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HISTORY OF HIGHWAY CONSTRUCTION  
IN THE STATE OF GEORGIA  
and of the  
STATE HIGHWAY BOARD, 1916-1939

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Prepared by  
DIVISION OF HIGHWAY PLANNING  
of the  
STATE HIGHWAY BOARD OF GEORGIA

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May 8, 1939

## F O R E W O R D

The purpose of this summary is to assemble, in chronological order, the events leading up to the formulation of a definite highway program in the state of Georgia and to outline its development during the subsequent years. It includes all obtainable facts relating to the period prior to the inauguration of the first State Highway Commission in 1916, as well as a record of the work of this first commission and its successors, to and including January 1, 1939.

In compiling this history, the Division of Highway Planning utilized the annual reports of the State Highway Board from 1920 to 1932 and the biennial reports thereafter, and is indebted to the Secretary-Treasurer of the Board and to Mr. C. E. Jackson, Special Assistant Attorney General assigned to the Highway Board, for much of the data contained herein.

In all probability, the first official act ever put into effect in the South pertaining to overland transportation was what was known as a "Statutory Method", passed by the British Colony of Georgia in 1755, under provisions of which the Colony was divided into nine districts. Each of these districts was given six surveyors whose duty it was to survey and keep in repair the necessary roads or trails in each district. The surveyors were authorized to assess a tax on all male inhabitants within the "road age" of sixteen to sixty and the work itself was to be done by road hands who were required to work as many as twelve days in each year. There is no record available of the initial work performed under this arrangement, which, in any event, was abrogated with the start of the Revolutionary War.

Nine years later, however, following the termination of the war, the "Statutory Method" was renewed through numerous Acts passed by the newly-organized State Legislature, and the various counties of the state were divided into road districts. All males within the "road age" were called upon to work their local roads from five to fifteen days per year, and were required to furnish their own tools.

This road-working arrangement, with few changes, remained in force in Georgia until 1829, when the State Legislature appropriated \$70,000 for the purchase of negro slaves to be used

throughout the state in constructing roads. Most of the work accomplished through this Act was in the vicinity of the larger municipalities, however, and so much dissatisfaction resulted throughout the rural areas of the state that it subsequently was repealed.

Then followed the chartering of numerous corporations for the purpose of building turnpikes, locally controlled. Aside from the original "Statutory Method", which, of course, had remained continuously in force, these turnpike charters were the principal activity in road construction throughout Georgia until the outbreak of the War Between the States.

Following the war, the General Assembly in 1866 refused to renew these charters and the state reverted to the old "Statutory Method". As a result, practically nothing was accomplished until 1891. In that year the Legislature made its first real move toward improving the roads of the state by passing an Act authorizing each County Commission, upon recommendation of the County Grand Jury, to levy a special tax of two mills on the dollar for road-building purposes. It also provided for a "commutation tax" of fifty cents per day for each male inhabitant subject to road duty for each day he was required to work on the roads during the year. This Act comprised the first authority given any legal body to purchase mules and equipment and to pay a daily wage for the building of roads.

Under an Act passed in 1898 creating the State Prison Commission, convicts in Georgia had been leased to corporations or private individuals for industrial purposes. The Legislature abolished this leasing system in 1908, however, and authorized the counties and municipalities to use convicts in constructing public roads, bridges and other public works. Interest increased immediately in the building of roads and the way was paved for the subsequent enactment of legislation that revolutionized highway construction in Georgia.

#### First Highway Commission

The National Congress in 1916 created and wrote into law the Federal Aid Road Act. Outside of the appropriation of funds, its principal provision made it incumbent upon any state availing itself of the use of such funds to organize a Highway Department.

Accordingly, on August 16, 1916, the State Legislature designated the members of the Prison Commission of Georgia, the State Geologist, the Dean of the College of Civil Engineering at the University of Georgia, and the Professor of Highway Engineering at the Georgia School of Technology as the Highway Department of Georgia, authorized to discharge all duties prescribed by Congress under the Federal Aid Road Act.

This group took office as the Georgia Highway Commission. It was composed of the following personnel:

T. E. Patterson, Chairman, Atlanta, Georgia

R. E. Davison, Woodville, Georgia

E. L. Rainey, Dawson, Georgia

C. M. Strahan, University of Georgia

R. D. Kneale, Georgia School of Technology

S. W. McCallie, State Geologist

W. H. Neal, Secretary

(The development of the highway organization at three typical periods in its history is shown in Exhibits "A", "B" and "C", which are attached to this summary.)

The State Legislature provided \$10,000 for the maintenance of the Highway Department during 1918. This sum was barely sufficient to pay the salaries of the chief engineer and his small staff and was totally inadequate, of course, for the organization or maintenance of an effective engineering unit. No space was available in the State Capitol, and the first Georgia Highway Commission occupied offices in the Fulton County Court House donated by county officials.

The Federal Aid Act provided that 10 per cent of the cost of a project could be expended for engineering services and contingencies, this provision in the Act enabling the first Commission to function. A tie-up between the Commission and 18 engineering firms in the state was effected in the form of a contract, approved by the United States

Bureau of Public Roads. These firms, which were subsequently designated as Project Engineers, undertook to make surveys, prepare plans and supervise the work, which was to be the launching of the Georgia highway program. The Project Engineers' compensation ranged from three per cent to seven per cent, based upon the difficulties of the job involved, and, under the terms of the contract, all of their work was to be inspected and approved by the engineers of the Bureau of Public Roads and the Highway Commission.

In striking contrast to the present day allocations of millions of dollars each year was the original Highway Commission's total Federal Aid apportionment during the first two years of its existence - \$134,329.48 in 1917 and \$268,658.96 in 1918. But in spite of its handicaps this Commission succeeded in inaugurating 75 Federal Aid projects in 64 different counties from 1916 to 1919. A total of 555 miles, including 41 bridges, was involved in these jobs.

