

Section 34a & 34b, Act 40

EVALUATION OF ADOPT A PARK AND RIDE PROGRAM &
ADOPT A HIGHWAY PROGRAM

Final Report

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Prepared by



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1. Executive Summary

This report outlines the approach taken to evaluate the merits of implementing an Adopt-a-Highway Program and an Adopt-a-Park and Ride Program. The essence of an Adopt-a-Program is to increase public awareness of the enormous task of managing litter, to promote public involvement and cost savings for State Departments of Transportation. Although there are numerous variations of Adopt-a-Programs the most prevalent is Adopt-a-Highway. The research conducted for this study found Adopt-a-Park and Ride Programs as non-existent. Due to the limited knowledge about Park and Ride adoption the primary focus of this report is on Adopt-a-Highway Program type and implementation.

An important aspect of Adopt-a-Programs is the use of signs to provide a mechanism to recognize adoptees for their efforts, yields personal accountability for the cleaning of the environment and serves as a marketing tool for adopters. This is an important consideration for Vermont and may set Vermont apart from other states because of the State's unique sign law, which prohibits off premise outdoor advertising. Another important consideration independent of the state's sign law that has proved problematic in other states, is the constitutionality of denying an organization's opportunity to adopt a segment of highway or restrict an organization's name on the recognition sign.

Vermont is also unique because of the State's annual Green Up Day and bottle return law. Approximately 20,000 volunteers participate and 40,000 bags of litter are picked per year as part of Green Up Day, in many aspects this event serves as Vermont's homegrown version of roadside beautification programs.

The primary consideration explored in this report include:

- Safety for volunteers and road users
- Liability of a state agency administered program
- The cost effectiveness of administering such programs proportional to benefits
- Implications of roadside signage laws in Vermont
- Potential Impact on Green Up Day participation

2. Study Scope

The scope of this study was determined by Sections 34a and 34b, Act 40 (2015) as described below:

EVALUATION OF ADOPT A PARK AND RIDE PROGRAM & ADOPT A HIGHWAY PROGRAM

(a) The Agency shall evaluate the merits of implementing an Adopt a Park and Ride Program, whereby organizations volunteer to clean up litter at State Park and Ride facilities with permission of the Agency. On or before January 15, 2016, the Agency shall either begin to implement such a Program or report back to the House and Senate Committees on Transportation on the reasons it does not recommend implementing a Program.

(b) The Agency shall evaluate the merits of implementing an Adopt a Highway Program, whereby organizations volunteer to clean up litter along State highways with permission of the Agency. On or before January 15, 2016, the Agency shall report back to the House and Senate Committees on Transportation on whether such a Program should be implemented.

The bill has two parts, Act 40 Section 34 (a) EVALUATION OF ADOPT A PARK AND RIDE PROGRAM and Act 40 Section 34 (b) EVALUATION OF ADOPT A HIGHWAY PROGRAM. Both sections 34 (a) and 34 (b) require evaluating the merit of implementing a program that organizes volunteers to clean up litter however the scopes differ. The distinction between Section 34 (a) and Section 34 (b) is the type of State facilities and what needs to be reported back to the House and Senate Committees on Transportation. The Adopt-a-Highway Program (AHP) requires evaluating the merits of implementation and reporting back if such a program should be implemented, where Adopt-a-Park and Ride Program (APRP) requirement is to implement such a program or report back as to why an APRP is not implemented.

Although many concerns/benefits of APRP and AHP overlap, this report discusses Sections 34 (a) APRP and 34 (b) AHP separately.

3. Background

Nationally adopt-a-program type models have been utilized by state, county and local transportation agencies since the 1980's to encourage volunteers to keep a section of transportation infrastructure (e.g. highway, transit stop or rest area) free from litter. In exchange for periodic litter removal, a sponsoring organization is permitted to have its name posted on a sign adjacent to the infrastructure that they maintain. According to national studies as of 2000 Adopt-a-Highway programs (AHP) were active in 48 States (including Vermont), Puerto Rico, New Zealand and six Canadian Provinces (University of Vermont, 2000). The research suggests that Vermont's Green Up Day has been characterized as an Adopt-a-Highway type program.

Cost savings, roadside litter reduction, public education and recognition and marketing are the primary goals of AHP programs. A 2007 survey of state Department of Transportation (DOTs) revealed that the cost of roadside litter collection and disposal is about \$430-\$505 per centerline-mile (Transportation Research Board, 2009). Although AHP programs have been found to be effective more research is required for DOTs and other agencies to make informed decisions regarding roadside litter reduction (Beck, July 2007).

Information for this report was gathered with the assistance of an internal Vermont Agency of Transportation (VTrans) working group, review of available literature and through interviews with three State DOTs with Adopt-a-Highway programs and communications with VTrans staff.

3.1 State of practice from literature review

Adopt-a-Park and Ride Program

The literature review revealed that no other State Department of Transportation (DOTs) have an Adopt-a-Park and Ride Program (APRP). Although a number of states and regional jurisdictions use the Adopt-a-program model to maintain other types of transportation infrastructure e.g. rest areas, public transit stops or specific landscape improvements – there is no direct comparison to Adopt-a-Park and Ride.

Adopt-a-Highway Type Programs

There are three different models used by DOTs to administered and manage roadside litter removal programs. These programs are described below:

ADOPT-A-HIGHWAY (AHP) – is a volunteer/organizational based model where Civic or other organizations sponsor a roadway segments, sign an agreement/contract (2 yrs.) with the DOT and agree to pick litter 2-4 times per year (on pre-prescribed dates). The volunteer group receives recognition via a sign. The group is required to follow DOT safety requirements e.g. nothing heavy, no animals, firearms, hazardous materials etc. The volunteer group receives limited safety training from DOT staff, are provided safety vests and traffic control signs from DOT and the DOT picks up bagged litter once the volunteer group has concluded picking litter. No money is exchanged for Adopt-a-Highway Programs.

SPONSOR-A-HIGHWAY (SHP) – is a contractor based model. A sponsoring organization pays a fee to an approved maintenance provider. The sponsoring organization receives recognition via a sign and the contractor picks litter 12-14 times per year. The maintenance provider usually provides and maintains the recognition sign. The sponsor a highway model is more commonly used on limited access, high traffic volume, multi-lane highways where the safety of the workers picking the litter is of the greatest concern.

