



Georgia Department of Transportation

Annual Report 2006



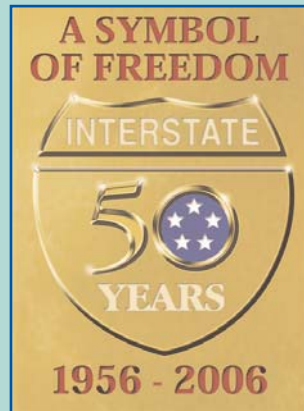
50th Year Anniversary of the National Interstate System

Fiscal Year 2006 Annual Report



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An aerial photograph of a complex highway interchange. The image shows multiple lanes of traffic, some with vehicles, and several areas of active construction with exposed brown earth and construction equipment. The interchange is surrounded by a mix of green trees and urban buildings. In the bottom right corner, there is a large, well-organized parking lot filled with many cars. The overall scene depicts a major transportation hub in a developed area.

Our Mission

The Georgia Department of Transportation provides a safe, seamless and sustainable transportation system that supports Georgia's economy and is sensitive to its citizens and environment.

Letter from the Commissioner

Dear Georgians:


This fiscal year has been one of many challenges and opportunities.

Georgia's transportation challenges mirror those of many other burgeoning states across the country — exploding population growth, traffic congestion, aging infrastructure, costlier construction, and fewer dollars to spend.

But at Georgia DOT, we are not content to watch the challenges win the fight. On behalf of the State Transportation Board and the 5,800 employees of the Department, I can assure you that our daily work includes creating and seizing the opportunities that will help us meet the expectations of our commuters, residents, visitors, and stakeholders statewide.

Inside this Annual Report, you will see evidence of some of the progress we're making. Several priority areas across the Department have been identified for improvement; established strategic goals and objectives will help us track our improvements. This strategic planning initiative has proven to help us identify resource shortfalls and to streamline processes and procedures where needed to achieve desired outcomes. Our commitment is to a more efficient Georgia DOT.

Thank you for your support.

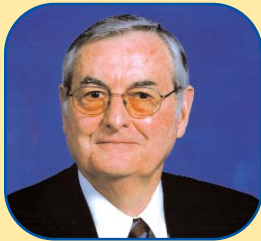


Harold E. Linnenkohl
Commissioner



State Transportation Board

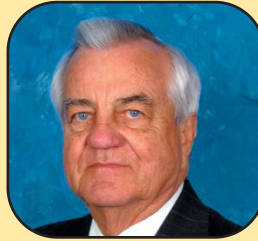
The Georgia DOT is governed by a 13-member State Transportation Board which exercises general control and supervision of the Department. The Board is entrusted with powers which include: naming the Commissioner; designating which public roads are encompassed within the state highway system; approving long-range transportation plans; overseeing the administration of construction contracts; and authorizing lease agreements. Board Members are elected by a majority of a General Assembly caucus from each of Georgia's thirteen congressional districts. Each board member serves a five-year term.



