



NAMBUCCA VALLEY COUNCIL

PUBLIC LIGHTING ROADS AND SPACES POLICY NO: ES 02

Our Vision

The Nambucca Valley is a vibrant, sustainable, inclusive and connected community that values and respects the Gumbaynggirr culture, it's environment and lifestyle, whilst creating opportunities for a safe and meaningful future for all.

1.0 Policy objective

To provide a framework for the provision, management and maintenance of safe, efficient, and appropriate outdoor public lighting of roads and spaces within the Nambucca Valley Local Government Area (LGA), meeting community needs and relevant standards while ensuring environmental and financial sustainability.

2.0 Related legislation

Roads Act 1993 (NSW)

Local Government Act 1993

NSW Public Lighting Code

3.0 Definitions

AS/NZS 1158

The Australian/New Zealand Standard series titled 'Lighting for roads and public spaces', which specifies the performance and design requirements for various public lighting applications, including roads (Category V) and pedestrian areas (Category P).

AS/NZS 4282

The Australian/New Zealand Standard titled 'Control of the obtrusive effects of outdoor lighting', which provides guidance on limiting negative impacts of outdoor lighting, such as light spill onto properties and sky glow.

AS/NZS 60598

The Australian/New Zealand Standard series titled 'Luminaires', which specifies general safety, construction, classification, marking, and testing requirements for luminaires incorporating electric light sources (including LEDs) operating at voltages up to 1000V. Part 1 covers general requirements and tests, while Part 2 sections cover particular types of luminaires.

Asset Register

A formal record maintained by Council detailing key information about Council-owned lighting assets, including location, type, condition, installation date, and maintenance history.

Australian Standards

Standards published by Standards Australia, including AS/NZS 1158, AS/NZS 4282 and AS/NZS 60598, relevant to public lighting design, installation, and performance.

Colour Rendering Index (CRI)

A quantitative measure (scale 0-100) of the ability of a light source to reveal the colours of various objects faithfully in comparison with an ideal or natural light source.

Colour Temperature (K)	A measure describing the colour appearance of a light source, measured in Kelvin (K). Lower values (i.e. 2700-3000K) indicate 'warm' (more yellow/red) light, while higher values (i.e. 4000K-5000K+) indicate 'cool' (more blue) light.
Committee Management	of A committee established by Council under S355 of the <i>Local Government Act 1993</i> to manage certain Council facilities. Their responsibilities regarding associated external lighting are defined in their terms of reference/agreements.
Council	Nambucca Valley Council (NVC).
Council-Owned Lighting Asset	Any public lighting infrastructure (poles, luminaires, wiring, control gear) legally owned, managed, and maintained by Nambucca Valley Council. Often associated with metered supplies or located in areas like parks, reserves, and council facilities not covered by the DNSP.
Distribution Network Service Provider (DNSP)	The entity responsible for operating the electricity distribution network within a defined geographical area. In the Nambucca Valley LGA, this is currently Essential Energy.
Essential Energy	The current Distribution Network Service Provider (DNSP) for the Nambucca Valley LGA, responsible for owning, operating, and maintaining the majority of street lighting assets on the public road network.
Glare	Excessive brightness that causes visual discomfort or impairment of vision. AS/NZS 1158 sets limits for glare in public lighting installations.
Illuminance (E)	The amount of light falling onto a surface, measured in Lux (lx), where 1 lx = 1 lumen per square meter (lm/m ²).
Lamp	The component within a luminaire that produces light (i.e. LED module, high-pressure sodium bulb). Note: Often used interchangeably with 'luminaire' in common language, but technically distinct.
LED (Light Emitting Diode)	A semiconductor device that emits light when an electric current passes through it. Commonly used in modern energy-efficient luminaires.
Lessee / Facility User Group:	An entity occupying or using a Council-owned building or facility under a formal lease or user agreement. Their responsibilities regarding associated external lighting are defined in their agreement.
Luminaire	The complete lighting unit consisting of the lamp(s)/LED module(s), housing, optical system (reflector/lens), control gear, and means for connection to the power supply.
Luminance (L)	The measure of the light reflected from or emitted by a surface in a given direction, representing the perceived brightness of the surface. Measured in Candelas per square meter (cd/m ²).
Luminous Flux (φ)	Total amount of visible light emitted by a light source (i.e. an LED chip or lamp) in all directions per unit of time
Lux (lx)	The unit of measurement for illuminance.
Metered Supply	An electricity supply connection where energy consumption is measured by a utility meter. Public lighting on such supplies is

typically, but not always, owned and maintained by Council.