HYBRID– The hybrid model combines elements of both AHP and SHP. The type of program employed differs based upon the characteristics of the roadway. For example, New Hampshire uses SHP on all limited access roadways (I-89, I-93, I-95) and on specific high traffic volume corridors in southern NH (Rte. 101 and Rte. 3/Everett Turnpike) and the AHP model is used on much of the remaining state roadway network (NHDOT, Highway Maintenance, 2015).

A review of literature revealed that national estimates for state highway roadside litter removal costs exceeds \$130 M/year (Transportation Research Board, 2009). However, much of the existing data is out dated and the literature made repeated references to the lack of consistent data collection on roadside litter and the lack of metrics used by DOT's (e.g. weight, volume, by bag) to measure program effectiveness. This national trend also proved to be consistent with the findings from the interviews with three DOTs (NH, NY & MI) with successful Adopt-a-Highway programs.

For example, in 2014 Michigan DOT estimated the value of the volunteer time spent picking litter on state highways at \$5.5 million with an estimated DOT cost to administer the program of \$250,000 (excluding staff costs) (Jones, 2015). During interviews with two other DOT's (NH and NY) neither state could offer an estimate of the cost of program administration nor an estimate of the value of the services provided by volunteers. However, all three DOTs noted anecdotal evidence that Adopt-a-Highway programs are cost effective despite the absence of data to document the value. Despite the lack of consistent data on the costs and benefits of AHP programs the research has shown that facilities with AHP programs have 13-31% less litter than non-AHP areas (Transportation Research Board, 2009).

Another important consideration when evaluating the merits of AHP programs most programs usually cover 35% or less of state maintained highways and do not touch most rural roads or urban streets (Transportation Research Board, 2009). Therefore, even with a robust AHP program DOTs are not relieved of the full responsibility for litter picking and disposal.

3.2 History of Vermont and VTrans Litter Initiatives

Green Up Day and Bottle Return Law

Vermont has had long a history of roadside beautification programs. Green Up Day has been an active statewide event since 1970. It is held annually on the first Saturday in May. Approximately 20,000 volunteers participate and 40,000 bags of litter are picked per year. The event is organized by a non-profit organization Green Up VT whose mission is to promote the stewardship of our state's natural landscape and waterways and the livability of our communities by involving people in Green Up Day and raising public awareness about the benefits of a litter-free environment. Green Up Day is a very successful event funded exclusively by corporate sponsorship and donations. VTrans has a representative on the Green Up VT Board and partners in Green Up Day by assisting with the distribution of litter bags to municipalities and removal and disposal of the bagged litter on state highways following the event. In addition, in 1972 Vermont enacted a "Bottle Return Bill" which national research has shown reduces beverage container by 70-84%, and total roadside litter by 34-47% (Transportation Research Board, 2009).

VTrans Green-Up-A-Roadside Program

In 2004 at the urging of the Legislature VTrans developed a "Green-Up-A-Roadside Program". At the time there was concern about a statewide program diluting the effectiveness of Green Up Day and lingering concerns about whether Adopt-a-Highway signs would violate VT Bill Board Law (Chapter 21 of Title 10, § 488) prohibition of off premise outdoor advertising within a public right of way. As a compromise the program was considered an Adopt-a-Highway lite program whereby VTrans Districts would administer the program but in lieu of recognition signs for sponsoring organizations, recognition occurred on a dedicated website and in VTrans annual report. Over the four years of the program there were only 3 inquiries and zero participants. The program was suspended in 2008 due to lack of participation. Review of the history indicates that without formal recognition signs the incentive to participate in the program was insufficient.

State Employee Green Up Day

In the early to mid-2000's a State Employee Program allowed State Employees to volunteer to clean up roadsides and log up to 4hrs of work time. The program was administered and overseen by VTrans

maintenance staff. The program was discontinued due to the high costs of administration, safety concerns for volunteers and the limited geographic coverage of the program.

Park and Ride Litter Removal

The research found that no other DOTs have established an Adopt-a- Park and Ride program and there were no specific research papers on this topic. However, trash disposal at Park and Rides has been identified as a need at VT Park and Rides. VTrans has experimented with several trash disposal options at state owned Park and Ride lots but with limited success. Supplying trash receptacles at Park and Rides ended up attracting large quantities of regular household waste disposal while not resulting in reduced litter at Park and Rides. In some cases, the trash receptacles were credited with causing additional litter as the established receptacles became overwhelmed and litter was blown around. Even at the highest use Park and Rides, where use is monitored more frequently, trash receptacles have proven problematic and have since been removed. A number of regional public transit providers are now providing on-board trash receptacles to help address litter at Park and Rides that also serve as public transit stops.

VTrans current maintenance practice is to conduct periodic monitoring visits to Park and Ride lots as part of the monitoring of the adjacent highway. During those visits – maintenance staff drive through the Park & Ride and note any maintenance needs, track abandon vehicles, identify other maintenance needs (e.g. damage to shelter, bicycle racks and overhead lighting). During these site visits litter is picked and removed. Because these visits occur as a part of the district maintenance staff overall monitoring of the road system they are not accounted for in such a way that individual litter removal costs can be separated. Therefore, to estimate the cost of litter removal specific to Vermont’s Park and Ride is difficult.

The 2016 Draft VTrans Park and Ride Plan developed rough estimated costs for litter removal of \$2,000-\$3,000/per state owned lot. Currently, there are 30 state owned Park & Rides which would equate to \$60,000-\$90,000 annual maintenance cost. The Plan acknowledged that costs can vary widely due to facility size, location (proximity to a major highway or a lower volume more isolated location), distance from the nearest District garage, and whether the District maintains the facility or hires a contractor to maintain the Park and Ride. As mentioned previously because Park & Ride litter removal occurs as part of normal Park and Ride lot monitoring – actual cost savings would be negligible. To address the absence of good cost data the Draft Park & Ride Plan calls for enhanced maintenance data collection, this activity is ongoing at the time of this report. (VTrans, 2015)

3.3 Annual Cost of VTrans Trash Disposal

The annual cost of litter disposal from all sources over the last 10-yr by the VTrans Maintenance and Operations section is noted below in Table 1. The costs reflected in the table include labor, equipment and disposal costs. As shown in the table there are wide variations in cost and tons of litter disposed annually. These wide variations can be explained by several factors:

- 1) The weight of litter removed varies from year to year
- 2) VTrans Districts are responsible for disposing of litter picked during Green Up Day. Several of the statewide trash haulers and recyclers are corporate sponsors for the annual Green Up event. These sponsors provide a discounted rate or waive the disposal fee for litter picked during

Green Up Day. As a result, it is difficult to draw a direct correlation between the costs incurred and the weight of waste disposed in a given year.