The Motor Vehicle Law, which had been enacted on November 30, 1915, was amended on August 20, 1918, to provide that not more than \$15,000 of the funds accruing through the operations of the Act could be expended by the State Highway Commission for expenses and for the employment of engineers.

It was during the administration of the first Highway Commission, during the years 1917 and 1918, that many counties of the state voted large bond issues for road-building purposes. This was a decidedly

important development for the future of highway construction in Georgia, since it was solely through the use of these funds that the state was able to match available Federal Aid allotments.

#### Highway Board Formed

The first reorganization of the State Highway Department took place immediately following passage of an Act by the General Assembly on August 18, 1919, creating an entirely new State Highway Board, under that title. The new board, composed of three appointees of the Governor, took the oath of office in September, 1919. It consisted of Dr. C. M. Strahan, member of the original State Highway Commission, as chairman, and R. C. Neely and S. S. Bennet as members.

Among the new Board's first official acts was the appointment of W. R. Neel, who had served as secretary of the original Commission, as State Highway Engineer, a post he was to hold for the ensuing 10 years. The Board's offices were moved from the Court House, first to a building at the corner of Peachtree and Baker streets and later to the seventh floor of the Walton Building, a downtown office structure.

Under the Board's newly-outlined plan of procedure, administration of definite activities was assigned to each member. The chairman assumed all engineering responsibilities and direct operation of the Highway Department. Mr. Neely was placed in charge of equipment, and Mr. Bennet was given control of lettings and contracts.

The new board compiled the first state system of highways, totaling 4,800 miles, as shown on the attached copy of the original

map approved by the General Assembly in compliance with the provisions of the Federal Aid Act. It was a "county seat to county seat" system, then thought to be the logical solution to the state's highway problems.

(Also attached hereto is a copy of the most recent state highway system map, as well as a tabulation showing the additions to the system from year to year, the total mileage on the State Highway System, and the year-by-year expenditures for highway construction - Exhibit "E". Another tabulation attached hereto shows the year-by-year Limiting Mileage, Approved Mileage, Improved Mileage, and Mileage in Public Lands or in U. S. Parks and Forests, since the establishment of the Federal Aid System - Exhibit "D". Still another tabulation shows the year-by-year breakdown of Federal funds received for highway purposes - Exhibit "F".)

#### Divisions Set Up

The newly-formed State Highway Board, in 1919, took an important step toward putting the organization on an efficient basis by creating the first Division set-up in the state. The new State Highway Act provided that all available funds be pro rated to the various Congressional Districts on the basis of their proportionate share of mileage on the State System. Twelve Division Engineers were appointed, one for each Congressional District, and the first budget system was inaugurated. Federal funds in the amount of \$2,700,000 were available

for the years 1920 and 1921, and the actual available State funds for road purposes, accumulated from the Motor Vehicle Act, had reached \$1,720,000 on May 22, 1920. These funds were allocated to the twelve divisions to be expended on projects recommended by the Division Engineers.

Another important development of 1919 was the organization of the first State Maintenance Department, a requirement of the Act creating the State Highway Board.

At the end of 1919, its first year in office, the new Board had placed under construction on the State Highway System 170.4 miles of paving, 673.5 miles of sand clay roads, 34.4 miles of graded roads, and 28 bridges.

The first State Highway Board took office during the administration of Governor Hugh M. Dorsey, and when the latter was succeeded as governor in 1922 by Thomas W. Hardwick there also came about a change in the chairmanship of the board. John N. Holder, of Jefferson, Georgia, was named to that position, succeeding Dr. Strahan, who returned to his post at the University of Georgia.

Except for minor contributions by various municipalities, the counties of the state, up to this time, had provided practically all of the State funds used in matching Federal Aid allocations. This was made possible through county bond issues.

At this point it might be pertinent to bring out that in 1931 the General Assembly passed a sentimental measure calling for the

refunding of the total of \$26,000,000 to the counties over a period of 10 years, beginning in March, 1936. The Act called for the return of \$2,600,000 each year out of current funds until 1946. The General Assembly of 1939, however, uneasy over the great difficulty being encountered by the State Highway Board in matching current Federal Aid funds, passed an Act in the form of a proposed constitutional amendment authorizing the Governor to issue bonds in the amount of \$7,950,000 and to use the proceeds in meeting Federal Aid obligations. If approved by the people in the general election on June 6, 1939, the State Highway Board will continue to pay the county Refunding Highway Certificates as they mature in 1939, 1940 and 1941, but will be reimbursed through the sale of the Refunding bonds.

By 1922 the State was rapidly accumulating its own resources, and the Board's first annual report after Chairman Holder took office showed that the funds expended and set aside for new construction since the Department was organized in 1918 totaled \$23,299,550.22, of which \$9,362,230.50 had been received from the Federal Government.

The General Assembly of 1921 had added 700 miles to the State System, which made a total of 5,500 miles under the supervision of the Highway Department. Of this total, approximately 1,700 miles either had been completed or were under construction in 1922.

For administrative purposes the twelve operating divisions were reduced to eleven in 1922, the old Fifth Congressional District having been absorbed into the other eleven.

Highway Act Amended

Two important amendments to the State Highway Act were enacted by the General Assembly in 1922, the first empowering the Highway Department to control the weight of all traffic using state bridges, and the second permitting the Department to construct and maintain State Aid roads in and through municipalities with a population of 2,500 or less.

The court held, later in the same year, that "the State, through its legislature, has as much power and control over the laying out, construction, maintenance, and closing of the highways, streets, lanes and alleys of municipal corporations as it has over other public highways. It may change, alter, or abolish either class of these highways at will. The power to have opened, worked, repaired, improved, or closed the public highways, streets, and roads may be exercised by the legislature in such manner and way, and under such circumstances, as it may deem best."

On April 16, 1931, however, in the case of Greene et al v. State Highway Board of Georgia, 172 Ga. 618, the Act of 1922 was declared void for uncertainty, and in discussing the case the court stated that it was clear that prior to the passage of the Act of 1922 the State Highway Board had the right to construct and maintain State Aid roads within the corporate limits of any city in the state, and that since the Act of 1922 had been declared void, that right continued to exist.

