



# Public Participation Plan

Lancaster County, Pennsylvania

April 2023



LANCASTER COUNTY  
**PLANNING**  
Lancaster, Pennsylvania

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## Prepared by

Lancaster County Planning Department  
Lancaster, Pennsylvania  
April 2023

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# Get Involved



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# Introduction

An effective public participation plan describes how, when, and where citizens should be involved in the land-use and transportation planning process. It outlines strategies to inform the public and all interested parties early in the development of policies, plans, and programs, and how to continue engaging them throughout the development process. Plans or programs that are created with citizen input are more likely to gain community support, which improves the likelihood that they will be implemented.

Lancaster County Planning Department (LCPD) staff will use this plan to provide opportunities for public participation that go beyond legislative requirements. Staff will take a proactive approach and provide a variety of public participation opportunities in our work. The public will use the plan to learn more about the plans and programs developed by LCPD, as well as future opportunities for participation.

## Purpose

The purpose of the Public Participation Plan (PPP) is to provide the public, all interested parties, and LCPD staff with an understanding of the processes used to develop, update, and review land use and transportation plans or policies in Lancaster County. The goal is to provide a guide that outlines a clear and understandable process for meaningful public participation.

### **Public Participation is...**

*Any process that directly engages the public in decision-making and gives full consideration to public input in making that decision. Public participation is a process, not a single event. It consists of a series of activities and actions by an organization over the full lifespan of a project to both inform the public and obtain input from them. Public participation affords stakeholders (those that have an interest or stake in an issue, such as individuals, interest groups, communities) the opportunity to influence decisions that affect their lives.*

– U.S. Environmental Protection Agency

This plan addresses public participation for the Lancaster County Planning Commission (LCPC) as well as the Lancaster County Metropolitan Planning Organization (MPO), the county's transportation planning organization.

Although this plan focuses on the plans and programs that are required by federal or state legislation to incorporate civic engagement into their processes, the tools and strategies outlined in this plan can be incorporated into the development of any project.

## Goals

### **Incorporate public outreach into our land use and transportation planning processes.**

- Inform the public of the ways they can become involved in land use and transportation decisions that affect their communities.
- Outline the tools available for conducting early, continuous, and broad public engagement.

### **Comply with all federal and state requirements for public participation.**

- Incorporate federal and state requirements for public participation so they can be referenced in the land use and transportation planning activities of LCPC and the MPO.
- Maintain a list of stakeholder organizations that can be contacted to ensure that all groups mandated by federal law are included in outreach efforts.

### **Develop a comprehensive public participation strategy for all legislatively required plans and programs of LCPC and the MPO.**

- Develop a matrix of tools to guide public participation, based on the Spectrum of Public Participation.
- Explore the use of new visualization techniques such as web maps, videos, and infographics to communicate information to the public.

### **Expand public participation to include under-represented populations in the planning and decision-making process.**

- Consult with organizations that frequently work with low-income, minority, elderly, disabled, and limited English proficient populations to explore additional ways to increase participation with these groups.
- Develop a database of contacts from environmental justice organizations and stakeholder groups.
- Implement the Limited English Proficiency Plan in conjunction with this plan.

## How to Use the Plan

This plan is intended to be used at the beginning of a project's development to determine the scope of public participation required. It includes an overview of the legislative requirements for specific plans and programs, that are mandated by state and federal law.

The plan's outreach model is informed by the Spectrum of Public Participation, which outlines the levels of influence that the public may have in the civic engagement process. The levels of public participation are Inform, Consult, Involve, Collaborate, and Empower. A decision tree is provided on p. [30](#) to help determine the appropriate level of public participation for a given project.

A list of tools and strategies used in public outreach are categorized by the five levels of public influence. The Public Participation Tools Matrix can be used to help determine which of these tools may be the most appropriate. The matrix shows the relative cost, amount of labor, and effectiveness of various tools as they relate to specific plans or programs prepared by LCPC and the MPO.

A series of demographic maps begin on p. [19](#). These can be referenced when trying to reach specific groups in public outreach efforts. Additionally, LCPD has drafted a Limited English Proficiency (LEP) Plan. The LEP Plan provides specific recommendations on engaging with residents who speak and/or understand English "less than very well."

A method for evaluating the plan's effectiveness is on p. [45](#).



# State Requirements

This section provides an overview of the state requirements for public participation. These are the minimum requirements that the county must meet related to public outreach.

## Pennsylvania Sunshine Act and Right to Know Law

The [Pennsylvania Sunshine Act](#), 65 Pa. C.S. §§ 701–716, requires agencies like the MPO and LCPC to deliberate and take official action on agency business in an open and public meeting. It requires that meetings be advertised and that the public can attend, participate, and comment before official action is taken.

Under the [Pennsylvania Right to Know Law](#), 65 P.S. §67.101 et seq., Pennsylvania residents have the right to examine, inspect, and duplicate any public record of a public agency.

## Pennsylvania Municipalities Planning Code

In Pennsylvania, the General Assembly has largely delegated the power to plan and regulate land use to county and local governments. This power is granted through the [Pennsylvania Municipalities Planning Code](#).

The Municipalities Planning Code (MPC) grants the governing body of any municipality the power to create, by ordinance, a planning commission, planning department, or both. In Lancaster County, we have a planning commission and department. The Lancaster County Planning Commission (LCPC) consists of nine members: six are municipal officials that represent a specific region, and three members are at-large. Commission members are appointed by the Board of County Commissioners and serve a four-year term. The Lancaster County Planning Department (LCPD) has a full-time, professional staff.

In addition to the requirement to create a comprehensive plan for the county, LCPC may also prepare an official map, a capital improvements program, a water survey of the county, and conduct various other studies. LCPC also provides recommendations on local land use proposals as they relate to [places2040](#), the county comprehensive plan.

### Meeting Cancellation Policy

If a meeting is canceled, we will make an announcement of its cancellation at an upcoming public meeting of the MPO, LCPC, or one of their advisory committees. If no announcement is made at a public meeting, canceled meetings will be advertised in the local newspaper.

## General Activities

### ***Annual Report***

The MPC requires LCPC to provide a report of its activities to the County Commissioners by March 1 of each year. This is also used as a tool to educate the public about the work Lancaster County Planning does throughout the year.

### ***Planning Commission Meeting Minutes***

LCPC is required to record any action taken during commission meetings, generally through the preparation of meeting minutes. These documents are available online for the public to view and duplicate.

## Land-Use Related Plans and Programs

### ***County Comprehensive Plan***

LCPC is required to prepare a comprehensive plan for the county. During the development of the plan, municipalities are consulted, and comments are solicited from school districts, municipal authorities, the Center for Local Government Services, and public utility companies to determine future growth needs.

LCPC is required to hold at least one public meeting on the draft plan before forwarding the plan to the County Commissioners for adoption. The County Commissioners then hold a public hearing before voting on the plan. During review of the proposed comprehensive plan, the County Commissioners consider comments made by municipalities and school districts within the county and those contiguous to it, as well as recommendations made by the public and LCPC. The counties, municipalities, and school districts have a 45-day period to provide comments on the draft plan.

### ***Planning Commission Review of Local Actions***

Since the county has an adopted comprehensive plan, the MPC requires certain proposed actions of a municipality or school district to be submitted to LCPC for its recommendations. LCPC has 45 days to comment on proposed municipal and school district actions. LCPC will make its recommendations at a public meeting.

### ***Municipal Actions***

The following proposed actions of a municipality and its departments, agencies, or authorities are required to be submitted for review to LCPC:

- the location, opening, vacation, extension, widening, narrowing or enlargement of any street, public ground, pierhead or watercourse;
- the location, erection, demolition, removal or sale of any public structures located within the municipality;
- the adoption, amendment or repeal of any comprehensive plan, official map, subdivision or land development ordinance, zoning ordinance or provisions for planned residential development; or
- the construction, extension or abandonment of any water line, sewer line or sewage treatment facility.

***School District Actions***

School districts are required to submit proposals related to the location, demolition, removal, sale or lease of any school district structure or land to LCPC for review and comment.

***Subdivision and Land Development Plans***

Municipalities are also required to submit subdivision and land development plans they receive to LCPC for review and comment. LCPC has 30 days to comment on submitted proposals. Under the current subdivision and land development review process, LCPC has delegated this task to LCPD staff. However, the proposals are on the LCPC meeting agenda, which provides the public and commission members with an opportunity to comment on proposals and staff recommendations.

# Federal Requirements

In this section, the federal public participation requirements of the [Lancaster County Metropolitan Planning Organization](#) (MPO) and its subcommittees are outlined. As a recipient of federal funding, the MPO must meet both state and federal requirements for public participation.

## Metropolitan Planning Organization

Federal law [23 U.S.C. § 134](#) states that a Metropolitan Planning Organization (MPO) should be established for any urbanized area with a population of more than 50,000 individuals. MPOs were created to ensure regional cooperation in transportation planning.

The MPO has 15 voting members: six members of LCPC, three representatives of Lancaster City, a County Commissioner, two state legislators, two representatives of PennDOT, and one representative from the South Central Transit Authority. Additionally, there are seven non-voting members with representatives from the U.S. Department of Transportation, PennDOT, the PA Department of Environment Resources Air Resources Management, and the PA Department of Community and Economic Development Community Planning. [Table 1](#) shows the voting membership of the MPO.

**Table 1 Lancaster County MPO Membership**

<i>Agency</i>	<i># of Voting Representatives</i>
Lancaster County Board of Commissioners	1
Lancaster County Planning Commission	6
City of Lancaster	3
Pennsylvania Department of Transportation (PennDOT)	2
South Central Transit Authority (SCTA)	1
State Legislators	2
<b>Total</b>	<b>15</b>

In 2012, the Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) announced that all urbanized areas with populations greater than 200,000 would be designated as Transportation Management Areas (TMA). Lancaster County is also a TMA, which means it has additional responsibilities compared to smaller MPOs.

**Table 2 TTAC Membership**

<i>Agency</i>	<i># of Voting Representatives</i>
Lancaster County Planning Commission	3
Communitywide Interests Representative Stakeholders	6
South Central Transit Authority	1
Lancaster Airport Authority	1
Active Transportation Advisory Committee (ATAC)	1
City of Lancaster	1
Inter-Municipal Committee	1
Boroughs Association of Lancaster County	1
PennDOT District 8-0	1
Township Supervisors Association of Lancaster County	1
<b>Total</b>	<b>17</b>

## Advisory and Subcommittees of the MPO

### ***Transportation Technical Advisory Committee (TTAC)***

The Transportation Technical Advisory Committee advises the MPO on all transportation matters that come before it. TTAC has 17 voting members that represent a range of stakeholders in the county. [Table 2](#) shows the number of voting representatives for each organization on TTAC. TTAC also has five non-voting members, with two representatives of the U.S. Department of Transportation, and a single representative of PennDot and the Lancaster County Emergency Management Agency.

### ***Active Transportation Advisory Committee (ATAC)***

The nine-member Active Transportation Advisory Committee is a group of bicyclists, pedestrians, and other non-motorized transportation users. They use their personal experiences to advise TTAC on bicycle and pedestrian issues as they relate to transportation system plans, programs, and projects.

### ***Subcommittees of the MPO***

From time to time, the MPO will appoint a subcommittee to carry out a specific planning assignment, such as updating the Metropolitan Transportation Plan or overseeing a corridor study. The individuals appointed to serve on these subcommittees represent a range of interests and organizations in the community.

## Transportation-Related Plans and Programs

### ***Metropolitan Transportation Plan and Active Transportation Plan***

The MPO has a Metropolitan Transportation Plan (MTP) called [connects2040](#). This plan, adopted in 2020, outlines how the county can meet the mobility needs of its residents and their goods between now and 2040. The MPO also published an [Active Transportation Plan](#) (ATP) in 2019. Active transportation refers to any human-powered movement such as walking, biking, or using a wheelchair. This plan outlines how we can create more opportunities for safe and active transportation.

### ***Transportation Improvement Program (TIP)***

Federal legislation also requires the MPO to produce and manage a Transportation Improvement Program (TIP), which serves as the county's short-range transportation investment strategy. The TIP prioritizes the county's transportation projects and considers the constraints of federal, state, and local funding throughout the next four years. Projects that are included in the TIP must come from the MTP as the TIP makes up the first four-year period of projects listed in the MTP. As such, the TIP and MTP are simultaneously amended when a new project is added.

In addition to implementing these plans and programs, the MPO also oversees studies, addresses traffic congestion, and assists partners with transportation-related work.

## Required Public Participation for the MPO

Federal legislation under [23 CFR § 450.316](#) states the following relative to public participation for the MPO:

- (a) The MPO shall develop and use a documented participation plan that defines a process for providing individuals, affected public agencies,

representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

- (1) The MPO shall develop the participation plan in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:
  - (i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;
  - (ii) Providing timely notice and reasonable access to information about transportation issues and processes;
  - (iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;
  - (iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;

- (v) Holding any public meetings at convenient and accessible locations and times;
  - (vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;
  - (vii) Seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services;
  - (viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues that interested parties could not reasonably have foreseen from the public involvement efforts;
  - (ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this section; and
  - (x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.
- (2) When significant written and oral comments are received on the draft metropolitan transportation plan and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93, subpart A), a summary, analysis, and report on the disposition of

comments shall be made as part of the final metropolitan transportation plan and TIP.

