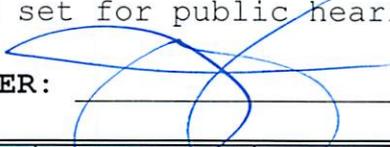


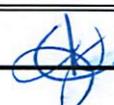
**SUBJECT:** AN ORDINANCE ADOPTING THE CORRIDOR ACCESS MANAGEMENT PLAN FOR SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD AND AMENDING MSB 15.24.030 COMPREHENSIVE PLAN AND PURPOSES.

**AGENDA OF: November 21, 2017**

**ASSEMBLY ACTION:**  
*adopted without objection 12-5-17*  


**MANAGER RECOMMENDATION:** Introduce and set for public hearing.

**APPROVED BY JOHN MOOSEY, BOROUGH MANAGER:** 

| Route To: | Department/Individual     | Initials          | Remarks  |
|-----------|---------------------------|-------------------|--|
|           | Originator                | <i>JS 11/6/17</i> |  |
|           | Capital Projects Director | <i>AB 11/6/17</i> |  |
|           | Borough Attorney          | <i>JS</i>         |  |
|           | Borough Clerk             | <i>JMM</i>        | <i>10/9/17</i>  |

**ATTACHMENT(S) :** Fiscal Note: YES  NO  X  
 Corridor Access Management Plan Seldon Road Extension Church Road to Pittman Road (30pp)  
 MSB Transportation Advisory Board Resolution Serial No. 15-12 (*2*pp)  
 MSB Planning Commission Resolution Serial No. 16-05 (2pp)  
 Meadow Lakes Community Council Resolution Serial No. 17-01 (1pp)  
 Ordinance Serial No. 17-148 (*4*pp)

**SUMMARY STATEMENT:** Borough voters approved the sale of a bond to match a state legislative grant to make various roadway improvements, including construction of Seldon Road Extension from Church Road to Pittman Road.

The purpose of this project is to provide an alternative emergency transportation route; create a link in the new regional east-west transportation route between Palmer and Houston to relieve traffic congestion on high traffic volume corridors, such as the George

Parks Highway; and improve area circulation, and decrease east-bound travel distance for Beverly Lake and Pittman Road area residents.

The purpose of the Seldon Road Extension Access Management Plan is to ensure the long term safety and mobility of the proposed roadway and to minimize the potential for future costs to upgrade the roadway infrastructure.

Access management plans must be adopted into Borough code in order to effectively guide intersection locations during the platting process, thereby improving roadway safety and efficiency.

The ability to control corridor access is a key factor in highway congestion and accident rates. A lack of corridor access management and control results in high accident rates, high traffic congestion and increased costs for construction improvements to mitigate these problems.

During the plan development, the design consultants reviewed intersection layouts and adjusted the alignment on the west end at Pittman Road. This adjustment minimizes left turns and collision risks, while providing long term controlled access to the school, and has the support of the Matanuska-Susitna Borough School District as well as the Alaska Department of Transportation and Public Facilities, who owns Pittman Road.

In support of this Access Management Plan, the MSB Transportation Advisory Board (TAB) adopted Resolution No. 15-12 on November 30, 2015 and the MSB Planning Commission adopted Resolution No. 16-05 on February 1, 2016.

The Borough conducted three public meetings for this project in Meadow Lakes, which included the presentation and discussion of the proposed Access Management Plan. In support of this Plan, the Community Council adopted Resolution No. 17-01 on October 11, 2017.

If adopted, this Corridor Access Management Plan for Seldon Road Extension will provide guidelines to help ensure the safety and welfare of the community for decades to come.

**RECOMMENDATION OF ADMINISTRATION:** Staff respectfully recommends the Assembly adopt the Corridor Access Management Plan for Seldon Road Extension Church Road to Pittman Road and Amend MSB 15.24.030 Comprehensive Plan and Purposes.