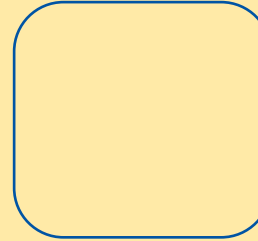
Roy Herrington
District 1



W.P. Billy Langdale
District 2



Ward Edwards
District 3



Vacant
District 4



Emory McClinton
District 5



Johnny Gresham
District 6



Garland Pinholster
District 7



Sam Wellborn
District 8



Bill Kuhlke, Jr.
District 9



Mike Evans
Vice Chairman
District 10



David Doss
Chairman
District 11

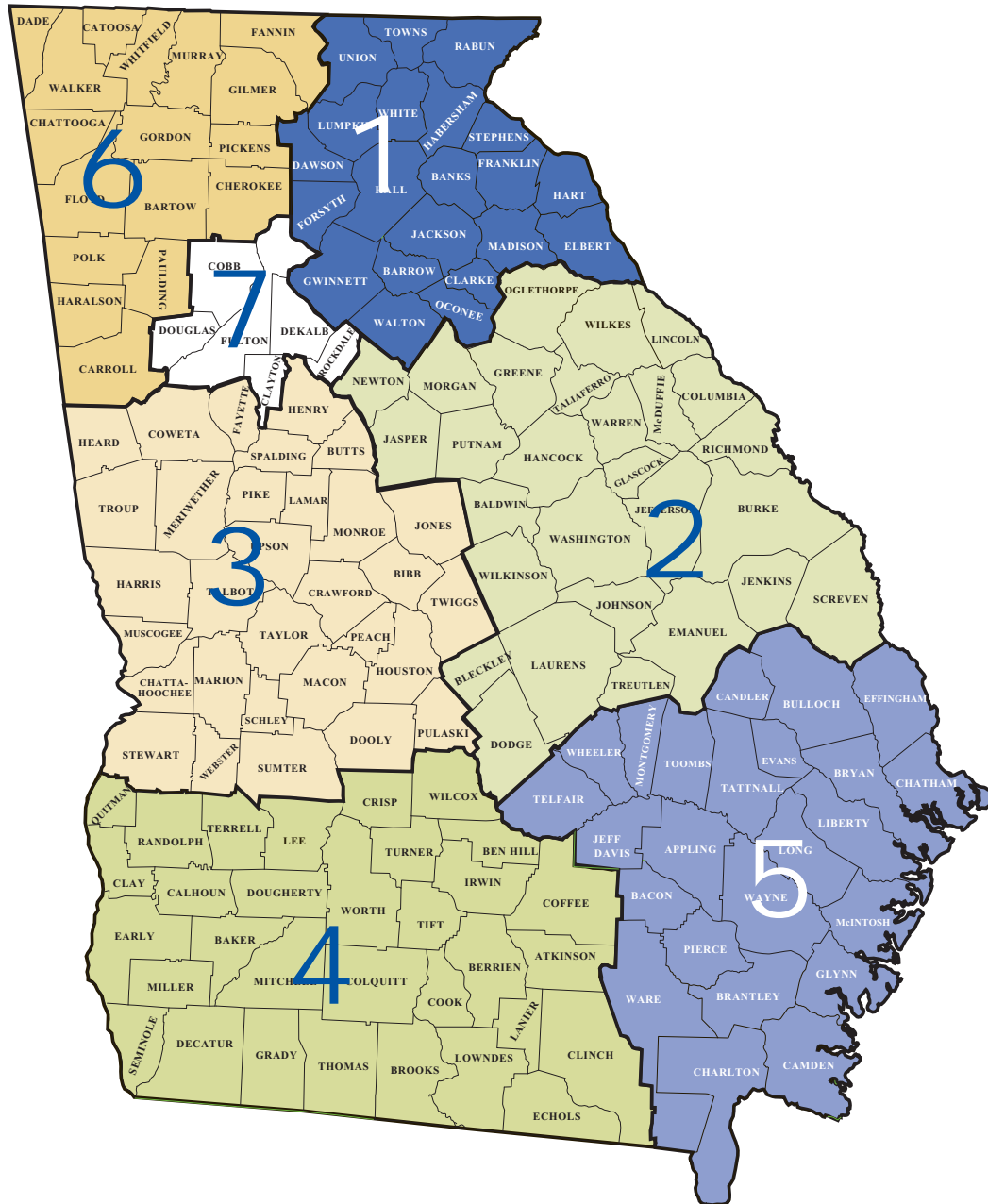


Raybon Anderson
District 12



Dana L. Lemon
District 13

District Map



Legend

- District One
Gainesville
- District Two
Tennille
- District Three
Thomaston
- District Four
Tifton
- District Five
Jesup
- District Six
Cartersville
- District Seven
Chamblee

The 5,800 employees of the Georgia Department of Transportation are divided between seven district offices statewide. These district offices are responsible for operating and maintaining the transportation system at the local level. Each district has a District Engineer, who is responsible for planning, organizing and directing the activities of the district. The districts are further divided into several area offices, which are overseen by Area Engineers.

GEORGIA DOT DISTRICT OFFICES

District One - Gainesville

2505 Athens Highway S.E.
P.O. Box 1057
Gainesville, GA 30503-1057
(770) 532-5526

Area Offices

Gainesville, Clarkesville, Carnesville,
Cleveland, Lawrenceville, Athens

District Two - Tennille

801 Highway 15 South,
P.O. Box 8
Tennille, GA 31089
(478) 552-4601

Area Offices

Sandersville, Swainsboro, Louisville,
Augusta, Madison, Milledgeville, Dublin

District Three - Thomaston

715 Andrews Drive
Thomaston, GA 30286
(706) 646-6500

Area Offices

Thomaston, Americus, Perry, Macon,
Griffin, LaGrange, Columbus

District Four - Tifton

701 West 2nd Street
P.O. Box 7510
Tifton, GA 31793-7510
(229) 386-3280

Area Offices

Valdosta, Douglas, Fitzgerald, Moultrie,
Albany, Cuthbert, Donalsonville, I-75
Reconstruction