- (3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.
- (b) In developing metropolitan transportation plans and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the Metropolitan Planning Area (MPA) that are affected by transportation (including state and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, the MPO shall develop the metropolitan transportation plans and TIPs with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:
  - (1) Recipients of assistance under title 49 U.S.C. Chapter 53 (Public Transportation);
  - (2) Governmental agencies and non-profit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and

(3) Recipients of assistance under 23 U.S.C. 201–204 (Federal Lands Access Program).

- (c) When the MPA includes Indian Tribal lands, the MPO shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.
- (d) When the MPA includes Federal public lands, the MPO shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.
- (e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under 23 CFR § 450.314.

### ***Unified Planning Work Program (UPWP)***

A [Unified Planning Work Program](#) is a statement of work identifying the planning priorities and activities to be carried out by LCPD and South Central Transit Authority during a two-year period. At a minimum, a UPWP includes a description of the planning work and resulting products, who will perform the work, time frames for completing the work, the cost of the work, and the source(s) of funding. MPOs are required to develop UPWPs to govern work programs for the expenditure of FHWA and FTA planning funds. [23 CFR § 450.308]

### ***Public Participation Plan***

A formalized plan meant to ensure that every Lancaster County resident and all interested parties are provided an opportunity to participate in

the development of transportation policies, programs, and projects being proposed in the county.

### ***Air Quality Conformity Analysis***

All new and amended transportation plans and TIPs must conform to the air quality goals established by a State Implementation Plan (SIP). Conformity to the SIP guarantees that transportation activities will not cause new air quality violations, worsen existing violations, or delay the attainment of air quality standards.

According to [40 CFR § 93.105\(e\)](#), agencies making conformity determinations on transportation plans, programs, and projects should establish a proactive public involvement process which provides opportunity for public review and comment. At a minimum, and within reason, the public should be provided access to technical and policy information considered by the agency at the beginning of the public comment period and prior to taking formal action on a conformity determination for all transportation plans and TIPs, consistent with these requirements and those of 23 CFR 450.316(a).

## **Title VI**

[Title VI of the Civil Rights Act of 1964](#) and the Title VI assurance executed by each state under 23 U.S.C. 324, 29 U.S.C. 794, and 49 CFR Parts 27, 37, and 38 ensures that no person shall, on the grounds of race, color, sex, national origin, or physical handicap, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program receiving federal assistance from the United States Department of Transportation.



## Environmental Justice

According to the Federal Highway Administration (FHWA), environmental justice identifies and addresses the adverse effects of an agency’s programs, policies, and activities on minority and low-income populations. Providing participation opportunities to communities potentially affected by the transportation decision-making process is one way to ensure this. Additionally, effort should be made to prevent the denial of, reduction in, or significant delay in the receipt of benefits to minority and low-income populations.

There are two federal regulations enacted to address environmental justice concerns:

- 1) the [Presidential Executive Order 12898](#) Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (1994); and
- 2) the U.S. Department of Transportation (DOT) Order to Address Environmental Justice in Minority Populations and Low-Income Populations (1997).

These orders are intended to promote nondiscrimination in federal programs that affect human health or the environment. They aim to provide minority and low-income communities with access to public information and participation opportunities. These regulations are relevant to Lancaster County as a recipient of funding from FHWA.

## Americans with Disabilities Act (ADA)

The [Americans with Disabilities \(ADA\) Act of 1990](#) states that no qualified individual with a disability shall, by reason of such disability, be excluded from participation in or be denied the benefits of the services, programs, or activities of a public entity. Meetings and hearings must be held in ADA-accessible buildings, and special accommodations must be made for those with disabilities to participate in meetings and planning activities.

**Table 3 Key Federal Laws**

<i>Federal Law</i>	<i>Requirement</i>
<b>Title VI of the Civil Rights Act of 1964</b>	Prohibits discrimination based on race, color, or national origin in programs and activities receiving federal financial assistance
<b>Americans with Disabilities Act of 1990</b>	Prohibits discrimination based on disability
<b>Executive Order 12898</b>	Requires federal agencies to identify and address disproportionately high and adverse human health or environmental effects of its programs, policies, or activities on minority or low-income populations
<b>Executive Order 13166</b>	Requires agencies to implement a system to provide meaningful access to services for those who do not speak English proficiently

## Executive Order 13166

[Executive Order 13166](#) requires federal agencies or recipients of federal financial assistance to examine the services they provide, identify any need of services for those with limited English proficiency (LEP), and develop and implement a system to provide those services to said populations. Providing access should be consistent with the mission of the organization, and without unduly burdening said mission. Essentially, this order charges an organization with ensuring that their programs and activities, normally provided in English, are also accessible to LEP populations.

## Infrastructure Investment and Jobs Act (IIJA)

Section 11201 of the [Infrastructure Investment and Jobs Act](#) encourages MPOs to use social media and web-based tools to foster public participation and solicit public feedback during the transportation planning process.

## Demographic Maps

A major goal of this plan is to improve our outreach with vulnerable populations, or those traditionally underserved in planning. This includes elderly and disabled individuals, minority and low-income households, and those who have limited English proficiency, no access to a vehicle, or low educational attainment.

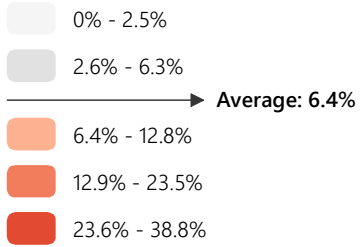
The series of maps on the following pages show the distribution of vulnerable populations within Lancaster County. The final map in the series (on p. [27](#)) is a composite of the previous maps – essentially, it shows where the vulnerable populations overlap in certain parts of the county. These maps can be used to direct outreach efforts to specific areas of the county with higher concentrations of vulnerable populations.

The Limited English Proficiency (LEP) Plan that LCPD has drafted alongside this plan should be consulted for specific strategies on engaging with residents who do not speak English as their primary language.

# Concentration of Populations with Limited English Proficiency

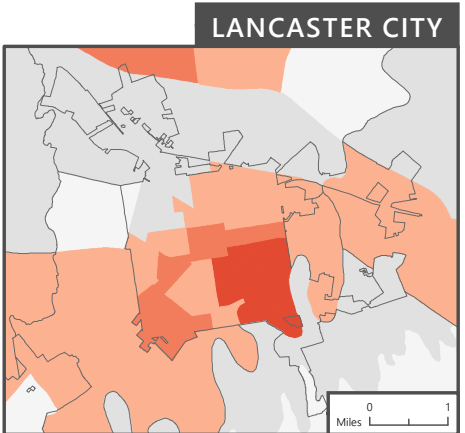
Lancaster County, Pennsylvania

## Populations with Limited English Proficiency Percent by Census Tract



### Other Elements

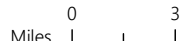
- Municipality
- Water Body



Source: US Census Bureau, 2016 - 2020 American Community Survey 5-Year Estimates

Lancaster County GIS, Copyright (c) 2022.  
This map is to be used for reference or illustrative purposes only. This map is not a legally recorded plan, survey, or engineering schematic and it is not intended to be used as such.

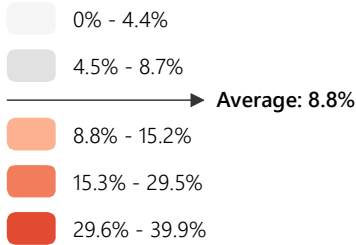
For complete disclaimer see:  
<https://www.co.lancaster.pa.us/1187/Disclaimer>



# Concentration of Impoverished/ Low-Income Households

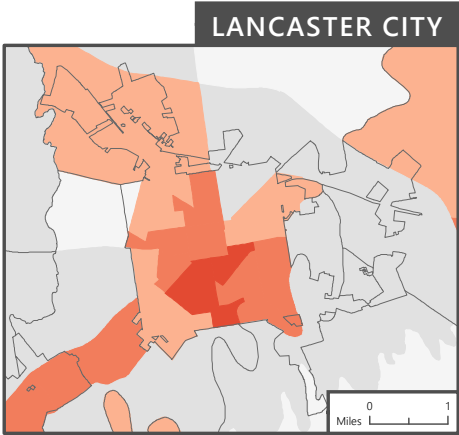
Lancaster County, Pennsylvania

## Impoverished/Low-Income Households Percent by Census Tract



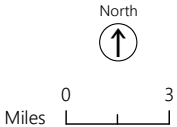
### Other Elements

- Municipality
- Water Body



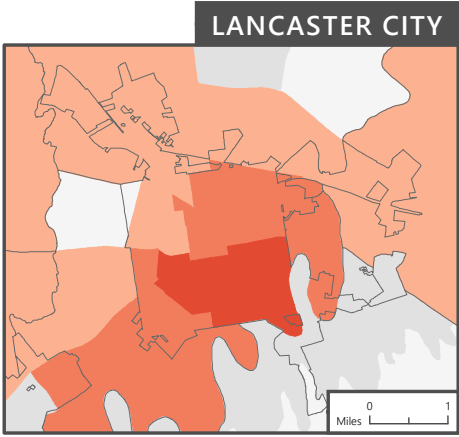
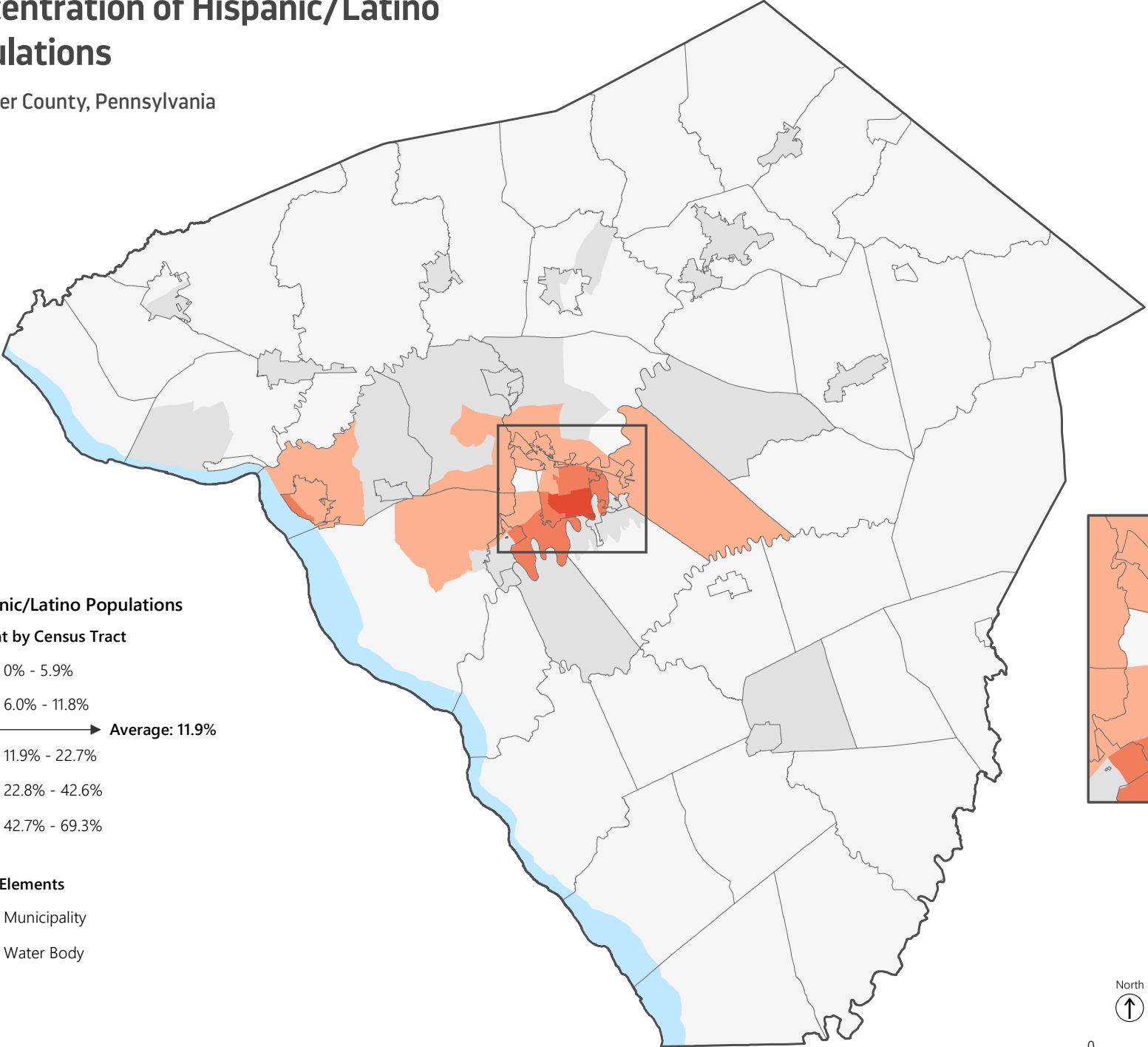
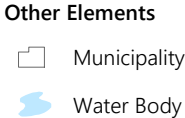
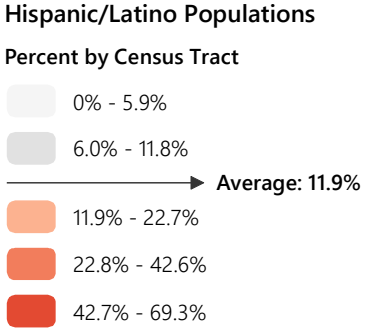
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# Concentration of Hispanic/Latino Populations