**Corridor Access Management Plan  
Seldon Road Extension  
Church Road to Pittman Road**

Project No. 35411  
Wasilla, Alaska



Prepared for:  
Matanuska-Susitna Borough  
350 E. Dahlia Ave.  
Palmer, Alaska 99645

Prepared by:  
Stantec Consulting Services Inc.  
2515 A Street  
Anchorage, Alaska 99503  
907.276.4245

**PUBLIC REVIEW DRAFT**

Stantec WO#: 204700260

November 16, 2015

IM 17-201  
OR 17-148

CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

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# CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Introduction  
November 16, 2015

## 1.0 INTRODUCTION

The Matanuska-Susitna Borough (MSB) has obtained funding to extend Seldon Road westward from Church Road to Pittman Road.

In order to maintain the mobility and safety benefits of this minor arterial road, access will be limited along the new roadway to the extent possible. This *Access Management Plan* will provide the guidelines necessary to manage access along this segment of Seldon Road.



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# CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Purpose of Access Management  
November 16, 2015

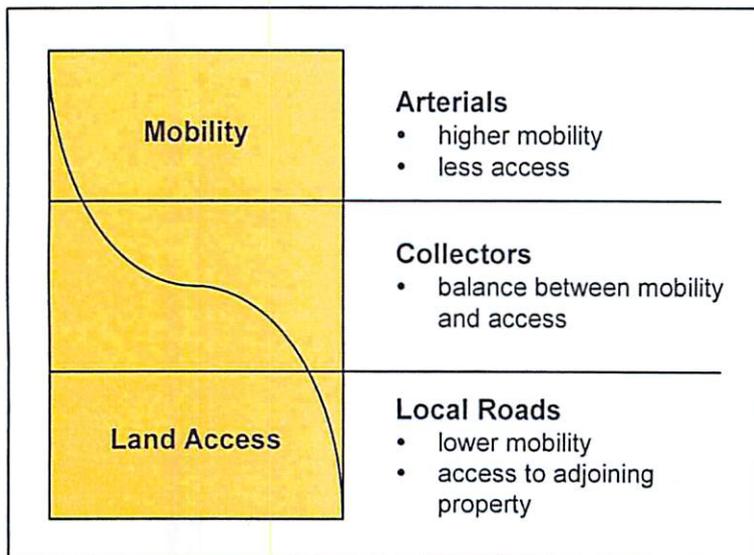
## 2.0 PURPOSE OF ACCESS MANAGEMENT

*The purpose of access management is to provide vehicular access to land development in a manner that preserves the safety and efficiency of the transportation system.*

*Access Management Manual (TRB, 2003)*

The road network is created to serve a single purpose – the movement of people and goods. From an operational perspective, this can be seen as a two-step process: entering or leaving the road network, and traveling through the road network. Unfortunately, these two steps conflict with each other, especially as volumes increase. That is to say, it is very difficult to enter a road that has a high volume of fast moving traffic. Similarly, a road cannot accommodate a high volume of fast moving traffic, if there are numerous driveways, where motorists are turning on and off of the road. As a result, a hierarchy of road classifications has been developed by the American Association of State Highway and Transportation Officials (AASHTO) that outlines the role each road type should be designed to fill in the road network. Higher classification roads (interstates, arterials) are intended to provide service to higher speed through-traffic, while lower classification roads are designed to provide access to individual parcels and destinations. This is shown graphically in Figure 1. Benefits and techniques for access management are also discussed in National Cooperative Highway Research Program (NCHRP) Report 420, *Impacts of Access Management Techniques* (Transportation Research Board (TRB), 1999)

**Figure 2 Roadway Functional Roles**



Source: Safety Effectiveness of Highway Design Features, Vol. 1 FHWA, 1992

## CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Purpose of Access Management  
November 16, 2015

In order to maintain the mobility function of the higher class roadways, access must be limited. The most extreme example of this is how access to freeways is limited to interchanges. Arterials do not require such a high level of access control, but some control is prudent. This *Access Management Plan* provides the framework for managing that access.

The Seldon Road Extension is designed as a rural minor arterial, which means it will need a higher level of access control than collector or local roads, but lower level of access control than major arterials or freeways.

Access management must be thoughtfully planned and managed to be successful. Otherwise, driveways and access points end up being located and constructed without regard to how they fit into the entire system, which often leads to inconsistent spacing, multiple conflict points, and poor sight distance, as seen on the Palmer-Wasilla Highway. In the MSB, access management will be implemented by both the Platting Board and through the driveway permit process. The entities that oversee both of these processes must be informed of and supportive of the *Access Management Plan* in order for it to be successful. It is equally important for the agencies to work with the public to ensure understanding and buy-in of the safety, mobility, and public investment benefits of access management while being sensitive to individual landowners needs for access and mobility.

