TRAFFIC STUDY

CLOSING OF McCLELLAN AVENUE
AT-GRADE RAILROAD CROSSING

Berlin Borough
Camden County, New Jersey

Prepared For:
Borough of Berlin
59 South White Horse Pike
Berlin, NJ 08009

December 2021
BBGEX21024
TABLE OF CONTENTS

INTRODUCTION .................................................................................................................. 1
DATA COLLECTION .............................................................................................................. 1
CRASH DATA ....................................................................................................................... 2
IMPACTS OF AT-GRADE CROSSING CLOSURE ................................................................. 2
  Pedestrian Traffic ............................................................................................................... 3
  Emergency Vehicle Routing and Response Time ............................................................. 3
  Other Services ................................................................................................................... 5
CONCLUSION ....................................................................................................................... 6

FIGURES

FIGURE 1 Study Area
FIGURE 2 Commuter Peak Hour Traffic Diversions
FIGURE 3 Emergency Services Response Routes to Affected Area North of Tracks
FIGURE 4 Ambulance Company Transport Routes
FIGURE 5 Police Response Routes from Affected Area to Borough South of Tracks

TABLES

TABLE 1 Simulated Impact to Fire Response Time
TABLE 2 Estimated Impact to Ambulance Transport Time
TABLE 3 Estimated Impact to Police Response Time

APPENDICES

A Traffic Count Data
B Correspondence
INTRODUCTION

The following report examines the impact of the closing of the at-grade railroad crossing on McClellan Avenue in Berlin Borough, NJ.

In an Initiation of Proceedings Letter dated October 14, 2021 the NJDOT stated their intent to pursue the elimination of the at-grade crossing on McClellan Avenue. The at-grade crossing tracks are owned by NJ Transit, which operates the Atlantic City Rail Line with 24 commuter trains per day on the tracks. The justification for closing of the McClellan Avenue at-grade crossing identified in the Memorandum of Record is “safety”.

McClellan Avenue is residential two-way lane traffic roadway under the jurisdiction of Berlin Borough with no sidewalk access, no roadway shoulders and a posted 25 mph speed limit. McClellan Avenue is crossed at-grade by a single (1) rail track alignment on which NJ Transit operates the Atlantic City Rail Line passenger commuter train. McClellan Avenue is a north/south roadway between Washington Avenue and Route 73 SB. The McClellan Avenue at-grade crossing is the only crossing directly accessible to the properties east of McClellan Avenue on Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues and, based on observations, is the primary means of ingress and egress to the area. The properties east of McClellan Avenue consist of 47 homes, 3 businesses and 1 church.

The existing at-grade crossing at McClellan Avenue and area that would be impacted by the proposed closure are illustrated in Figure 1.

DATA COLLECTION

Automatic traffic recordings (ATR) were performed at the at-grade crossing of McClellan Avenue from Tuesday November 16, 2021 through Monday November 22, 2021. The ATR Counts indicate an average daily traffic (ADT) of approximately 454 vehicles per day (205 northbound/249 southbound) with over 80% of the crossing occurring between 6 AM and 7 PM.

The ATR traffic counts are provided in Appendix A.

CRITERIA FOR CONSIDERING CLOSURE

Within the Federal Highway Administration’s (FHWA) Grade Crossing Handbook (3rd Edition), criteria for considering the removal of at-grade crossings are identified.

The handbook indicates that an at-grade crossing should be considered for closure whenever one or more of the following applies:

- An engineering study determines a nearby crossing provides acceptable alternate vehicular and pedestrian access;
- If an engineering study determines any of the following apply:
  - Average Annual Daily Traffic (AADT) less than 1,000
  - Acceptable alternate access across the rail line exists within one (1) mile measured along the track
The median trip length normally made over the subject crossing would not increase by more than 2.5 miles

Based on the ATR counts, the ADT of McClellan Avenue at-grade crossing is 454 vehicles per day.

Upon the identification of a crossing for consideration of closure, the FHWA Grade Crossing Handbook emphasizes the importance of considering the impact of the closure and whether the potential benefits of the closure outweigh the adverse travel costs incurred by users having to cross the tracks at another location.