Lancaster County, Pennsylvania

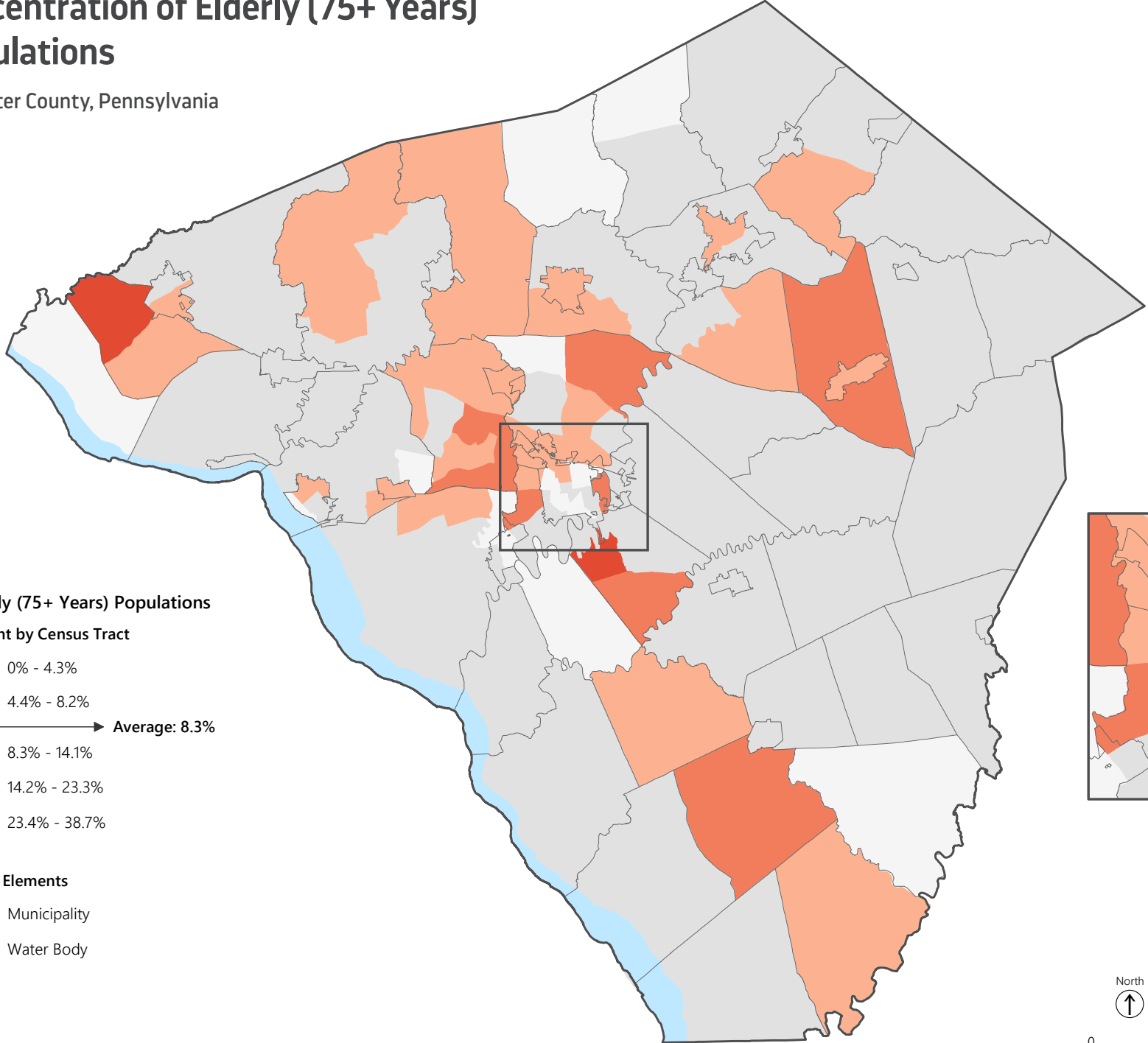


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# Concentration of Elderly (75+ Years) Populations

Lancaster County, Pennsylvania



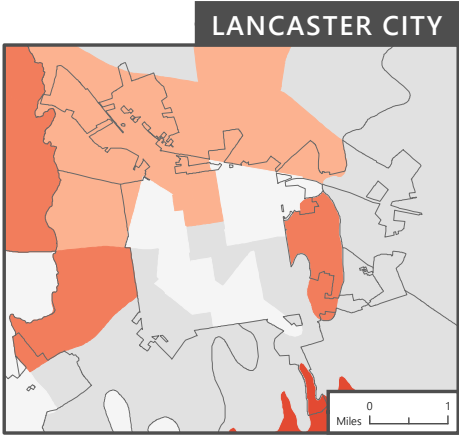
### Elderly (75+ Years) Populations

Percent by Census Tract

- 0% - 4.3%
- 4.4% - 8.2%
- **Average: 8.3%**
- 8.3% - 14.1%
- 14.2% - 23.3%
- 23.4% - 38.7%

### Other Elements

- Municipality
- Water Body



Source: US Census Bureau, 2016 - 2020 American Community Survey 5-Year Estimates

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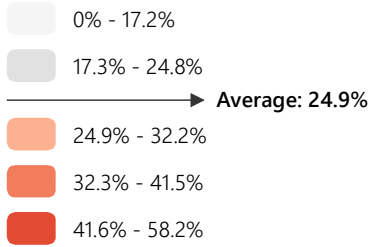
For complete disclaimer see: <https://www.co.lancaster.pa.us/1187/Disclaimer>



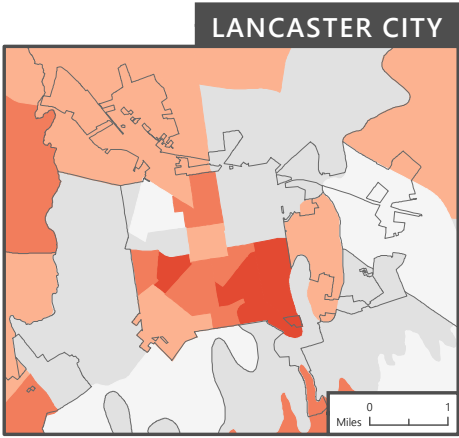
# Concentration of Households with Disabled Individuals

Lancaster County, Pennsylvania

## Households with Disabled Individuals Percent by Census Tract

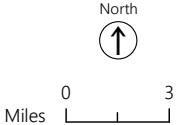


- Other Elements**
- Municipality
  - Water Body



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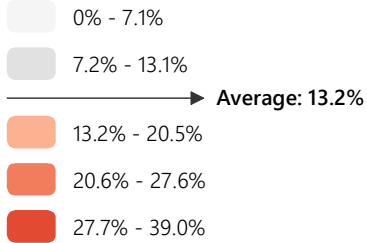




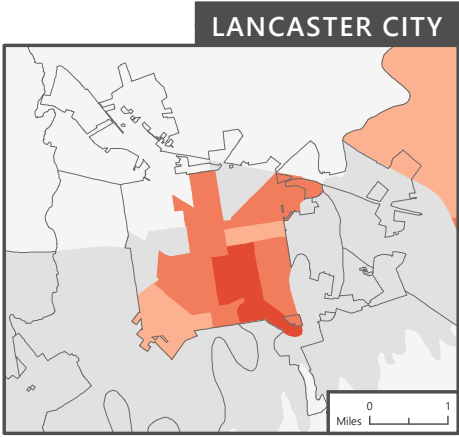
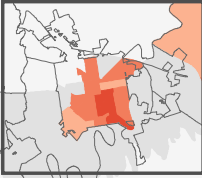
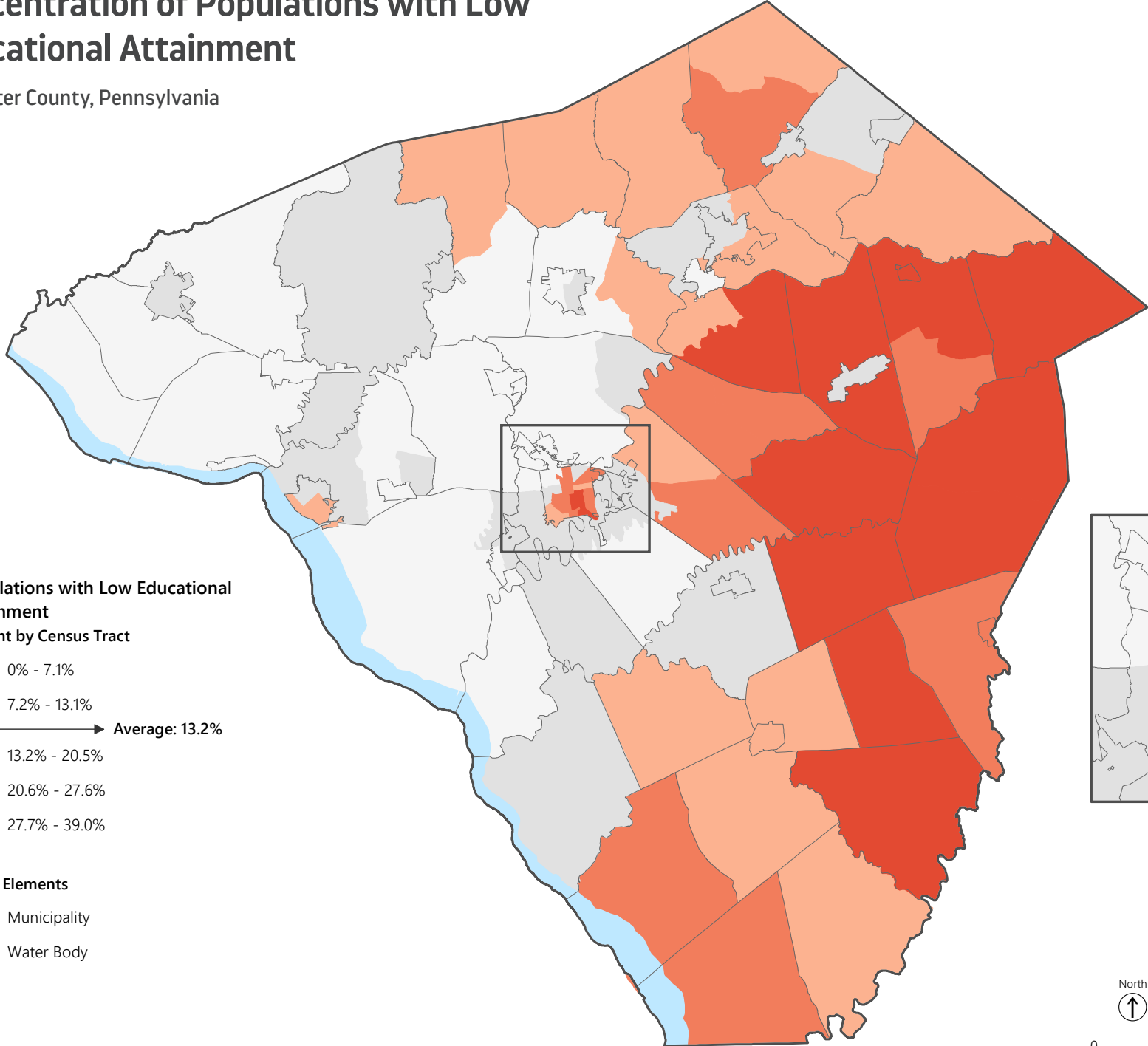
# Concentration of Populations with Low Educational Attainment

Lancaster County, Pennsylvania

## Populations with Low Educational Attainment Percent by Census Tract

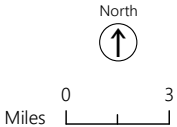


- Other Elements
- Municipality
  - Water Body



Source: ESRI Business Analyst, 2022  
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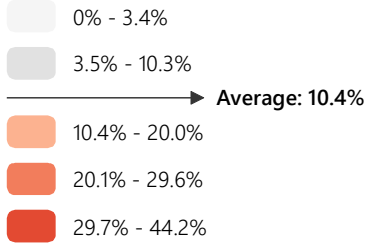


# Concentration of Households Without Access to a Vehicle

Lancaster County, Pennsylvania

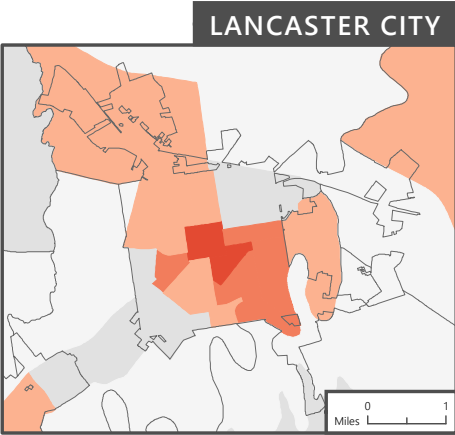
## Households without Access to a Vehicle