District Five - Jesup

P.O. Box 608
Jesup, GA 31598
(912) 427-5711

Area Offices

Baxley, Waycross, Brunswick, Glennville,
Savannah, Statesboro

District Six - Cartersville

500 Joe Frank Harris Parkway
Cartersville, GA 30120
(770) 387-3602

Area Offices

Cartersville, Ellijay, Dalton, Rome,
Buchanan

District Seven - Chamblee

5025 New Peachtree Road
Chamblee, GA 30120
(770) 986-1001

Area Offices

Decatur, Marietta, Hapeville, Atlanta

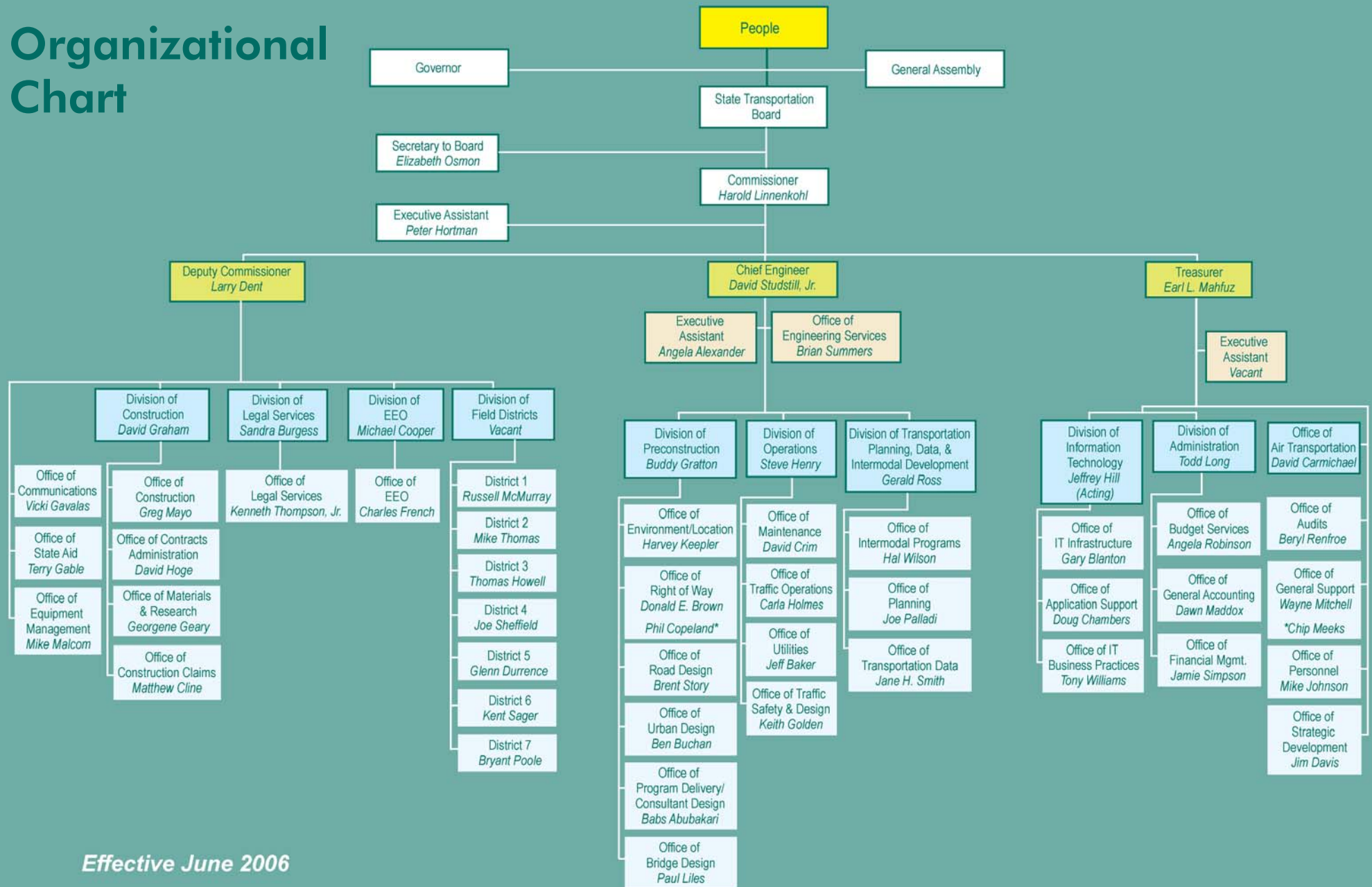
DUTIES OF THE DISTRICTS:

- Roadway Maintenance
- Roadway Location and Design
- Construction Contract Administration
- Right of Way Acquisition
- Utility Conflicts
- Environmental Review
- Highway Beautification
- Traffic Signals and Signs
- Permits
- Coordination of Transit Systems
- Public Outreach and Communication
- Park and Ride Lots

DUTIES OF THE AREA OFFICES:

- Highway Construction Supervision
- Right of Way Mowing
- Litter Removal
- Rest Areas
- Utility and Driveway Permits
- Sign Maintenance
- Drainage Maintenance
- Storm Damage Repair
- Roadway Maintenance

Organizational Chart



Effective June 2006

*Indicates replacement upon retirement of incumbent

Highlights

Commissioner Linnenkohl appointed president of AASHTO

In September 2005, Commissioner Harold Linnenkohl was appointed to a one-year term as President of the American Association of State Highway Transportation Officials (AASHTO). AASHTO is comprised of transportation officials from all 50 states, the District of Columbia and Puerto Rico, and is considered the nation's pre-eminent research, information and advocacy group for integrated national transportation system issues.