FM 17-201  
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 Stantec

# CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Benefits of Access management  
November 16, 2015

## 3.0 BENEFITS OF ACCESS MANAGEMENT

Controlling access on roadways provides the following key benefits:

- Helps maintain efficient traffic flow
- Increases public safety
- Protects the public's financial investment in roadway infrastructure

The *Access Management Manual* states that decreasing signal spacing from four per mile to two per mile decreases total delay by 60 percent and vehicle hours of travel by 50 percent. At unsignalized access points, close spacing decreases egress capacity when spacing is less than 1.5 times the acceleration distance. Entering traffic causes slowdowns in through traffic as far as 620 feet upstream of access points.

Similarly, crash rates along corridors with two signals per mile is about half of the rate on corridors with four or more signals per mile. For unsignalized access points, crash rates increase by about 40 percent for each doubling of access density. Crash rates increase as access density increases because intersections have so many conflict points. Additionally, intersections have areas of influence upstream and downstream of the intersection due to speed differentials and decision sight distances. When intersection areas of influence overlap, driver attention is spread over a greater number of potential conflicts, which compounds the conflicts experienced at an isolated intersection. Eliminating overlapping areas of influence at intersections is, therefore, an important element in enhancing roadway safety.

The benefits of access management are experienced by society as a whole. Adjacent land owners may object to having their access limited to provide benefits to society. It is important to recognize that these are not abstract benefits, but are quantifiable benefits that correlate to the investment the public is making in constructing this new facility. Additionally, lack of access management increases congestion, which is a deterrent to potential customers and homebuyers.

It cannot be overstated how important internal neighborhood connectivity is to the efficient operation of arterial roadways. Efficient internal connectivity allows neighbors to travel within their neighborhood as long as possible. In some instances this will keep local traffic off of arterial roads. In other instances, it may mean that instead of a resident making a turn on to Seldon Road only to make another turn on to Church Road, they can access Church Road directly from their neighborhood. This reduces congestion on the road network, reduces left turns at intersections, reduces out of direction travel, and keeps travelers on safer, low-volume streets for more of their trips. To this end, as the adjacent parcels are platted and developed, the road networks need to connect to Pittman Road to the north and west, Church Road to the east, and Spruce Road (extended) to the south. A good example of this is how Little Rain Road and Gentle

## CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Benefits of Access management  
November 16, 2015

Breeze Drive in the Bruce Lake Subdivision are platted all the way to the adjacent parcel boundaries.

In summary, implementing an *Access Management Plan* that manages the location and density of public and private accesses to the roadway helps to promote the safe and efficient travel of the public and maintains the significant investment the public is making in the road network.

# CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Project Overview for Seldon Road Extension  
November 16, 2015

## 4.0 PROJECT OVERVIEW FOR SELDON ROAD EXTENSION

The extension of Seldon Road from Church Road to Pittman Road is a step toward constructing an east-west corridor connecting Palmer with Houston. The project was divided into two phases for design and construction due to funding constraints. Phase I extends between Church Road and Beverly Lake Road at Windy Bottom Road. Phase II will extend between Phase I and Pittman Road, north of Beverly Lake Road.

Initial studies and planning for the Phase I route were undertaken by the MSB in the 1980s. Based on this work, a 200-foot wide right-of-way (ROW) easement was secured from Church Road to Beverly Lake Road. The Seldon Road extension begins at the intersection of Seldon Road and Church Road, then follows high ground to avoid wetlands until it ties into Beverly Lake Road at Merri Belle Lake Subdivision.

With the exception of three parcels in the Merri Belle Subdivision, construction was through undeveloped lands owned by the State and the MSB.

The alignment for Phase II, between Phase I and Pittman Road, was chosen to minimize right-of-way, utility and construction costs, private property impacts, and environmental impacts. Roadway geometry and access control characteristics were considered for their relative safety benefits. The approved route begins by connection to the end of the Phase I alignment near Windy Bottom Road, and extends in a north westerly direction to stay north of Beverly Lake Road, and then sweeps southwest to merge into Pittman Road near Meadow Lakes Elementary School.