Percent by Census Tract



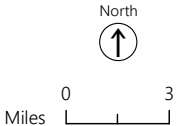
## Other Elements

- Municipality
- Water Body



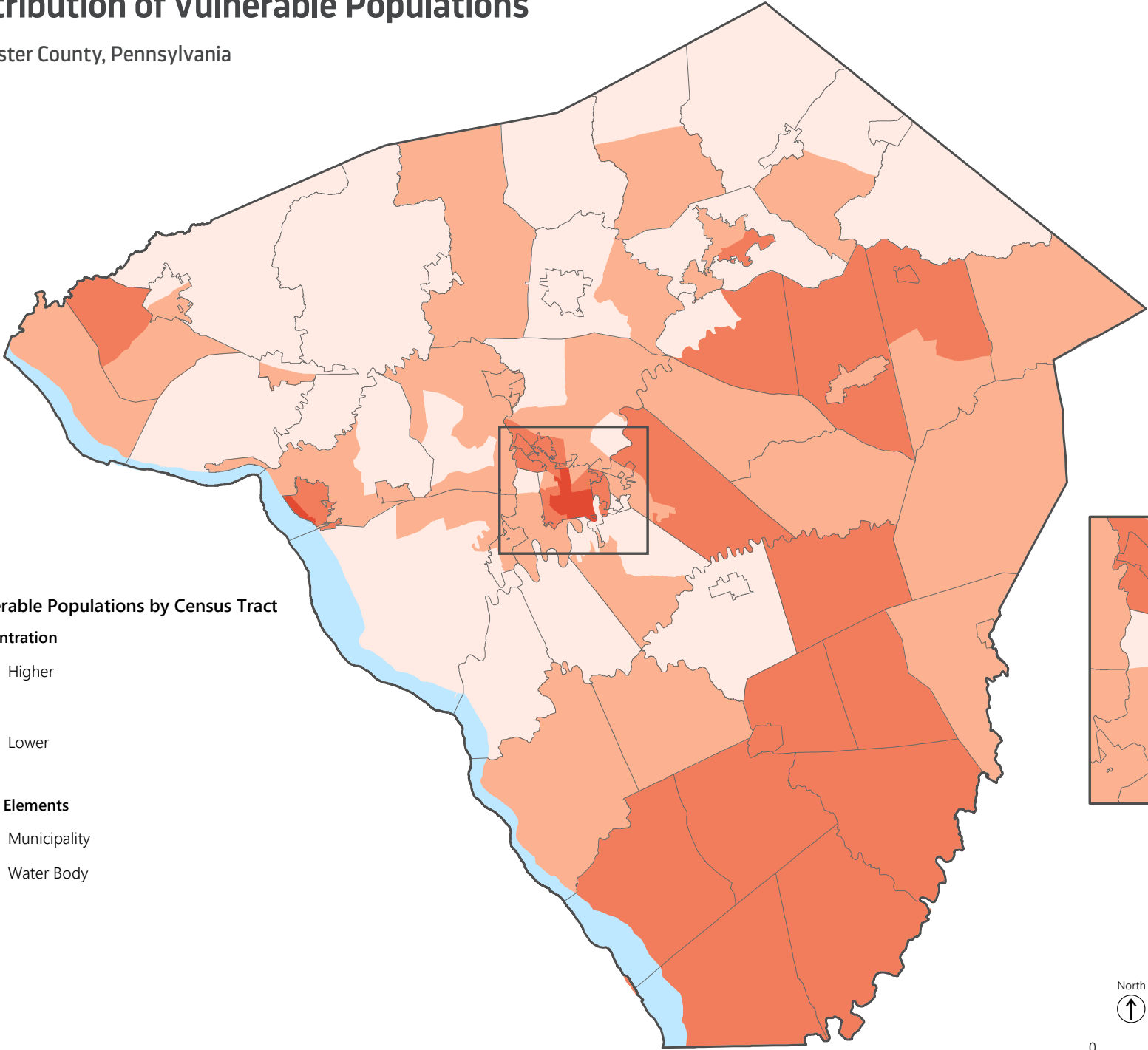
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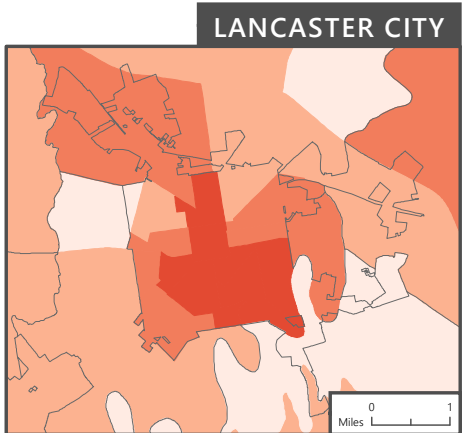
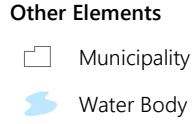
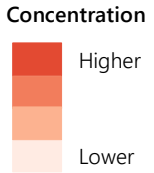


# Distribution of Vulnerable Populations

Lancaster County, Pennsylvania



### Vulnerable Populations by Census Tract

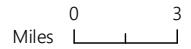


Source: ESRI Business Analyst, 2022; US Census Bureau, 2016 - 2020 American Community Survey 5-Year Estimates

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# The Spectrum of Public Participation

The [International Association for Public Participation's \(IAP2\) Spectrum of Public Participation \(Figure 1\)](#) is a tool that can be used to define the role of the public in planning and decision-making. It identifies five levels of public participation: Inform, Consult, Involve, Collaborate, and Empower. As you move right on the spectrum, the influence of the public on the planning process increases.

## ● **Inform**

Accurate information is an important foundation for community engagement. It is important to the public's understanding of the organization's decision-making process. When there is no opportunity for the public to exert influence on decision-making, there is still the opportunity to provide information about the process that led to that decision. Informing is not meant to be a public relations campaign – instead it provides the public with what they need to reach their own conclusions about the decision-making process. Fact sheets, websites, and open houses are examples of the Inform level.

## ● **Consult**

Consult is the minimum level of public input into a decision-making process. It consists of asking the public for feedback on a plan, alternatives, or issues. Some methods of consulting include surveys, focus groups, and public meetings. Communication is largely one way at the Consult level, and it comes from the community. There is a promise to provide information to the public on how their input influenced the decision that was made.

## ● **Involve**

Involve means working with the public on an ongoing basis throughout the planning process. The promise is that the public's concerns and aspirations will be reflected in the decision-making; however, the decision is still made by the organization itself. Workshops and polling are examples of the Involve level.

## ● **Collaborate**

Collaborate is about partnering and sharing power in the decision-making process. By working together, the public's advice and recommendations can be incorporated into any decisions that are made. Expectations are higher on the part of the public in a collaborative process. Collaborate involves a higher level of participation. It is especially useful when addressing controversial issues. A charrette is an example of the Collaborate level.

## ● **Empower**

Empower puts the decision-making in the hands of the public or stakeholders, although a process that empowers the public is not necessarily the most intense as far as community engagement is concerned. A citizens advisory committee is an example of the Empower level.

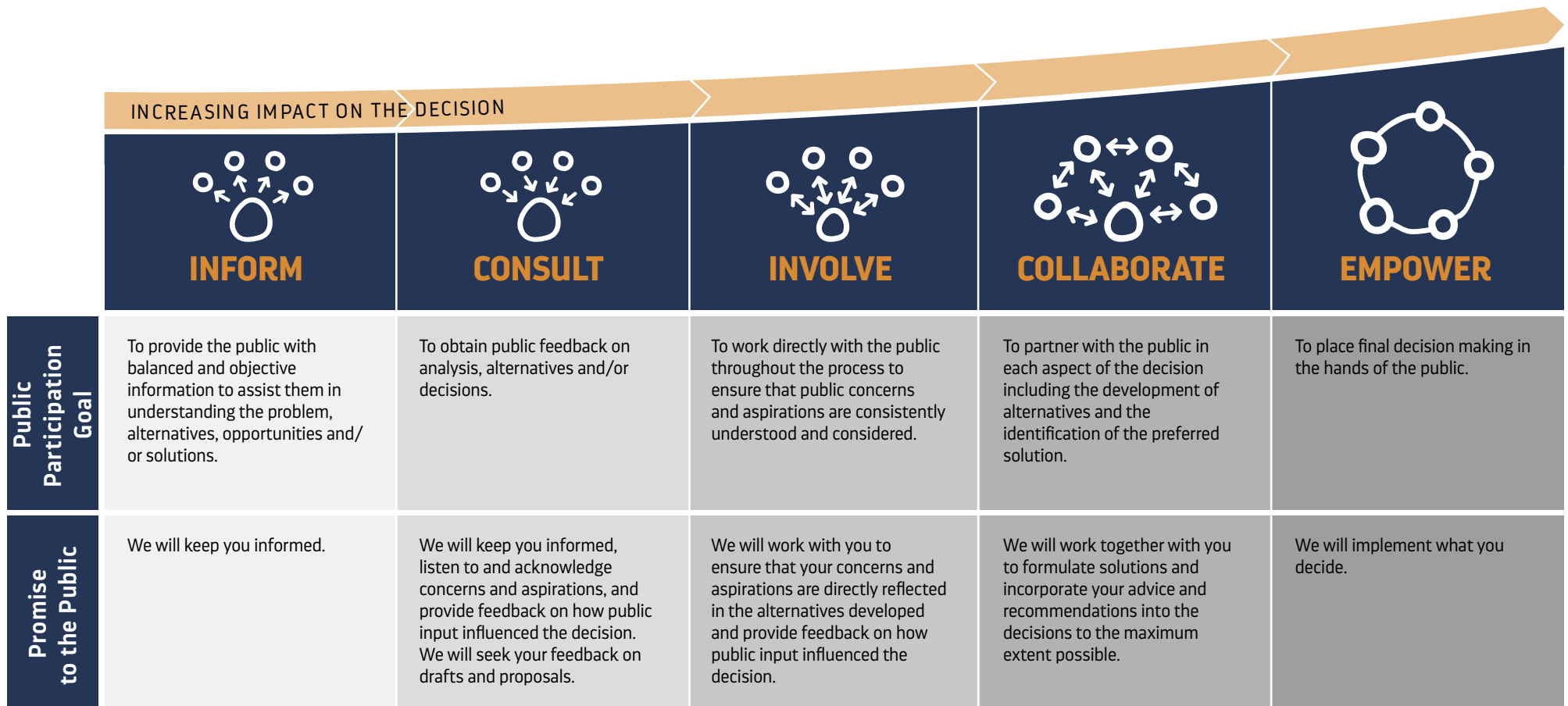
Many tools can be used for more than one level of public participation. When determining which tool to use, LCPD will consider the context of the situation. The demographics, available engagement materials, and type of engagement are factors that should be considered when determining the appropriate tool for the desired level of engagement.

Figure 1 The Spectrum of Public Participation



# IAP2 Spectrum of Public Participation

IAP2’s Spectrum of Public Participation outlines the increasing levels of public involvement. As a tool, it can help determine which level of public participation is appropriate. The Spectrum of Public Participation is used internationally.



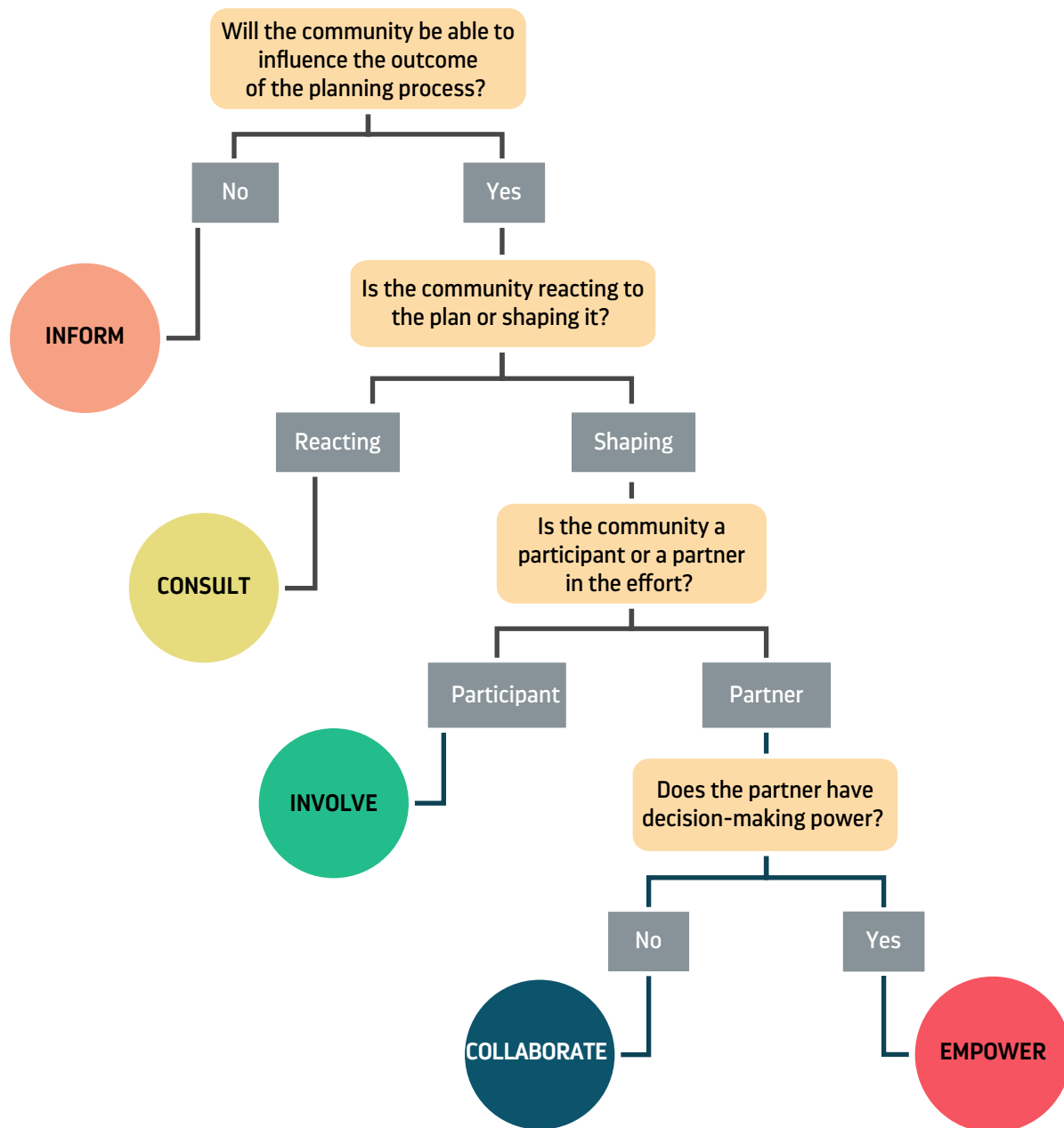
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# Tools and Strategies