Under his leadership, Linnenkohl guided AASHTO to achievements in key priority areas:

Safety: Promote transportation safety as a national priority

- Move toward a measurable, results-oriented national highway safety effort;
- Use the newly funded Strategic Highway Research Program to develop innovations in safer road way and intersection design;

- Explore the many safety benefits we can derive from ITS and specifically from vehicle-infrastructure initiative approaches.

Service: Promote the value of our national transportation network

- Promote the important role this system plays on our collective access to opportunity, advancement and quality of life;
- Promote our work to protect our nation's environment, including endangered plants and animals, our history, culture and archaeology, and the integrity of our communities;
- Initiate a vast array of policy research, including:
 - the Highway and Transit Revenue Analysis;
 - our next Bottom Line Report in support of the coming reauthorization cycle;
 - preparation of a Freight Bottom Line Report;

- and an analysis of what is needed in the next surface transportation bill to address such areas as emergency response, security, and military deployment.

Quality: Promote "quality" in all that we do to meet transportation needs

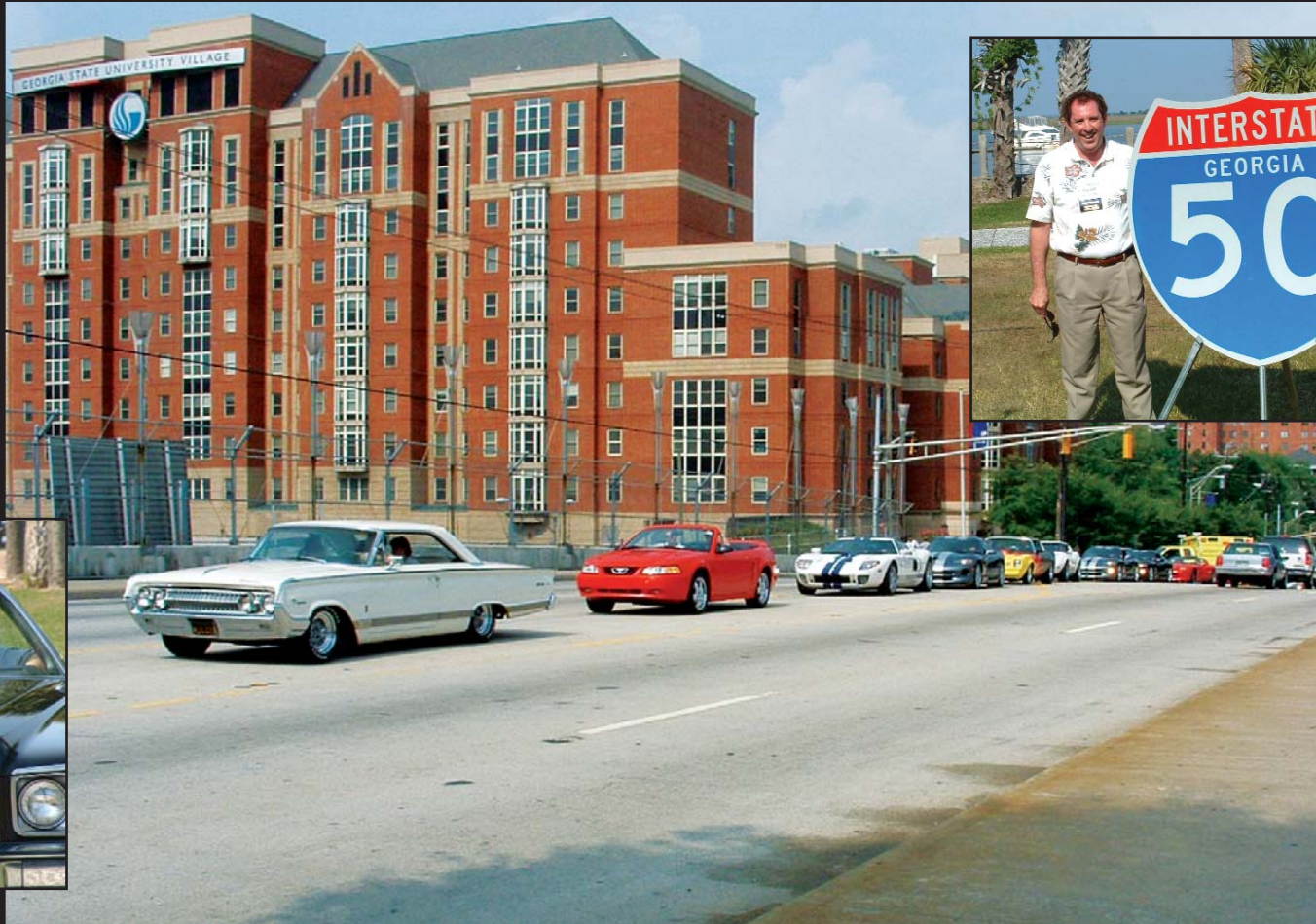
- Upgrade the quality of National Environmental Policy Act documents, by developing guidance, ensuring legal sufficiency, and improving training;
- Promote construction quality through state quality partnership accreditation;
- Support advancements in 511 and other ITS deployment, work-zone management, and emergency operations. Our goal is to have complete national 511 coverage by the year 2010.