The following table outlines traffic projections developed in support of Seldon Road Extension.

**Table 1 Traffic Projections for Seldon Road Extension**

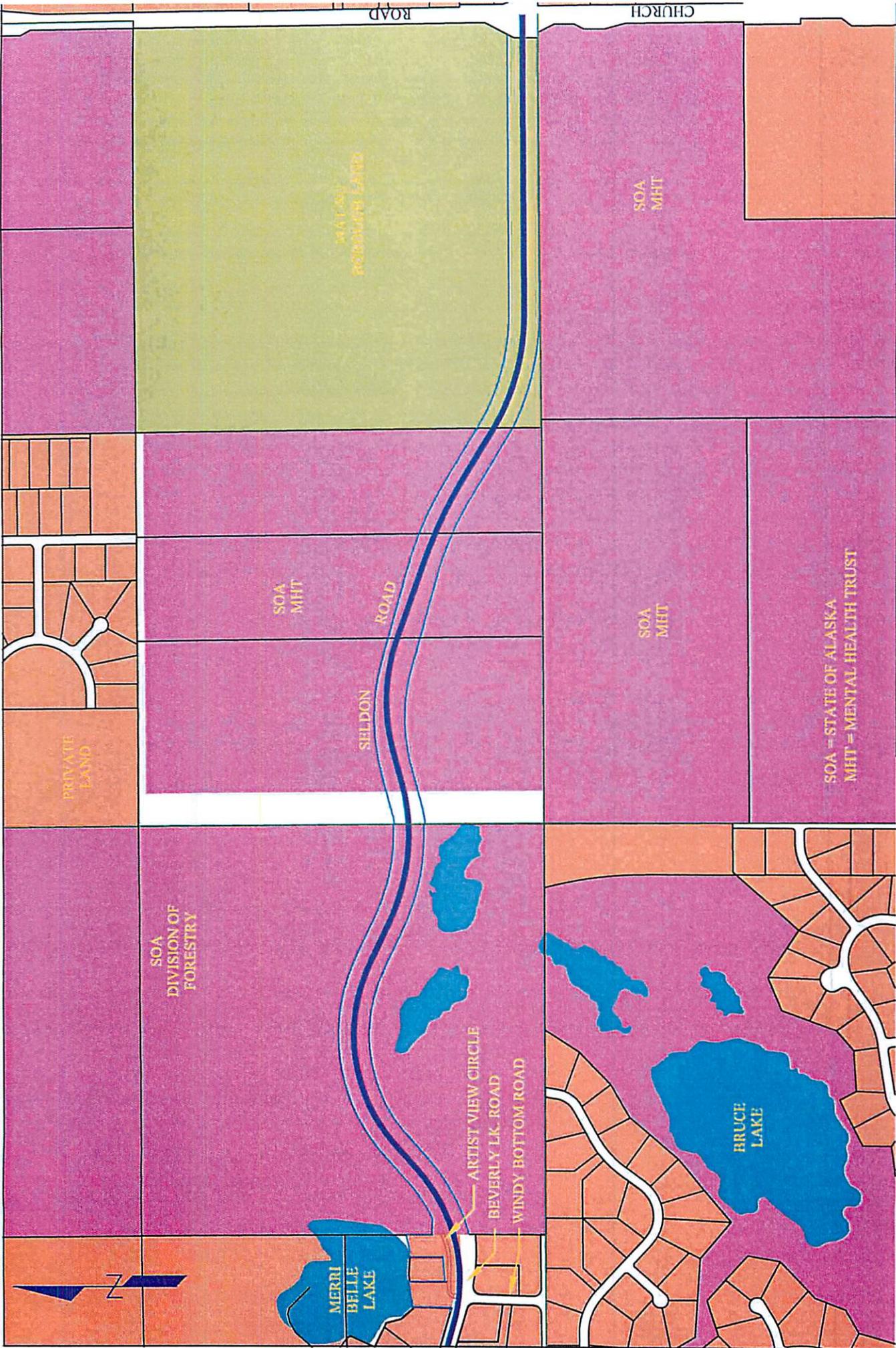
|                                     | Phase I   | Phase II  |
|-------------------------------------|-----------|-----------|
| AADT - 2018                         | 3,500     | 4,400     |
| AADT - 2038                         | 10,752    | 9,125     |
| Design Hour Volume                  | 9.0%      | 9.0%      |
| Truck Percentage                    | 4%        | 4%        |
| Design Speed                        | 55 M.P.H. | 55 M.P.H. |
| AADT = Average Annual Daily Traffic |           |           |

# CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Property Ownership and Parcel Data  
November 16, 2015

## 5.0 PROPERTY OWNERSHIP AND PARCEL DATA

Property ownership and parcel data shown in Figure 2 and Figure 3 were developed using data from the MSB GIS Division. Adjacent property is owned by private entities, the MSB and the State of Alaska. New ROW will be acquired from numerous private parcels on the west end of the project and from the MSB Tract at the Church Road intersection.



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SILDON ROAD EXTENSION  
CHURCH ROAD TO PITTMAN ROAD  
PROPERTY OWNERSHIP MAP  
FIGURE 3  
MATANUSKA-SUSITNA BOROUGH  
CAPITAL PROJECTS DEPARTMENT

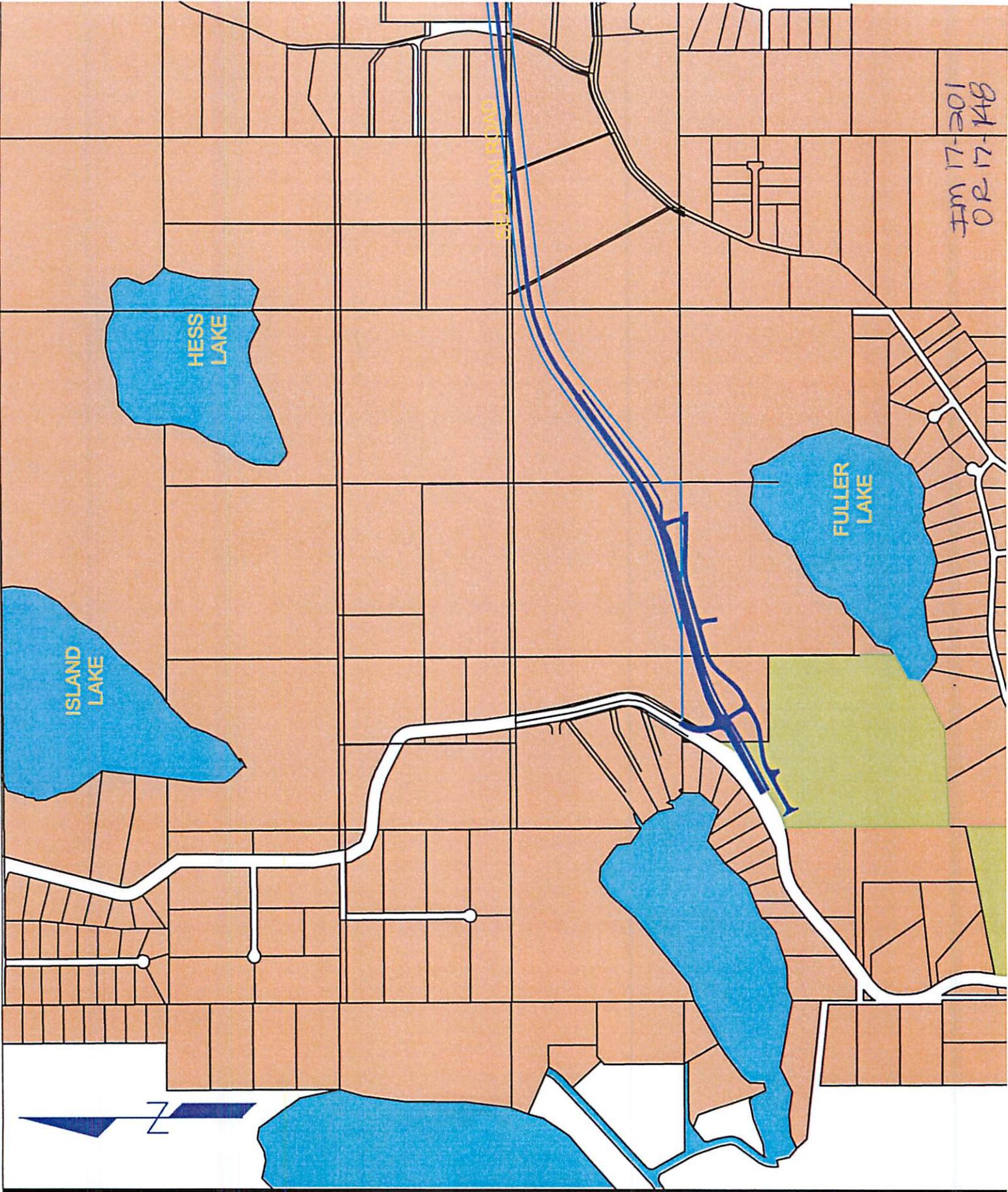


**LEGEND**

- BOROUGH
- STATE
- PRIVATE
- PROPOSED ALIGNMENT
- RIGHT OF WAY

Miles





FM 17-201  
OR 17-148

HESS  
LAKE

FULLER  
LAKE

ISLAND  
LAKE

SOLDEN ROAD



# CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Access Management Recommendations  
November 16, 2015

## 6.0 ACCESS MANAGEMENT RECOMMENDATIONS

The *Access Management Manual* recommends the following access spacing for rural minor arterials:

**Table 2 Minimum Intersection Spacing Guidelines**

|  | Minimum Access Spacing |                         |
|--|------------------------|-------------------------|
|  | Feet                   | Miles                   |
| Signalized Intersection                |                        | 2                       |
| Standard Roundabout Access - No Median | 2,640                  | Min. 1/3, 1/2 preferred |
| Right-In/Right-Out (w/Median)          | 1,320                  | 1/4                     |
| Directional Median Opening             | 1,320                  | 1/4                     |

