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**OPEN SPACE****DOCUMENT NO.**

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- 1.0 POLICY TITLE:** Open Space Lighting Policy and Procedures
- 2.0 AUTHORITY:** City Council approval February 27, 2006 – CR06-8
- 3.0 PURPOSE:** The purpose of the Open Space Policy and Procedures is to determine where and when lighting is required in City-owned open space.
- 4.0 DEFINITIONS:**

**Amenities**

Desired features in open space that provide opportunity for recreation. Amenities include such features as play structures, climbing rocks, athletic fields and picnic areas.

**Crime Prevention Through Environmental Design (CPTED)**

The reduction and elimination of crime opportunities through the modification of the built environment. It also includes encouraging neighbours, business people, and community groups to work together to prevent crime by asserting ownership of their shared place. CPTED considers such factors as movement predictors, natural surveillance, territoriality, image, and the general use of the site.

**Director**

Means the Director of Community Services or anyone authorized to act on the behalf of the Director of Community Services.

**Major Connectors**

A major connector includes all of the following features:

- a) It is a public pathway that runs through or is directly connected to a park or open space;
- b) It forms part of a pedestrian system that connects to a destination point such as a recreational facility; and
- c) It bears a significant volume of night traffic.

**City-Owned Open Space**

The outdoor public environment which incorporates or includes natural physical elements to encourage human activities. It includes parks, athletic fields/outdoor sport complexes, public pathways that run through or are directly connected to a park or open space and amenities such as toboggan hills. Elementary and secondary school sites, streets, alleys and road right-of-ways are not covered by this policy.

**City-Owned Open Space Lighting Evaluation**

An evaluation of the open space site to determine the need for lighting based on the intended use, frequency of use, or safety and security considerations.

### **Outdoor Ice Facility**

A zone level recreational opportunity that typically includes a boarded rink and one skating surface. These sites provide a shelter and nearby parking. Typical users include recreational skaters and various organized groups who play or practice as a team.

### **Outdoor Sports Complex**

Features multiple athletic fields in one site. There may be a single type or a variety of facilities and amenities.

## **5.0 POLICY STATEMENT:**

In the appropriate location lighting can enhance user safety and security, discourage vandalism and undesirable activities, or extend the usage of the open space beyond daylight hours. However, the City of Regina recognizes that lighting alone will not necessarily create safe open space. In an inappropriate location lighting can give people a false sense of security, place them at risk, or encourage the presence of people within open space at times that are not desirable. The decision as to whether lighting is required shall be based on the following criteria.

### **5.1 Criteria for Installing Lighting**

Lighting for City-owned open space in new subdivisions or for existing neighbourhood, zone and municipal level parks and other open space shall be prioritized in the following order and evaluated based on the following criteria:

a) **Safety and Security Considerations**

Lighting should be provided to minimize the opportunity for crime and contribute to a greater degree of safety for open space. Whether lighting should be installed in City-owned open space for safety and security reasons shall be determined by completing an Open Space Lighting Evaluation.

b) **Intended for Night-Time Recreational Use**

Lighting should be provided in those City-owned open space areas where the City of Regina encourages night-time recreational use. The determining factor shall be:

- i. the open space is scheduled by the City of Regina for night-time recreational use as may be the case for outdoor sports complexes; or
- ii. the open space is not scheduled but night-time use is encouraged as may be the case for tennis courts and outdoor boarded ice facilities.

In order to be considered for night-time use an outdoor sports complex should have a buffer area between the athletic fields and the adjacent residential area. Lights shall not operate past the hour of use permitted in the Parks and Open Spaces Bylaw, 2004-27, without the necessary permit.

c) **Frequency of Use**

Lighting is required because the City-owned open space is to be used by a significant number of people at night on a frequent and reasonably consistent basis such as major connectors to destination points. Frequency of use shall be determined by the City of Regina based on:

- i. the volume of night traffic in the case of an existing site; or
- ii. the projected volume of night traffic in the case of a new subdivision that does not yet exist.

The above information may be collected from a variety of sources including observational

feedback from staff or, if available, pedestrian counts or projections.

The determination of what constitutes a significant number shall be based on a total assessment of the major connector including the following factors:

- i. the number of night-time users;
- ii. the frequency of use; and
- iii. whether there are other alternate routes available within a reasonable walking distance.

The decision as to whether or not to install lighting will not necessarily be based on the shortest route to a destination point. Rather it will consider whether there is an alternate route that already exists with lighting or whether there is a safer route in terms of the CPTED principals.

## **5.2 Areas for Which Lighting May Be Considered**

The following are the City-owned open space areas that may be considered for lighting based on the above criteria.