Table1. Annual Cost of Litter Disposal by VTrans

	Cost	Tons
FY15	\$1,087,360	434.19
FY14	\$799,395	220.85
FY13	\$1,008,983	229.46
FY12	\$1,108,787	268.08
FY11	\$623,711	220.80
FY10	\$781,793	267.32
FY09	\$861,115	268.04
FY08	\$659,045	375.39
FY07	\$661,240	259.34
FY06	\$794,871	305.63
Average	\$794,881	284.91

Source: 2015, VTrans Maintenance & Operations Bureau Business Office

3.4 Potential Challenges and Benefits

The potential challenges and benefits associated with APRP and AHP were gleaned from the literature and discussed as part of the Internal Working Group meetings organized as part of this study.

Adopt-a-Park and Ride Program

Although the research found no other DOT have established APRP, anticipated challenges and benefits of such programs were considered for this study.

Potential Challenges

- Maintenance cost of Park & Rides is difficult to track, therefore cost savings is difficult to determine.
- The frequency of litter removal is unknown
- Safety concerns e.g.

- Hazardous waste, drug paraphernalia
- Homeless encampments near Park & Rides
- Roadside signage and potential conflicts with VT Sign law (10 V.S.A 21 § 481)

Potential Benefits

- Potential cost and staff time savings

Adopt-a-Highway Program

The challenges and benefits listed in this section were discussed as part of the DOT interviews and will be addressed in the subsequent section (4.2 Summary of DOT Interviews), this section simply lists the potential challenges and benefits gleaned from the literature and discussions at the Internal Working Group (IWG) meetings (discussed in Section 4.1).

Potential Challenges

Safety & Liability Concerns (Volunteers and traveling public)

- Volunteers encountering poisonous plants, hazardous substances, drug paraphernalia (portable met labs), heavy objects and animal carcasses.
- Volunteers knowledge of proper safety considerations while working in the highway right of way; proper use of traffic control signs, and proper use of safety gear.
- Depending on time of year volunteers may encounter inclement weather or be more susceptible to overexertion.
- Liability – who is liable for volunteers working in the state highway right of way?

Cost of Administering program (Staff time)

- Identifying available roadway segments and matching volunteer groups with available road segments in their desired geographic area.
- Issuing permits and contracts to volunteers including renewal process.
- Enforcing contract obligations.
- Acquiring and maintaining signs.
- Supplying and distributing safety equipment (e.g. vests, hats, trash bags, etc.) to volunteer groups.
- Providing safety Training to volunteer groups.

Roadside signage and conflict with VT sign Law (10 V.S.A 21 § 481)

- Based upon VT's experience in 2004-2008 with a Green-Up-A- Highway Program recognition signs are an important consideration for a viable and successful roadside litter control program.
- The VT Travel Information Council which is delegated authority for administering VT's sign law has stated that a sign in a public right of way calling travelers attention to a sponsoring entity would most likely be considered "outdoor advertising" and thus would be prohibited under Chapter 21 of Title 10. Without a clear exemption to Chapter 21 Adopt-a-Highway signs would not be permitted in VT.
- Does not relieve DOT of litter removal responsibility
 - Not all state road miles will be adopted.
- Waste Disposal & Sorting
 - Sorting of litter is necessary to comply with VT's Recycling law with financial penalty for improper sorting, which may result in increased disposal and personnel costs.
- Impact on Green Up Day participation

Potential Benefits

- May have cost savings since volunteer hours are replacing staff time.
- May allow Districts to focus on higher priority maintenance needs, if administered correctly.
- Educates and empowers public to get involved in litter picking and scenic beautification.
- Provides recognition & marketing opportunity for participating businesses/organizations.
- Supports tourism based economy & economic development.
- Provides Enhanced safety for motorists, bicyclists and pedestrians (e.g. reduced debris on the roads and roadway shoulders).

4. Methods to Evaluate Merits of Adopt-a-Programs

A review of the state of practice (provided in the background section of this report), interviews with three DOTs and convening an internal working group (IWG) were the methods used to evaluate the merits of Adopt -a-Programs (AHP and APRP) and are discussed in this section.

4.1 Internal Working Group

An Internal VTrans Working Group (IWG) was convened to gather internal knowledge, document concerns, identify opportunities and understand limitations that exist if VTrans were to implement such programs.

Agency representation

The Internal Working Group (IWG) consisted of the following VTrans staff with diverse expertise:

- Camille Erwin: VTrans Health and Safety Branch
- John LaBarge: Vermont Travel Information Council representative for VTrans
- Dave Pelletier: Planning Coordinator responsible for Park and Ride Plan implementation
- Amy Gamble: Transportation Systems Management and Operations
- David Blackmore: District 5&8 District Transportation Administrator
- Bill Rice: Assistant Attorney General
- Wayne Davis: Park and Ride coordinator in the Municipal Assistance Bureau
- Rejean Lafleche: District 5 Maintenance Supervisor
- Joe Segale: Policy, Planning & Research Bureau Director

Internal Working Group Role

Two IWG meetings were held. These meetings created the foundation to understanding Agency concerns and assisted in generating the most relevant questions used for interviewing other State DOTs.

During the first meeting the IWG was presented background information and then a round table discussion among attendees generated the following questions:

- What is cost of Administering Program e.g. cost savings?
- How is safety addressed?
- Are training opportunities available to volunteers?
- How is the program enforcement e.g. when does sign come down?
- Term of agreements/ Sample agreement language
- How do you handle large items/objects?
- Who covers the cost of disposal of picked litter?
- How do you handle weekend DOT Work e.g. OT?
- Do you also have DOT anti-litter campaign or advertisements?
- How is hazardous waste addressed e.g. drug paraphernalia?
- How successful are these programs?
- How are injury claims addressed and who is liable?

During the second meeting the IWG was presented both a summary of the findings from interviews with DOTs and proposed recommendations. Section 4.2 provides the summary of the findings from the interviews and complete interview content is documented in Appendix A: State DOT Interviews.