It should be noted that signalized intersections, if provided, need to be spaced at regular intervals. This is necessary to provide efficient progression through the series of signals. The ideal spacing for signals depends on the signal timing plans and desired corridor speed.

Ideally, access to the arterial network would coincide with section or partial section lines (1/4, 1/16, etc.) These lines often already have ROW easements and serve as boundaries between neighboring developments. However, topographic constraints can thwart the use of legal parcel boundaries for roads. That is the case for Seldon Road extension, as wetlands exist on one or both sides of Seldon Road at the 1/4 section lines within the Phase I project area. In addition, the existing accesses at Windy Bottom Road and Wyoming Drive do not occur on any regular section line.

Combining the spacing guidelines listed above and the topographic constraints of the Seldon Road Corridor, the access management recommendations for the corridor are as follows:

1. To maintain uninterrupted traffic flow and minimize safety conflicts, Seldon Road shall have a minimum access spacing of 1/3-mile, and preferably 1/2-mile in areas where specific access points have not been identified in this document
2. Restricted (left-in/right-in/right-out) access may be considered 1/6-mile east of Pittman Road and 1/6-mile west of Church Road if commercial development requires such access.
3. Roads intersecting Seldon Road shall serve more than one development and connect to other access points on the road network. New cul-de-sacs directly off Seldon Road shall be prohibited unless serving an area constrained by topography.
4. Access to Seldon Road shall be limited to public roads, and no new driveways shall be permitted.

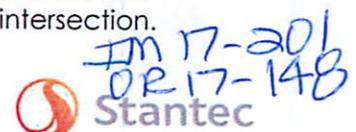
## CORRIDOR ACCESS MANAGEMENT PLAN SELDON ROAD EXTENSION CHURCH ROAD TO PITTMAN ROAD