- a) Major connectors
- b) Outdoor sports complexes
- c) Outdoor boarded ice facilities
- d) Parking lots serving open space facilities
- e) Tennis courts
- f) Special features, such as toboggan hills, horseshoe pitches or outdoor seating areas
- g) Other areas as may be deemed appropriate by the Director

## **5.3 Design Approval for New Developments or Significant Upgrades to an Existing City-Owned Open Space**

All new developments or significant upgrades to existing open space are subject to this policy. Any required lighting for open space in new subdivisions will be installed at the developer's expense. Design proposals, including those with plans for lighting, shall be submitted to the City of Regina for review and approval. All design proposals shall incorporate the principles of CPTED and follow this policy as well as the standards for lighting in open space identified in the Development Standards Manual.

In new open space developments the question of lighting should be resolved during the concept discussion phase. If in the concept phase, the request for lighting is approved, the design lighting parameters should be clearly established.

## **5.4 Operations and Maintenance**

Operating and maintenance costs for lighting in open space will be borne by the City of Regina unless an alternate arrangement has been made with the community, the user group or the developer.

## **5.3 Community Involvement**

Community involvement in the planning, designing and developing of City-owned open space is a priority of the City of Regina. This commitment to community involvement will continue in regards to the Open Space Lighting Policy and Procedures. The policy provides for public involvement in the resolution of issues and consideration of potential solutions related to requests for lighting in City-owned public space..

## **5.4 Efficiency and Energy Conservation**

The City of Regina has an ongoing commitment to energy conservation. The City will continue to

encourage practices that reduce energy consumption and promote sustainable development. The number, style and location of lights shall be relevant to the proposed use of the City-owned open space and consistent with the goals of energy efficiency, cost-effectiveness and aesthetic appropriateness. Lighting in City-owned open space, other than that required for safety and security reasons, shall be turned off when not in use. Automated timing devices to control the duration of lights shall be installed and have the capability of linking to the City of Regina central control system.

**Please see Appendix A – City-Owned Open Space Lighting Procedures for further information.**

## APPENDIX A – CITY-OWNED OPEN SPACE LIGHTING PROCEDURES

### 1. Evaluating Requests for Lighting

Requests for lighting should be directed to the Community Services Department. A department representative will consult with the individual initiating the request to determine whether the request is related to:

- a) the intended night-time recreational use of the open space;
- b) the frequency of use; or
- c) safety and security issues.

The City-owned Open Space Lighting Evaluation: Part I will be completed at this stage.

If the request is related to a) or b) above and has been established based on the criteria described in section 5.1, the Community Services Department will consider the request as part of the five-year Capital Program development process.

If the request is related to c) above, the process outlined in Section 2 below will be followed.

### 2. The Process to Determine Whether Lighting Should be Installed for Safety or Security Reasons

The following process shall be followed to determine if lighting or additional lighting should be installed in an existing City-owned open space for safety or security reasons:

- a) The Community Services Department shall consult with the Regina Police Service to collect background information related to the number of incidents that have occurred at the site, who has been affected by the problem, and whether a crime has been committed. Section 2 (C) of The City-owned Open Space Lighting Evaluation shall be completed at this stage.
- b) If after an analysis of the safety and security issues it is concluded that a site evaluation is warranted, the Regina Police Service, together with a representative of the Community Services Department, will conduct a site inspection. Part II of the City-owned Open Space Lighting Evaluation will be completed to determine the nature and extent of the problem and propose possible solutions.
- c) The decision as to whether a community meeting is required would be based on the seriousness of the incidents that have occurred and/or the number of incidents. A community meeting may also be necessary if the problem is determined to be a social problem (such as, loitering, youth fighting in parks, drug and alcohol abuse) that will require community involvement to address. The Community Services Department will be responsible for coordinating the community meeting. At a minimum the following organizations and individuals will be invited to attend:
  - The Regina Police Service
  - Representatives from the Community Association
  - A representative from the Zone Board
  - A representative from the Neighbourhood Watch Program
  - Concerned citizens who live in the area
  - Parent Teacher Associations from local schools

The purpose of the community meeting would be to:

- i. Review the nature and extent of the problem.
- ii. Propose solutions to the problem. Lighting may or may not be the preferable solution or the

sole solution. Other solutions may include:

- hosting further community meetings to discuss and resolve the problem;
- publicizing the problem through the community newsletter;
- requesting a greater police presence in the area;
- setting up a neighbourhood watch or park patrol; and/or,
- additional lighting.

iii. Develop specific strategies for implementing the proposed solutions. A community committee may be established to develop, implement and monitor the proposed solutions.

- d) If as a result of the City-owned Open Space Lighting Evaluation and the community involvement process, it is concluded that lighting is required for safety or security reasons a recommendation to this effect will be made to the Director. The recommendation will also include information as to the purpose, location, type, and hours of operation of the lighting to be installed. The request will then be prioritized as part of the capital program.