1956 - 2006: Georgia Celebrates the Interstates A Symbol of Freedom

"...celebration of the 50th anniversary of the nation's interstate system will give each of our state DOTs even more opportunity to remind the public that our work is more than cones, barrels and construction sites: this anniversary is an opportunity to talk about our commitment to connectivity... access... and, indeed, the freedom of mobility that our roadways and transit options provide to commercial and leisure travelers."

Commissioner Linnenkohl



Highlights

Public Private Initiative Updates

Georgia DOT's Public Private Initiative (PPI) program was enhanced in 2005 by the Georgia General Assembly under Senate Bill 270, which:

- Created the ability for Georgia DOT to solicit proposals for much-needed transportation projects.
- Extended the time for competing proposals from 90 to 135 days.
- Provided more opportunity for public review and input.

In 2006, the General Assembly passed House Bill 1177 to address the Surety Bond issue. For Georgia DOT construction contracts exceeding \$300 million, performance and payment bonds are required in the total contract amount.

However, if the Department, after public notice, determines the amount is not reasonably available, with Board approval, the estimated value of the construction portion of the contract can be guaranteed by a combination of security including:

- Payment, performance, surety, co-surety, or excess layer surety bonds;
- Letters of credit;
- Guaranties of the contractor or its

parent companies (no more than 35 percent of the aggregate project guarantee);

- U.S. or Federal Agency Obligations Cash collateral.

The combination of aggregate guarantees, subject to Board approval, shall include not less than \$300 million of performance and payment bonds and shall equal not less than 100 percent of the contractor's obligation under the construction portion of the contract.

In summary, these are the significant milestones in the Department's PPI effort during fiscal year 2006:

- 10/26/05 I-75/575 PPI Proposal Moves Forward**
- 11/10/05 Public Information Meeting On I-75/575 Corridor Improvements**
- 12/15/05 Board Votes Unanimously to Approve the Northwest Corridor PPI Proposal**
- 06/01/06 Georgia DOT Accepts PPI**
- 07/01/06 Proposal on I-285 Truck-only Lanes for Further Consideration, Window Open for Competing Proposals**

NPHQ Accreditation

In spring 2006, the National Partnership for Highway Quality (NPHQ) recognized the Georgia Partnership for Transportation Quality (GPTQ) as the first state quality partnership effort in the nation to achieve Tier 2 accreditation.

GPTQ is comprised of Georgia DOT and 13 partner organizations and associations, and is the umbrella under which the member representatives participate on team goals and attend training classes and the annual GPTQ Workshop.





Highlights

NPHQ Award for RCC Shoulder Construction

Georgia DOT was awarded the NPHQ "Making a Difference" award for its innovative use of Roller Compacted Concrete (RCC) — marking the first time the product had been used on an interstate reconstruction job in the United States.

The project consisted of replacement of paved asphalt shoulders along Atlanta's Interstate-285 perimeter using RCC in lieu of asphalt or standard portland cement concrete (PCC) to replace 34.6 lane-miles of asphalt shoulders along a 17.3-mile section of I-285. RCC is a stiff, low-water mixture of concrete placed with asphalt paving equipment and compacted with heavy steel-drum rollers. It was chosen for



this reconstruction project due to its attractive cost, speed of placement, and long-term durability, and it is expected to reduce maintenance considerably. Excellent coordination by the project team, including numerous operational innovations, led to completion of the RCC work on-time and on-budget. The project was such a success that Georgia DOT has specified RCC for use in a variety of applications throughout the state with the prospects of widespread use.



RCC application on I-285.

