



# FRANKLIN COUNTY METROPOLITAN PLANNING ORGANIZATION

Public Participation Plan

# Franklin County Public Participation Plan

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## **Introduction**

### **Purpose of PPP**

The Franklin County Metropolitan Planning Organization (MPO) is the transportation policy- and decision-making entity responsible for transportation planning and programming in the county. The MPO is comprised of community members representing transportation and business interests, and local and state governments. The U.S. Census Bureau identified Chambersburg, Franklin County as an Urbanized Area as a result of the 2010 Census. This designation has lead Franklin County to be defined as a metropolitan area and therefore the previous RPO was re-designated as a Metropolitan Planning Organization in early 2013. The Public Participation Plan (PPP) is required of all MPOs, and RPOs in Pennsylvania. This PPP will satisfy the requirements for both the Franklin County RPO and the Franklin County MPO.

The PPP identifies the processes and procedures used by the Franklin County MPO to provide an effective public education and outreach program. The MPO is responsible for the Long-range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), and the annual Unified Planning Work Program (UPWP). The Franklin County Planning Commission serves as the primary staff to the MPO and is responsible for the implementation of public outreach efforts in the development of these transportation plans and programs. The PPP, is a living document and will be evaluated and updated periodically.

### **Who was involved in development/review of PPP**

The development of the PPP was coordinated by the staff of the Franklin County Planning Department and reviewed by the Franklin County Metropolitan Planning Organization. Public participation is an important element of all of the programs administered by the Franklin County Planning Department and as such various strategies to obtain public input into projects are utilized for all of the programs including the Franklin County MPO.

A 45-day public review period was conducted to provide the opportunity for additional review and comment to this document. Advertisement of this review period was made through public notice in the local newspaper circulation and a copy of the draft PPP was made available for review and comment by the Franklin County Planning Department upon request.

## State and Federal Regulations

Since the issuance of Executive Order 12898, USDOT, FHWA and FTA have issued orders, guidance and policies regarding its implementation. Most recently, on March 2, 2012, The U. S. Department of Transportation (USDOT) released a revised EJ Strategy that reiterates DOT's commitment to EJ principles and to integrating those principles into DOT programs, policies, and activities. The DOT EJ Strategy was followed by an update to Order 5610.2(a) on May 2, 2012. The updated Order reaffirms DOT's commitment to EJ, and directed the operating agencies to develop their own approach to integrating EJ into the programs, policies and plans. The Federal Highway Administration (FHWA) issued Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, 6640.23A, on June 14, 2012. The Federal Transit Authority (FTA) subsequently issued EJ policy guidance (c 4703.1) for FTA recipients on August 15, 2012.

## Pennsylvania Sunshine Law

The Pennsylvania Sunshine Law, Act 84 of 1986 as amended June 15, 1993, February 26, 1996, and October 15, 1998 requires public agencies to advertise and provide public notice of meetings and allow for attendance and reasonable public comment at meetings.

## Environmental Justice

Executive Order 12898 of 1994 - Environmental Justice (EJ) emphasizes nondiscrimination in federal programs affecting human health and the environment, and provides minority and low-income communities with access to public information and an opportunity to participate in matters relating to the environment. The United States Department of Transportation (USDOT) issued DOT Order 5610.2 in 1997 and the Federal Highway Administration (FHWA) issued FHWA Order 6640.23 in 1998 to establish EJ policies and procedures. There are three fundamental environmental justice principles set forth by FHWA provide guidance to the Franklin County MPO.

- Avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- Ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- Prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

The following definitions of minority populations for EJ purposes were recently clarified in 2012 through the update to Order 5610.2. Minority Population means any readily identifiable groups of minority persons who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed DOT program, policy, or activity.

- Black -- a person having origins in any of the black racial groups of Africa.

- Hispanic -- a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
- Asian -- a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent.
- American Indian and Alaskan Native -- a person having origins in any of the original people of North America and who maintains cultural identification through tribal affiliation or community recognition.
- Native Hawaiian or Other Pacific Islander -- a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands.
- Low-Income Population means any readily identifiable group of low-income persons who live in geographic proximity, and, if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed DOT program, policy, or activity.

Franklin County MPO also considers the unique needs of the Plain Sect community that resides within the county. The Plain Sect community includes Amish and Mennonite religious sects. Old Order Amish and Mennonite use horse and buggy for transportation purposes and therefore have distinct travel needs.