Governor Clifford Walker succeeded Governor Hardwick in 1924 and W. T. Anderson, of Macon, succeeded R. C. Neely on the State Highway Board.

Gas Tax Increased

In this year, the General Assembly enacted one of the most important and far-reaching Acts affecting the Highway Department by amending the Gas Tax Law, which had gone into effect in August of 1921, to read three cents instead of the original one cent collected from distributors of motor fuels. The one cent collected under the terms of the original Act went into the State's general fund for such use as it desired to make of it.

Under the provisions of the amended measure, one-third of the tax was set aside for the purpose of cancelling the deficiency in the state treasury growing out of the discount of the rental of the Western and Atlantic Railroad, owned by the state; one-third was to be distributed to the counties to be used exclusively for work on public roads, and the remaining one-third was set aside as a special fund for the Highway Department to be used for the construction of the State Aid System of Roads and for matching Federal Aid funds. Further provision was made that upon expiration of the discount on Western and Atlantic rentals the one-third which had been set aside in that connection should also revert to the Highway Department, making a total of two cents per gallon which the Department would ultimately receive under the amended measure.

In Chairman Holder's annual report to Governor Walker, as of January 1, 1924, he pointed out that the total cost of roads and bridges to that date was \$20,241,065.97; that the estimated cost of roads and bridges under construction was \$7,613,210.36, and that the estimated

cost of new projects for which funds had been provided and plans approved was \$5,296,620.50, making a grand total of \$33,050,896.83. This figure would represent the completion of 2,926.1 miles of the system of 5,500 miles. The annual report also set out that the total sum available to the Department from all sources for the year 1923 was \$6,018,239.80.

The question of a statewide bond issue for road-building purposes was brought to the attention of the people of Georgia on January 1, 1924, when Chairman Holder, in his annual report to Governor Walker, supported Member W. T. Anderson's advocacy of an issue of \$70,000,000 to be financed, both principal and interest, from the three-cent gasoline tax. But the proposal failed to get beyond the "suggestion" stage and a state bond issue for highways was never approved.

In 1924 the number of Divisions was reduced again - this time from 11 to 9 - in order to lower the Department's general overhead expense, at that time approximately 5 per cent.

#### New Quarters Occupied

At about the same time the Department moved into its own quarters at East Point, where the shops and the laboratory had been installed (and where the shops still are located), and the nine new Divisions were established at Rome, Gainesville, Griffin, Augusta, Americus, Dublin, Savannah, Thomasville and Waycross, respectively.

Little reference has been made thus far in this summary to the bridge construction work under way throughout the state. This, of

course, was continuous with the road-building activities, and at the time of the 1924 Annual Report there were on the State System:

715 Old Bridges - Total length, 78,500 feet

674 New Bridges - Total length, 100,158 feet

59 Bridges Under Construction - Total length, 10,221 feet

All of the bridges in the three classifications above made a total of 188,879 lineal feet, or 35.77 miles, of bridges on the system. The State Highway Board exercises the same authority over and recognizes the same responsibility toward bridges that it does in connection with the State Highway System of roads.

The word "bridge", as used in the statutes of this state, means a bridge used as an "instrumentality for travel along a highway and for crossing streams and ravines". Piping and water-boxes and culverts for drainage purposes across the public roads are not "bridges" within the meaning of the statute. The courts have held that an overpass or a structure that might be built for grade separation purposes is not a "bridge" in the eyes of the law. However, for engineering purposes, the construction divisions regard as a bridge any structure of more than 20 feet, as differentiated from a culvert.

In the year 1925, 800 miles were added to the State System, making a total of 7,048.8 miles. Of this total, 581.24 miles of hard-surfacing had been completed, with 312.73 miles under construction; 466.62 miles of a semi-hard type had been completed, with 100.66 miles under construction, and 1,688.40 miles of top soil and sand clay had been

completed, with 410.83 miles under construction. This made a total of 3,530.48 miles of the system either completed or under construction.

"Pay-As-You-Go" Plan

Another highlight of 1925 was a change in the personnel of the State Highway Board, John R. Phillips, of Louisville, succeeding W. T. Anderson as member. Chairman Holder continued in that capacity, with Mr. Bennet as the other member. Further discussion of a statewide bond issue for roads having been discontinued, the Highway Department went on what amounted to a "pay-as-you-go" plan, this apparently in keeping with the wishes of the people of the state as well as of the General Assembly.

The year 1926 saw another appreciable advance in the development of the system. Under the same board and with W. R. Neel continuing to direct the Department's activities as State Highway Engineer, the total expenditures since its organization reached the sum of \$50,364,771.46, this including the estimated cost of projects under construction. Occasional reference is made to these expenditures simply to show the development and progress of the Department from time to time. A detailed statement of expenditures year-by-year is shown in Exhibit "E", attached hereto.

The General Assembly, in 1925, had again amended the Gas Tax Act of 1921, boosting the revenue therefrom from three to three and one-half cents per gallon, it being directed that the additional one-half cent be turned over to the Highway Department. Again, in 1927,

the Department's revenue was increased when another amendment added an additional one-half cent per gallon.

An important piece of legislation affecting highway activities was enacted in 1927, when the General Assembly passed a measure authorizing the Department to eliminate grade crossings wherever feasible, it being provided that one-half of the cost was to be borne by the railroads.

Chairman Holder, in his annual report as of January 1, 1928, at which time Governor Walker had been succeeded by Governor L. G. Hardman, showed that during 1927 the Department completed 1,081.57 miles of roads and 28,141 lineal feet (5.329 miles) of bridges, bringing the total of expenditures by the Department since its organization to \$55,068,808.20. The year's activities brought the total miles completed on the System to 3,700.77, and the number of bridge miles to 26.60.