Obtrusive Light (Light Pollution)	Spilled light which, because of quantitative, directional, or spectral attributes in a given context, gives rise to annoyance, discomfort, distraction, or a reduction in the ability to see essential information (i.e. light spill onto adjacent properties, sky glow). Governed by AS/NZS 4282.
Public Lighting	Fixed outdoor lighting installations provided for the benefit of the public in outdoor areas, including roads, footpaths, cycleways, car parks, parks, and public squares.
Road Authority	The body responsible for the care, control, and management of public roads. For the purposes of public lighting approvals on local roads within the LGA, this is Nambucca Valley Council. For designated regional or state roads, this is TfNSW.
Transport for NSW (TfNSW)	The NSW Government agency responsible for the planning, construction and maintenance of the state road network, including designated state highways and regional roads within the Nambucca Valley LGA.
Uniformity	The measure of how evenly light is distributed over a defined outdoor area. Expressed as a ratio (i.e. minimum-to-average illuminance) as specified in AS/NZS 1158.
Unmetered Supply	An electricity supply connection where energy consumption is not directly metered but calculated based on the known load and operating hours. Most DNSP-owned streetlights operate on unmetered supplies.

4.0 Policy Content

4.1 Background

This policy applies to all existing and proposed outdoor public lighting on roads, pathways, car parks, parks, reserves and other public spaces managed or owned by Nambucca Valley Council, including external lighting associated with Council facilities. It addresses lighting assets owned by Council, those owned or operated by Transport for NSW (TfNSW), and those owned and operated by the relevant Distribution Network Service Providers (DNSPs), currently only Essential Energy within the LGA. This policy does not cover indoor lighting within Council buildings or facilities.

4.2 Principles

Nambucca Valley Council:

Overall responsibility for outdoor public lighting policy; Funding DNSP services for local and regional roads; Acting as Road Authority for local roads (approving DNSP works); Setting lighting standards/categories for local and regional roads and Council spaces; Managing council-owned assets; Assessing requests for new/upgraded lighting on local and regional roads and Council spaces; Liaising with TfNSW regarding lighting on regional or state roads; Providing support and guidance to Section 355 Committees and Lessees regarding associated external lighting matters; Community liaison.

Distribution Network Service Provider (DNSP - Essential Energy):

Owning, operating, maintaining, and repairing the majority of streetlights on the public road network (local, regional and potentially state roads under agreement) according to agreed

service levels; Providing energy; Installing new/upgraded lights as approved/funded by the relevant Road Authority (Council or TfNSW); Providing asset/energy data.

Transport for NSW (TfNSW):

Acting as the Road Authority for designated regional and state roads within the LGA; Funding public lighting services (energy, maintenance via DNSP) on state roads; Setting standards and approving lighting installations or modifications on the state road network; Potentially owning specific lighting assets on regional or state road infrastructure (e.g. traffic signals, bridge lighting). Liaising with Council and DNSP regarding lighting matters impacting the regional or state road network.

Committees of Management:

Managing specific Council facilities as delegated; Reporting external lighting faults associated with their managed facility to Council; Potentially managing operational aspects (i.e. energy costs, minor maintenance) of facility external lighting as defined in their terms of reference or specific agreements with Council; Submitting requests for external lighting upgrades or significant maintenance at their facility to Council for assessment and potential funding.

Lessees/Facility User Groups (i.e. sports clubs):

Operating within Council facilities according to their lease/user agreement; Responsibility for external lighting associated with the facility (including energy costs, maintenance, compliance) as explicitly defined within their agreement; Reporting faults for Council-maintained external lighting associated with their facility to Council; Requesting upgrades or modifications to external lighting via Council, subject to lease/agreement terms and Council approval/funding processes.