The IWG reaction to the interviews and recommendations were helpful in considering what criteria needed addressing to evaluate the merits of a AHP for Vermont. The evaluation of merit and selection of the best program is a balance of the following considerations:

- Cost to VTrans
- Staff Work Load Potential (a cost)

- Trash Removal Effectiveness
- Sense of Civic Duty /Community
- Extent of Coverage (Limited Access/Secondary)
- Potential Impact to Green Up Day
- Liability
- Safety

The above considerations were used to create an evaluation matrix Table-2 for AHP presented in Section 4.3.

The IWG acknowledged that the AHP could relieve some trash removal needs and result in some cost savings however, concerns was expressed about limited Agency staff and inclusion of a such a program would likely need to take precedence over other maintenance priorities. Additionally, cost savings is a matter of perception. In other words, VTrans would have to incur an additional staff expense to administer the program and ultimately would be spending money to save money.

The DOT Interviews did shift the IWG viewpoint. The interviewees indicated DOTs with successful AHPs are well received by Agency staff and perceived to have both merit and cost savings.

4.2 Summary of DOT interviews

New York

NY employs both an AHP and SHP. NYSDOT has 11 regions with AHP available in 10 of the 11 Regions. Region 11 is the five boroughs of New York City and the New York City Department of Transportation manages the program in that region. (Rowen, 2015)

In each Region, NYSDOT has a Regional Adopt-a-Highway Coordinator. Most of the program administration occurs in NYSDOT's Residencies (VT Districts equivalent). The Resident Engineer or Assistant Resident Engineer initiates and updates the agreements with each group and hosts the required safety briefings.

NYSDOT has approximately 5,000 miles or 33% of the state highway network enrolled in the AHP. Additional program facts are: a segment is typically 2 miles, adopters agree to pick litter 4 times a year, terms of the agreement are 2 years and adopters must be at least 12 years of age. Per discussions with DOT staff enforcement criteria and expectations vary with the peculiarities of the geographic area and community groups are the majority of adopters. (Merchant, 2015)

NYSDOT began AHP in the late 1980s/early 1990s, two people in the agency's main office managed the program. Since then, there is one person in the main office who undertakes AHP functions on a part-time basis. This level of effort is possible because the program has become decentralized and residency staff bring a high level of commitment and care to program administration.

The program and costs are decentralized and therefore not readily available/tracked. Per conversations with NYDOT staff expenses include:

- Personal Protective Equipment for Volunteers, including hard hats and high visibility vests
- Garbage bags for volunteers

- Sign posts and sign panels for highway segments

Some residencies provided subjective information. For example, when volunteers pick litter, the Residency does not need to send out a medium-sized truck (crew truck) and up to six people to pick litter. (Olds, 2015) Also cost are not tracked, NYSDOT tracks the number of groups who adopt highway segments. One Residency estimated that its management spends about two percent of its time managing the program. Compared to the cost of having State forces picking up litter, this is understood to be a cost-effective use of time.

The NYSDOT Adopt-a-Highway Program contract was shared with VTrans as part of the interview correspondence. The contract was helpful in answering many questions, particular liability concerns. The contract specified the state is not liable for damages suffered by any person resulting from the actions or activities of volunteer groups. The volunteer's relationship to the DOT is that of an independent contractor and workers' compensation insurance is an obligation required by the volunteers for the life of the agreement.

Michigan

Of the three states surveyed, MI appears to have the most comprehensive and well administered program. The AHP program has been in existence since 1990 and the SHP was added in 2011. The goal of the programs is to clean roadsides before mowing cycles and tourism periods (April through October). Currently they have 3,000 participating groups that have adopted 6,700 miles or 67% of roadway miles under the jurisdiction of Michigan DOT (MDOT). The minimum segment of road that can be adopted is 2-miles. (MDOT, 2015) (Jones, 2015).

The program is administered at both the DOT Headquarter level and the District Transportation Service Centers (VT Districts equivalent) with a Regional Adopt-a-Highway Coordinator in each region. The estimated staff time dedicated to the two programs is approximately .25 FTE at the headquarters and .10 FTE at each of the seven Transportation Service Centers. The headquarters coordinates elements of the program e.g. volunteer recognition and annual communications and reporting and the Districts coordinate directly with volunteer groups, executes and enforces contracts with groups, issues permits for siting and installing recognition signs, maintains the signs and picks up bagged litter collected by volunteers. MDOT maintains a database maintain to track whether volunteer groups are meeting the conditions of the contract e.g. picking litter 3 of 4 pre-prescribed dates per year, submitting annual report to DOT re: how many volunteers participated, for what length of time and dates when litter picking occurred. The database and annual reports are used to track the status of volunteer groups activities, enforce the conditions of the contract and determining when a sponsorship placard is removed and the roadway segment is available for adoption etc. (Jones, 2015)

Annually the DOT estimates the benefit of the program based upon the information contained in the annual reports and the tracking database. As previously noted, in 2014 the estimated benefit of the program was \$5.5 million with an estimated administration cost (excluding staff time) of \$250,000. No revenue is directly generated by the program. The greatest benefit of the program is it frees up DOT maintenance staff to work on other maintenance priorities. The DOT staff noted that the program is

viewed as very successful, has great public support and generates a lot of positive public relations for the DOT. (Jones, 2015)

Michigan addresses liability and safety concerns in several ways. Liability is addressed as a condition of the AHP permit issued to a sponsoring group. Once a group is issued an AHP permit, DOT provides a safety packet and additional safety training including rules booklets and DVD of Safety Training Video along with annual safety reminders. In addition, all volunteers are required to participate in a safety meeting prior to each litter pick and sign a safety meeting attendance record. Michigan has been sued by AHP participants with injury claims on at least two occasions (including a fatality involving a volunteer) but neither suit was successful.

MDOT has a robust and informative adopt a highway webpage. A lot of the information about the MDOT programs are available on the DOT webpage.