Access Management Recommendations  
November 16, 2015

5. The undeveloped area beginning 1/3-mile west of Church Road and ending 1/3-mile east of the Windy Bottom Road/Artist View Circle intersection is open to development of collector roads on both the north and south sides of Seldon Road. Development of a Collector Road on either side of Seldon Road should take into consideration the probable development of a collector road on the opposite side of Seldon Road to maintain the minimum 1/3-mile access spacing, although 1/2-mile spacing is preferable.
6. The connection at Windy Bottom Road/Artist View Circle that was constructed under the Seldon Road Phase 1 project shall be maintained. Access to the State of Alaska Department of Natural Resources (DNR) lands may be accessed from the cul-de-sac at the end of Artist View Circle (north of Seldon Road), or from Windy Bottom Road (south of Seldon Road).
7. The driveways from lots 1 through 4 of Merri Belle Subdivision shall connect to the new access road, Artist View Circle. Direct access from these parcels to Seldon Road shall be prohibited.
8. A full access connection to Beverly Lake Road is planned at the section line, approximately 1/2-mile west of the Windy Bottom Road/Artist View Circle intersection. Any future connection to the undeveloped lands to the north shall be made at this intersection. Beverly Drive will not be connected to Seldon Road in order to maintain the minimum spacing.
9. Wyoming Drive will be connected to Seldon Road under the Seldon Extension Phase II project.
10. A future collector road connection may be developed approximately 0.4 miles west of Wyoming Drive if Fishback Road is to be extended along a section line easement. A connection to the north side of the road is possible as well, provided it is directly opposite the Fishback Circle connection.
11. A connection to Zehnder Road and Fuller Lake Subdivision will be made at Monroe Circle. An access to the land north of Zehnder Road is allowable directly opposite the Monroe Circle intersection.
12. The Zehnder Road approach at Pittman Road will be removed.
13. Full access to north Pittman Road will be made from a new 4-way intersection with the south leg and a new frontage road connecting to Zehnder Road and Meadow Lakes Elementary School. Adequate ROW will be reserved for future intersection control, either by traffic signal or roundabout.
14. A frontage road will connect Meadow Lakes Elementary School to Zehnder Road. The existing public access to the school will remain.

Access recommendations for the Seldon Road corridor are depicted in figures 5 and 6.

The existing Church / Seldon intersection is expected to operate with acceptable levels of service through 2025, but will likely need a roundabout or traffic signal after that time. The addition of turn lanes will also reduce delay and enhance traffic safety at the intersection.





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OR 17-148



**MATANUSKA-SUSITNA BOROUGH  
TRANSPORTATION ADVISORY BOARD  
RESOLUTION SERIAL NO. 15-12**

A RESOLUTION OF THE MATANUSKA-SUSITNA BOROUGH TRANSPORTATION ADVISORY BOARD IN SUPPORT OF THE SELDON ROAD EXTENSION CORRIDOR ACCESS MANAGEMENT PLAN.

---

WHEREAS, the amount of corridor access is a key factor in highway congestion and accident rates; and

WHEREAS, access management is a long established transportation engineering practice recommended by the American Association of State Highway Transportation Officials (AASHTO),

WHEREAS, AASHTO recommends that access to high classification roads such as arterials and major collector be limited to preserve the safety and mobility of these facilities; and

WHEREAS, a lack of corridor access management and control along many of our main highways such as the Parks Highway north of Wasilla, the Palmer-Wasilla Highway and Knik-Goose Bay Road have led to high levels of congestion, high accident rates and increased costs for construction improvements; and

WHEREAS, Seldon Road Extension is designated as a minor arterial in the project design criteria; and

WHEREAS, access management plans must be adopted into code in order to effectively guide intersection locations during the platting process.

NOW, THEREFORE, BE IT RESOLVED that the Matanuska-Susitna Borough Transportation Advisory Board supports the adoption of the Seldon Road Extension Corridor Access Management Plan.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the Matanuska-Susitna Borough Transportation Advisory Board recommends that this Corridor Access Management Plan be adopted into Borough code.

IM-17-201  
OR 17-148

ADOPTED by the Matanuska-Susitna Borough Transportation  
Advisory Board this 30<sup>th</sup> day of November, 2015.



Don Carney, Chair

ATTEST:



Debbie Passmore, Board Admin. Support

IM 17-201  
OR 17-148

By: Michael Campfield  
Introduced: January 18, 2016  
Public Hearing: February 1, 2015  
Action: Approved

**MATANUSKA-SUSITNA BOROUGH  
PLANNING COMMISSION RESOLUTION NO. 16-05**

A RESOLUTION OF THE MATANUSKA-SUSITNA BOROUGH PLANNING COMMISSION RECOMMENDING IN SUPPORT OF THE SELDON ROAD EXTENSION CORRIDOR ACCESS MANAGEMENT PLAN.