**Further reference**

**Appendix B – City-Owned Open Space Lighting Evaluation**

## APPENDIX B – CITY-OWNED OPEN SPACE LIGHTING EVALUATION

### PART I (To be completed by the Community Services Department)

#### 1. Who originated the request for lighting?

Community       Regina Police Service       Individual/Resident       User Group

Councillor       City of Regina Department

\_\_\_\_\_ Name of Department

Name of Contact: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ (hm) \_\_\_\_\_ (wk) \_\_\_\_\_ E-mail

#### 2. Why is lighting being requested for the site?

**Please check off the appropriate reason(s) for requesting lighting. Answer the questions under the reason(s) you have checked off.**

**Safety and Security** - Lighting is requested to minimize the opportunity for vandalism, assault or other crimes and contribute to greater degree of safety for the open space users. This section is to be completed by the person or organization originating the request for lighting.

a) Were there incidents that precipitated the lighting request?

Yes  No

If Yes, please explain.

b) What is the perceived risk to users and residents?

c) What is the anticipated impact lighting will have on the park use?

d) This section is to be completed the Community Services Department in consultation with the Regina Police Service.

i. Documented history of the site:

- Requests for Service (RFS)

- Recorded history documented in the City of Regina central file.

- Recorded maintenance and vandalism statistics (include both major and minor incidents for the site)—this information is tracked by Parks and Open Space Management and Corporate Services.
- Regina Police Service statistics and history

Have crimes been committed on this site?  Yes  No

If Yes, please describe.

- ii. Based on the documented history of the site and consultation with the Regina Police Service is a site evaluation required?

Yes (If yes, please complete Part II)  No

- Intended for Night-Time Recreation Use** – Lighting is requested to extend the hours of recreational use of the site such as for an outdoor sports complex.

- a) What are the current hours the amenity is programmed or utilized?
- b) Is there a demand for the amenity that necessitates night time use?
- c) Are there other options or alternatives available to accommodate the demand rather than installing lights at this location to satisfy the demand?
- d) What anticipated impact will the proposed lighting have on:
- i. the open space use;
  - ii. adjacent roadways;
  - iii. adjacent residents; and
  - iv: the open space use;



**Frequency of Use:** Lighting is requested because the open space is frequently used by a significant number of people at night as a connector to a recreational or educational facility.

- a) What is the estimated current number of users after dark?
- b) Has the frequency of use changed from the past?
- c) Are there operational/maintenance issues associated with this site?
- d) Are the operational/maintenance issues related to number of users?
- e) What anticipated impact will the proposed lighting have on:
  - i. the open space use;
  - ii. adjacent roadways; and
  - iii. adjacent residents
- f) Does the City of Regina wish to encourage night-time use of the site?  
 Yes       No  
If Yes, please explain.
- g) Are there alternatives to lighting the open space?  
 Yes       No  
If Yes, please explain.

**Community Preference** - Lighting is requested to address a community desire to have lights in the City-owned open space.

- a) Why does the community want lighting installed in the City-owned open space?

- b) Is lighting the best solution to address the stated reason?
  
- c) What impact is the proposed lighting anticipated to have on:
  - i. the open space use;
  
  - ii. adjacent roadways; and
  
  - iii. adjacent residents?

**Other reasons** - Lighting is requested for a reason other than those cited above.

- a) Specify the reason for requesting lighting.
  
- b) What issue, problem or need is lighting intended to address?
  
- c) What impact is the proposed lighting anticipated to have on:
  - i. the open space use;
  
  - ii. adjacent roadways; and
  
  - iii. adjacent residents?

**PART II: SITE INSPECTION**

(Conducted by Community Services Department, the Regina Police Service and the requestor.)

1. What factors contribute to the problem (i.e., access to the park, visibility problems, possible entrapment areas, territoriality, inadequate or lack of lighting, social problems such as loitering or a need for greater police presence)?
  
2. Is a CPTED audit required? If so, what would be the objectives for doing the audit? Has an audit been conducted in the past? What were the findings?
  
3. a) Based on the evaluation, is a community meeting required to discuss possible solutions to the problem/issue?  
  
 Yes     No  
  
If yes, what should be the object of the meeting?
  
- b) If a meeting was conducted, what was the outcome of the meeting? What follow-up action was identified? Who is to undertake the action?
  
- c) Was there community ownership and buy in into the terms of the outcomes and the process? (Attach meeting minutes.)
  
4. Based on the information collected, what are the potential solutions for resolving the problem/issue and how will the proposed solutions address the problem/issue?

**Potential Solutions**

**How will the proposed solutions resolve the problem?**

- |    |    |
|----|----|
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |

5. What is the preferred potential solution and recommendation?

6. If lighting is the preferred solution, the Community Services Department will be responsible for conducting a post lighting evaluation after the lighting is installed.

a) Date of the Post Lighting Evaluation

b) Since the evaluation have there been any related issues on the site?

Yes     No

If yes, specify.

\_\_\_\_\_  
Regina Police Service

\_\_\_\_\_  
Date

\_\_\_\_\_  
Community Services Department

\_\_\_\_\_  
Date

\_\_\_\_\_  
Community Organization Representative

\_\_\_\_\_  
Date