New Hampshire

NH also employs both an AHP and SHP. They currently have 1,350 miles or 34% of the state highway network enrolled in the two programs. (Appleton, 2015) In 2015 they had 500 volunteer groups that collected 14,000 bags of litter weighting 33 tons. Similar to other states they have staff (Adopt-a-Highway Coordinators) in both the DOT headquarters and regional offices who oversee the administration of the program but the day to day administration and implementation is conducted by the DOT Regional offices. They estimate staff costs to oversee the program are: .10 FTE or less at the headquarters and .15-.25 FTE at each of 7 Districts including the Turnpike Bureau. (Appleton, 2015) However, the southern NH District (District #5) has a significantly higher workload (1 FTE) as this region has the highest demand for sponsorships and nearly 100% of all state roads are adopted or sponsored. (Looney, 2015)

NH DOT publishes an "Adopt-A-Highway Program Booklet" which is available on its website that details the program rules, DOT contact person, sample forms and safety information and outlines the terms of the relationship between the DOT and volunteer groups and maintenance providers. NH has a no-cost contract with a national litter collection contractor that oversees all aspects of the Sponsor-a-Highway program with limited DOT oversight. According to NH District staff the amount of staff time dedicated to coordination with the Adopt-a-Highway volunteer groups is significant. Due to the large volume of interactions with volunteer groups they find it difficult to enforce and track whether volunteer groups are meeting the program requirements. The DOT staff indicated they would benefit from a better recording keeping system to track program costs, to track which road segments are adopted and to help administer and enforce the program. Absent such a system administration is very ad hoc. (Looney, 2015)

Safety training is provided to volunteers by NH DOT staff at no cost. Before each litter pick the volunteer group reviews safety checklist, signs safety orientation and certification sheet and each group is required to appoint a Safety Person to oversee the group during each pick. The safety certification addresses liability and indemnifies the State in the event of an injury. NH DOT staff were unaware of any claims against the state due to injuries while participating in AHP.

4.3 Evaluation Matrix

An evaluation matrix was created to assist in identifying which type of AHP program would be best fit for VT notwithstanding the current prohibition on the use of off premises outdoor advertising signs within public rights of way in VT per 10 V.S.A. 21 § 481.

The selection criteria used were based on the factors identified during the Internal Working Group discussions, literature review and the DOT interviews. The scoring system assumes that each factor is equally important in the decision (unweighted).

Table 2. Evaluation Matrix for Adopt-a-Highway Type Programs

	Cost to VTrans	Staff Work Load Potential (this is a cost)	Trash Removal Effectiveness	Sense of Civic Duty /Community	Extent of Coverage (Limited Access/ Secondary)	Potential Impact to Green Up Day	Liability	Safety	Total
No Program	0 No additional cost	-1 Staff continues to spend resources collecting litter	-1 Staff continues to pick litter, when feasible	0 No change	0 No change	0 No Change	0 No Change	0 No change	-2
Adopt-a-Highway Program: Non-Access Limited roads only	-2 Cost of signs, safety equipment, waste disposal & staff resources (HQ & District) to coordinate program & volunteers	-2 Need additional staff resources in HQ and each District to coordinate program and volunteers	1 Variable depends upon number of adopters and number of segments adopted	2 Fosters a sense of community and contributes to less litter on roadsides	1 Non- Limited Access roads only	-2 Potential to undermine success of Green Up by reducing interest in Green Up Day	-2 Volunteers are more vulnerable	-2 Safety protocol for volunteers is less aggressive than VTrans	-6
Sponsor-a-Highway Program: Access limited roads only	-1 Cost of signs & limited HQ and District staff time to coordinate w/single contractor	-1 Need for limited HQ & District staff time to coordinate w/ single contractor	1 If roads are adopted and maintained could see improvement on some roads. Depends on number of adopters	1 Outsourcing litter removal could remove sense of ownership and actually increase littering. Would still allow businesses to participate but could price-out non-profits and some civic organizations	1 Limited Access roads only	0 No appreciable impact anticipated because effort is focused on limited access roads only and Green Up addresses state and local roads.	1 Contractor(s) indemnify State and carry liability insurance	1 Trained professionals	3
Adopt-a-Highway Program & Sponsor-a-Highway Program	-2 Cost of signs, safety equipment, waste disposal & staff resources (HQ & District) to coordinate program, volunteers & contractor	-2 Need additional staff resources in HQ and each District to coordinate program, volunteers & contractor	2 Provides more options and greater potential coverage statewide	2 Could potentially allow for highest rate of participation e.g. civic groups, non-profit organizations and businesses	2 Greatest coverage e.g. Both limited and non-limited access roads	-2 Potential to undermine success of Green Up by reducing interest in Green Up Day	-2 Overall greater exposure: volunteers, contractors and DOT staff	-2 Same as implementing AHP due to volunteers being more vulnerable	-4

This table represents the options (as rows) and the factors to consider (as columns). The scoring system is such that we are assuming that each factor is equally important in the decision (unweighted).

Scoring System

2	A significant improvement relative to status Quo
1	A small improvement relative to status Quo
0	Neutral/No change
-1	A small disadvantage relative to status Quo
-2	A significant disadvantage relative to status Quo

5. Recommendation

Although each of the Adopt-a-Highway scenarios presented in Table 2 demonstrates the challenges and merits of implementing an Adopt-a-Highway type program in Vermont. There are two important legal considerations which are not included in the matrix.

1. Currently, 10 V.S.A 23 § 481 commonly referred to as “VT Sign Law” includes a provision which prohibits the use of off premises “outdoor advertising” within public rights of way. As currently written this prohibition would preclude the use of Adopt-a-Highway or Adopt-a-Park and Ride recognition signs.
2. Equal Protection and Free Speech considerations – The literature review revealed a cautionary tale of adopt-a- programs and state attempts to restrict certain names or organizations from “sponsorship signs” because the sponsor’s name raises “concerns”. Such restrictions can and often times are challenged based on the equal protection and/or free speech provisions of the U.S., or State Constitutions.

The Agency of Transportation concludes that until the language in 10 V.S.A. 23 § 481 is modified to either exempt “Acknowledgement Signs” for Adopt-a-Highway programs as defined in Section 2H.08 of the Manual on Uniform Traffic Control Devices (MUTCD); or expressly state that all signs contained in the MUTCD are permitted under the VT Sign Law –Adopt-a-Highway and Adopt-a-Park & Ride Programs, inclusive of recognition signs cannot be implemented in Vermont. Based on VTrans experience with Green-Up-A-Roadside Program in the absence of recognition signs (as currently prohibited by 10 V.S.A. 23 § 481) there is no merit to implementing Adopt-a-Park and Ride and Adopt-a-Highway Programs in Vermont.

If at some point in the future if the ambiguity in 10 V.S.A. 23 is addressed as noted above and Vermont were to move forward with either program, it is strongly recommended that any executive restrictions on participation in an Adopt-a-Program, or the content of a participant’s name on the recognition sign be very carefully researched and drafted to ensure constitutionality.