New Computer Application Helps Utilities

In April 2006, the Department launched a new application called **GDOT Utility Redline**, which transmits utility plan markups for construction projects in electronic format. The benefits of this new software are:

- Lower printing costs to both the Georgia DOT and utility owners.
- Increased plan quality.
- Improved project utility coordination efforts.
- Speedier project plan development.

- Assistance to utility companies and Georgia DOT in the implementation of GIS applications.

This new software is being provided by the Department to Georgia's utility industry at no cost. Since the rollout of this program in April 2006, the Department has received numerous accolades from both the utility industry and roadway design engineers statewide. This has been a monumental step in the Department's ongoing mission to minimize project delivery schedules. Further, it must be mentioned that Georgia is the first state in the nation to provide such a tool.



Working Toward Our Strategic Goals

Objective: Optimize Financial Resources

Significant increases in materials costs throughout the industry worldwide began to impact the accuracy of the Department's construction STIP estimate amounts in fiscal year 2006. These estimates had been forecast years prior, without anticipation of the sky-rocketing costs of right of way and construction materials like steel and concrete. Under this objective, the Department seeks to close the gap between construction projects' actual dollar costs and the construction award amounts. In essence, this improved project estimates for on-budget project completions.

- **Improve Construction STIP Estimates to Within 10 Percent of Construction Award Amounts**

The Department sought ways to improve the percentage of the construction STIP dollar estimate amount to our construction award amounts. The following initiatives have been instituted:

- Track estimates to insure they are being updated as required and send biannual reminders to all project managers about out-of-date estimates.
- Develop consultant contract to project estimates for projects in Long Range; Engineering Services will conduct market research.
- Work with IT to develop new estimating software for completion by early 2007.

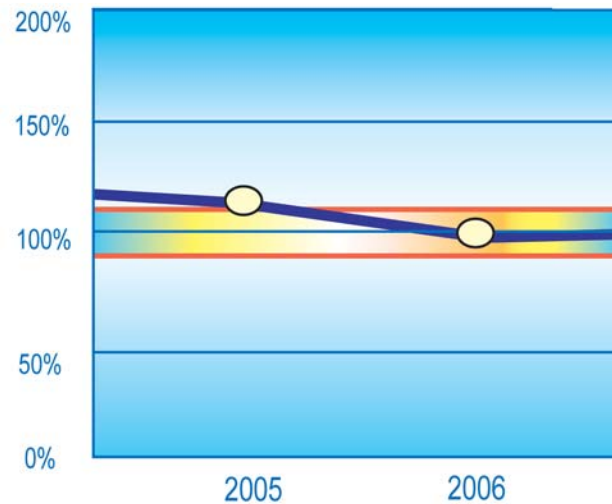
- **Improve Construction Award Amounts to Within 10 Percent of Actual Construction Costs**


At the beginning of the 2006 fiscal year, the percentage of the actual construction dollar amounts (100 percent) exceeded the award amounts by 12 percent (112 percent). To bring this percentage down to within goal range of 10 percent (+ or -) by the end of fiscal year 2007, internal process review meant some changes were needed:

- Improve estimating practices,
- Continue regular reporting to Preconstruction on reasons for cost overruns,
- Improve plan review process,
- Institute constructability reviews as part of the Plan Development Process,
- Utilize Value Engineering studies earlier in process, and
- More aggressive use of consultants in environmental work.



By the end of the 2006 fiscal year, the target measurement of 100 percent was achieved.



	2005	2006
 Actual Construction Cost as Percentage of Award Amount	112%	101%
 Goal (Lower Limit)	90%	90%
 Goal (Upper Limit)	110%	110%

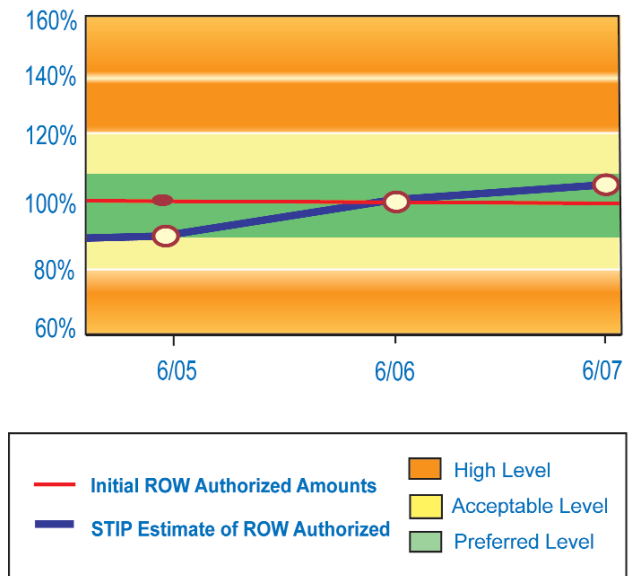
- Improved Right of Way STIP Estimates to Within 10 Percent of Initial Right of Way Authorized Amounts**

Over the past several years, accurate right of way estimates have been negatively impacted by sharply increased right of way costs in certain Georgia markets based on population growth patterns. In addition, the relative unpredictability of local government right of way acquisition processes and timelines have had negative impacts on accuracy.