WHEREAS, the amount of corridor access is a key factor in highway congestion and accident rates; and

WHEREAS, access management is a long established transportation engineering practice recommended by the American Association of State Highway Transportation Officials (AASHTO); and

WHEREAS, AASHTO recommends that access to high classification roads such as arterials and major collector be limited to preserve the safety and mobility of these facilities; and

WHEREAS, the Seldon Road Extension is designated as a minor arterial in the project design criteria; and

WHEREAS, access management plans must be adopted into code in order to effectively guide intersection locations during the platting process; and

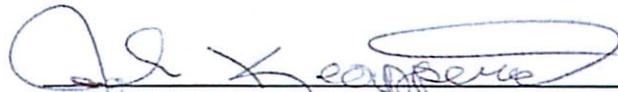
WHEREAS, the Planning Commission conducted a public hearing regarding Resolution 16-05 on February 1, 2016.

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OR 17-148

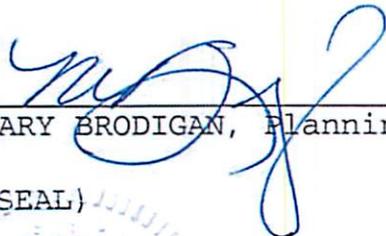
NOW, THEREFORE, BE IT RESOLVED, that the Matanuska-Susitna Borough Planning Commission hereby supports the adoption of the Seldon Road Extension Corridor Access Management Plan.

NOW, THEREFORE, BE IT FURTHER RESOLVED, that the Matanuska-Susitna Borough Planning Commission hereby recommends that this Corridor Access Management Plan be adopted into Borough code.

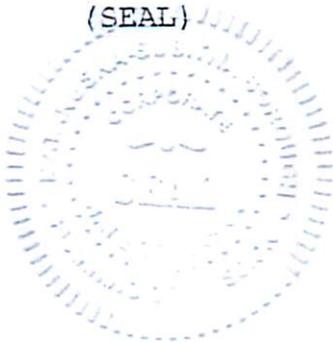
ADOPTED by the Matanuska-Susitna Borough Planning Commission this 1<sup>st</sup> day of February, 2016.

  
\_\_\_\_\_  
JOHN KLAPPERICH, Chair

ATTEST

  
\_\_\_\_\_  
MARY BRODIGAN, Planning Clerk

(SEAL)



PASSED UNANIMOUSLY: Klapperich, Healy, Vague, Kendig, Adams, and Rauchenstein

*Jim 17-201  
OR 17-148*

MEADOW LAKES COMMUNITY COUNCIL  
IN THE MATANUSKA-SUSITNA BOROUGH  
RESOLUTION SERIAL NO. 17-01

A RESOLUTION OF THE MEADOW LAKES COMMUNITY COUNCIL IN SUPPORT OF THE SELDON ROAD EXTENSION CORRIDOR ACCESS MANAGEMENT PLAN.

WHEREAS, the amount of corridor access is a key factor in highway congestion and accident rates; and

WHEREAS, access management is a long established transportation engineering practice recommended by the American Association of State Highway Transportation Officials (AASHTO),

WHEREAS, AASHTO recommends that access to high classification roads such as arterials and major collector be limited to preserve the safety and mobility of these facilities; and

WHEREAS, a lack of corridor access management and control along many of our main highways such as the Parks Highway north of Wasilla, the Palmer-Wasilla Highway and Knik-Goose Bay Road have led to high levels of congestion, high accident rates and increased costs for construction improvements; and

WHEREAS, Seldon Road Extension is designated as a minor arterial in the project design criteria; and

WHEREAS, access management plans must be adopted into code in order to effectively guide intersection locations during the platting process.

NOW, THEREFORE, BE IT RESOLVED that the Meadow Lakes Community Council supports the adoption of the Seldon Road Extension Corridor Access Management Plan.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the Meadow Lakes Community council recommends that this Corridor Access Management Plan be adopted into Borough code.

ADOPTED by the Meadow Lakes Community Council this 11<sup>th</sup> day of October, 2017.

Attested:

  
Janet Henkel

Secretary Date: 10/12/17

  
Patricia Fisher

President Date: 10/12/2017

EM-17-201  
OR 17-148