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APPENDIX A: State DOT Interviews

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Appendix A: DOT Interviews

	NY	NH	MI
General Program Background			
1. Which model of program do you have? Adopt-a-Highway, Sponsor-a-Highway or both?	NYS DOT has 11 regions. AHP is available in 10 of the 11 Regions. Region 11 is the five boroughs of New York City and the New York City Department of Transportation manages the program in that region. NYS DOT has a SHP program in its mid-Hudson and Long Island Regions. (John Rowen email)	SHP - Maintenance Provider (MP); AHP District - Coordinator & HQ Coordinator - communicates with District but Districts does all volunteer coordination. No real difference in the two programs -- just different signs from HQ perspective.	Both - AHP administered by DOT; SHP - No cost consultant contract ~\$285/mo; current vender Adopt a Highway Maintenance Corp., DOT approves sign design, location and issues permit to install sign but vendor does rest.
2. How many miles of road are enrolled in your AHP Program vs. total miles under DOT jurisdiction?	~5000 miles out of 15,033 miles or 33% with 2400 active agreements in place. (NYDOT webpage)	1,350 miles enrolled in AHP out of 3,921 or 34%	Since 1990, Adopt-A-Highway local groups have collected over a million bags of trash. Currently 3,000 groups are participating in the program and have adopted over 6,700 miles of Michigan highways out of 9,664 miles or 69%
3. Who administers the program	Each region has a Adopt A Highway Program Coordinator and most of the program is administered by a Transportation Maintenance Residency. A Residency is where NYS DOT maintenance forces are based. A Residency's size is based on lane miles and other factors and may be part of a county, an entire county or two counties together. (John Rowen email)	SHP - Maintenance Provider (MP). HQ Program Coordinator Roger Appleton communicates with District but Districts does all volunteer coordination. Overall coordination from HQ including data collection, outreach to MP's for SHP, trash bag distribution to Districts & tallying District Reports at conclusion of year. District assigns sections and tracks who is doing what deals with volunteer groups.	Both
3a. Headquarters	Unsure of headquarters role - not discussed	See #3	Operations/Field Services Program oversees Program statewide; Annual letters to groups, recognition certificates and maintain database
3b. District Level	yes	See #3	7 regions or Transportation Service Centers (TSC) issue permits for siting and installing signs, maintain signs, pick up bagged litter, help admin. database to keep track of available segments, remove signs
4. Do you use any contractor/consultant services to administer program (examples below)	The AHP does not use outside sources. The NYS DOT has a SAH program in its mid-Hudson and Long Island Regions. And program administrators were not mentioned. (John Rowen email)	Yes, a. and b. below; when sponsor picks segment they select; artwork and sign location DOT District; volunteer groups; Biggest district (Concord/So NH area) all segments taken but getting them to pick is difficult part. Once sign is in place it's difficult to enforce.	Yes, A. below but just for Sponsor A Highway Program
4a. Adopt a Highway Maintenance Corp.	n/a	Yes	Yes
4b. Adopt a Highway Litter Removal Service of America	n/a	Yes	
4c. Other contractors?	n/a	No	NO - other than vendors to provide bags, vest etc.

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	NY	NH	MI
General Program Background			
5. How many staff positions are supported by program?	When NYSDOT began AHP in the late 1980s/early 1990s, two people in the agency's main office managed the program. Since then, there is one person in the main office who undertakes AHP functions on a part-time basis. This level of effort is possible because the program has become decentralized. It also possible because Residency staff bring a high level of commitment and care to program administration. Note that the Transportation Maintenance Residency that oversees program has many additional duties. (John Rowen email)	One in HQ with less than 10% of time spent on AHP. One in each district 15-25% except in So. NH where one person is needed to cover region 100% of time.	No one person whose job is 100% AHP or SHP. HQ - 25-30% of 1 position (Tim's) spent on AHP; estimated seven district TSC staff time is 10% of Admin and/permits engineers time.
6. Original motivation for program?	A declining workforce and reduced operating budget forced DOT to focus on their first priorities and fewer resources were available for roadside beautification. (NYDOT webpage)	Relieve litter picking from DOT, advertising -- southern section's completely taken; encourage volunteerism	The goal of the program is to clean the roadsides before mowing cycles and tourism periods (April through October). Designated pickup dates and times determined by MDOT at the beginning of each year to facilitate and schedule pickup of bagged trash.
7. How many years has program been in existence?	Approximately 15 years, in 1990 legislation was passed to encourage individuals or groups to clean up highways roadsides in exchange for recognition to those volunteers. (NYDOT webpage)	Since 1994, revisions to admin. rules adopted in March 2000, revising admin rules currently to reflect actual practices and add Sponsor a Highway Program	Since 1990 AHP; 2011 SHP
8. Has program remained consistent over the years –has it evolved/changed and if so how?	The program was first managed at HQ and now at the District Level. See Q5 above. (John Rowen email)	Admin rules have undergone changes in 3/95, 11/95 & 6/00	Yes, but with improvements in technology easier to track and maintain database of groups and prepare and send annual communications; warning letters (if haven't heard from group in 2-yrs.) etc.
9. Has DOT used AHP model for maintaining any other infrastructure under DOT jurisdiction e.g. Rest Areas, Park & Rides or Public Transit Stops?	Not all beautification is linear sometimes it may be a pull off or a rest area. (discussion with Eric Degni)	NO, but looking at Rest Area system as possible candidate for similar program.	Yes, Adopt-a-Landscape at village gateways or rest areas; some Park & Rides included in AHP segment but not formal AHP program - good for groups with under 12 yrs. of age (schools, cub scouts etc.)

