

FY 2013-2017 Strategic Plan



FY 2017 Strategic Plan Update
Summer 2016

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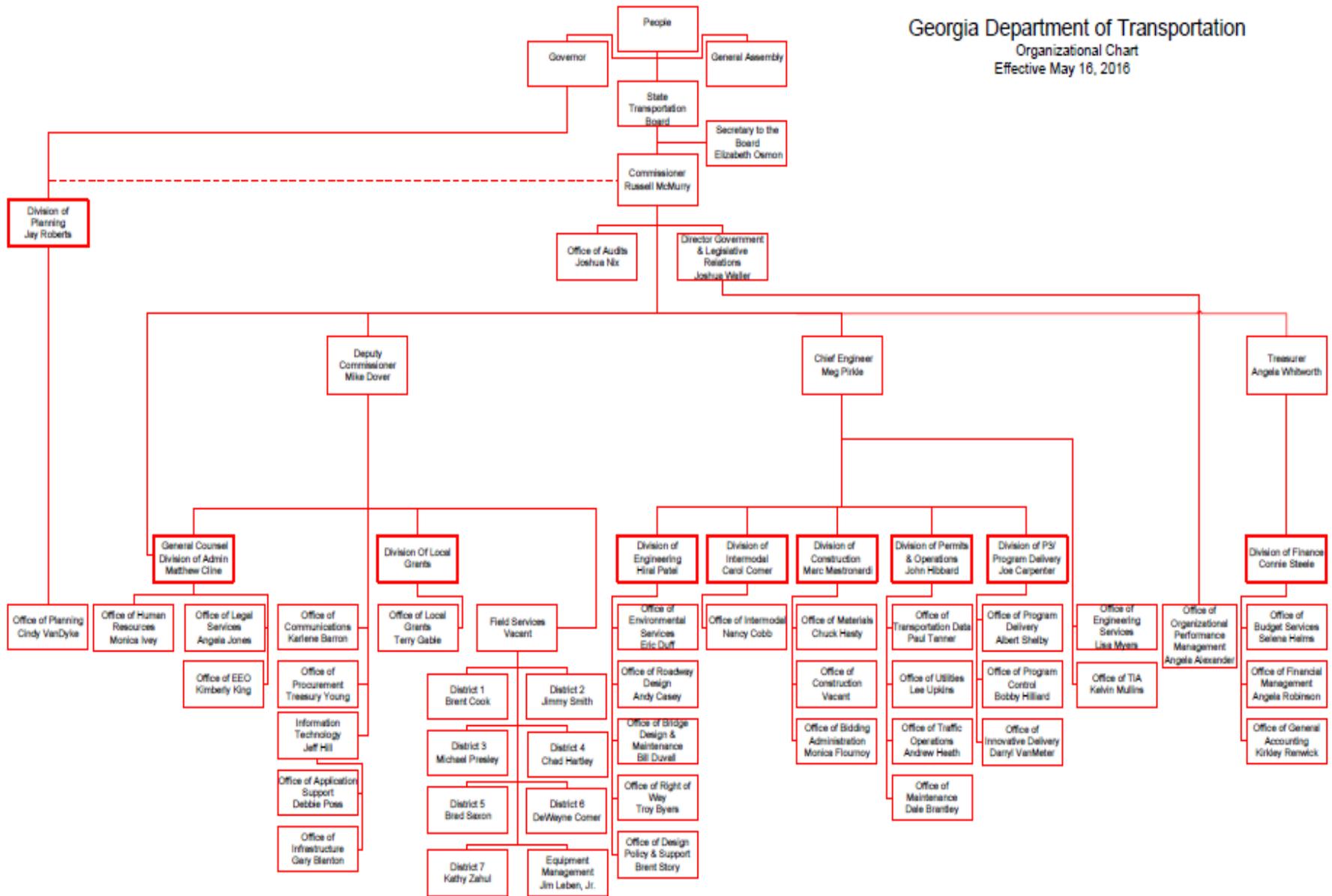
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Georgia Department of Transportation
Organizational Chart
Effective May 16, 2016



Executive Summary

The Georgia Department of Transportation (Georgia DOT) annually updates its Strategic Plan to reflect the current priorities of the Department and to report them to the Governor's Office of Planning and Budget. Strategic planning establishes an accountable framework that outlines the agency's overall direction, supports its actions and explains to citizens what the agency does and why.

Georgia DOT is committed to conducting business efficiently, communicating openly and collaborating effectively with its internal and external partners. This plan not only sets the agency's goals and objectives, but it also identifies the challenges, risks, and opportunities Georgia's transportation system will face in the coming years and the strategies the Department will use to maintain a safe and efficient transportation system.