Developers:

Designing and installing lighting in new subdivisions to meet Council and AS/NZS standards; Handover of assets (process to be defined).

Community:

Reporting faults (to DNSP or Council as appropriate); Requesting new lighting assessments via Council process (for local roads) or liaising with TfNSW (for regional or state roads, potentially via Council).

4.3 Scope

4.3.1 Asset Management

All outdoor public lighting design, installation, and performance within the scope of this policy shall comply (where practicable) with the latest relevant versions of AS/NZS 1158 and AS/NZS 4282. All outdoor luminaires shall meet the safety and construction requirements outlined in AS/NZS 60598. Lighting on the state road network must also meet any specific requirements mandated by TfNSW. Outdoor lighting associated with specific facilities (i.e. sports fields) may be subject to additional relevant standards or guidelines.

For roads and outdoor spaces under Council's authority, Council will classify roads and public spaces according to the criteria within AS/NZS 1158 (i.e. V categories for roads, P categories for pedestrian areas) based on factors including traffic volume, type, and speed; pedestrian/cyclist activity; crime risk; and surrounding environment. These categories will determine the required performance standards (illuminance, luminance, uniformity, glare control) for new installations and upgrades. A separate technical guideline or procedure document may detail the specific criteria and assessment process. Lighting categories for the state road network are determined by TfNSW. Lighting levels for specific outdoor facilities (i.e. sports fields, car parks) will be determined based on relevant standards and usage requirements.

Council adopts an 'LED first' principle for all new and replacement outdoor lighting under its influence or ownership. Luminaires selected for Council-funded DNSP projects or Council-owned assets shall (where practicable) meet minimum criteria for energy efficacy (lumens/Watt), durability, colour temperature (i.e. preferred 3000K), Colour Rendering Index (CRI), glare control (low TI), minimal upward light (ULR=0 preferred), compliance with AS/NZS 60598, and compatibility with potential future smart controls. Luminaires on the DNSP network must be selected from the DNSP's approved list. Luminaire selection for the state road network is subject to TfNSW requirements. Luminaire selection for specific facilities may be subject to operational requirements and relevant standards (i.e. sports lighting standards).

4.3.2 Energy Management and Sustainability

Council is committed to minimising energy consumption and environmental impacts from outdoor public lighting under its influence by prioritising LED technology, supporting smart control implementation where feasible, ensuring compliance with AS/NZS 4282 to limit obtrusive light, and considering wildlife impacts in sensitive areas. Council will encourage and support Committees of Management and Lessees in adopting energy-efficient lighting practices for associated external lighting at Council facilities where appropriate and feasible. This aligns with Council's commitment to reducing greenhouse gas emissions, for which street lighting may be a significant contributor.

4.3.3 Funding and Budgeting

Public lighting services provided by the DNSP on local and regional roads are funded through Council's operational budget. Lighting services on state roads are funded by TfNSW. Council-owned outdoor lighting assets (energy and maintenance) are funded via Council's operational budget. Funding responsibilities for energy and maintenance of external lighting at Council facilities managed by Committees or Lessees are determined by specific agreements and Council's budget processes. Budget allocations for new outdoor lighting installations and major upgrades on Council-controlled roads/spaces are considered annually based on strategic priorities, safety needs, and available funds.

5.0 Related Procedures or Documents

AS/NZS 1158 (series) - Lighting for roads and public spaces

AS/NZS 4282 - Control of the obtrusive effects of outdoor lighting

AS/NZS 60598 (series) – Luminaires

NVC Community Strategic Plan

PRO ES 02 - Public Lighting Roads and Spaces

Procedure – to be created

6.0 History

Policy first adopted on 21 August 1997.

Council resolved on 20 July 1989 **NOT** to require street lighting in rural residential areas.

This policy will be reviewed every four years, or earlier if required due to significant changes in legislation, Australian Standards, technology, organisational responsibilities, or Council priorities.

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