### **Title VI of the Civil Rights Act**

Title VI of the Civil Rights Act of 1964 ensures that *“No person in the United States shall, on the basis of race, color, or national origin be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance” (Title VI, Civil Rights Act of 1964, U.S.C. 42, Sec 2000d et seq).* Title VI applies to all federally-funded projects and activities and imposes statutory and regulatory requirements that may overlap and exceed EJ requirements. Title VI does not include low-income population.

### **ADA—Americans with Disabilities Act**

The Americans with Disabilities Act of 1990 prohibits public agencies from discriminating against people with disabilities. Public agencies are required to ensure accessibility to services, programs, or activities. Public meetings are to be held in ADA-accessible locations and special accommodations must be made available to make certain communications are equally effective for persons with disabilities to participate in meetings, and in planning and programming activities.

### **LEP—limited English proficiency**

Limited English Proficiency refers to individuals who do not speak English as their primary language and may have limited ability in speaking, reading, writing or understanding English. LEP itself does not always mean EJ, however LEP is highly correlated with minority populations and therefore fall under the EJ population.

## Interested Parties

MAP-21 requires that the following “interested parties” must have representation and therefore are to be included as stakeholders in the Franklin County MPO public involvement process.

- Citizens
- Affected Public Agencies
- Representatives of Public Transportation Employees
- Providers of Freight Transportation Services
- Private Providers of Transportation Services
- Representatives of Users of Public Transportation
- Representatives of Bicycle and Pedestrian Walkways Facilities
- Representatives of the Disabled
- Other Interested Parties

## Demographic Profile of Franklin County

Understanding the demographic profile of Franklin County is the first step for addressing EJ throughout the county. Identifying the locations of EJ populations can help the Franklin County MPO tackle the specific transportation needs and priorities of the EJ community.

### Population and composition

Franklin County’s population grew by 15.7 percent from 129,313 in 2000 to 149,618 in 2010. The population is expected to increase between 8 percent and 16 percent by 2025. According to the U.S. Census, in 2010 the racial composition for the county was as follows:

White, Non-Hispanic	92%
Hispanic	4.3%
Black	3.1%

A total of 8.2% of the population was below the poverty level in 2010.

### EJ population maps

A series of maps identifying the locations of EJ populations and Special Consideration populations in Franklin County based on the 2010 US Census are located in Appendix A.

## Franklin County Transportation Planning and Programming Process

### Public Notice and Accessibility

The Franklin County MPO is a policy board that is the authorizing, decision-making entity and is supported by the staff of the Franklin County Planning Department provides planning and technical analysis. As of December 2012, there are 27 members (13 voting members) on the Policy Board representing the County, PennDOT, local government, private industry, and other local stakeholder interests. The Policy Board holds publicly advertised quarterly meetings at the Franklin County Administrative Annex building located in Chambersburg.

All Franklin County MPO Policy Board meetings are advertised on the Franklin County website and the local newspapers prior to the scheduled meeting date. Public review and comment periods related to the adoption of the LRTP, TIP, and other formally adopted plans and programs will, at a minimum, provide a 30-day public review/comment window and include one formal public meeting prior to the adoption.

## **Public Outreach and Involvement Principles**

Public outreach should be centered on openness, transparency and flexibility and provide special attention for EJ populations. The Franklin County MPO should focus on the following principles:

- Provide opportunities for public involvement and comment
- The transportation planning process will be clearly communicated to ensure that the process is apparent and understandable
- Identify broad list of stakeholders and EJ populations for public participation opportunities
- Encourage participation from EJ communities by tailoring outreach efforts to their needs
- Provide timely notices and easy access to information
- Hold meetings at convenient and accessible locations and times
- Encourage participation by promoting respect for different opinions
- Present information clearly and effectively through visualization and other proven techniques
- Incorporate public views and preferences into the decision-making process and document the consideration of comments.
- Evaluate the effectiveness of the public outreach and involvement efforts periodically to identify necessary adjustments

## **Public Outreach and Involvement Techniques**

Effective outreach techniques are essential to clearly communicate the transportation planning process and procedures and to ensure successful public participation. The following techniques and strategies can be used by the MPO to educate and involve the public. These techniques should be tailored to the audience and the transportation plan/program/activity under development and review. These outreach efforts should focus on allowing the public to help develop solutions for the community.

