summary, a total of 800 lights were found to be on private property or private roads, which are presently being paid for by HRM at a total cost of \$93,830 per year. The question becomes, should HRM continue this practice?

The first concern is that this practice may be in violation of the HRM Act, which states that no services are to be provided to private roads. Further legal advice may be necessary.

Secondly, if HRM were to continue this practice, it will require specific definitions of what is and is not permitted, as staff is concerned about the potential of escalating requests and the impact on operating costs and Area Rates. Although this practice was mostly isolated to the former County, acceptance of it to continue would open it up to the other Districts. The question would then become, what constitutes a private road? Would a shared

driveway to multiple apartment buildings inside the Core be treated the same, for example? Staff have had requests in the past to put lights in the backyards of residents where power line right-of-ways exist, and have been denied. Would these now be accepted equal to other situations of lights on private property?

There is also a question of how other taxpayers would feel about HRM paying for lights on private property. Other taxpayers, who would have a higher assessment based on their services may feel they are subsidizing those with lights on private property. However, this has to be weighed against the taxpayers who have enjoyed the benefits of these lights and expect this to remain, based on past practices. They feel they are paying a tax for lights, and generally don't recognize they do benefit from lights at intersections or corners on the public roads. Should they be grandfathered or discontinued completely? All these issues must be considered.

In addition to the foregoing discussion on the findings from the inventory survey, another 200 lights were identified by the survey crews that, at this time, NSPI has been unable to identify who is paying for them. There is a possibility that HRM is paying for these lights, and staff continue, to work with NSPI to determine this. All are located on private roads or property.

BUDGET IMPLICATIONS

1. The budget implications of the inventory of street lights will possibly affect Area Rates, which will be determined during Operating Budget deliberations. The results of this survey provide more accurate information to make decisions on rates and what amount must be recovered. Final figures will depend on the direction Council wishes to apply rates. A rate will be calculated on the number of lights shown.
2. The budget implications of the second part, possible ownership takeover, will not be known until negotiations with NSPI. This information will be brought back to Council for direction when determined. Alternatives to fund any initiatives recommended will be presented at that time.
3. The budget implications of the third part, lights on private roads and properties, is shown in the above tables as a minimum, with future impacts unknown. At present, HRM is paying almost \$93,000 per year for lights on private property. Both Area Rates and urban general rates would probably need to increase to meet new demands.

ALTERNATIVES

1. Council can approve the staff recommendation of not supplying any lighting on private roads and property, and disconnecting existing lights or offering the benefiting property owner the option of taking the light over. This option is recommended based on the HRM Act, and cost effectiveness to HRM, as well as standard guidelines to all taxpayers.

STREET LIGHTS

Committee of the Whole

- 7 -

February 3, 1998

2. Council could grandfather the existing lights and cease to follow this practice for any further requests. This would first require additional legal opinions. This is not the recommended course of action, as it will cost HRM annually to continue to maintain these lights. Alternatively, Council could grandfather for a fixed period of years, and then eliminate these lights, assuming the legal issues of service on private roads is addressed.

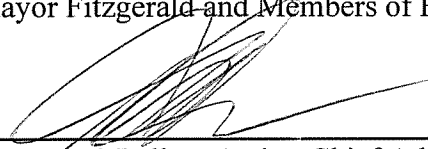
3. Council could approve to continue the practice of providing lights on private roads and property. This option is not recommended as it could drive up the demand for such requests and force the Area Rates to increase, as well as the urban general rates inside the Core where an influx of requests could appear. Criteria would be required to govern requests.

Further information regarding the contents of this report may be obtained by contacting Doug Rafuse, P.Eng., Manager of Facilities & Traffic Systems at 490-6205. For additional copies or for information on the report's status, please contact the Office of the Municipal Clerk, at 490-4210 (TEL) or 490-4208 (FAX).

**Halifax Regional Council
Committee of the Whole
April 7, 1998**

TO: Mayor Fitzgerald and Members of Halifax Regional Council

SUBMITTED BY:


George McLellan, Acting Chief Administrative Officer

DATE: April 2, 1998

SUBJECT: STREET LIGHTS

ORIGIN

On February 17, 1998, Council deferred a street light report pending further information on the cost of HRM assuming responsibility for all light currently existing on private residential roads leading into condominium and co-op housing.

RECOMMENDATION

It is recommended that:

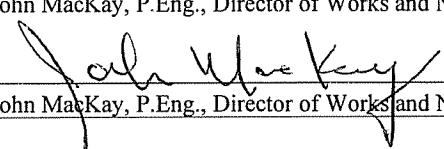
1. The funding of any lights on private roads be considered as part of the review process of the 1998-99 Operating Budget.

DISCUSSION

Staff believes it is important that Council not consider the implications of funding lights on private roads in isolation of the review of the 1998-99 Operating Budget. A draft report has been prepared on the cost of HRM assuming responsibility for maintaining existing lights on private roads leading into condominium and co-op housing. This report is included for discussion proposes in the Committee of the Whole package for April 8, 1998.

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: John MacKay, P.Eng., Director of Works and Natural Services

Report Approved by: 
John MacKay, P.Eng., Director of Works and Natural Services