## Decision Tree for Public Participation

The Decision Tree for Public Participation (Figure 2) should be used by LCPD staff with the IAP2 Spectrum of Public Participation to determine the maximum level of influence and involvement of the public and stakeholders in the development of a plan or program. Moving through the decision tree, the level of public and stakeholder influence and involvement increases from top to bottom. The engagement level that staff selects is the maximum level of influence. Moving from one level to the next, staff will incorporate tools from each level through the determined maximum level of influence and participation. Once the level of engagement is determined, the appropriate tools to use to engage the public can be selected.

Figure 2 Decision Tree for Public Participation



## Tools by Level of Influence

### Inform

#### Web Content

LCPC and the MPO each have a website that is used to provide information to the public. The two sites will likely be consolidated into a single Lancaster County Planning site in the future.

#### Executive Summaries

Executive summaries are a way to get the main ideas of a plan or document out to a target audience. Currently, both places2040 and our Active Transportation Plan have executive summaries. Translated executive summaries could be provided to populations with limited English proficiency.

#### Email

LCPD maintains an email list that includes interested individuals of the public, local officials, Partners for Place, and consultants. These can be used to inform the public about any type of project or event.

#### Webinars

LCPD hosts webinars for the public as part of its education program. These webinars are typically related to places2040 or the Active Transportation Plan.

#### Social Media Posts

Social media posts are suitable for just about any type of project. Currently, LCPD uses LinkedIn and Facebook for our social media outreach. These posts have the potential to reach a significant audience if shared.

#### Newspaper Articles/Press Releases

News articles and press releases are suitable for many types of projects or topics, and they have the potential to reach the largest audience of any public participation tool.

#### Articles in Non-English Media Outlets

Preparing content for non-English media sources could help us to reach minority households or individuals with limited English proficiency.

#### Pop-Up Table or Display

A pop-up provides information about a specific project or topic. They typically involve distributing brochures, displaying posters, and informing the public about an activity, event, or project.

#### Video Recordings of Meetings

All public meetings of LCPC, the MPO, and their related advisory committees are recorded. These recordings are made available to the public on our website(s).

#### Flyers/Brochures

Flyers and brochures can be used to publicize upcoming events, summarize a plan or project, or promote a planning tool or strategy.

#### Legal Ads

Legal Ads are only used as required by federal or state legislation as they are of limited value as a public participation tool.

### **Hired Videography**

In the past, LCPD has purchased video content produced by professionals to increase public participation efforts.

### **In-House Videos**

Videos are an effective tool to engage, educate, and tell a story about a particular topic, community, or area of interest. These videos could be created in-house for future public outreach efforts.

### **Blogs**

Blogs can be used to educate the public on specific topics and issues in a short, easy-to-read format.

### **Translated Messaging**

For populations with limited English proficiency, content could be provided to individuals in their first language. These translated messages could be sent as emails, posted on social media, or produced as flyers for distribution at events.

### **Translation Available Webpage**

Certain webpages could be translated into other languages and made available on our website(s).

### **In-House Webinars**

In-house webinars could be produced for the public on topics related to places2040 and its implementation. These could be recorded and made available on our website(s).

## **Consult**

### **Sunshine Law Meetings**

The Sunshine Law requires that certain meetings are readily advertised and open to the public. This includes public meetings required by state and federal law prior to taking action on a plan, ordinance, or land development proposal.

### **Plan Documents/Planning Process**

The public is provided with an opportunity to review and comment on draft goals, objectives, policies, and strategies during the planning process, as well as commenting on draft plans prior to their adoption.

### **Open Comment Social Media**

In the past, LCPD has taken comments on social media posts for its draft plans and programs. Comments can be responded to in a timely manner on social media, and they reach more people.

### **Open Comment Periods**

Federal and state laws require LCPC and the MPO to provide open comment periods prior to the adoption of certain plans and programs. Generally, these are periods of 30 or 45 days. This is the bare minimum of public input that is required for these plans and programs.

### **Open Houses**

An open house is an informal meeting where people can arrive at any time during the event and gain understanding at their own pace. They typically include staffed booths or exhibits based on a specific topic. Attendees are asked to provide their opinions, comments, and preferences in an interactive way.



## Summits and Conferences

On occasion, LCPD partners with outside organizations to host summits or conferences. These are generally half or full day events focused on topics related to the comprehensive plan. They provide an opportunity to get input from the public on the topics of which they are focused.

## Interpreters at Meetings

For transportation planning, it is a federal requirement that the county provide interpreters at meetings if a member of the public requests one. This should also be considered for meetings related to other plans and programs of Lancaster County Planning.

## Photo Contests

Photo submissions can be a fun and effective way for the public to contribute ideas and preferences as input to a planning process. It allows contributors to express their thoughts through photos, which may be harder to convey in words.

## City Collaboration

The city has a robust community engagement program – LCPD should look for opportunities to piggyback off Lancaster City’s community outreach efforts. This could help us reach certain populations that the city has already established connections with.

## Involve

### Plain Sect Leadership Outreach

In the past, LCPD has coordinated with the Amish bishops and Amish Safety Committee to conduct outreach on places2040 and transportation planning efforts. These outreach efforts should be continued and, if possible, expanded in the future.

### Limited English Proficient and Under-Represented Organization Outreach

LCPD has not effectively engaged the limited English proficient and under-represented (elderly, disabled, minority, low-income) populations in its planning efforts. More outreach to organizations representing these groups should be included in future planning efforts.

### Workshops/Regional Presentations

On a regional basis, LCPD has held workshops and other presentations focused on a specific issue or topic. They are usually informative, with one or more interactive exercises or facilitated group discussions. In the past, these have been geared towards local officials and Partners for Place, rather than the public.

### Public Meetings

This refers to any meetings that are used to gather input and feedback during the program development and planning process, excluding the previously described Sunshine Law meetings.

### **Google Forms Survey**

Google Forms can be used to develop and administer surveys. LCPD has used them in the past for outreach in the regional planning process. They are simple to create, easy to use, and free.

### **MetroQuest Survey**

MetroQuest is another platform used to administer surveys. Although costly, MetroQuest provides multiple survey screens with maps and graphics, and neatly compiles all survey results and data. The surveys are especially valuable when developing the comprehensive plan.

### **Pop-Up Feedback Activity**

Pop-up activities can help to expand project input and exposure by bringing information directly to the public. Pop-ups can be informal and flexible, or more complex. A pop-up feedback activity is informative and gathers community input through surveys, Q&A sessions, games, map activities, comment cards, and more.

### **Onsite Meeting/Walking Tour**

An onsite meeting or walking tour can generate more interest in a project than a traditional meeting in an offsite meeting room. This is most effective for site-specific projects.

### **PennDOT Connects Meetings**

These are meetings conducted by PennDOT with local municipalities. LCPD could use these meetings to gather input on transportation projects that are being planned for the community. They also provide an opportunity to have specific issues related to a project directly addressed by PennDOT.

### **Community Conversations**

LCPD, in coordination with the Lancaster County Coalition for Smart Growth, hosted a series of community conversations during the development of places2040. These meetings took place in various regions of the county and were hosted by coalition members. A presentation was given by LCPD staff, and a member of the coalition facilitated a conversation on the topic being addressed. This format could be used for future planning efforts.

### **Statistical Surveys**

A statistically valid survey of the public gives an extra level of credibility to survey results. These surveys are costly to administer but produce data that cannot be retrieved in any other way. LCPD has partnered with the Lancaster County Association of Realtors in the past and should look to partners for future surveys.

## Collaborate

### Charettes

A charette is an intense period of design work on a project that takes place over the course of a few days. There are periodic opportunities for the public to comment on what is being designed and provide feedback to the design team. An effective charette requires adequate preparation and site information. Charettes are generally focused on land development and site-specific projects.

### Partners for Place

LCPD considers 27 organizations as Partners for Place. These are regional, countywide, or city organizations whose work relates to the topics addressed in places2040. In the future, LCPD will continue to work with these organizations on the implementation of places2040 and any potential plan updates.

## Empower

### Regional Planning

LCPD is coordinating and drafting comprehensive plans for several regions in the county. These plans use places2040 as their framework. They incorporate input from local steering committees as well as the public, with participating municipalities making decisions related to the planning process and the resulting document.

### Citizens Advisory Boards

Citizens Advisory Boards can be established to lead a planning process. They can be highly effective in developing a plan or program. These boards could develop and present their recommendations to the MPO or LCPC on a plan or program.

### Partners for Place

Building Industry Association of Lancaster County  
Coalition for Smart Growth  
Coalition for Sustainable Housing  
Discover Lancaster  
Economic Development Company of Lancaster County  
Historic Preservation Trust of Lancaster County  
Hourglass Foundation  
Lancaster Bar Association  
The Lancaster Chamber of Commerce & Industry  
Lancaster City Alliance  
Lancaster Clean Water Partners  
Lancaster Conservancy  
Lancaster County Agricultural Preserve Board  
Lancaster County Agriculture Council  
Lancaster County Association of Realtors®  
Lancaster County Association of Township Supervisors  
Lancaster County Boroughs Association  
Lancaster County Community Foundation  
Lancaster County Housing and Redevelopment Authorities  
Lancaster County Solid Waste Management Authority  
Lancaster County Workforce Development Board  
Lancaster Farmland Trust  
Penn Medicine Lancaster General Health  
South Central Transit Authority  
Susquehanna Heritage  
Tenfold  
United Way of Lancaster County

**Figure 3 Public Participation Tools Matrix**

The Public Participation Tools Matrix will be used by LCPD staff to determine the appropriate tools and strategies for the plans and programs produced by LCP.

The matrix indicates the effectiveness of a given tool, the relative costs involved, and the amount of labor required. It also indicates whether the tool might be effective at reaching under-represented, vulnerable, and LEP populations. For an explanation of the identified tools and strategies, please refer to p. 40.