Technique	Description
Brochures, Newsletters, Fact Sheets, Posters, Direct Mailings	These public communication materials can be used to educate, advertise, and share important information to a large target audience. These materials can be directed to specific stakeholders or the general public. In addition to mailing, these information pieces can be distributed in local stores, churches, etc.
Charrette	The charrette is typically a hands-on workshop that is focused on the identification of problems and solutions in a short and intense time period. A variety of stakeholders and professionals are invited to be part of the solution development process.
Citizen Advisory Committee	The Citizen Advisory Committee (CAC) is a group formed to represent the community. The CAC is used to advise and comment on specific activities and issues assigned to the group.
Direct Outreach	Direct outreach to local community groups and leaders that represent minority and/or low income groups can be an effective method to reach EJ populations.
Email, Listserve Distribution	Emails are an inexpensive means to communicate to a wide range of stakeholders. This communication tool is limited to individuals and groups with access to email and therefore should be used in association with other outreach communication efforts.
Facilitation	Group facilitators help the audience arrive at a collective decision by providing a neutral role in asking questions and help in summarizing responses and reactions.
Focus Groups	Focus groups are small formal group discussions directed toward providing direct input and comment on policies, plans, and program development. Focus groups can occur in established organization/group meetings or through ad hoc focus groups specifically formed for a particular planning effort.

Technique	Description
I-Speak Card	<p>Speak Cards contain several languages and the non-English speaker is instructed to check which language he/she recognizes. Once the language is known, interpretive services may be arranged for by phone. After that, interpretive services could be planned for at the next outreach event.</p> <p>The Commonwealth has a statewide contract with INTERPRETALK for interpretive services, which is managed by PennDOT's Bureau of Equal Opportunity. Planning Partners are able to access these services at no cost to them.</p>
Informational Interviews	Information interviews are used to meet individually with stakeholders and community members to obtain input or review on a planning effort.
Legal Notices and Local Advertisements	These notices and advertisements are provided to inform the general public of upcoming public involvement opportunities. These techniques are typically used in conjunction with the local newspaper and websites.
Media Releases and Advertising	Media releases convey information through the television, radio, and/or newspaper. This is a controlled message with a broad distribution.
Plans Display and Exhibits	Draft materials, particularly maps and graphics can be presented at public venues such as government buildings, area libraries, shopping centers, etc. and/or used as part of outreach meetings
Press Conference	Press conference is typically part of a formal public meeting where decision makers formally announce significant news related to a progress or a decision related to community issues or activities.
Public Meeting	Public meetings can be used to provide a formal presentation with questions and answer period or can be structured as an open-house format to allow greater individualized attention.
Social Networking Tools	These tools include the use of facebook, twitter, blogs, etc. as an inexpensive way to reach audiences that may not be able to attend scheduled meetings.

Technique	Description
Surveys and Questionnaires	Surveys and questionnaires are used to solicit information and viewpoints from the community. These tools can be in the form of postal mailings, door-to-door canvassing, or through internet or email distribution.
Website	Use of the Franklin County government website can be effective for sharing materials and communicating meeting times and other announcements. The website should be maintained to keep information current.
Visualization Tools (maps, graphics, etc.)	Visualization techniques are the use of images, graphics, maps, diagrams, etc. to communicate information.

### Local Media Sources and Plan Review Locations

A combination of the following media and draft document/plan review locations are used to facilitate opportunities for advertisement and public outreach.

#### Media

Newspapers:

- Public Opinion
- Echo-Pilot
- Herald Mail
- Mercersburg Journal
- Record Herald

Television:

- WHAG TV 25
- WHP TV 21
- WHTM ABC 27

Radio:

- WAYZ 104.7 – Verstandig Broadcasting
- WBHB 101.5 – Verstandig Broadcasting
- WEEO FM 103.7
- WIKZ Mix 95.1 - Main Line Broadcasting
- WITF
- WNUZ 92.1 – Verstandig Broadcasting
- WQCM 94.3 – Main Line Broadcasting

#### Document/Plan Review Locations

Chambersburg Hispanic American Center

Franklin County Commissioner's Office

Franklin County Planning Department

Franklin County Library System:

- Alexander Hamilton Memorial Free Library
- Coyle Free Library
- Lilian S. Besore Memorial Library
- Blue Ridge Summit Free Library
- Fendrick Library
- Fort Loudon Library
- Grove Family Library
- St. Thomas Library
- Shippensburg Public Library

## Stakeholders

The following stakeholders have been identified as interested parties to the Franklin County MPO transportation planning process and program development, and development of the PPP. These stakeholders were provided a copy of the draft PPP for review and input.