In the case of the McClellan Avenue at-grade crossing, the NJDOT determined the primary benefit derived from the closure of the crossing is the elimination of potential train/vehicle conflict. However, the impact of the closing represents an unreasonable cost by isolating a neighborhood within the borough and creating a safety hazard.

**CRASH DATA**

A search was conducted crash data on record for the McClellan Avenue at-grade crossing. According to the Berlin Borough Police Department, there are no crashes on record related to or located immediately adjacent to the at-grade railroad crossing. Therefore, there is no crash data indicating that there is an existing safety issue with the existing crossing.

**IMPACTS OF AT-GRADE CROSSING CLOSURE**

The closure of the McClellan Avenue at-grade crossing will eliminate the only direct access between the properties east of McClellan Avenue on Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues and the remainder of the Borough, south of the train tracks. Based on a reasonable degree of engineering certainty, McClellan Avenue is the primary means of ingress and egress from the area and its removal would significantly impact the safety of residents and hamper access to that section of the Borough, limiting it to travel along State Route 73 southbound. An incident on Route 73 southbound in the immediate vicinity of the affected area, such as a car accident, would then have the potential to effectively cut off the neighborhood by restricting access to the only route to/from the isolated area.

It is anticipated that most crossings would be diverted to the Washington Avenue and E. Taunton Avenue at-grade crossings. The northbound crossings would be required to divert to Washington Avenue, onto Route 73 SB, a high speed urban principal arterial with an AADT of approximately 15,000 vehicles, and then turn right into the impacted neighborhood. Vehicles wanting to cross southbound from the affected neighborhood would have to make a right onto Route 73 southbound, take the jug handle through the traffic signal at Edgewood Avenue to Route 73 northbound, then take the jug handle at Oak Avenue through the signal at E. Taunton Avenue. The northbound diversion represents an additional 1/2 mile trip and the southbound diversion represents up to an additional 1.5 mile trip with additional delays at two traffic signals.

The anticipated peak period traffic diversions are illustrated on Figure 2.
Pedestrian Traffic

The NJDOT Memorandum of Record calls for the termination of McClellan Avenue at the at-grade crossing on both sides of the tracks and the installation of fencing to prevent pedestrians from crossing the tracks.

Pedestrian destinations in the area include numerous commercial businesses within the Borough on White Horse Pike and NJ Transit bus stops at Washington Avenue and White Horse Pike. Pedestrians from the properties on McClellan, Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues needing to cross the tracks will be diverted approximately 0.35 miles to the at-grade crossing on Washington Avenue. At an average walking speed of 4 feet per second that equates to an additional 7 ½ minutes to reach the at-grade crossing on Washington Avenue.

Emergency Vehicle Routing and Response Time

A previously mentioned, the closing of the McClellan Avenue at-grade crossing will eliminate the only direct crossing between the properties east of McClellan Avenue on Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues and the remainder of the Borough, south of the train tracks and limit access to/from the neighborhood to Route 73 SB. This will result in increased emergency response times and reduce options available to emergency vehicles in the challenging task of navigating the neighborhood’s narrow streets.

The Berlin Fire Company No.1 (Station 21-1) is located at 221 South White Horse Pike, approximately 0.33 miles south of the McClellan at-grade crossing. Closure of the McClellan Avenue at-grade crossing will eliminate the direct connection between the firehouse and the neighborhood east of McClellan Avenue.

Drive times for the existing and alternative response routes to/from the intersection of Cushman Avenue and Atlantic Avenue (approximate center of the affected area) for fire apparatus and support vehicles were provided by Berlin Borough. The Berlin Fire Company operates a 2009 Pierce Velocity Heavy Rescue vehicle and a 2002 Pierce Dash 2000 Pumper.

The Fire Department response routes are illustrated in Figure 3.

Based on the information provided by Berlin Borough, the rerouting of the emergency vehicles from Berlin Fire Company No.1 will cause a response time increase of approximately 52 seconds, a 45% increase, for fire apparatus. Where seconds count, the closing of this crossing reduces safety and increases Fire Department response.