#### Six-Cent Gas Tax

In his 1929 annual report covering the year 1928, Chairman Holder recommended additional gas tax for highway purposes, and in response the General Assembly of 1929 again amended the Gas Tax Act, increasing the levy from four to six cents. Proceeds from this new tax were distributed as follows:

State Highway Funds.....	four cents
County Highway Funds.....	one cent
Public School Equalization Fund.....	one cent

The Highway Department first received any funds under the Gas Tax Act in 1924, when a total of \$1,112,032.40 was placed in its coffers from this source. In 1928, the total received under the terms of the Act had mounted to \$5, 151,315.65.

The total funds expended by the Department up to June 30, 1929, had reached \$65,542,603.17; the total number of road miles completed on the System had risen to 4,449.79, and the number of miles of bridges to 32.698.

On August 20, 1929, the General Assembly passed the Traylor-Neill Act authorizing the State Highway Board to make additions to the State System at its discretion, but limiting the Board to an addition of 500 miles at any one time. This legislation was revamped, however, on February 12, 1938, during the Extraordinary Session of the Legislature, when an Act was passed making all public roads in the state, including those in the Post Roads System, a part of the State System, the Act adding them to the map attached to the Traylor-Neill Bill. The purpose of this Act is to give the Highway Department the legal right to designate "State Aid Roads". Until they are so designated, however, the Act sets out that the Highway Department will not be responsible for their maintenance, nor will the counties receive a pro rata share of the gasoline tax through the addition of the undesignated roads to the map.

The years 1929 and 1930 witnessed some drastic changes in the personnel of the Department. In June of the former year, John N. Holder, who had served as chairman since 1922, resigned and Governor Hardman

appointed Colonel Sam Tate, of Tate, Georgia, to succeed him. Because of ill health, Colonel Tate served only until April, 1930, but during his regime all funds of the Department were concentrated, deposited in central banks and expended through the General Office. He also reduced the number of operating divisions in the Department from nine to six, with headquarters at Cartersville, Gainesville, Thomaston, Louisville, Moultrie and Waycross.

Captain J. W. Barnett, of Athens, succeeded Colonel Tate in the Spring of 1930, and W. C. Vereen, of Moultrie, succeeded Mr. Bennet. This set up the new board with Captain Barnett as chairman and Mr. Phillips and Mr. Vereen as members. At the time of the reorganization of the board, W. R. Neel, who had served as State Highway Engineer since 1920, resigned, and B. P. McWhorter, who had been connected with the Department since February, 1920, was appointed to succeed him.

The General Assembly's action in increasing the gasoline tax in 1929 had greatly augmented the activities of the Highway Department. In 1930 the Department completed roads totaling 712.13 miles and 1.288 miles of bridges. Additional mileage had been placed on the System, bringing it up to a total of 7,124.41 miles.

In order to care properly for this steadily increasing mileage the Maintenance Department was reorganized and an additional Bituminous Division, whose sole function was to be the repair and retreading of existing bituminous types, was added. Also during 1930 the Department took its first steps toward the beautification of the state's

highways. This was made possible through an Act of Congress in 1928 amending the Federal Aid Act which permitted the Federal Government to participate in such work.

#### New Building Erected

With its revenues increasing each year and with its scope of operations constantly widening, the Department now seemed prepared for a complete development of the system and expansion of its program. One of its primary needs was suitable quarters. Accordingly, a plot of ground was purchased across from the State Capitol on the corner of Capitol Avenue and Mitchell Street, now known as Capitol Square. A handsome two-story structure of stone and concrete, which provided ample space for the General Offices as well as for the Laboratory, was erected, the Department taking possession of its new home in March, 1931. The conveniences and comforts afforded by the new building greatly facilitated the operations of the Department and enhanced its efficiency.

The year 1931 saw an appreciable increase in highway construction, with 817 miles of roads and 3.9 miles of bridges completed during the year. The total annual revenue of the Department had risen to \$19,713,063 and the total expenditures of the Department during its 11 years of existence had reached \$82,591,490.49. No changes took place in 1931 in the personnel of the State Highway Board and but few in the engineering staff.

In addition to the Act outlined earlier in this summary which called for the reimbursement of the various counties in the full amounts they had advanced or contributed for the construction of roads on the State System, the General Assembly of 1931 enacted another piece of legislation of import to the Highway Department. This measure authorized the Governor to draw warrants against the rentals of the state-owned Western and Atlantic Railroad and sell them to the Highway Department, the funds derived therefrom to be applied to the unpaid appropriation balances from previous legislatures. This Act took, at least temporarily, \$1,620,000 from the funds of the Highway Department. However, the latter was authorized to sell these warrants whenever funds were needed and to use the proceeds from the sale to match Federal Aid.

In 1932, Governor Hardman was succeeded by Governor Richard B. Russell, Jr., and John R. Phillips, whose term of office had expired on December 31, 1931, was succeeded as a member of the State Highway Board by Jud P. Wilhoit, of Warrenton.

In that year, 1,058.3 miles were added to the State System, making a total of 8,196.8 miles under the control of the Highway Department. Eight hundred and fifty more miles of roads and two more miles of bridges were completed, bringing the total construction outlay of the Department since 1920 to \$112,131,684.74, representing 6,828.92 miles of roads and 39.886 miles of bridges.

Political Picture Changes

In 1933 there came about a change in the Georgia political picture which was to have a marked effect on the work of the State Highway Department.

Governor Russell was elected to the United States Senate to fill a vacancy caused by the death of Senator William J. Harris and, on January 1, 1933, was succeeded as Governor by Eugene Talmadge.

The Highway Department's operating budget for the months of January, February and March, 1933, was submitted to the Governor for his approval, but he withheld his sanction until certain changes were made. The ordered revisions were effected, but considerable friction between the Governor and the Highway Board was the result.

Shortly thereafter the Governor issued an executive order reducing the Motor Vehicle Tag Tax to a flat rate of \$3.00 for all types of vehicles, and, when the Highway Department budget for the months of April, May and June was submitted, he deleted the names of five leading engineers in the Department.

After an interchange of letters, which were given to the press, the Governor called out the National Guard on June 19, 1933, took charge of the Highway Department and forcibly removed from office Chairman Barnett and Member Vereen, placing the third member, J. P. Wilhoit, in charge of all activities of the Department.