Franklin County Metropolitan Planning Organization

Franklin County Commissioners

Franklin County Planning Department

Franklin County Municipalities:

- Antrim Township
- Chambersburg Borough
- Fannett Township
- Greencastle Borough
- Greene Township
- Guilford Township
- Hamilton Township
- Letterkenny Township
- Lurgan Township
- Mercresburg Borough
- Metal Township
- Mont Alto Borough
- Montgomery Township
- Orrstown Borough
- Peters Township
- Quincy Township
- St. Thomas Township
- Shippensburg Borough
- Southampton Township
- Warren Township
- Washington Township
- Waynesboro Borough

Franklin County Area Development Corporation

Franklin County Transportation (demand-response service transit provider)

Greater Chambersburg 21<sup>st</sup> Century Partnership

Greater Chambersburg Area Chamber of Commerce

Greater Shippensburg Area Chamber of Commerce

Greater Waynesboro Area Chamber of Commerce

Greencastle – Antrim Chambers of Commerce

Letterkenny Industrial Development Authority

Mercersburg Area Chamber of Commerce

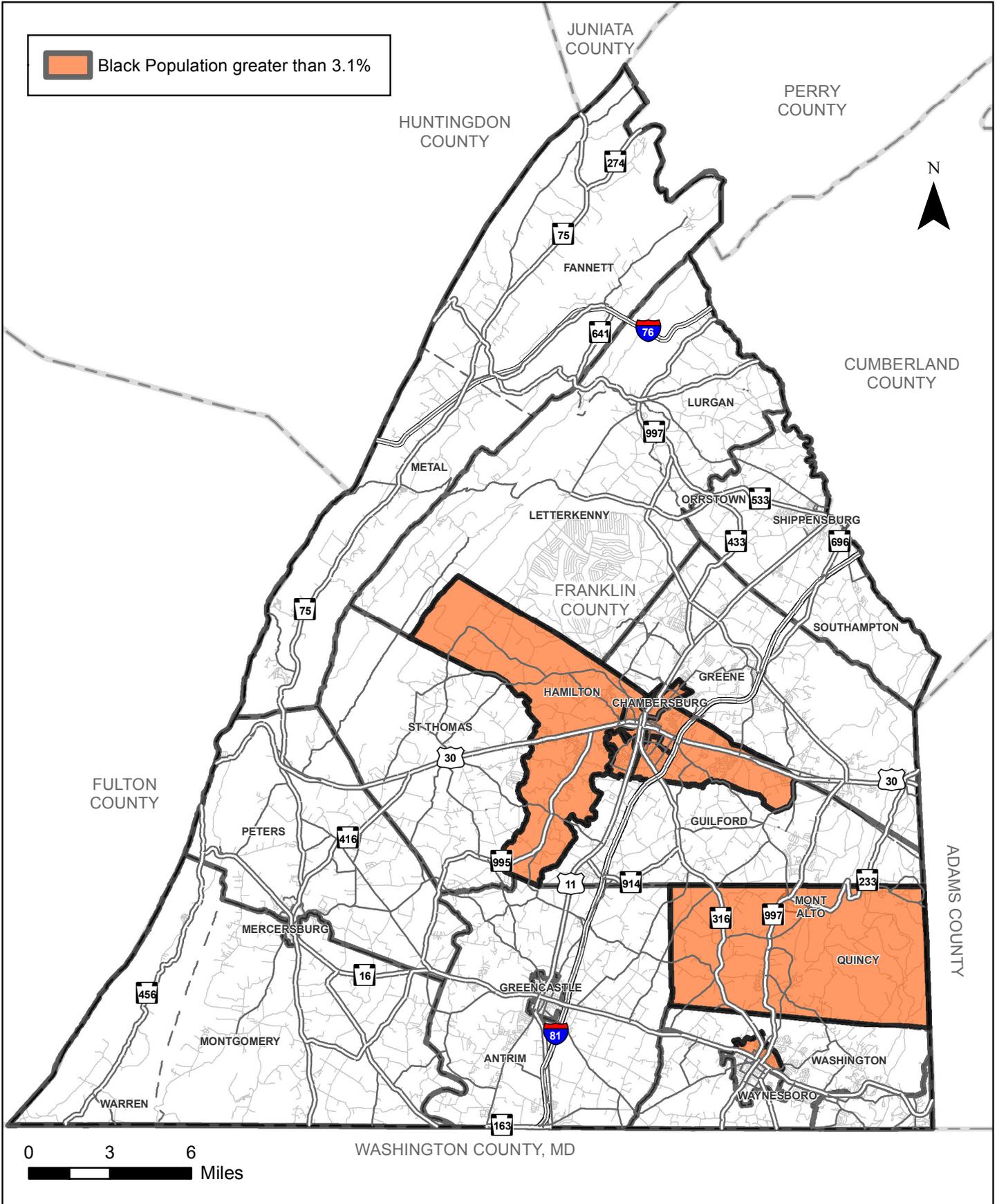
Waynesboro 2015