During development of the Draft STIP in spring 2005, the Office of Right of Way increased estimates in an effort to bring them up to the current market prices, which have dramatically appreciated in certain geographic areas. In addition, after internal review, the Right of Way Office increased its soft costs of acquisition services due to consultants' increased overhead and fuel costs. The Georgia General Assembly's rulings during this legislative session also prompted an increase in the Department's right of way litigation costs and awards due to Eminent Domain sentiment.

This objective seeks to identify the ratio of the right of way dollars estimated in the STIP compared to the right of way dollars authorized that fiscal year.

Improved percentage of STIP estimate of ROW authorized from 80 percent at beginning of fiscal year 2006 to 100 percent by the end of the fiscal year 2006





Objective: Improved Construction Delivery

The Department awarded a record-setting \$2.25 Billion on 398 contracts in fiscal year 2006.

To achieve this milestone, Construction Division staff implemented several time-saving processes and procedures in order to streamline project completion, including adding utility adjustment schedules in contracts; review of monthly “major projects behind schedule” reports; improved construction estimating; and improved plan review processes.

In fiscal year 2006, 79.8 percent of projects were completed within the original contract time and 85.6 percent within revised contract time.

Other accomplishments in the Construction Division:

- Beginning summer 2008, contractors will be able to submit proposals online, eliminating high printing and postage costs, and improving convenience.

- The Materials Management Statewide System database was put in place to list all materials used in projects, including when they were tested and where they were used.
- Developed technician certification database.
- The Department garnered four National Asphalt Pavement Association (NAPA) Quality in Construction awards, given yearly to recognize quality HMA pavements; and two Southeast Concrete Alliance Network (SCAN) Quality Paving Awards, which recognize concrete pavements constructed at the highest level of quality in the seven southeast SCAN states.



Commissioner Linnenkohl (left) and Governor Sonny Perdue at ground-breaking ceremony for \$147 million I-85/SR 316 project.



Objective: Reduce Fatalities on our Roadways

During fiscal year 2006, the Office of Traffic Safety and Design completed safety projects for intersection improvements, cable barrier median protection, pedestrian safety, signage enhancements for older drivers, and centerline rumble strips statewide. In addition, off-system safety improvements, including signing, striping, raised pavement markers, and guardrail upgrades were completed statewide.

Safety Action Plan

The Department published the Safety Action Plan with specific plans to make operational improvements that should:

- prevent vehicles from departing the roadway or lane and minimize the consequences of those accidents;
- improve intersection design and operation;
- address pedestrian safety
- reduce vehicle/train crashes;
- reduce off-system crashes.

Our internal goal is to reduce the number of crashes on our roadways by 2 percent annually. This Plan is one of three key elements in the Governor's Highway Safety Plan, scheduled for completion in fall 2006.

Governor's Strategic Highway Safety Plan (SHSP)

***SHSP Vision: "Every Life Counts —
Strive for Zero Deaths and Injuries on Georgia Roads."***

Georgia Governor Sonny Perdue has tasked the Governor's Office of Highway Safety, the Department of Public Safety and Georgia DOT with development of a comprehensive plan for reducing the state's roadway fatality rate in keeping with AASHTO's guidelines for 1.0 per 100 million vehicle miles traveled by the year 2010. Scheduled for release in October 2006, the Plan will address 4Es — Engineering, Enforcement, Education and Emergency medical services.





Objective: Reduce the Severity and Duration of Congestion

100 percent of Fast Forward projects were designed in fiscal year 2006

Fiscal year 2006 was primarily a year of letting projects associated with the Fast Forward program, including those related to congestion relief in the metro Atlanta region. A total of 13 NaviGator expansion projects, including camera, message sign and ramp meter projects were let to construction. As these are generally 18-month construction projects, it will not be until fiscal years 2008 and 2009 that the congestion benefits of these projects will be realized.

However, the HERO program expansion did make progress in fiscal year 2006, with the hiring of approximately 15 additional HERO operators: there has been measured improvement in response times and the ability to fully cover all existing routes. The expansion of the HERO route will be forthcoming in fiscal years 2007 and 2008.

Ramp meters along the I-75/85 southbound Downtown Connector corridor were activated in April 2005. The four new ramp meters (Williams Street, Freedom Parkway, Ellis Street and Edgewood Avenue), reduced the trip time for the Corridor, averaging 1.95 for fiscal year 2006.