On July 20 the troops were withdrawn and the Governor appointed an entirely new Board, composed of the following:

J. J. Mangham, of Bremen, Chairman

Max L. McRae, of McRae, Member

W. E. Wilburn, of Oglethorpe, Member

On October 1, 1933, the six operating Divisions were reduced to three, with headquarters at East Point, Macon and Fitzgerald. On November 21, Chairman Mangham resigned and was succeeded in that position by Member Wilburn. John A. Heck, of Marietta, was appointed to Mr. Wilburn's place as member.

The fiscal year ending June 30, 1934, showed expenditures for construction of about \$11,300,000, despite the turmoil which marked Highway Department activities during the first half of 1934. Total construction costs of the Department had reached the sum of \$132,374,638.70, and 8,876.218 miles were on the State System.

The dismissal of the five engineers following the inauguration of Governor Talmadge had resulted in the appointment of M. E. Cox as State Highway Engineer. He, in turn, was succeeded by H. E. Newton in September, 1934.

#### Right-of-Way Law

In February, 1933, the General Assembly passed an Act requiring the State Highway Department to purchase all rights-of-way for highway construction on the System, relieving the counties of a burden which was imposed on them with the organization of the Department in 1920.

This law was in force for only two years, however, the General Assembly of 1935 repealing its earlier action and placing the acquisition of rights-of-way back on its former status of purchase by the counties. The law has remained unchanged during the ensuing four years.

In February, 1935, the General Assembly, facing a financial emergency, passed an Act under the terms of which \$2,000,000 was taken from highway funds to pay teachers' salaries, school bus operators' salaries and pensions to Confederate Veterans, but in spite of this the year's expenditures, as of June 30, 1936, were in excess of ten million dollars and the total construction costs to date had mounted to \$154,290,541.24.

On January 1, 1937, Governor Talmadge was succeeded by E. D. Rivers, the present Chief Executive of the state.

The Highway Board of 1936 was carried over until March 3, 1937, when, by two Acts of the General Assembly, the Highway Board was abolished and recreated on the same day.

Chairman Wilburn and Member McRae resigned, and W. L. Miller, of Lakeland, was appointed chairman, and Jim L. Gillis, of Soperton, was named member. John A. Heck, of the former Board, continued to serve briefly as the third member until succeeded by Herman H. Watson, of Dallas, late in March, 1937. Since the appointment of Mr. Watson the personnel of the Board has remained unchanged.

State Highway Engineer Newton served in that capacity until February 1, 1937, when he was succeeded by E. Jack Smith, who served only

until July 14 of the same year, at which time he relinquished his post in favor of E. A. Stanley. On October 16, 1938, Mr. Stanley became Assistant State Highway Engineer in charge of Federal Aid construction, and W. B. Brantley, who was holding the latter position, was advanced to the post of State Highway Engineer.

#### Post Roads, Planning Survey

On March 18, 1937, the Post Roads Division of the Highway Department was created by Act of the General Assembly, and in June of the same year the Division of Highway Planning was organized by the State Highway Board. W. R. Neel was named Director of the first-named activity, and Oliver T. Ray was appointed Director of the Highway Planning Survey.

The Post Roads Division was organized to enable the state to participate in funds set up by an Act of Congress on June 16, 1936, for the improvement of secondary or feeder roads. As applied to Georgia, its object is to construct roads which are connected with state highways but which are not actually on the State System. The Division is a complete organization within itself, reporting directly to the State Highway Board. It has its own funds, supplemented by Federal money allocated under the Act creating it.

Under the provisions of the Hayden-Cartwright Act, as approved June 18, 1934, one and one-half per cent of all Federal Aid and Emergency funds was set aside for the organization of Highway Planning Surveys, to be affiliated with the State Highway Departments of the 48

states and to carry on their activities in cooperation with the United States Bureau of Public Roads. The Federal money, involving approximately 80 per cent of the total expenditures, was to be supplemented by State funds, under the provisions of the Act. Georgia did not avail itself of the opportunity of cooperating in the far-reaching activity until June, 1937, when the Department's Division of Highway Planning was organized. Its work is well advanced, and when its basic data are assembled and analyzed they will provide the State Highway Board with its first accurate picture of just what its State System consists of and of the traffic burdens imposed upon it.

#### Division Offices Increased

One of the first acts of the new State Highway Board after it took office in March, 1937, was to increase the number of operating divisions from three to seven, with headquarters at Rome, Gainesville, Augusta, Macon, Columbus, Savannah and Fitzgerald. With a greatly expanded construction program ahead, the Board deemed it essential that more points of supervisory control be set up.

The Biennial Report of the State Highway Board for the fiscal years 1937 and 1938 reveals that the period covered by that report was by far the most successful and most progressive in the history of the Department. Mileage on the State System, which stood at 9,272.807 on June 30, 1936, had risen to 10,952.828 on June 30, 1938. Construction costs for the fiscal year ending June 30, 1937, totaled \$13,320,556.26,

and for the following twelve months, \$20,090,235.58, bringing the total cost of constructing roads and bridges since the organization of the Department to \$187,701,333.08. This figure does not include expenditures for maintenance and administration, but does include \$75,460,930.81 Federal Aid.

Of the 10,952 miles on the State System, approximately 5,000 miles have been hard-surfaced, 300 miles light-surfaced and 1,400 miles graded. The System contains approximately 4,250 miles of unimproved roads. Fifty-three miles of bridges have been completed. Four trunk lines have been completely paved from state line to state line north and south, and four trunk lines east and west.

Georgia is definitely out of the mud.