## Appendix A: Maps



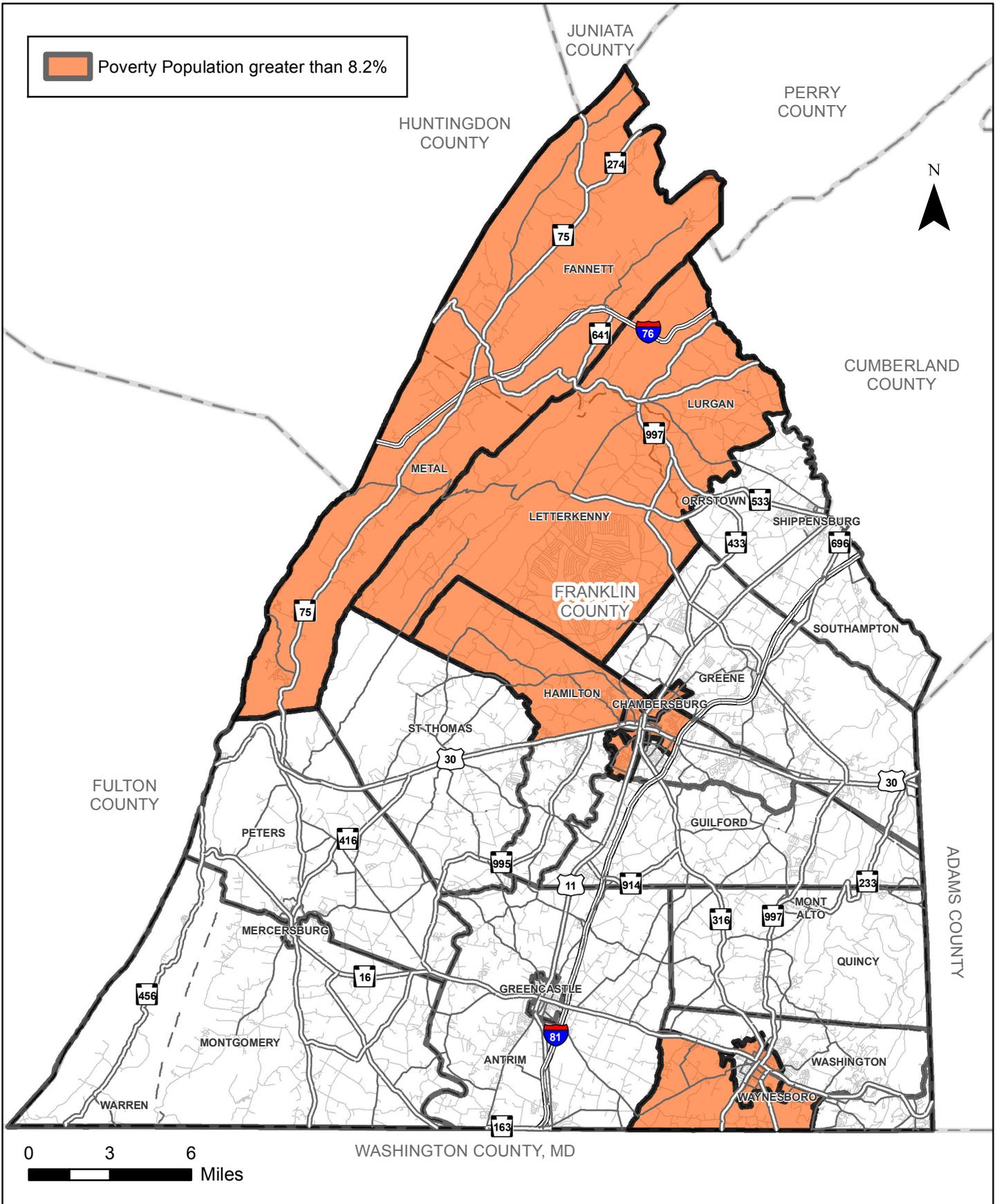
# EJ Populations: Black

## Census Tracts with Population greater than 3.1%



# EJ Populations: Poverty

## Census Tracts with Population greater than 8.2%



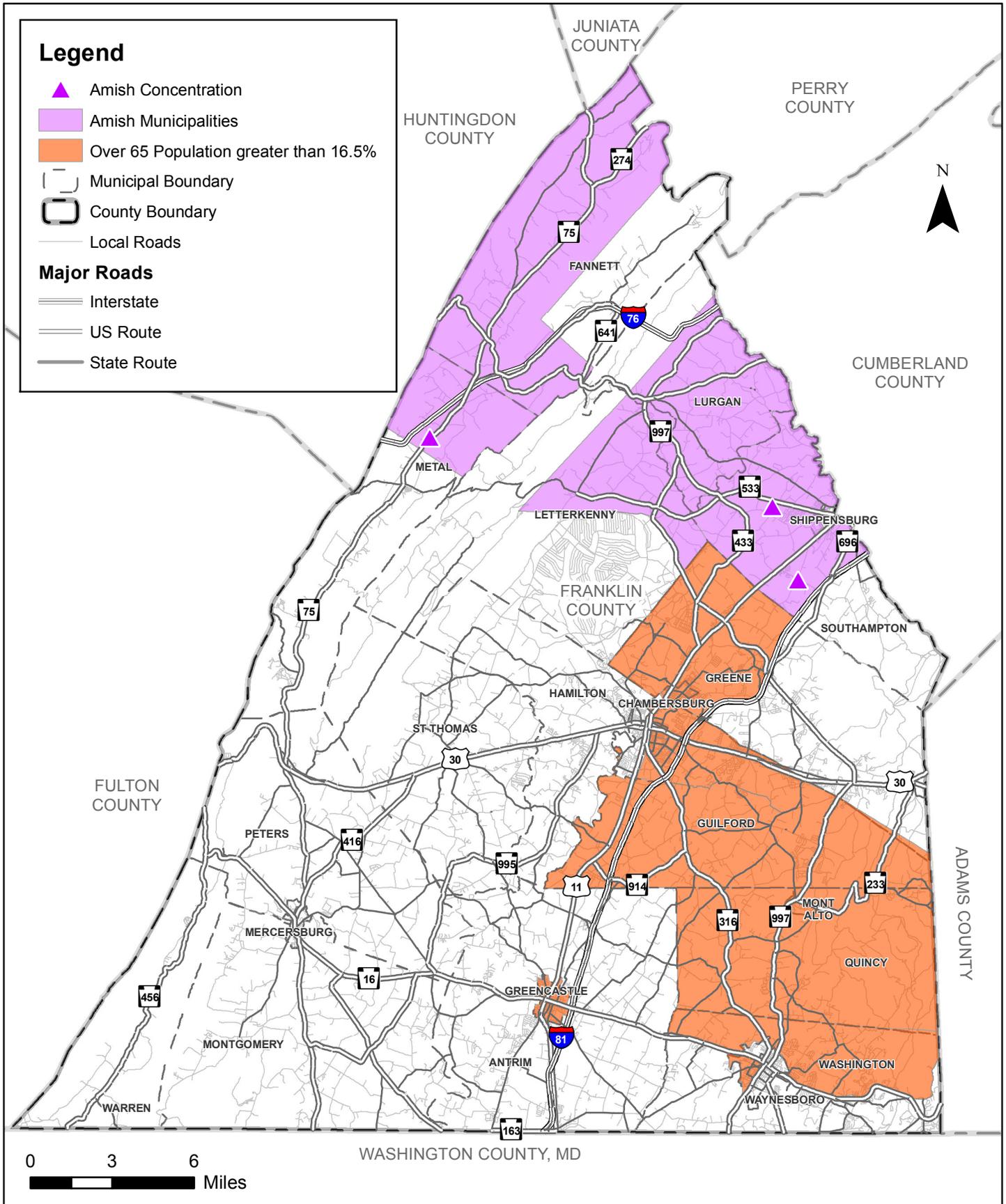
Data Sources:  
Franklin County GIS

PARSONS  
BRINCKERHOFF

GeographIT

1/18/2013

# Special Consideration Populations



Data Sources:  
Franklin County GIS



**Appendix B: Sample Communications/Advertisements**

PUBLIC NOTICE

Notice is hereby given that the Franklin County Rural Planning Organization, Policy Board will hold their regularly scheduled meetings on the following dates:

Wednesday, February 15, 2012 – 10:00 am  
Wednesday, May 16, 2012 – 10:00 am  
Wednesday, August 15, 2012 – 10:00 am  
Wednesday, November 21, 2012 – 10:00 am

The meetings, unless posted otherwise, will be held in the Multi-Purpose Room of the Franklin County Administrative Annex located at 218 North Second Street in Chambersburg, PA.

Individuals needing special accommodations to attend any meeting should contact the Planning Office 717-261-3855.