Traditionally, this segment was the worst in metro Atlanta, with trip times well above 2.0. The last five months of FY 2006 had very impressive numbers for the segment, with the TTI (Travel Time Index) hovering steadily near 1.8. These results hold promise for additional congestion relief with future expansion of ramp meters throughout metro Atlanta in fiscal years 2007 and 2008.



Other accomplishments of our Operations Division for fiscal year 2006:

- Participated in the FHWA nationwide Outdoor Advertising Control national assessment.
- Assisted local governments in repairing 8 bridges throughout the state and while doing this they drove 158 pilings.
- Striped 15,578 miles of roadway statewide.
- Removed tons of litter from roadways statewide. The Department spent \$14 million in litter pick-up efforts statewide.
- Launched Phase 1 of the Department's electronic **Georgia Utility Permitting System (GUPS)**. GUPS allows electronic submission and review of encroachment permit applications, saving our customers time and money.



Objective: Improved STIP Delivery

The Department awarded a record \$2.25 billion in contracts in fiscal year 2006. While that's great news for the state and our stakeholders, these contract awards represent just the beginning of a host of internal processes that must occur to keep all those contracts progressing toward on-time, on-budget project delivery. Therefore, the Department has set strategic goals that help keep preconstruction processes (concept and design, environmental mitigation and clearances, right of way estimates and acquisition, etc.) within desired timeframes, percentages, etc.

Two key performance measures related to this goal look at the cumulative percent of on and off-system right of way and construction authorizations that are authorized (based on approval date) within the fiscal year they're programmed in the State Transportation Improvement Program (STIP).

An average of 79.9 percent of projects were authorized to Right of way

Work toward achievement of the right of way performance measure has resulted in the following initiatives:

- reorganization of the Office of Environment/Location;
- development of the Project Team concept;
- new policies for local participation in PE on state routes;
- improved consultant acquisition; and
- introduction of an online CE form and electronic tracking system for environmental documents.

By December 2005, these initiatives improved the percentage of authorized right of way achieved.

During fiscal year 2006, an average of 79.8 percent of projects were authorized to construction.

Preparations for successful achievement of the construction authorizations performance measure have included:

- formation of a Utility Coordination Task Force;
- turnkey projects program approach;
- reorganization of the Right of Way office;
- development of online documentation and design guides for right of way consultants and local governments.

These changes improved the Department's performance in this area 60 percent from the beginning of the fiscal year to the end of the same fiscal year.

Further, the Office of Planning contributed to the Department's achievements in improved STIP delivery by:

- quarterly review of consultant need and purpose statements reduced the percentage needing revision before completion.
- increasing the percent of need and purpose statements completed within three weeks of receipt, and
- increasing the percentage of in-house and consultant-implemented planning studies (including corridor, county, regional, statewide and programmatic studies) completed on-time.



Fiscal Reports

Fiscal Year 2006 Statewide Contract Information	
Number of Monthly Payment Vouchers	10,756
Number of Final Payments	1,344
Payments for Let Contracts	\$1,033,986,929.33
Payments for City/County Contracts	\$41,592,996.84
Payments for TEA Contracts	\$20,534,321.72
Payments for Airport Task Orders Contracts	\$14,845,312.51
Payments for Consultants Contracts	\$154,883,506.84
Total Payments	\$1,265,843,067.24

2006 Expenditures/ Budget Information

Personal Services	\$264,342,863.41
Regular Operating Expenses	\$93,158,079.14
Travel	\$1,912,787.23
Motor Vehicle Purchases	\$14,421,331.08
Equipment	\$15,565,525.80
Computer Charges	\$19,561,479.32
Real Estate Rentals	\$2,075,249.11
Telecommunications	\$3,696,651.56
Per Diem and Fees	\$17,701,916.68
Capital Outlay	\$2,375,225,261.82
Contracts	\$65,578,733.27
Capital Outlay Airport Aid Program	\$18,135,047.52
Mass Transit Grants	\$26,900,917.97
Harbor/Intra-Coastal Waterways	\$871,228.07
Spoilage Area Acquisition, Clearing and Preparation	\$6,470,001.00
Payments to State Road and Toll Authority	\$53,998,813.00
TOTAL EXPENDITURES	\$2,979,715,885.98

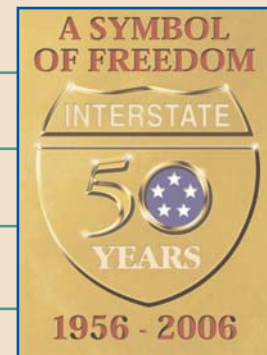


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Georgia Ports Authority photo credit courtesy of David Smalls.

Notes





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