The results of the response times provided by the Fire Department are summarized in Table 1. The simulation information provided by the Fire Department is located in Appendix B.
TABLE 1
SIMULATED IMPACT TO FIRE RESPONSE TIME
(FIRE STATION TO CUSHMAN AVENUE & ATLANTIC AVENUE)

<table>
<thead>
<tr>
<th>Route</th>
<th>Distance</th>
<th>Support Vehicle</th>
<th>Fire Apparatus</th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Time</td>
<td>Change</td>
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<tr>
<td>Existing - via McClellan Avenue Crossing</td>
<td>2,850 ft</td>
<td>88 sec.</td>
<td>-</td>
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<tr>
<td>Alternative – via Washington Avenue Crossing and Route 73 Southbound</td>
<td>4,547 ft</td>
<td>141 sec.</td>
<td>+53 sec.</td>
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</table>

The Berlin Inter-Community Ambulance Association is located on Park Avenue, approximately 1.2 miles from the McClellan at-grade crossing. It is anticipated that the closing of the McClellan at-grade crossing would have a similar impact to the response time that simulated by the Fire Department support vehicles (+53 seconds). The nearest hospital to the impacted neighborhood is the Virtua Emergency Department on Townsend Avenue in Berlin Borough, approximately 1.2 miles away. The closing of the McClellan at-grade crossing will increase the distance from Cushman Ave and Atlantic Ave (approximate center of the affected area) to the Virtua Emergency Department by approximately 0.53 miles which equates to an additional 56 seconds of travel time (at an average speed of 35 mph). The anticipated revised Ambulance Squad transport time is summarized in Table 2 and the revised transport routes are illustrated in Figures 3 and 4.

TABLE 2
ESTIMATED IMPACT TO AMBULANCE TRANSPORT TIME
(CUSHMAN AVENUE & ATLANTIC AVENUE TO VIRTUA EMERGENCY DEPARTMENT)

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<th>Route</th>
<th>Distance</th>
<th>Police Vehicle</th>
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</thead>
<tbody>
<tr>
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<td></td>
<td>Time</td>
</tr>
<tr>
<td>Existing - via McClellan Avenue Crossing</td>
<td>7,248 ft</td>
<td>141 sec.</td>
</tr>
<tr>
<td>Alternative 1– via Route 73 Southbound to Jackson Road</td>
<td>10,042 ft</td>
<td>196 sec.</td>
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In a letter to the Commissioner of the New Jersey Department of Transportation, the Captain of the Berlin Inter-Community Ambulance Association stated that the closing of the McClellan at-grade crossing would “pose a challenge to my department, but an even greater one for the surrounding communities that provide mutual aid to us when needed”. Berlin Borough has mutual aid agreements with some of the surrounding municipalities and the closure of the McClellan at-grade crossing has the potential to delay response of these municipalities. The letter from the Berlin Inter-Community Ambulance Association is in Appendix B.

The Berlin Borough Police Department is located at the municipal complex on South White Horse Pike, approximately 0.7 miles from the McClellan at-grade crossing. However, the police officers who respond to emergencies within the effected area could originate from anywhere in the Borough, 95% of which is south of the train tracks and likely use the McClellan Avenue at-grade crossing.
crossing in an emergency. As with the fire department and ambulance squad, the impact of closing the McClellan Avenue at-grade crossing will reduce safety and increase response time by up to 55 seconds (approx. 40%).

Also of concern for the Police Department is the impact on response time from McClellan, Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues to the rest of the Borough, south of the train tracks. The closing of the McClellan Avenue at-grade crossing will force rerouting of emergency response from this area to Route 73 SB and the Jackson Road grade separated crossing or to 73 SB to 73 NB via the Edgewood Avenue jug handle and the E. Taunton Road at-grade crossing. The anticipated revised Police response routes are illustrated in Figures 3 and 5.