FRANKLIN COUNTY RURAL PLANNING ORGANIZATION, POLICY BOARD  
Robert L. Thomas, Chairman

### Public Notice

Applications will be accepted until April 25, 2012 for the Job Access Reverse Commute, JARC, (Federal Section 5316) / Welfare to Work and New Freedom (Federal Section 5317) Programs. The purpose of the JARC grant program is to assist states and localities in developing new or expanded transportation services that connect welfare recipients and other low income persons to jobs and other employment related services. The purpose of the New Freedom grant program is to encourage services and facility improvements to address the transportation needs of persons with disabilities that go beyond those required by the Americans with Disabilities Act (ADA).

Eligible non-profit entities; including private non-profit organizations, state or local governmental authority; and operators of public transportation services, including private operators of public transportation services; can obtain copies of the applications from the Franklin County Rural Planning Organization at the Franklin County Planning Department located at 218 N. Second Street in Chambersburg. Interested parties may also contact the planning department at 717-261-3855.

**PUBLIC NOTICE**

**FRANKLIN COUNTY TRANSPORTATION IMPROVEMENT PROGRAM**

The Franklin County Planning Department announces that beginning April 28, 2012 the 2013-2016 Draft Transportation Improvement Program will be available for public review until June 29, 2012.

Copies of the Draft 2013-2016 Transportation Improvement Program (TIP) are available for review during the normal business hours of 8:30 am – 4:30 pm, at the Franklin County Planning Department located at 218 North Second Street in Chambersburg. This information is also available for review on the Franklin County website at [www.co.franklin.pa.us](http://www.co.franklin.pa.us).

Written comments on this document may be submitted to the Franklin County Planning Department (Attn: Draft Transportation Improvement Program) at the above address or emailed to [sclayton@co.franklin.pa.us](mailto:sclayton@co.franklin.pa.us) through June 29, 2012. Questions can be directed to the Franklin County Planning Department at (717) 261-3855.