Category	Engagement Spectrum	Existing																										Possible																							
		Web Content	Executive Summaries	Email	Webinars	Places2040 Presentations	Social Media Posts	Newspaper Articles/Press Releases	Articles in Non-English Media Outlets	Pop-Up Table or Display	Video Recordings of Meetings	Flyers/Brochures	Legal Ads	Professional Videography	Sunshine Law Meetings	Plan Documents/Planning Process	Open Comment Social Media	Open Comment Periods	Open Houses	Summits and Conferences	Interpreters at Meetings	Plain Sect Leadership Outreach	LEP+U Organization Outreach	Workshops/Regional Presentations	Public Meetings	Google Forms Survey	MetroQuest Survey	Pop-Up Feedback Activity	Onsite Meeting/Walking Tour	PennDOT Connects Meetings	Community Conversations	Statistical Surveys	Charettes	Partners for Place	Regional Planning	Citizen Advisory Boards	In-House Videos	Translated Summaries	Blogs	Translated Messaging	Translation Available Webpage	In-House Webinars	Photo Contests	City Collaboration							
Priority Criteria	Cost	INFORM													CONSULT						INVOLVE						COLLABORATE		EMPOWER		INFORM			CONSULT																	
	Labor	~ <sup>1</sup>	~	~	~	~	~	~ <sup>1</sup>	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	
	LEP+U	Y						Y <sup>2</sup>				Y <sup>2</sup>		Y <sup>2</sup>			Y	Y	Y <sup>3</sup>	Y	Y			Y <sup>2</sup>	Y <sup>2</sup>	Y <sup>2</sup>	Y <sup>2</sup>	Y <sup>2</sup>		Y <sup>2</sup>		Y <sup>2</sup>																			
Transportation Programs	Metropolitan Transportation Plan	^	^			~	^	^				R	R	^	~	R	v	v	v	v	v	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~		
	Active Transportation Plan	^	^		v		~	^	^	~	~	R	R	^	~	R	^	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	
	Trans. Improvement Program	^		~			^	^	^	~	~	R	R	^	~	R																																			
	Air Quality Conformity Analysis	^					v						R	R	^	~	R																																		
	Public Participation Plan	^		^			^						R	R	v	v	R																																		
Land Use Programs	Unified Planning Work Program	^				v						R	R	^	~	R																																			
	County Comprehensive Plan	^	^	^	v	^	^	^	~	v	~	R	^	R	^	~	R	~	~			^	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	
	Planning and Zoning Reviews	^			v	v			~	~		R	R	R							v																														
	Subdivision and Land Development Reviews	^			v	v			~	~		R	R	R						v																															
	Annual Report	^				^						R	^			R																																			

Notes:  
 ^ = High cost/labor/effectiveness  
 ~ = Medium cost/labor/effectiveness  
 v = Low cost/labor/effectiveness  
 Y = Opportunity to engage LEP+U population  
 R = Required by Law  
 LEP+U = Limited English Proficiency + Under-represented groups

<sup>1</sup>Costs vary whether translated  
<sup>2</sup>Underutilized LEP+U opportunity  
<sup>3</sup>Though we provide notice for transportation meetings, we have never had to use an interpreter  
<sup>4</sup>Timing may be an issue with having messages translated

# Public Participation Plan Template

The Public Participation Plan Template in the [Appendix](#) will be used by LCPD staff in conjunction with the Public Participation Tools Matrix to develop customized public participation plans for any plan or program developed by LCP. The template can be used to determine the appropriate extent of public involvement as it relates to a specific plan or program. The Public Participation Plan Template includes the following steps:

- **Step 1** defines the project and establishes the project goals.
- **Step 2** identifies the public participation goals. These goals can be taken from the Measures of Success on p. [37](#).
- **Step 3** identifies any project partners or stakeholders. The groups identified for engagement may change over time.
- **Step 4** determines the appropriate level of civic engagement using the Public Participation Decision Tree on p. [30](#).
- **Step 5** outlines an engagement strategy based on the level of participation determined appropriate for the project. This engagement strategy explains the who, when, where, and how of public engagement. It includes a timeline to determine when certain strategies will be used. The LEP Plan should also be consulted for additional methods to engage with populations that do not speak English as their primary language.
- **Step 6** includes a checklist that helps to ensure that engagement activities are accessible and inclusive. Steps 1 through 6 should be incorporated into a document for approval by the MPO before beginning a plan update process.
- **Step 7** communicates the results of feedback to the public by reporting what was heard throughout the engagement process and how it is being addressed. This communication should be ongoing throughout the planning process.
- **Step 8** measures the success of the public engagement strategy once the project or plan has been completed. You will compare the goals set in Step 2 with the actual results of the public engagement process. The information can be used when updating this Public Participation Plan in the future.

# Plan and Program Updates

This section defines the public participation strategy for each mandated plan or program prepared by Lancaster County Planning. A public participation plan tailored to the update of each of these plans will be developed using the Public Participation Tools Matrix and the Public Participation Plan Template in the [Appendix](#) of this plan. [Table 4](#) outlines the planning horizon, frequency of updates, and minimum public involvement required for each plan or program.

**Table 4 Countywide Plans and Public Participation Processes Calendar**

	<b>County Comprehensive Plan</b>	<b>Metropolitan Transportation Plan</b>	<b>Active Transportation Plan</b>	<b>Transportation Improvement Program</b>	<b>Public Participation Plan</b>	<b>Unified Planning Work Program</b>
<b>PLANNING HORIZON</b>	25 years	20 years	10 years	4 years	5 years	2 years
<b>UPDATE FREQUENCY</b>	10 years	4 years	5 years	2 years	5 years	2 years
<b>REQUIRED PUBLIC PARTICIPATION</b>	45-Day Public Comment Period Legal Notice LCPC Public Meeting County Commissioners Public Hearing	45-Day Public Comment Period Legal Notice MPO Public Meeting	45-Day Public Comment Period Legal Notice MPO Public Meeting	30-Day Public Comment Period Legal Notice MPO Public Meeting	45-Day Public Comment Period Legal Notice MPO Public Meeting	30-Day Public Comment Period Legal Notice MPO Public Meeting

## Comprehensive Plan

[Table 5](#) shows the minimum requirements for the public comment period of the comprehensive plan update process. In addition to the required public comment period, we will involve interested parties and stakeholders at the beginning of the planning process and throughout the development of the plan update. LCPD will consult with municipalities and solicit comments from school districts, municipal authorities, the Center for Local Government Services, and public utilities during the process of updating the comprehensive plan.

The Planning Commission is required to hold at least one public meeting on the draft plan before forwarding the plan to the County Commissioners for adoption. The County Commissioners will hold a public hearing prior to voting on the plan. In reviewing the proposed comprehensive plan, the County

Commissioners shall consider the comments and recommendations made by municipalities and school districts within and contiguous to the county, surrounding counties and the Lancaster County Planning Commission. The counties, municipalities, and school districts have 45 days to comment on the draft plan.

The comprehensive plan update process should include extensive outreach efforts. Many of the tools and strategies identified in [Figure 2](#) would be effective at engaging the public throughout the update of the comprehensive plan. LCPC has had limited success in involving traditionally underserved and under-represented groups, such as low-income or minority households and elderly, disabled, and limited English proficient populations. These groups should be prioritized for participation in future updates.

**Table 5 County Comprehensive Plan Public Comment Process**

<i>Activity</i>	<i>Techniques</i>
Draft Document	Available on the LCP website; letter of notification and poster mailed to all county libraries and municipal offices; physical copies available upon request and at LCP's office
Comment Opportunities	Offered during the public meeting; written comments accepted via email, fax, mail, and social media
Public Meeting	Held during the public comment period
Public Meeting and Comment Period Notice	Five business days prior to the start of the 45-day public comment period; published in the local newspaper
Public Hearing	Two are held after the public meeting and at the end of the public comment period; published in the local newspaper

## Metropolitan Transportation Plan

Table 6 shows the minimum requirements for the public comment period of the Metropolitan Transportation Plan (MTP) update process. In addition to the required public comment period, the MPO will involve interested parties and stakeholders at the beginning of the planning process and throughout the development of the plan update. The MPO will develop the MTP with consideration of other related planning activities within the metropolitan area and in collaboration with the appropriate agencies, organizations, and governments.

In addition, populations traditionally underserved (Title VI and Environmental Justice) by existing transportation systems, such as low-income, minority, and disabled populations will be prioritized for participation in the plan. Native American Tribal governments will also be consulted during

the plan update process. Visualization techniques such as graphics, charts, and maps will be used to illustrate the plan. Meetings will be held at convenient and accessible locations.

News articles, social media posts, and contact with stakeholders or other interested parties would be effective at the *Inform* level of the plan update. Open comment social media posts, review of draft plan elements, and open houses may be effective for the *Consult* level. For the *Involve* level, on-site meetings, pop-up activities, surveys, and public meetings should be considered. Outreach to under-represented groups such as the Plain Sect or those with limited English proficiency should be prioritized. The *Empower* level could be incorporated into this process through a Citizens Advisory Board that would lead the planning process, develop recommendations, and present them to the MPO.

**Table 6 Metropolitan Transportation Plan Public Comment Process**

<i>Activity</i>	<i>Techniques</i>
Draft Document	Available on the LCP website; letter of notification and poster mailed to all county libraries and municipal offices; physical copies available upon request and at LCP's office
Comment Opportunities	Offered during the public meeting; written comments accepted via email, fax, mail, and social media; comments can also be made at MPO/TTAC meetings
Public Meeting	Held during the public comment period; Spanish or other language interpreters provided when requested prior to a meeting
Public Meeting and Comment Period Notice	Five business days prior to the start of the 45-day public comment period; published in the local newspaper
Public Hearing	Written and verbal comments are summarized and included in the Appendix of the plan



## Active Transportation Plan

Table 7 shows the minimum requirements for the public comment period of the Active Transportation Plan (ATP) update process. The ATP was developed through the collaborative efforts of Lancaster County, the Lancaster Inter-Municipal Committee (LIMC), and the City of Lancaster. These three entities developed the vision and goals that act as the foundation of the Active Transportation Plan.

One of the goals of active transportation is to create an interconnected transportation network that helps us address challenges such as congestion, obesity, asthma, and air pollution. By focusing on the benefits of creating these of networks, more support is generated for bicycle and pedestrian

infrastructure and programs that promote walking and bicycling. The plan provides a guide to improve conditions for users of all ages and abilities while connecting people to communities and landscapes throughout Lancaster County. The plan is 10 years in scope with an update completed every 5 years.

The update process for this plan will likely focus on the *Inform, Consult, and Involve* levels of public involvement. Many tools could be used in the update of the ATP. The *Collaborate* and *Empower* levels apply to the work that our project partners do. Outreach to under-represented groups, such as the Plain Sect and those with limited English proficiency, should be prioritized in the update of this plan.

**Table 7 Active Transportation Plan Public Comment Process**

<i>Activity</i>	<i>Techniques</i>
Draft Document	Available on the LCP website; letter of notification and poster mailed to all county libraries and municipal offices; physical copies available upon request and at LCP's office
Comment Opportunities	Offered during the public meeting; written comments accepted via email, fax, mail, and social media; comments can also be made at MPO/TTAC meetings
Public Meeting	Held during the public comment period; Spanish or other language interpreters provided when requested prior to a meeting
Public Meeting and Comment Period Notice	Five business days prior to the start of the 45-day public comment period; published in the local newspaper
Amendment Notice	Five business days prior to the start of the public comment period; published in the local newspaper
Summary of Comments Received	Written and verbal comments are summarized and included in the Appendix of the plan

## Transportation Improvement Program

[Table 8](#) shows the minimum requirements for the public comment period of the Transportation Improvement Program (TIP) update process. In addition to the required public comment period, the MPO will involve interested parties and stakeholders at the beginning of the update process and throughout the development of the program. The MPO will develop the TIP with consideration of other related planning activities within the metropolitan area and in collaboration with the appropriate agencies, organizations, and governments.

Groups traditionally underserved (Title VI and Environmental Justice) by existing transportation systems, such as low-income, minority, and

disabled populations will be prioritized for participation in the plan. Native American Tribal governments will also be consulted during the plan update process. Visualization techniques such as graphics, charts, and maps will be used to illustrate the plan. Meetings will be held at convenient and accessible locations.

**Inform** and **Consult** are the two levels of public participation that apply to the TIP update process. News articles, social media posts, and regular contact with stakeholders and interested parties would be effective at the Inform level. Open comment social media posts, Facebook ads, on-site meetings, Plain Sect outreach, and PennDOT Connects meetings may be effective at the **Consult** level.

**Table 8 Transportation Improvement Program Public Comment Process**

<i>Activity</i>	<i>Techniques</i>
Draft Document	Available on the LCP website; letter of notification and poster mailed to all county libraries and municipal offices; physical copies available upon request and at LCP's office
Comment Opportunities	Offered during the public meeting; written comments accepted via email, fax, mail, and social media; comments can also be made at MPO/TTAC meetings
Public Meeting	Held during the public comment period; Spanish or other language interpreters provided when requested prior to a meeting
Public Meeting and Comment Period Notice	Five business days prior to the start of the 30-day public comment period; published in the local newspaper
Final, adopted document	Available on the LCP website; physical copies available at LCP's office
Amendment Notice for air quality significant projects	Five business days prior to the start of the public comment period; published in the local newspaper

## Public Participation Plan

[Table 9](#) shows the minimum requirements for the public comment period of the Public Participation Plan (PPP) update process. The PPP is a joint effort between LCPC and the MPO. The plan outlines the state and federal requirements for public participation in the development of various plans and programs. Although a public participation plan is required for the MPO, it is not for LCPC. However, LCPC plans that require public comment periods were incorporated into this plan. The PPP is meant to help staff determine the appropriate mix of public participation tools for any type of planning

effort. Additionally, the plan provides the public with guidance on how to participate in LCPC and MPO planning processes.

The plan is to be evaluated after the completion of a plan or program update using the Measures of Success in [Table 11](#). The plan should be updated every 5 years.

**Inform** and **Consult** are two levels of public participation to use in the development of the PPP. Social media and website content will be the most useful tools for the plan update.

**Table 9 Public Participation Plan Public Comment Process**

<i>Activity</i>	<i>Techniques</i>
Draft Document	Available on the LCP website; letter of notification and poster mailed to all county libraries and municipal offices; physical copies available upon request and at LCP's office
Comment Opportunities	Offered during the public meeting; written comments accepted via email, fax, mail, and social media; comments can also be made at MPO/TTAC meetings
Public Meeting	Held during the public comment period; Spanish or other language interpreters provided when requested prior to a meeting
Public Meeting and Comment Period Notice	Five business days prior to the start of the 30-day public comment period; published in the local newspaper
Final, adopted document	Available on the LCP website; physical copies available at LCP's office

## Unified Planning Work Program

[Table 10](#) shows the minimum requirements for the public comment period of the Unified Planning Work Program (UPWP) update process. A UPWP is a statement of work identifying the planning priorities and activities to be carried out by Lancaster County Planning and the South-Central Transit Authority during a two-year period. At a minimum, a UPWP includes a description of the planning work and resulting products, who will perform

the work, time frames for completing the work, the cost of the work, and the source(s) of funds. MPOs are required to develop UPWPs to govern work programs for the expenditure of FHWA and FTA planning funds. The UPWP is updated every two years.