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FIRST STATE HIGHWAY MAP - 1919

# STATE HIGHWAY DEPARTMENT OF GEORGIA

## KEY MAP SYSTEM OF STATE AID ROADS

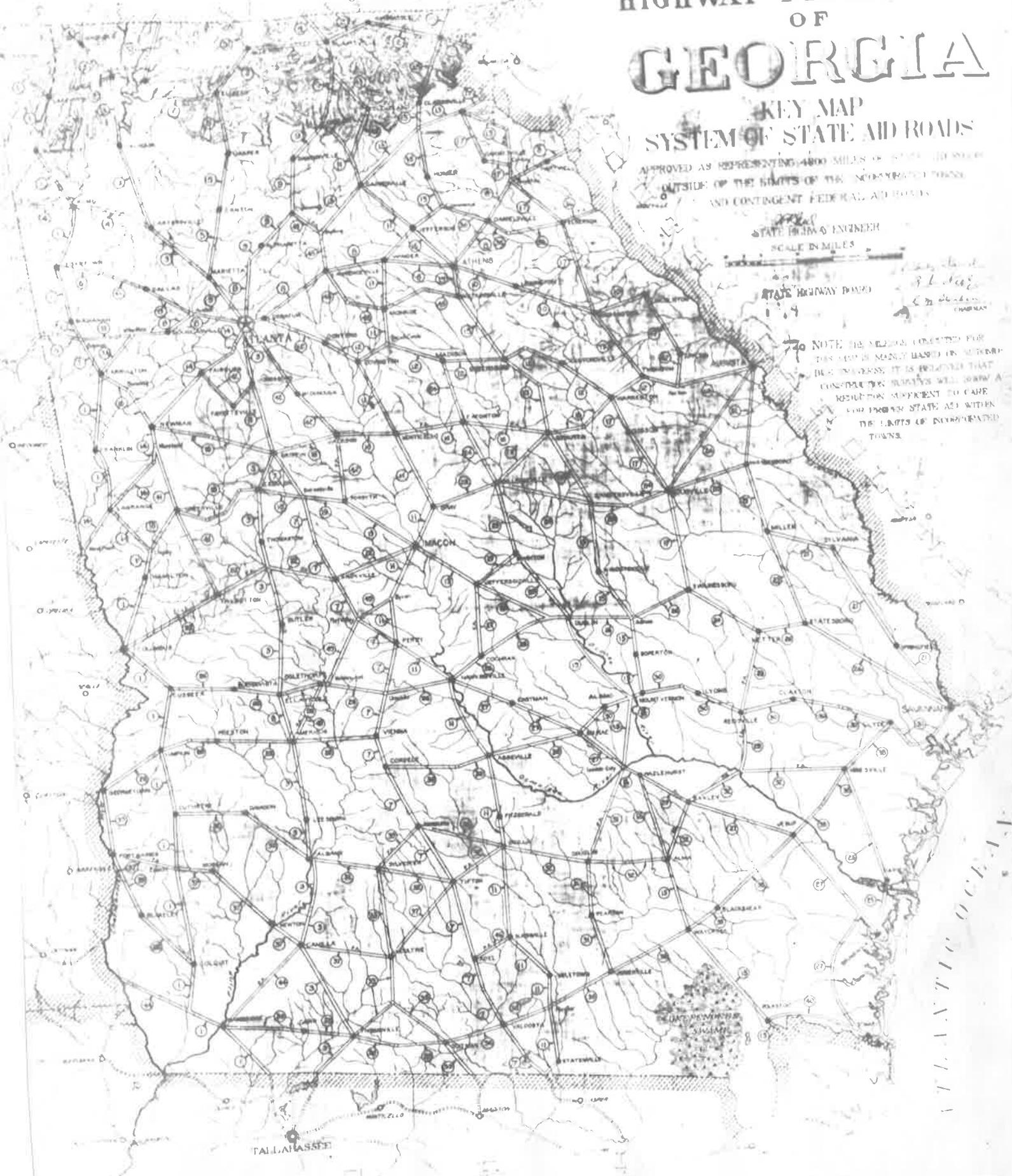
APPROVED AS REPRESENTING 4800 MILES OF STATE AID ROADS OUTSIDE OF THE LIMITS OF THE INCORPORATED TOWNS AND CONTIGENT FEDERAL AID ROADS

STATE HIGHWAY ENGINEER  
SCALE IN MILES

STATE HIGHWAY BOARD  
1919

*W. L. ...*  
CHAIRMAN

NOTE: THE MILES COMPUTED FOR THIS MAP IS MAINLY BASED ON SURVEYED DISTANCES. IT IS PROBABLE THAT CONSTRUCTION SURVEYS WILL SHOW A REDUCTION SUFFICIENT TO CARE FOR PROGRAM STATE AID WITHIN THE LIMITS OF INCORPORATED TOWNS.