**PUBLIC NOTICE**

**FRANKLIN COUNTY RURAL PLANNING ORGANIZATION  
TRANSPORTATION IMPROVEMENT PROGRAM – OPEN HOUSE**

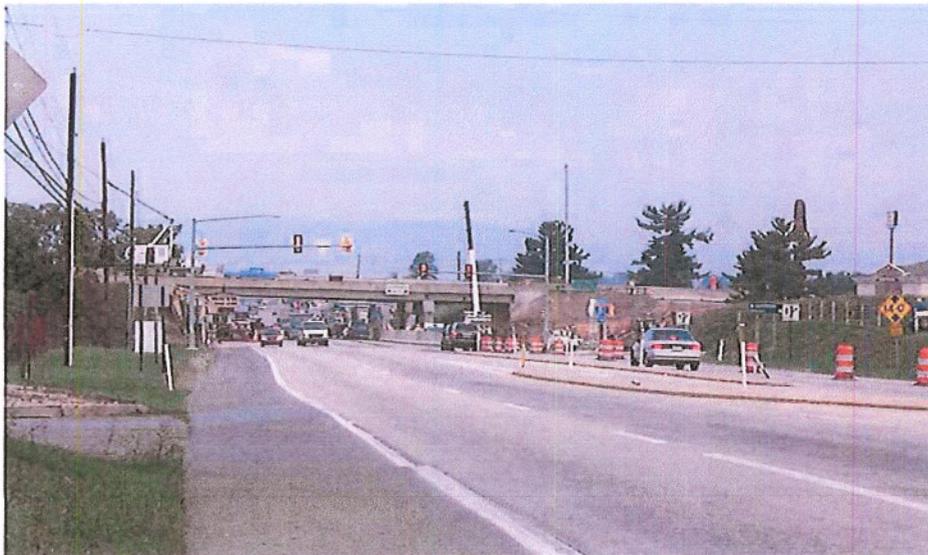
The Franklin County Rural Planning Organization will hold a public open house to allow for the review of the 2013-2016 Draft Transportation Improvement Program. The meeting will be held on Tuesday, June 26, 2012 from 5:00pm - 7:00 pm at the Franklin County Administrative Annex located at 218 North Second Street in Chambersburg. Persons requiring special assistance to attend this event should contact the Franklin County Planning Department at (717) 261-3855.

The 2013-2016 Draft Transportation Improvement Program is currently available for review on the Franklin County Website at [www.co.franklin.pa.us](http://www.co.franklin.pa.us). Copies are also available for review in the Franklin County Planning Office. Written comments may be submitted to the Franklin County Planning Department (Attn: Draft Transportation Improvement Program) at the above address or emailed to [sclayton@co.franklin.pa.us](mailto:sclayton@co.franklin.pa.us) through June 29, 2012. Questions can be directed to the Franklin County Planning Department at (717) 261-3855.

# Long Range Transportation Plan Initial Planning Meeting

The Franklin County Rural Planning Organization is embarking on the development of their first Long Range Transportation Plan. The plan will analyze the current land use, traffic patterns and operations of all transportation modes in the County and develop projections of the future land use and traffic patterns to the year 2030. Based on these projections, recommendations will be prepared to address the needed improvements to the existing transportation system. Additionally, the plan will include recommendations for improving the existing highway network, rail, air, and bicycle / pedestrian facilities. The program of recommendations in the plan will be confined to the expected available funding for Franklin County.

**PLEASE JOIN US!**  
Wednesday, July 20, 2011 - 10:30 am  
Franklin County Administrative Annex  
Conference Room  
218 N. Second Street  
Chambersburg, PA



Franklin County Rural  
Planning Organization

▶ JULY 20, 2011

▶ 10:30 AM

Conference Room

Administrative Annex

218 N. Second Street

Chambersburg, PA 17201



Phone: 717-261-3855

Fax: 717-264-8667

Email: [planning@co.franklin.pa.us](mailto:planning@co.franklin.pa.us)



The newly formed Franklin County Rural Planning Organization is currently undertaking the development of their first Long-Range Transportation Plan (LRTP). The LRTP is a planning document that identifies the transportation-related needs for the entire County over the next 20 years. This document will inventory existing conditions, identify trends, and outline potential future projects for all transportation areas – highways, bridges, aviation, rail, and non-motorized (pedestrian/bicycle). Draft materials will be made available for review and comment throughout the duration of the plan development. Additionally, the draft LRTP is expected to be made available for public comment in mid-year 2012. You will be provided another opportunity to provide comments at that time.

The information is currently available in English. If you are interested in reviewing this information and providing comment and require translation of this material, please contact

La organización rural del planeamiento del condado recién formado de Franklin está emprendiendo actualmente el desarrollo de su primer plan de transporte de largo alcance (LRTP). El LRTP es un documento de planeamiento que identifica las necesidades transporte-relacionadas del condado entero durante los 20 años próximos. Este documento hará un inventario condiciones existentes, identificar tendencias, y los proyectos futuros potenciales para todas las áreas del transporte - carreteras, puentes, aviación, carril del esquema, y no-motorizado (peatón/bicicleta). Los materiales del bosquejo serán hechos disponibles para la revisión y el comentario a través de la duración del desarrollo del plan. Además, se espera que el bosquejo LRTP sea hecho disponible para el comentario público en mediados del año 2012. Le proporcionarán otra oportunidad de proporcionar comentarios en aquel momento.

La información es actualmente disponible en inglés. Si usted está interesado en el repaso de esta información y el abastecimiento del comentario y requiere la traducción de este material, entre en contacto con por favor