*Inform* and *Consult* are the two levels appropriate for the update of the UPWP.

**Table 10 Unified Planning Work Program Public Comment Process**

<i>Activity</i>	<i>Techniques</i>
Draft Document	Available on the LCP website; letter of notification and poster mailed to all county libraries and municipal offices; physical copies available upon request and at LCP's office
Comment Opportunities	Offered during the public meeting; written comments accepted via email, fax, mail, and social media; comments can also be made at MPO/TTAC meetings
Public Meeting	Held during the public comment period; Spanish or other language interpreters provided when requested prior to a meeting
Public Meeting and Comment Period Notice	Five business days prior to the start of the 30-day public comment period; published in the local newspaper
Final, adopted document	Available on the LCP website; physical copies available at LCP's office

# Measures of Success

LCPD will evaluate the effectiveness of its public participation efforts using both quantitative and qualitative measures of success. Measures appropriate for each engagement effort will be identified and used to measure the success of each activity. LCPD will use the metrics shown in [Table 11](#) to track performance.

**Table 11 Measures of Success**

Metric	Type of Measure			Target Audience		
	Quantity	Quality	Effectiveness	Partner	Municipal	Public
Meeting/event locations represent area demographics		✓				✓
Distance/accessibility of meetings/events by transit		✓		✓		✓
Meetings/event locations are ADA accessible		✓		✓	✓	✓
Meetings/events/materials have language accessibility		✓				
Total number of attendees (vs goal)	✓			✓	✓	✓
Number/percent of online participants	✓			✓	✓	✓
Number of relevant comments (vs goal)	✓	✓	✓	✓	✓	✓
Number of unique visitors to project web page (vs goal)	✓					✓
Number of web page visitors engaging in surveys (vs goal)	✓	✓	✓			✓
Likes and shares on social media (vs goal)	✓			✓	✓	✓
Demographic distribution of web page/survey commenters		✓				✓
Geographic distribution of web page/survey commenters		✓				✓
Diversity of community organizations (Title VI populations) partnered with on or notified of public participation opportunities (vs goal)	✓	✓	✓	✓		
Number of community partners/non-profits engaged	✓	✓		✓		
Total number of public participation opportunities	✓			✓	✓	✓
Number of news articles/media coverage (vs goal)	✓		✓			✓

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# Appendix



## Public Participation Plan Template

Project Name: \_\_\_\_\_

Date: \_\_\_\_\_



# 1 Define the Project

Today's Date

Project Name

Project Location

Description (Overview of the project)

Timeline

Start (Month/Year)	End (Month/Year)
<input type="text"/>	<input type="text"/>

Project Goals

Goal 1

Goal 2

Goal 3



## 2 Identify Public Participation Goals

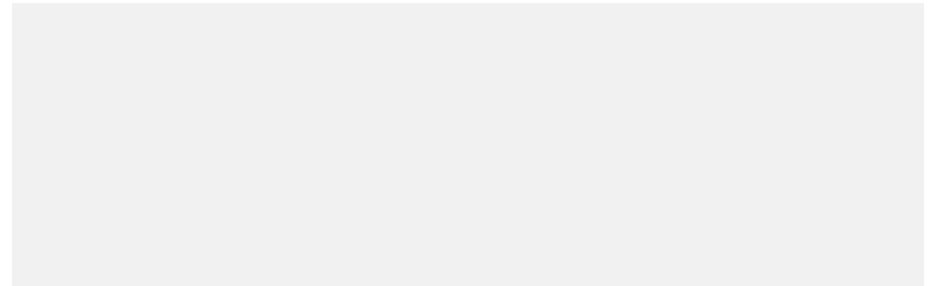
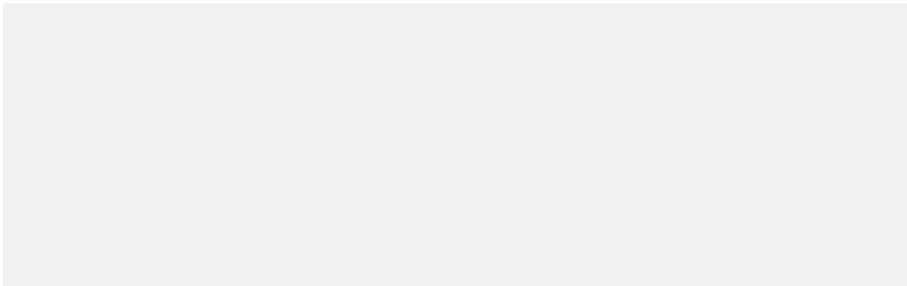
Check the metrics that apply to the plan that you are updating and set goals for each. Add additional metrics and goals, if appropriate.

✓ <i>Metric</i>	<i>Goals</i>
Meeting/event locations represent area demographics	
Distance/accessibility of meetings/events by transit	
Meetings/event locations are ADA accessible	
Meetings/events/materials have language accessibility	
Total number of attendees	
Number/percent of online participants	
Number of relevant comments	
Number of unique visitors to project web page	
Number of web page visitors engaging in surveys	
Likes and shares on social media	
Demographic distribution of web page/survey commenters	
Geographic distribution of web page/survey commenters	
Diversity of community organizations (Title VI populations) partnered with on or notified of public participation opportunities	
Number of community partners/non-profits engaged	
Total number of public participation opportunities	
Number of news articles/media coverage	

## 3 Identify Stakeholders and Project Partners

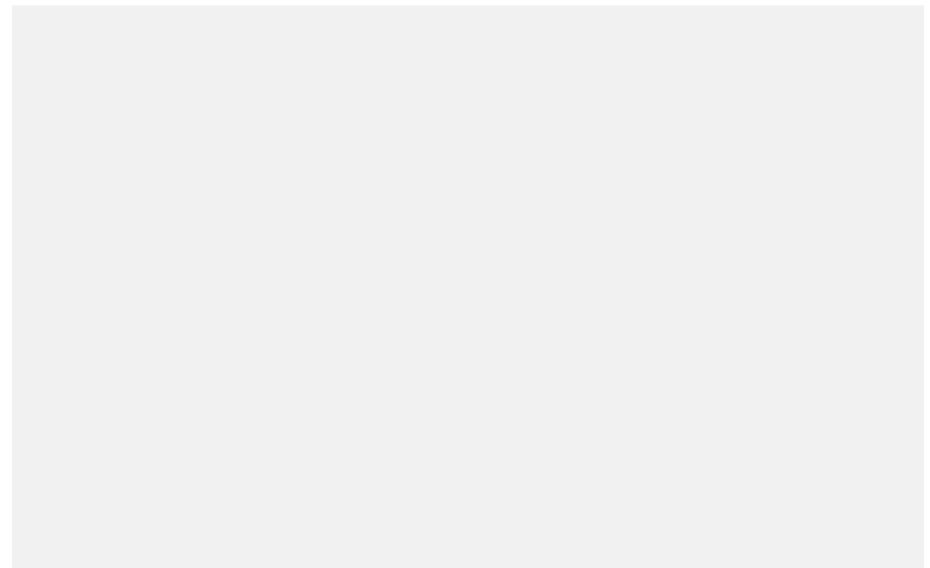
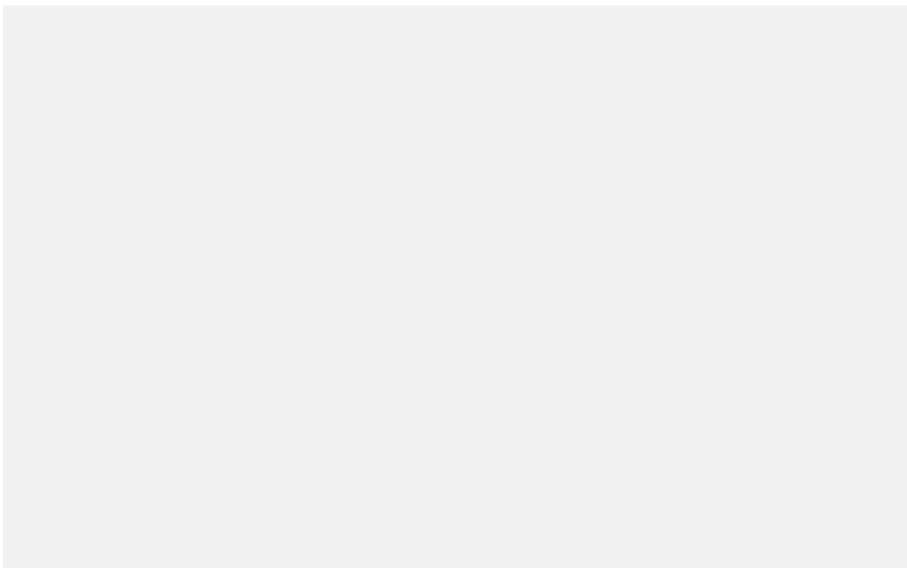
### Project Partners

Are there other groups or organizations that will be helping carry out the project?



### Stakeholder Groups

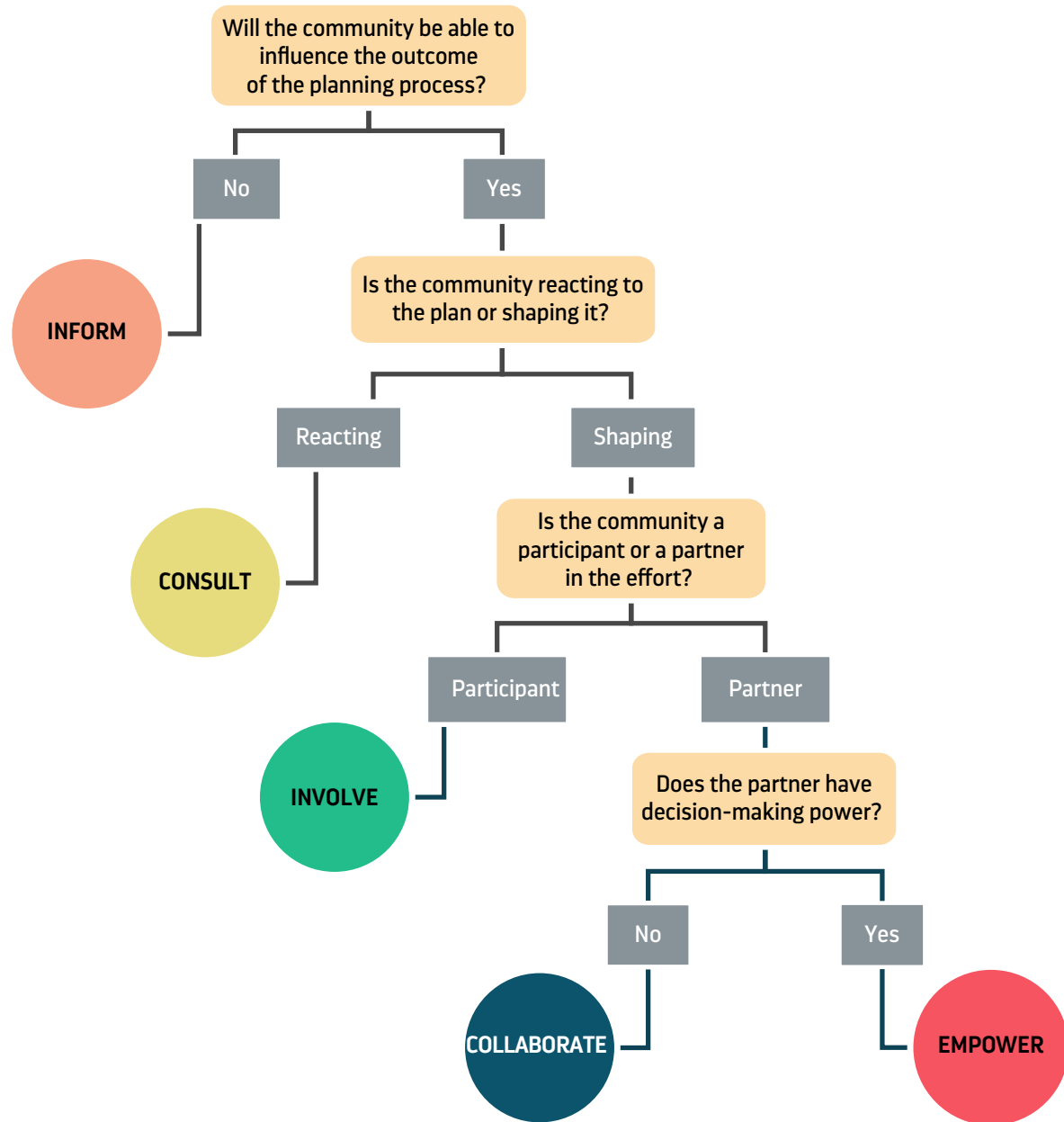
Stakeholders are anyone that you will need to engage with throughout your project. Consider who will be impacted by the project, be interested in the project, have knowledge or expertise on the topic, and make decisions for the project



# 4 Determine the Level of Engagement

This Public Participation Decision Tree will help determine the level of engagement required for your project.