The closing of the McClellan Avenue at-grade crossing will increase the distance from Cushman Ave and Atlantic Ave (approximate center of the affected area) to the White Horse Pike by approximately 1.09 to 1.28 miles which equates to an additional 100-126 seconds of response time (at an average speed of 40 mph) depending on the route taken. The anticipated revised Police response time from Cushman Avenue & Atlantic Avenue back to the Borough is summarized in Table 3.

<table>
<thead>
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<th>TABLE 3</th>
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<tr>
<td>ESTIMATED IMPACT TO POLICE RESPONSE TIME</td>
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<tr>
<td>(CUSHMAN AVENUE &amp; ATLANTIC AVENUE TO WHITE HORSE PIKE &amp; E. TAUNTON AVENUE)</td>
</tr>
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<table>
<thead>
<tr>
<th>Route</th>
<th>Distance</th>
<th>Police Vehicle</th>
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</thead>
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<tr>
<td>Existing - via McClellan Avenue Crossing</td>
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<td>Alternative 1 – via Route 73 Southbound to</td>
<td>10,235 ft</td>
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<td>Jackson Road to Whitehorse Pike</td>
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<td>+126 sec.</td>
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<td>Alternative 2 – via Route 73 SB to Route 73 NB</td>
<td>8,665 ft</td>
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<td>+100 sec.</td>
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Other Services

In addition to the impact of the closing on emergency response time, the Borough will be seriously impaired in providing necessary public works and school bus services. Trash truck, snowplow, and school bus routes will be greatly impacted by having to travel on Route 73 SB then turning into the narrow residential roads with on-street parking, further restricting the turning movements of these larger vehicles.

There are 16 students located in the affected neighborhood and the school district currently has 2 bus routes (1 middle school and 1 high school) that access the neighborhood via the McClellan Avenue at-grade crossing. If adjusting the school bus routes through the impacted neighborhood is infeasible, students will have to be picked up on Route 73, which presents additional serious safety concerns.
In a letter to NJ Transit, the Superintendent of the Berlin Borough School District stated that the closure of the McClellan Avenue at-grade crossing represents “an extreme hardship” on the residents and students of Berlin Borough and would “directly impact student transportation” and “disrupt the students’ ability to arrive at school on time and have the potential of costing the district over $150,000 in transportation costs”. In addition to the letter, the Berlin School Board passed a resolution (Resolution 11-17-2021-1) expressing their opposition to the closing of the McClellan Avenue at-grade crossing and stating that it would be “counter to the health, safety and welfare of our community” and expressing their “concern with the safety of our children and safe bus routes”. The letter from the Superintendent and the School Board resolution are found in Appendix B.

CONCLUSION

A summary of the findings of the report is presented below:

- There are no recorded crashes related to or located immediately adjacent to the McClellan Avenue at-grade crossing.
- Closing the at-grade crossing at McClellan Avenue will divert approximately 454 vehicles per day to the adjacent crossings on Washington Avenue and E. Taunton Avenue.
- Closing the McClellan Avenue at-grade crossing will divert pedestrians approximately 0.35 miles to the grade separated crossings on Washington Avenue.
- Closing the McClellan Avenue at-grade crossing will eliminate the primary connection between the properties on McClellan Avenue, Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues and separate it from 95% of the Borough.
- Closing the McClellan Avenue at-grade crossing and limiting access to the properties on McClellan Avenue, Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues to Route 73 southbound creates a safety hazard due to the likelihood of the neighborhood being cut-off as a result of an incident on Route 73 southbound.
- Closing the McClellan Avenue at-grade crossing will negatively impact all emergency response times for the properties on McClellan Avenue, Atlantic, Birch, Sumner, Hardie, Cushman and Broadview Avenues (+53 seconds).
- Closing the McClellan Avenue at-grade crossing will negatively impact transport time to the nearest emergency room (+55 seconds).
- Closing the McClellan Avenue at-grade crossing will negatively impact the time for police to respond to an emergency elsewhere in the Borough if originating from the affected neighborhood (+100 to 126 seconds).
- Closing the McClellan Avenue at-grade crossing will reduce options available to emergency and service vehicles in the challenging task of navigating the neighborhood’s narrow streets.
- Closing the McClellan Avenue at-grade crossing will directly impact student transportation within the affected area and will cost the school district over $150,000 in additional transportation costs.