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	NY	NH	MI
Cost Effectiveness			
11. How do you track costs & benefits of the program?	NYS DOT tracks the number of groups who adopt highway segments. It does not track costs and benefits). One Residency estimated that its management spends about two percent of its time managing the program. Compared to the cost of having State forces picking up litter, this is a cost-effective use of time. (John Rowen email)	District - MP provide info to HQ; volunteer section report is supposed to be submitted to District but inconsistent compliance. DOT touts program as Environmental Program of DOT.	# of people, # of groups, # of miles, # of bags collected, when amount collected along a given segment decreases
12. Do you track DOT staff, equipment and trash disposal costs?	NYS DOT tracks litter pickup costs for State forces through its Maintenance Asset Management Information System (MAMIS). This system track employee hours, number of bags picked up and equipment costs. It does not track disposal costs as the costs for dumpster service or tipping fees is allocated to maintenance facilities (residencies) for all disposals at that location. MAMIS does not have the capability to distinguish whether litter bags originated from work by State forces or AAH/SAH group work. Some Residencies have made anecdotal calculations. For example, when volunteers pick litter, one Residency does not need to send out a medium-sized truck (crew truck) and up to six people to pick litter. (John Rowen email)	2015 - 500 volunteer groups, 14,000 bags of trash = 36 Tons - track it annually	Yes, Litter picking code available for staff to use but not uniformly used across DOT.
13. Who maintains signs and enforces program?	Transportation Maintenance Residency (all contacts)	MP for SHP; DOT for volunteer segments (2-3 mo. Waiting period)	AHP - DOT; SHP - Contractor
14. How do you measure success?	Although AAH is in statute, the extent of participation depends in the interest of the community and the effort a Residency devotes to promoting the program. Some Residencies have found that the willingness of groups to adopt a highway segment is related to the visibility, the amount of traffic, on that segment. Some Residencies have estimated benefits and costs; others have not. One Residency manager has hypothesized that this program has an element of self-policing in it. If a person or group has their name on a highway segment, they have an inherent motivation to make sure that the litter pick-ups are done on schedule and as thoroughly as possible. (John Rowen email)	Number of bags of trash picked annually. Reduced DOT personnel expense - although not tracked.	# of people, # of groups, # of miles, # of bags collected, \$\$ benefit calculated annually

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	NY	NH	MI
Cost Effectiveness			
15. Cost Effectiveness of Administering Program e.g. cost savings	<p>AHP is cost-effective. NYSDOT does not have specific information on the degree to which it is cost-effective. In 2009, NYSDOT reviewed the number of AHP segments and groups. At that time, about 30 percent of all roadside shoulder miles had AHP groups undertaking litter control.</p> <p>The time and effort that these groups provide for litter control free NYSDOT maintenance forces to undertake other, more complex maintenance work.</p> <p>NYSDOT has found that AHP offers a chance for local groups to not only undertake litter control but to undertake other useful roadside maintenance tasks. On Interstate 90, in Rensselaer County, an AHP group maintains a decorative planting which is visually appealing but is located safely outside the clear zone. NYSDOT has received general inquiries about adopting highway segments to plant pollinator-friendly vegetation - - although no groups have yet signed up to make such plantings. (John Rowen email)</p>	Unknown	\$5.5M
16. Overall assessment of the Success of the Program	<p>All NYDOT contacted understand the program to relieve staff and is a welcomed program. One contact believes the program to have a large return on investment.</p> <p>NYSDOT finds the AHP program is successful in that it allows the agency to obtain assistance in litter control and it is then possible for maintenance personnel to undertake higher priority or more complex maintenance tasks. (John Rowen email)</p>	Good relieves DOT staff of litter pick up responsibility so they can focus on other maintenance functions; public support is strong, tourism industry supportive; volunteer group coordination a HUGE effort. Trying to assign organization to available segment a struggle.	Very Successful; good public support; great PR opportunity for DOT
17. What is DOT role aside from administering contract?	<p>NYSDOT provides trash bags for roadside clean-up; staff picks up full bags at a central location; The adopter will call the resident and staff will collect the trash the following Monday (volunteers clean up typically on weekends) and, properly disposes of the trash that was collected. The Department will also erect a blue-and-white Adopt-A-Highway sign within the adopted highway to acknowledge the adopters (2 panel sign). The DOT is responsible for gear (vest, hats, gloves, bags). Gear is usually pickup on a Friday by adopters and returned on a Monday. (Brian Olds and Kevin Merchant)</p>	DOT pays for signs (replace up to 2-times); DOT provides trash bags, safety supplies including safety vests (but not footwear) and temporary warning signs e.g. "Volunteer Groups Performing Litter Removal"; DOT safety talk prior to pick; lots of special requests e.g. smaller segment	See answers above

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	NY	NH	MI
Safety – Work Zone & Volunteers			
18. How is safety addressed?	Before the first litter pick-up, The Residency Engineer will conduct the requisite safety briefings with the adopter's group leader; outfit the adopters with the appropriate orange safety gear. Provide a safety checklist and sign in sheet. Going forward the safety training and signing sheets are the responsibility of the leader. (Brian Olds)	Provided by DOT staff at no cost; Safety checklist, Safety Orientation Form & certification sheet for Group Safety Person. New group gets DOT safety talk -- but rely on Group Safety Person	All Adopt-A-Highway participants are required to conduct a safety meeting before each pickup. All participants are required to wear a MDOT-provided safety vest while working along the roadside. Once a group is issued an Adopt-A-Highway permit, MDOT will provide additional safety information, including rules and a DVD.
19. How do you handle injury claims & who's liable	Volunteers of Adopt A Highway program signs an acknowledgment of statutory limit of liability 14 (29) stating " Notwithstanding any inconsistent provision of law, the state and its employees shall not be liable for damages suffered by any person resulting from the actions or activities of such volunteers or groups" (review of the AHP contract)	"Maintenance Providers" provide certification of insurance coverage listing NHDOT as "additional insured" with general liability, workers comp., and auto liability no less than \$2M incident of single individual picking litter at interchange. No known liability claims to date.	Condition of permit
20. Who is ultimately responsible for volunteer injuries?	The contract states the volunteer's relationship to the State is that of an independent contractor and workers' compensation insurance is an obligation required by the volunteers for the life of the agreement. (review of the AHP contract)	MP's and volunteers	Sponsoring group -MDOT has been sued but no cases have been successful. Suits have included a fatality back in early 1990's family unsuccessfully attempted to close program down. Crash was result of motorist falling asleep and running 100 ft off the road and hit volunteer picking litter.
21. Employer/Employee relationship of sponsoring organization and volunteers? VOHSHA – blood borne pathogens example	The contract states the volunteer's relationship to the State is that of an independent contractor. See Q19 and Q20 above.	N/A	Covered in permit. Employers do inquire about whether signing up would cause Workers Comp. premiums will increase.
22. What is the minimum age of volunteers?	Adopters must be at least 12 years-old; adopters between 12 years-old and 18 years-old must be accompanied by a guardian. (NYS DOT webpage and AHP contract)	16 yrs old for limited access multi-lane highways or interchanges; 11-yrs old in all other cases	minimum of 12 years old. Children between the ages of 12 to 17 must have adult supervision 1-adult per 3-underage workers
23. What is the role of DOT staff aside from administering contract?	NYS DOT provides trash bags for roadside clean-up; staff picks up full bags at a central location; The adopter will call the resident and staff will collect the trash the following Monday (volunteers clean up typically on weekends) and, properly disposes of the trash that was collected. The Department will also erect a blue-and-white Adopt-A-Highway sign within the adopted highway to acknowledge the adopters (2 panel sign). The DOT is responsible for gear (vest, hats, gloves, bags). Gear is usually pickup on a Friday by adopters and returned on a Monday. (Brian Olds and Kevin Merchant)	MP does everything. Except issue permit for placement of recognition sign.	Annually send out forms, safety brochure, windshield placards, certificate of appreciation and reporting forms