Circle the level of involvement appropriate for your public participation process.



## 5 Create an Engagement Strategy

Check the maximum level of engagement you determined from the decision tree. Additionally, check all levels below your starting level as you will also engage at these levels as you move through different stages of your project. Use the Limited English Proficiency Plan to inform your civic engagement choices.

Fill out the engagement overview table for each applicable level of your project by describing how stakeholders will be involved and the engagement activities you intend to implement for each level. Use additional sheets if necessary.

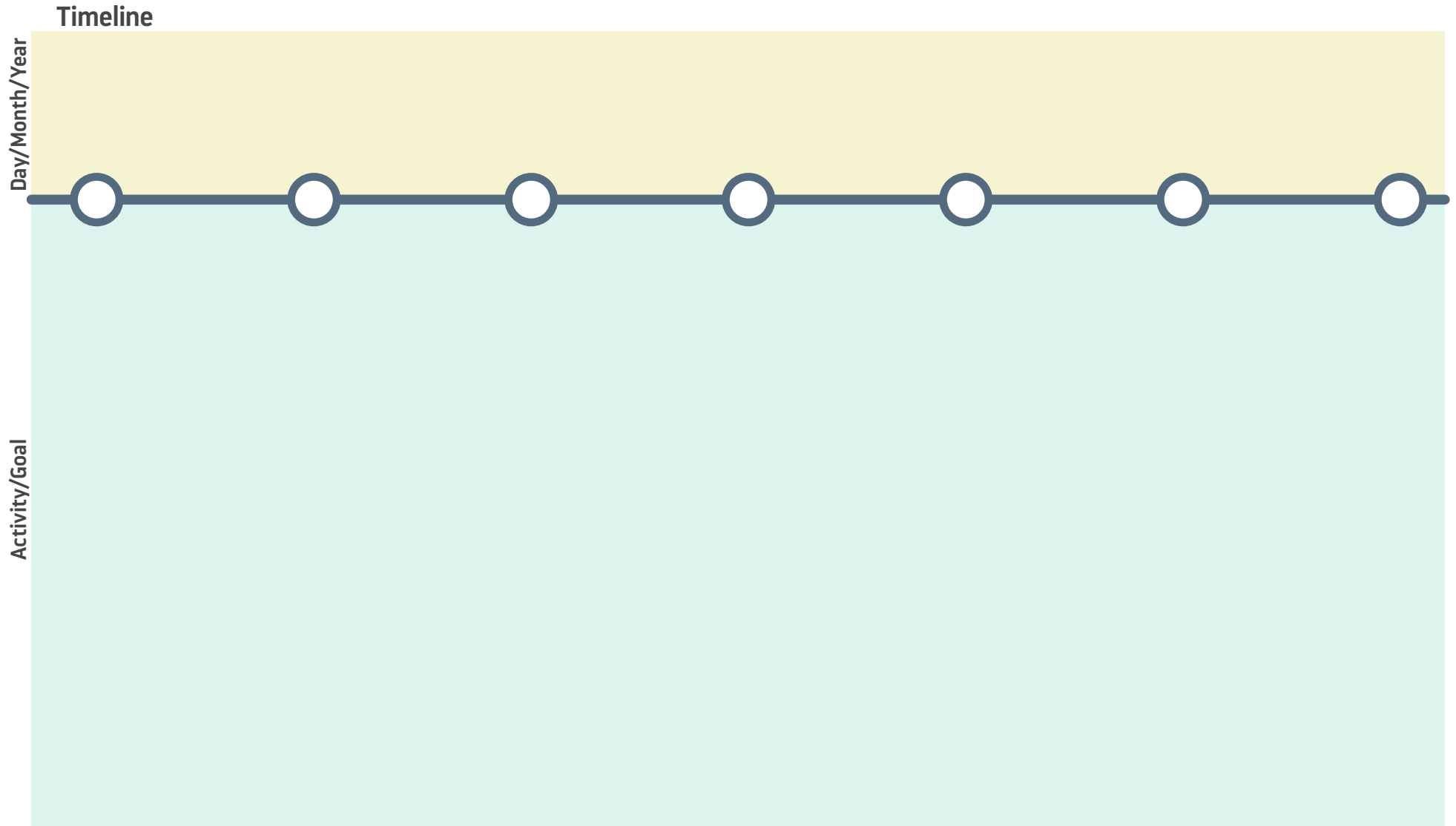
### Engagement Overview

✓	<i>Engagement Level</i>	<i>Timeline</i>	<i>Stakeholder Involvement</i>	<i>Engagement Activities</i>
	<b>Inform</b>			
	<b>Consult</b>			
	<b>Involve</b>			
	<b>Collaborate</b>			
	<b>Empower</b>			

Plan out your engagement activities using the table below. Fill out as many sheets as needed for your activities. Use the maps in the demographic data section beginning on page [19](#) to target under-represented and LEP populations for specific activities.

<b>ENGAGEMENT ACTIVITY</b> <i>List the engagement activity and a brief description</i>	<b>WHEN</b> <i>Specific date, or month(s)</i>	<b>WHERE</b> <i>Location/online/ in-person</i>	<b>WHO</b> <i>Stakeholder groups to be engaged</i>	<b>MATERIALS</b> <i>What will you need for this activity?</i>	<b>PROMOTION</b> <i>Social media, website, press release, flyer, etc.</i>	<b>COST</b> <i>For materials, promotion, etc.</i>

Now that you have outlined your engagement activities, it may be helpful to create a timeline to serve as an overview of your engagement process. As you work through the plan development process, dates may change. Adhere to your timeline as much as possible, while also remaining flexible. In Acrobat, select the comment button (yellow speech bubble icon) and choose the text box tool to write your activity/goal and key dates for the project along the timeline.



## 6 Ensure Activities Are Accessible & Inclusive

Below are some strategies to ensure your engagement activities and materials are accessible and inclusive. Check any strategies you plan to incorporate into your plan development process and list any additional ideas you have.

### Accessibility

- Seek information from local leaders and residents to determine if a translator or sign language is required.
- Ensure meeting are accessible and without barriers.
- Meet accessibility requirements for web content.
- Ensure online documents are Screen Reader Accessible.
- Provide notice of the availability of translation services.
- Provide translation services if requested.
- Provide translated taglines indicating the availability of translated documents.

### Comfort & Convenience

- Offer multiple ways for stakeholders to provide input (online, in-person, written on a board, etc.).
- Select a time, day, and place that works best for those you are engaging; this may mean hosting activities where people for their convenience.
- Provide food and activities for children at engagement meetings.
- Set up a space that makes everyone feel comfortable.

### Clear & Readable Materials

- Use a 12 point or larger font size.
- Avoid fonts with thin weights or a narrow width.
- Try to use fonts like Times New Roman, Verdana, Arial, Helvetica, or Calibri.

- Avoid color combinations that are difficult for the visually impaired to read. Use patterns and textures to show contrast – avoid the following combinations: Red & green, green & brown, blue & purple, green & blue, light green & yellow, blue & gray, green & gray, green & black.
- Write simply and define acronyms, avoid jargon or overly technical descriptions
- Check the readability of text with applications like Hemingway Editor. (Do not exceed 6th grade reading level.)
- Include text, graphics, and educational information in materials.
- Translate materials into all relevant languages.
- Make materials visually interesting, consistent, and on-brand.
- Always include contact information, and social media/website links on handouts/ flyers to access further information.

### Other

- Be ready 20–30 minutes before start time.
- Have more than you think you think you need of everything (handouts, pens, food, etc.).
- Clearly mark the meeting location at the site. Use directional arrows and other wayfinding techniques.
- Ensure doors are unlocked throughout the duration of the event.
- Have hand sanitizer and masks on hand.
- 
- 
-

## 7 Communicate Results

At the Inform level of the engagement spectrum, you will be communicating the results of your project. Once you have compiled input for your project, fill out the sheet below to explain how community input informed project outcomes. Share these outcomes and other updates with stakeholders throughout the plan development process. This worksheet is not necessary for projects that only involve the Inform level of engagement.

### Community Input

*What we heard*

### Project Outcomes

*What we're doing*





# 8 Measure Success

LCPD will evaluate the effectiveness of its public participation efforts using both quantitative and qualitative measures of success. Using the metrics and goals set in Step 2, measure the success of the public outreach efforts made throughout your project by recording your results. The metrics can be found in [Table 11](#).

✓ Metrics	Goals	Results
Meeting/event locations represent area demographics		
Distance/accessibility of meetings/events by transit		
Meetings/event locations are ADA accessible		
Meetings/events/materials have language accessibility		
Total number of attendees		
Number/percent of online participants		
Number of relevant comments		
Number of unique visitors to project web page		
Number of web page visitors engaging in surveys		
Likes and shares on social media		
Demographic distribution of web page/survey commenters		
Geographic distribution of web page/survey commenters		
Diversity of community organizations (Title VI populations) partnered with on or notified of public participation opportunities		
Number of community partners/non-profits engaged		
Total number of public participation opportunities		
Number of news articles/media coverage		

## Resources

Public Participation Plan for Transportation Planning and Programming, Lancaster County Planning Commission, 2016.

2021 Public Participation Plan, Pennsylvania Department of Transportation. <https://www.dot.state.pa.us/public/PubsForms/Publications/PUB%20823.pdf>

Public Engagement for Transportation Projects #13, PennDOT Connects. <https://www.penndot.pa.gov/ProjectAndPrograms/Planning/Documents/PennDOT%20Connects%20Knowledge-Base%20TECHSHEET%2013%20083022.pdf>

Community Engagement Planning Guide & Toolkit, Imagine Kalamazoo 2025, City of Kalamazoo, Michigan. <https://static1.squarespace.com/static/57582dcbf85082d2ca1fb7f0/t/5aa82c3c8165f594c0735591/1520970815949/CommunityEngagementToolkit.pdf>

Pennsylvania Municipalities Planning Code, Twenty Fourth Edition, Governor's Center for Local Government Services, February 2022. <https://dced.pa.gov/download/pennsylvania-municipalities-planning-code-act-247-of-1968/>

Broadening Public Engagement Using On-Line Engagement Tools, Institute for Local Government, Sacramento, California. [www.ca-ilg.org/post/broadeningpublicparticipation](http://www.ca-ilg.org/post/broadeningpublicparticipation)

Public Participation Plan, York County Planning Commission and York Area Metropolitan Planning Organization, 2017. <https://www.ycpc.org/DocumentCenter/View/312/Public-Participation-Plan-PDF>

2021 Public Participation Plan, Go Raleigh, Raleigh, North Carolina. <https://cityofraleigh0drupal.blob.core.usgovcloudapi.net/drupal-prod/COR28/GoRaleigh-Public-Participation-Plan.pdf>

U.S. Environmental Protection Agency Public Participation Guide. <https://www.epa.gov/international-cooperation/public-participation-guide-introduction-guide>

Roanoke Valley Transportation Planning Organization Public Participation Plan, Roanoke, Virginia. <https://rvarc.org/wp-content/uploads/2022/08/PPP-2021-05-27.pdf>

2021 Update Public Participation Plan, Greater Madison MPO, Madison, Wisconsin. [https://www.greatermadisonmpo.org/documents/PPP2021\\_forWeb.pdf](https://www.greatermadisonmpo.org/documents/PPP2021_forWeb.pdf)

What is the Spectrum of Public Participation? <https://sustainingcommunity.wordpress.com/2017/02/14/spectrum-of-public-participation/#:~:text=The%20Spectrum%20of%20Public%20Participation%20was%20developed%20by%20the%20International,planning%20or%20decision%20making%20processes>

IAP2 Spectrum, International Association of Public Participation, Denver, Colorado. <https://iap2usa.org/resources/Documents/Core%20Values%20Awards/IAP2%20-%20Spectrum%20-%20stand%20alone%20document.pdf>

Legal Information Institute, Cornell University. <https://www.law.cornell.edu/>

Pennsylvania Office of Open Records. <https://www.openrecords.pa.gov/>

United States Department of Transportation, Federal Transit Administration, Regulations and Programs, Transportation Planning. <https://www.transit.dot.gov/regulations-and-guidance/transportation-planning/unified-planning-work-program-upwp>

United States Department of Labor, Office of the Assistant Secretary for Administration & Management, Statutes. <https://www.dol.gov/agencies/oasam/regulatory/statutes>

United States Department of Transportation, Federal Highway Administration, Environmental Review Toolkit, Environmental Justice. [https://www.environment.fhwa.dot.gov/env\\_topics/environmental\\_justice.aspx](https://www.environment.fhwa.dot.gov/env_topics/environmental_justice.aspx)

United States Equal Employment Opportunity Commission, Americans with Disabilities Act of 1990. <https://www.eeoc.gov/americans-disabilities-act-1990-original-text>

United States Department of Justice, Executive Order 13166. <https://www.justice.gov/crt/executive-order-13166>

H.R.3684 - Infrastructure Investment and Jobs Act. <https://www.congress.gov/bill/117th-congress/house-bill/3684/text>

US Census Bureau, 2016 - 2020 American Community Survey 5-Year Estimates. ESRI Business Analyst, 2022.

Lancaster County GIS. <https://www.co.lancaster.pa.us/143/GIS-Division>



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PUBLIC PARTICIPATION PLAN  
APRIL 2023