The Strategic Plan guides the Department's priorities for the next four years. It provides a broad roadmap, outlining where the agency currently stands, where it wants to be in the future, and what actions it must take to get there.

LINKING TO GEORGIA'S STRATEGIC PLANS

The Georgia DOT Strategic Plan is not done in isolation from other planning activities in the State. In fact, the plan has been prepared to be consistent with the State's Strategic Plan. The vision for the Georgia State Strategic Plan, developed by Governor Nathan Deal, is "*A lean and responsive state government that allows communities, individuals and businesses to prosper.*" The plan identifies six strategic goals in the areas of education, mobility, economic growth, health, safety and responsible and efficient government.

Georgia DOT, like all State agencies, has a role in implementing the State strategic priorities and in linking the State Strategic Plan to the Georgia DOT Strategic Plan. Building from Governor Deal's priorities, Georgia DOT's goals focus on planning and constructing the best set of mobility-focused projects, making safety investments and improvements where the traveling public is most at risk, taking care of the transportation infrastructure to ensure mobility and safety, and making Georgia DOT work better.

The Georgia DOT plan also aligns with the State mandated Statewide Strategic Transportation Plan (SSTP) and federally required Statewide Transportation Plan (STWP) for Georgia. These two plans (SSTP and STWP) are combined in one policy document that provides a comprehensive look at all transportation issues facing Georgia now and through the year 2040.

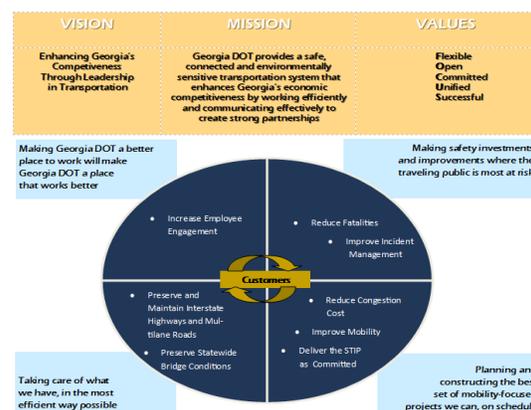
STRATEGIC PLANNING PROCESS

Multiple approaches were used to gather internal input and feedback at all levels within the Department and to develop the 2013-2017 Strategic Plan. The State Transportation Board, Georgia DOT’s leadership team, and employees were all involved in revising the Department’s vision, mission, and core values. Demographic and economic data as well as information about the Department were gathered, analyzed and reviewed to gain an understanding of the external and internal factors that impact Georgia DOT. This analysis informed the process of selecting objectives and strategies to accomplish the goals established in the Strategic Plan.

STRATEGIC PLAN

The strategy map, Figure ES-1, summarizes Georgia DOT’s vision, mission, values, goals and objectives – the core elements of the Strategic Plan. The plan recognizes the primary responsibility of the agency to plan, construct and maintain the Georgia State transportation network while making Georgia DOT a better agency that is committed to serving the public. This plan focuses on customers as Georgia DOT’s top priority. The strategies in this plan will help the Department to achieve its established goals.

Figure ES.1 GDOT’s Strategy Map



1.0 Introduction

Strategic planning helps Georgia DOT be a good steward of Georgia's transportation system, focusing the Department's attention on moving people and goods safely and efficiently in the State. Strategic planning establishes an accountable framework that helps focus the agency's actions and clarifies to citizens what the agency does and why. In a world that expects transparency and accountability, a Strategic Plan is an important tool to help make Georgia DOT transparent and effective.

The Department undertakes strategic planning for the following reasons:

- to meet statutory requirements,
- to establish common goals and objectives for the agency, and
- to prepare for the long term.

Fundamentally, Georgia DOT's Strategic Plan focuses the vision and priorities of the agency for a four year period. The current plan is for years 2013-2017. It is revisited annually to ensure that the strategic direction remains relevant and consistent with the vision of current State and agency leadership and to track progress towards Georgia DOT's goals and objectives. The Strategic Plan is comprised of four goals, each with objectives, strategies and performance measures. The goals support the agency's commitment to the ongoing stewardship of the state transportation system.

An Effective Strategic Plan Will:

- Align with the State's goals and priorities
- Align organizational units
- Increase the time spent on core business activities
- Manage expectations
- Make the best use of resources
- Enable an agency to conduct business in a transparent and accountable environment

1.1 FOCUSING ON AGENCY GOALS

The real value of strategic planning to Georgia DOT does not only come from complying with statutory requirements, but also from using the plan to set a direction for the agency and focusing the agency's resources, its people, equipment and dollars, on the highest priority actions.