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	NY	NH	MI
Program Administration			
24. Term of agreement? Ex. 1-2 yrs.	Each Adopt-A-Highway agreement is for two years and is renewable provided the adopters have functioned in accordance with their previous agreement. (NYSDOT webpage and AHP contract)	Minimum of 2 yrs	at least a two-year period, automatic renewal unless/until problem arises e.g. don't receive reports, no response to letters
25. Minimum AHP segment length? E.g. 2-4 miles	An adopted highway segment is usually two miles long but this length may vary. (Brian Olds and Kevin Merchant)	Secondary Highways – 2 miles in both directions; Limited Access – 4 miles in one direction or 2-miles if median section is included. 2-miles in southern NH highest pop. Density	minimum two-mile stretch of roadway, in both directions
26. Frequency of Litter Pick up? E.g. 2-4 times annually etc.	Adopters agree to perform at least four pick-ups each year.	Secondary Highways - 4-times in the months of April, June, August and October; Limited Access – up to 14 times a year.	pick at least 2 of 3 DOT scheduled timeframes (9-day period, spring, summer and fall) per year
27. Do you have sponsors agreement language you could share?	Yes, received a copy of the contract.	Yes, contained in Guidebook available on website	Application and permit for use of state trunkline ROW - on website
28. How do you handle large items/objects, hazardous waste and animal carcasses?	Adopters must never pick up needles, syringes, jagged glass, animal carcasses or heavy objects. Adopters are not to pick up anything that could be hazardous. (AHP contract)	Haz Mat - If the group discovers illegal substances during their cleanup, the group shall leave the substances where found and notify the local or state law enforcement agency, and district engineer by telephone or in the "status report"; Heavy Items: The group shall not move large or potentially hazardous substances including but not limited to hypodermic needles and animal carcasses	Safety Video addresses Meth Labs; Rules state contact State Police if hazardous waste. Do not touch animal carcasses
29. How do you handle weekend DOT Work e.g. OT	Contract specifies that supplies (protective gear) are picked up and returned during normal working hours. The answer will vary according to the management of the local residency. For my part, the group leaders of our new applicants have been able to meet during normal workday hours. Occasionally the safety meeting has been outside of normal work hours and then either 'comp time' or overtime would apply, but this is rare. (Brian Olds)	per agreement all litter removal operations must fall during normal work week and not weekends or holidays or peak traffic flow times.	per permit all DOT litter removal operations occur during regular business hours
30. Have you had any experience not using recognition signs?	No. Many adopters are community groups such as club scouts or churches. And about 20% small business. (Brian Olds)	No	No, but do get requests to limit/consolidate signs on Scenic Roads. Get occasional requests for anonymous adoption.
31. Do you need a permit?	Adopters must obtain a Highway Work Permit from the New York State Department of Transportation; NYSDOT waives the standard permit fee. (NYSDOT webpage and AHP contract)	Agreement serves as permit but they need to renew every two years	Yes, included on website

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	NY	NH	MI
Training, Enforcement & Outreach			
32. What training opportunities available or required for volunteers?	All volunteers must attend a safety briefing before participating in field activities. The DOT will provide a representative to present the safety briefing for the first meeting and after that a designated person from the volunteer group will conduct such briefings. (AHP contract and all correspondence)	Must sign Safety Signature Sheet prior to each litter removal and Parent/Guardian permission form if minor. MP train own people. Volunteers safety briefing, bags, vests, no footwear requirement.	You Tube Safety Video. MDOT will supply safety vests for each member upon acceptance in the program. Bags, vests and safety materials
33. Do you also have a DOT anti-litter campaign or advertisements?		Nothing formal - general "littering \$250 fine" signs	No
34. What criteria do they have for the sponsor?	n/a	See booklet	See website
34a. Criteria for enforcement.	Based on conversation, enforcement varies based on geography and	Volunteers District Tech -- 1/2 of groups don't pick. When sign deteriorates and needs replacement -- threaten. IF don't pick -- DOT does not pick.	Fail to meet terms of agreement. Request removal by sponsor, haven't received report in 2-yrs and no response to letters. Name turned over to District to make contact and decide when to remove sign and post road segment as "available"
34b. When does the sign come down?	If no activity in two years.	When it deteriorates and falls down	see above
Additional Information			
	Kevin Merchant - about 30 out of 400 miles adopted, program relieves duties for maintenance staff and improves look of roadways, the program helps with unsightly mowed liter, equipment purchase by DOT, adopters have a varying degree of compliance and twice a year is satisfactory, if no activity at end of 2 yr contract them terminates, use of engineering judgement on what roads would be best suited from a safety perspective. Does not select roads with speed limits of 55 or greater	MP - Fantastic; Volunteer Group is a HUGE amount of work can't keep up with who is and isn't picking. Need 1 fulltime person just to oversee and coordinate volunteer groups. Staff support need combination of office and engineering skills. HQ need better tracking of costs and benefits - an issue for many topics/issues at DOT. Program builds sense of community	Program started out with applicants volunteered for section of choice which left lots of small gaps e.g. 1/2 mile. DOT needs to create own segments
		Enforcement difficult - getting volunteers to pick per agreement	If doing both AHP and SHP be sure to coordinate litter picking dates
	Brian Olds - provided me with the typical scenario, stated 2% of time used to administer program including providing gear and safety training, big return on investment (the program relieves man power and feels good for community), about 75% of the lane miles in his region is covered by AHP, volunteers tend to be older and 4 times a year may not be achievable, about 20% small business and the rest community groups, all highways are adoptable in the region, the expense to deploy staff to cover the same mileage as the volunteers would be more costly than what it cost to administer the program	Need good record keeping system to track costs, database to track which segments are taken and to help administer and enforce program. Without it admin. is very ad hoc.	

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	NY	NH	MI
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