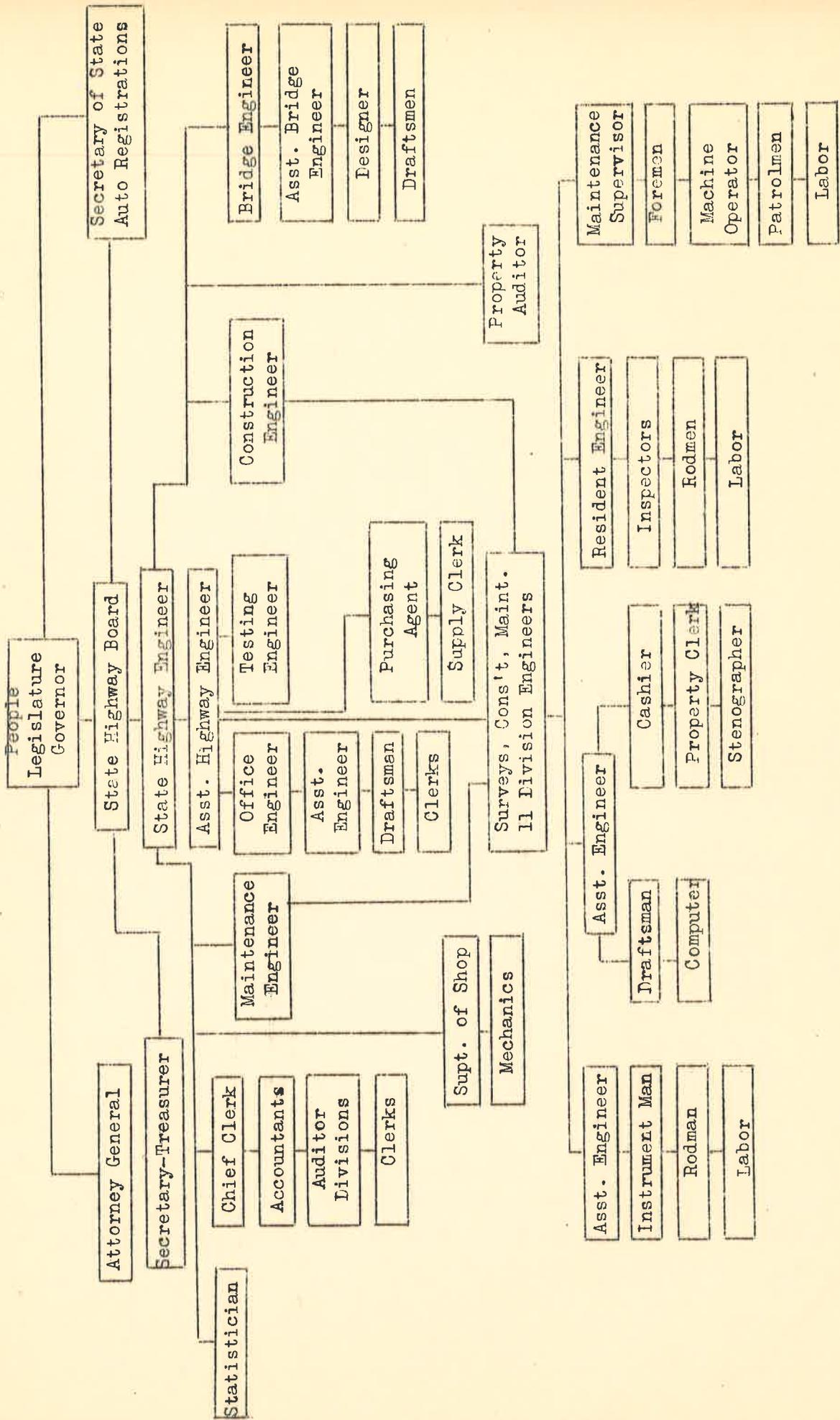
ATLANTIC OCEAN



STATE HIGHWAY BOARD OF GEORGIA

Exhibit "A"

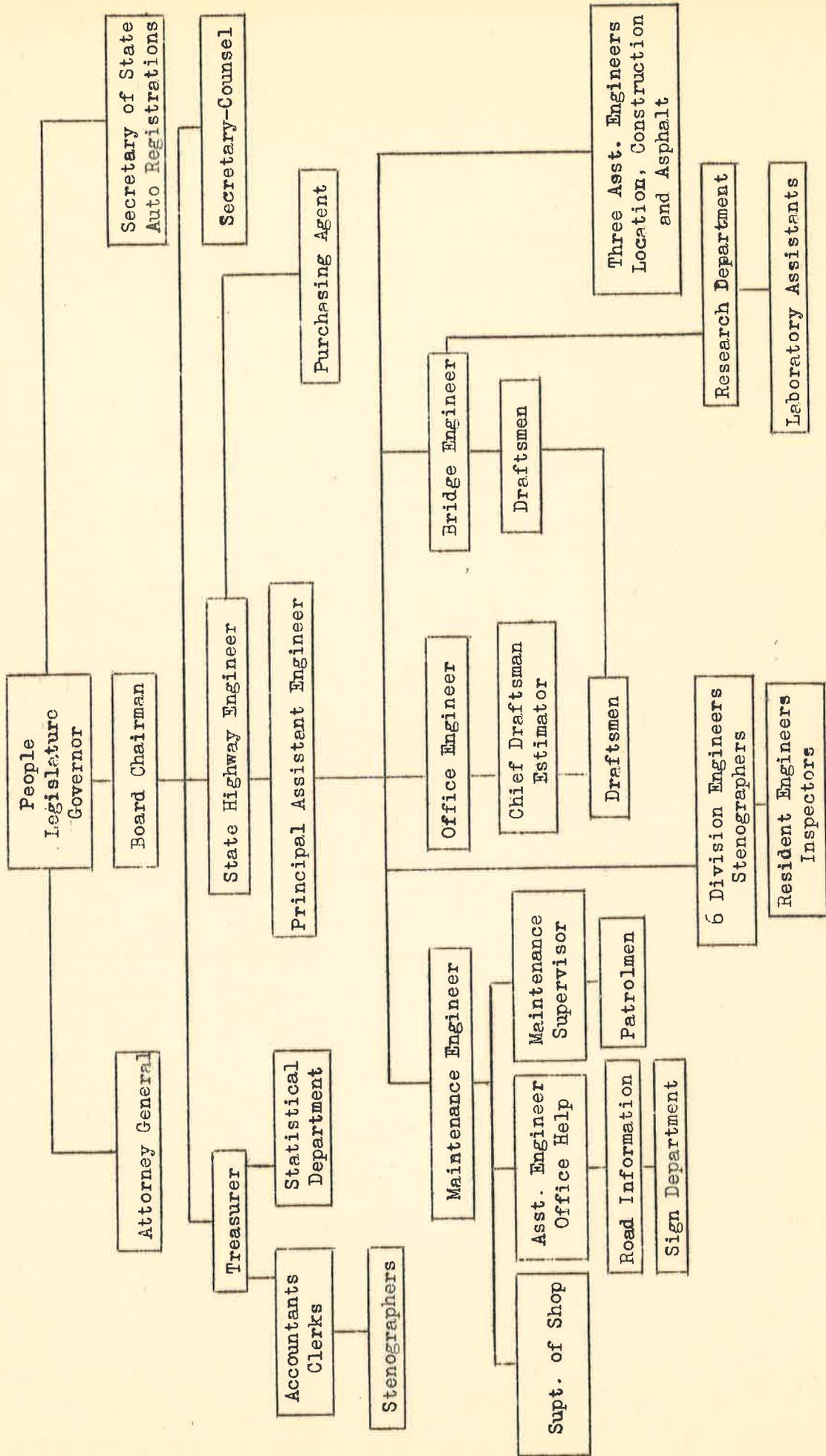
ORGANIZATION CHART - 1922



STATE HIGHWAY BOARD OF GEORGIA

Exhibit "B"