The Georgia DOT Strategic Plan provides a broad roadmap for the Department. At its core, the Strategic Plan answers the questions:

- What do we do?
- For whom do we do it?
- What can we do to maintain a safe and reliable transportation system with constrained resources?

Developing the Strategic Plan also serves as an effective staff development activity. Georgia DOT's Strategic Plan is intended to engage employees to help shape the agency's direction and culture. An effective strategic planning process provides the opportunity to help employees understand the goals of the agency, and to see where they fit in and how they can contribute to accomplishing the agency's goals.

GEORGIA DOT TRANSPORTATION FAST FACTS

7 District Offices

32 Area Offices

16 Rest Areas

9 Welcome Centers

3,958 Employees

17,907 State Highway System Miles

6,653 State owned Bridges

87,461 County Road Miles

19,472 City Street Miles

88 Certified HERO Operators

16 Urban Transit Programs

111 Rural Transit Programs

540 Miles of Light Density Rail

81 Active Park & Ride Lots

104 Publicly Owned Airports

1.2 FROM STRATEGIC PLANNING TO ASSET MANAGEMENT

Transportation asset management is defined as:

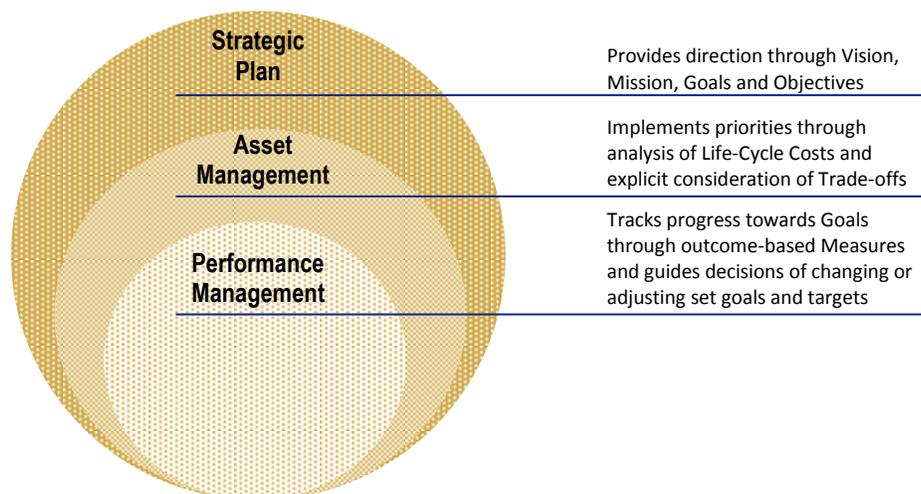
“... a strategic process of operating, maintaining, upgrading and expanding physical assets using sound business and engineering practices for resources allocation.”

Strategic planning is part of an overall effort to manage Georgia DOT. The Strategic Plan establishes goals and objectives, identifies short-term business strategies, and sets the overall direction for the agency. From there, Georgia DOT uses performance management and

asset management to help deliver on the goals and objectives set for the agency.

Figure 1.1 demonstrates the relationship between strategic planning, performance management, and asset management. Performance management is an overall approach to making investment decisions while tracking progress towards agency goals through the use of outcome-based performance measures. Measures of actual outcomes are important because they reflect customer priorities compared to the inputs (labor and materials) and outputs (amount of work delivered) that drive these outcomes.

Figure 1.1 Relationship between Strategic Planning, Performance Management and Asset Management



Asset management is an approach to deliver those inputs and outputs while focusing on minimizing the life-cycle cost of investments (from planning to construction to operation and maintenance). The Department has implemented an enterprise asset management system. The first phase of the system includes the following modules: Maintenance Manager, Pavement Analyst, Sign Manager, Signals/ITS Manager, Bridge Inspector, Bridge Analyst and Fleet/Equipment Manager.

The asset management implementation plan outlines strategies to develop a comprehensive asset inventory, consistently manage asset data, ensure data-driven investment decisions, and institutionalize asset management as a business practice at Georgia DOT. It is based on a strategic approach to managing the transportation system and organization that explicitly examines the relationships between inputs, outputs, and outcomes.

1.3 LINKING TO GEORGIA’S STRATEGIC PRIORITIES

In Georgia, the State and its agencies are required by OCGA¹ 45-12-73 and 175 to develop a Strategic Plan. The Georgia strategic planning process has three components (*Figure 1.2*). The first component is a State Strategic Plan that provides the vision, direction, and priorities of the State. The second component is an agency Strategic Plan that aligns with the State Strategic Plan. The third component is a semi-annual agency performance report which agencies use to report progress and performance on their Strategic Plan, mission critical projects and performance indicators.