When considering a crossing for closure, the benefits of the closure should outweigh the costs incurred by users having to cross the tracks at another location. In this case, the primary
justification of the closure according to NJDOT is safety, but there is no history of crashes at or near the McClellan Avenue at-grade crossing to indicate a safety problem exists.

Impacts incurred by the closing the McClellan Avenue at-grade crossing include the isolation of a community from the rest of the Borough, an increase in travel time to/from the area, an increase in emergency response times to the area, a direct impact on public works services and student transportation to the area, and a transportation cost increase of over $150,000 to the school district.

With a reasonable degree of engineering certainty, we conclude that there are significant safety concerns with the proposed closing. In addition, significant costs will be incurred by the residents, the Borough, and the school district as a result of the closing. The additional safety concerns and the added costs outweigh the perceived benefit derived from the proposed closing of the McClellan Avenue at-grade crossing.
APPENDIX A

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- 12:00
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**Comb. Total**: 586 482 473 540 525 875 484 331

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Bill –

This study is in reference to the closing of the McClellan Ave Rail Road Crossing that New Jersey Transit is proposing. Closing of this crossing would not be conducive to the residents nor the services of the Department of Public Works and the Emergency Services for that area. The following are the drive times from Station 21-1 to the intersection of Cushman Ave and Atlantic Ave. The route of travel will be explained and the drive times at the end of each completed route. In a business where seconds count, you will see that closing this crossing would add extra time to the already delayed Fire Department response due to its volunteer staffing. If you need any further information, please let me know.

Responding -

Station 21-1 (221 South White Horse Pike) to Cushman Ave and Atlantic Ave via McClellan Ave Crossing

Support Vehicle – 1 minute 28 seconds
Fire Apparatus Quint 21-1 – 1 minute 56 seconds

Station 21-1 to Cushman Ave and Atlantic Ave via Washington Ave to Route 73 South

Support Vehicle – 2 minutes 21 seconds
Fire Apparatus Quint 21-1 – 2 minutes 48 seconds

Return -

Cushman Ave and Atlantic Ave to Station 21-1 via Route 73 South to Jackson Road

Support Vehicle – 3 minutes 20 seconds
Fire Apparatus Quint 21-1 – 3 minutes 54 seconds

Cushman Ave and Atlantic Ave to Station 21-1 via Route 73 South to Route 73 North to East Taunton to Jefferson Ave to Washington Ave,

Support Vehicle – 5 minutes 42 seconds
Fire Apparatus Quint 21-1 – 7 minutes 24 seconds
To: Commissioner, NJ Department of Transportation,

I would like to take a minute to express my concern over the recent conversations regarding the proposed closing of the Railroad crossing located at McClennan Avenue in Berlin Borough. It is my understanding that the crossing would be closed to thru traffic and fenced off. This is of great concern to my department and I, as this area of Berlin Borough can already be difficult for my crews to access during an emergency response.

By closing the crossing my department would need to access that area of Berlin Borough by using State Highway Route 73 only. This would not only pose a challenge to my department, but any even greater one for the surrounding Communities that provide mutual aid to us when needed. There is no doubt this will cause a delay in service at a time when minutes matter the most!

I would ask that you please reconsider this decision. Should you require any additional information or the opportunity to speak with me directly, feel free to call me at the number located on the top of this letter.

Yours in Service,

Louis DeMarco
Captain, Berlin EMS
November 9, 2021

NJ TRANSIT Headquarters
1 Penn Plaza East
Newark NJ 07105

Re: The closure of the railroad crossing on McClellan Avenue

To the New Jersey Transit Authority and the New Jersey Department of Transportation:

I have been made aware of the proposed closure of the railroad crossing on McClellan Avenue. In Berlin Borough. As the Superintendent of the Berlin Borough School District, I feel compelled to request this proposal be reconsidered. This closure would cause an extreme hardship on the residents and the students in Berlin Borough. In addition to cutting off forty-seven (47) homes and families from the remainder of Berlin Borough, it will directly impact student transportation to our school.