ORGANIZATION CHART - 1930





## STATE HIGHWAY BOARD OF GEORGIA

## Exhibit "D"

## MILEAGES SINCE ESTABLISHMENT OF FEDERAL AID SYSTEM

	Limiting Mileage	Approved Mileage	Improved Mileage	Mileage in Public Lands or in U. S. Parks and Forests
1917	5,771.53	4,800.00	Under Construction	
1918	5,771.53	4,800.00	Under Construction	
1919	5,771.53	4,800.00	Under Construction	
1920	5,771.53	4,800.00	702.000	
1921	5,771.53	5,500.00	773.220	
1922	5,771.53	5,500.00	1,105.060	
1923	5,771.53	5,500.00	1,381.390	
1924	5,771.53	5,500.00	1,686.900	
1925	5,771.53	5,500.00	2,189.150	
1926	5,771.53	5,500.00	2,758.530	
1927	5,771.53	5,500.00	3,770.770	
1928	5,771.53	5,500.00	4,502.330	36.34
1929	5,771.53	5,500.00	5,215.740	
1930	5,771.53	5,586.53	5,628.080	42.14
1931	5,771.53	5,586.53	6,449.080	17.20
1932	5,771.53	5,586.53	7,301.678	8.63
1933	5,771.53	5,586.53	8,237.979	
1934	5,771.53	5,586.53	9,212.229	.43
1935	5,771.53	5,586.53	10,116.001	
1936	5,771.53	5,586.53	11,162.956	15.53
1937	5,771.53	5,586.53	12,275.009	
1938	5,771.53	5,586.53	13,475.979	7.96
TOTALS	5,771.53	5,586.53	13,475.979 <u>1/</u>	128.23

1/ This figure represents gross improved mileage, including roads reconstructed.  
Net improved mileage totals approximately 6,968.

STATE HIGHWAY BOARD OF GEORGIA

Exhibit "E"

MILEAGE ON STATE HIGHWAY SYSTEM FROM 1920 TO 1938, INCLUSIVE

	Additions to System	Total Mileage	Amount Expended
1920	System Established	4,800,000	\$9,842,569.79
1921	700.000	5,500.000	8,989,749.69
1922	354.700	5,854.700	4,709,324.42
1923	394.100	6,248.800	3,537,899.61
1924	400.000	6,648.800	2,748,354.81
1925	400.000	7,048.800	6,161,563.68
1926	12.672	7,061.472	6,599,520.43
1927	14.211	7,075.683	12,705,857.46
1928	14.967	7,090.650	9,870,372.50
1929	33.768	7,124.418	9,369,582.19
1930	14.092	7,138.510	5,023,129.12 <sup>2/</sup>
1931	1,058.306	8,196.816	13,999,096.99
1932	301.484	8,498.300	16,679,659.18
1933	377.918	8,876.218	11,369,631.60
1934	330.211	9,206.429	8,873,322.36
1935	66.378	9,272.807	11,380,060.33
1936	500.205	9,773.012	10,535,842.21
1937	924.988	10,698.000	13,320,556.26
1938	254.828 <sup>1/</sup>	10,952.828	20,090,235.58
TOTAL	6,152.828	10,952.828	\$185,806,323.21
Amount Expended Prior to 1920			1,895,004.87
GRAND TOTAL			\$187,701,333.08 <sup>3/</sup>

<sup>1/</sup> Mileage represent half of fiscal year  
<sup>2/</sup> Amount represents one-half year. Department accounting changed from calendar year to fiscal year basis.

<sup>3/</sup> This figure represents Construction Costs only, and does not include Maintenance or Administration expenditures.

STATE HIGHWAY BOARD OF GEORGIA

Exhibit "F"

STATEMENT OF ALL FEDERAL APPROPRIATIONS  
SINCE ORGANIZATION OF DEPARTMENT THROUGH MARCH 31, 1939

	Regular	National Recovery 1934	National Recovery 1935	Works Program	Emergency Advance	Emergency	Flood Relief	National Forestry	Federal Aid Grade Crossing	Total
1917	\$134,329.48									\$ 134,329.48
1918	268,658.96									268,658.96
1919	1,749,954.20									1,749,954.20
1920	2,557,485.02									2,557,485.02
1921	2,697,150.96									2,697,150.96
1922	1,997,957.58									1,997,957.58
1923	1,331,971.72									1,331,971.72
1924	1,729,366.09									1,729,366.09
1925	1,983,022.99									1,983,022.99
1926	2,000,867.00							\$53,062.16		2,053,929.16
1927	1,981,189.00							17,969.68		1,999,158.68
1928	1,979,209.00									1,979,209.00
1929	1,980,015.00									1,980,015.00
1930	1,980,443.00									1,980,443.00
1931	3,309,387.00				\$2,077,996.00		\$435,114.41			5,822,497.41
1932	3,316,029.00					\$3,123,298.00	33,320.98			6,439,327.00
1933	2,753,344.80	\$10,091,185.00								12,877,850.78
1934			\$5,113,491.00					39,777.78		5,153,268.78
1935				\$9,884,916.00				3,850.00		9,888,766.00
1936	3,168,221.00							40,730.00		3,195,560.00
1937	3,154,850.00									3,154,850.00
1938	3,233,279.00							16,390.00	\$1,223,099.00	4,472,768.00
TOTAL	\$43,306,730.80	10,091,185.00	5,113,491.00	9,884,916.00	2,077,996.00	3,123,298.00	468,435.39	171,779.62	1,223,099.00	\$75,460,930.81