This closure would disrupt the students' ability to arrive at school on time and have the potential of costing the district over $150,000 more in transportation costs. As a smaller district, this would have a significant impact on the district's budget. Additional transportation costs will negatively affect the instructional materials, resources, and curriculum necessary for the highest quality education.

As an advocate for the families and students of Berlin Borough, I respectfully request that the proposed closure is reconsidered. The past eighteen (18) months have been devastating to the students, causing many families and students to feel isolated due to the pandemic. Please do not cause any further feelings of isolation and disruption as we are fighting every day to return to normal.

Respectfully,

Joseph Campisi, Ph.D.
Superintendent
Berlin Borough School District
Extract from minutes of the regular meeting of the Board of Education of the Berlin Borough School District in the County of Camden, New Jersey, held on November 17, 2021, in Berlin, New Jersey at 7:00 p.m.

Board Members Present: Jenine Del Palazzo, Susan Embrey, Jeffrey Greenberg, Lisa Kehoe, Kristen Simone, Joshua Zagorski, and VP Rebecca Holland

Board Members Absent: Brandy Titus and President Jocelyn Lewis

**Motion made by Mr. Greenberg and seconded by Mrs. Kehoe to approve New Business Resolution 11-17-2021-1 upon the recommendation of the Superintendent:**

<table>
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<td>BE IT RESOLVED, the Berlin Borough Board of Education approves the Resolution expressing opposition to a proposal by the New Jersey Department of Transportation (NJDOT) to close the McClellan Avenue At-Grade Railroad Crossing.</td>
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Motion passed unanimously by roll call vote.

**CERTIFICATION**

The foregoing is a true and complete copy of a resolution adopted by the Berlin Borough School District Board of Education at their regular meeting held on November 17, 2021.

John Scavelli
Interim Business Administrator/Board Secretary
RESOLUTION EXPRESSING OPPOSITION TO A PROPOSAL BY THE NEW JERSEY DEPARTMENT OF TRANSPORTATION (NJDOT) TO CLOSE THE MCCLELLAN AVENUE AT-GRADE RAILROAD CROSSING

WHEREAS, there is pending before the New Jersey Department of Transportation ("NJDOT") consideration to close the McClellan Avenue At-Grade Railroad Crossing located within the Borough of Berlin ("Borough"); and

WHEREAS, the Mayor and Borough Council of the Borough of Berlin expressed their opposition to this closure via Resolution dated November 10, 2021,

WHEREAS, the Berlin Borough Board of Education ("the Board") likewise opposes the closure of the McClellan Railroad Crossing and find said actions to be counter to the health, safety and welfare of our community; and

WHEREAS, such a closing would create a serious public safety hazard;

WHEREAS, the Board pledges to work with the Mayor, Borough Council and Borough residents to Stop the Closure; and

WHEREAS, the Board is, most importantly, are concerned with the safety of our children and safe school bus routes that are directly impacted by the proposed Closure.

NOW, THEREFORE, BE IT RESOLVED by the Berlin Borough Board of Education as follows:

1. The provisions of the WHEREAS clauses set forth above are incorporated herein by reference and made a part hereof.

2. The Berlin Borough Board of Education formally expresses its opposition to any modifications of the McClellan Railroad Crossing given to potential for significant negative impact to the surrounding Borough residents and the Borough as a whole.
3. A duly certified copy of the Resolution shall be forwarded by the Borough Clerk to Diane Gutierrez-Scaccetti, Commissioner, New Jersey Department of Transportation, New Jersey Department of Transportation, located at David J. Goldberg Transportation Complex, 1035 Parkway Avenue, Trenton, NJ 08625, as well as to the Executive Director of the South Region, New Jersey Department of Transportation, One Executive Campus, Route 70 West, Cherry Hill, NJ 08002, and the State Legislative Representatives of the Borough of Berlin. with an emailed copy to Dwayne.Snead@dot.nj.gov, Joshua.Szulczewski@dot.nj.gov, Robinson@dot.nj.gov, kimberly.nance@dot.nj.gov, Gerard.Houck@dot.nj.gov.