Figure 1.2 Georgia Strategic Planning Process



The Georgia State Strategic Plan identifies six strategic goals:

- **Educated** – Developing life-, college-, and work-ready students;
- **Mobile** – Transporting people and products in a 21st century Georgia;
- **Growing** – Creating jobs and growing businesses;
- **Healthy** – Accessible care and active lifestyles;
- **Safe** – Protecting the public’s safety and security; and
- **Responsible and Efficient Government** – Fiscally sound, principled, conservative.

“A lean and responsive state government that allows communities, individuals and businesses to prosper.”

~Governor Nathan Deal

¹ OCGA: Official Code of Georgia Annotated.

Georgia DOT, like all state agencies, has a role in implementing the State Strategic Plan. In particular, Georgia DOT has a prime role in implementing the *Mobility, Safety, Growing, and Responsible and Efficient Government goals*. Georgia DOT's four goals are:

1. Making GDOT a better place to work will make GDOT a place that works better
2. Making safety investments and improvements where the traveling public is most at risk
3. Taking care of what we have, in the most efficient way possible
4. Planning and construction the best set of mobility-focused projects we can, on schedule

2.0 Strategic Plan Development

The 2013-2017 Strategic Plan was developed by gathering input and feedback from all levels within the Department. The State Transportation Board, Georgia DOT leadership teams, and employees were involved in the process of revising the Department's vision, mission, and core values. Demographic and economic data were reviewed, along with

Input and feedback was gathered at all levels of GDOT

Department data and information to gain an understanding of the external and internal factors that could impact Georgia DOT as it seeks to implement this plan. This analysis informed the process of selecting objectives and strategies to accomplish the goals established in the Strategic Plan. The potential impacts the environmental factors may have on the Department are discussed in Section 6.0 – Environmental Scan.

Georgia DOT is governed by a 14-member State Transportation Board. Among other things, the Board exercises general control of the Department and appoints the Commissioner. As an important part of the Georgia DOT leadership, the State Transportation Board provided input into the strategic planning process.

The vision of the Board is for the Department to contribute to the State's economic competitiveness and to communicate effectively with its internal and external partners. Their guidance was instrumental in the development of the vision and mission.

Strategic planning also requires commitment and input from Georgia DOT senior leadership that is responsible for setting the Department's overall direction and targets. Members of the leadership team – the Department's Commissioner, Deputy Commissioner, Chief Engineer, and Treasurer – play an important role in developing an effective Strategic Plan that aligns the agency's goals with the State strategic goals and identifies the critical steps needed to achieve the vision, mission, and core values of the agency. The senior leadership team is responsible for communicating the desired strategies the Department will implement to achieve the goals and objectives and to hold division directors and office managers accountable.

Every employee of the Department plays a role in accomplishing the goals identified during the strategic planning process. To gain input from the Department's employees, an internal poll was conducted. The internal poll was a useful tool that allowed each Georgia DOT employee the opportunity to participate and express an opinion about the best proposed direction of the agency. The result was a mission statement that represented the views of all levels of the agency.

3.0 Mission, Vision, Core Values

3.1 VISION

The purpose of the vision is to state where the agency wants to be in the long term. Connecting transportation's role with the economic success of the State of Georgia is an important aspiration. Therefore, the Department's vision statement captures the Governor's vision to enhance Georgia's competitiveness.

Georgia DOT's vision statement:

Enhancing Georgia's competitiveness through leadership in transportation

3.2 MISSION

At its simplest, the mission statement answers why the Department exists. The best descriptors of why the Georgia DOT exists include the Department's role in providing transportation leadership, the seriousness with which the Department takes its responsibilities and the desire to emphasize working in partnership with citizens and stakeholders.

The mission statement for the Georgia DOT:

Georgia DOT provides a safe, connected and environmentally sensitive transportation system that enhances Georgia's economic competitiveness by working efficiently and communicating effectively to create strong partnerships.

3.3 CORE VALUES

The purpose of core values is to guide agency employees in conducting their day-to-day business. Core values drive the culture of an organization and remind employees of what is important. As such, core values provide a way to underscore the agency's desired culture.

Through the strategic planning discussion, *FOCUS (Flexible, Open, Committed, Unified, Successful)* was adopted as the overall critical core value. A focused agency will know why strategic and investment decisions are being made and will be prepared to respond when challenges emerge. Georgia DOT believes that a focused agency and focused employees are: **Flexible, Open, Committed, Unified, and Successful.**

The core values for the Georgia DOT are:

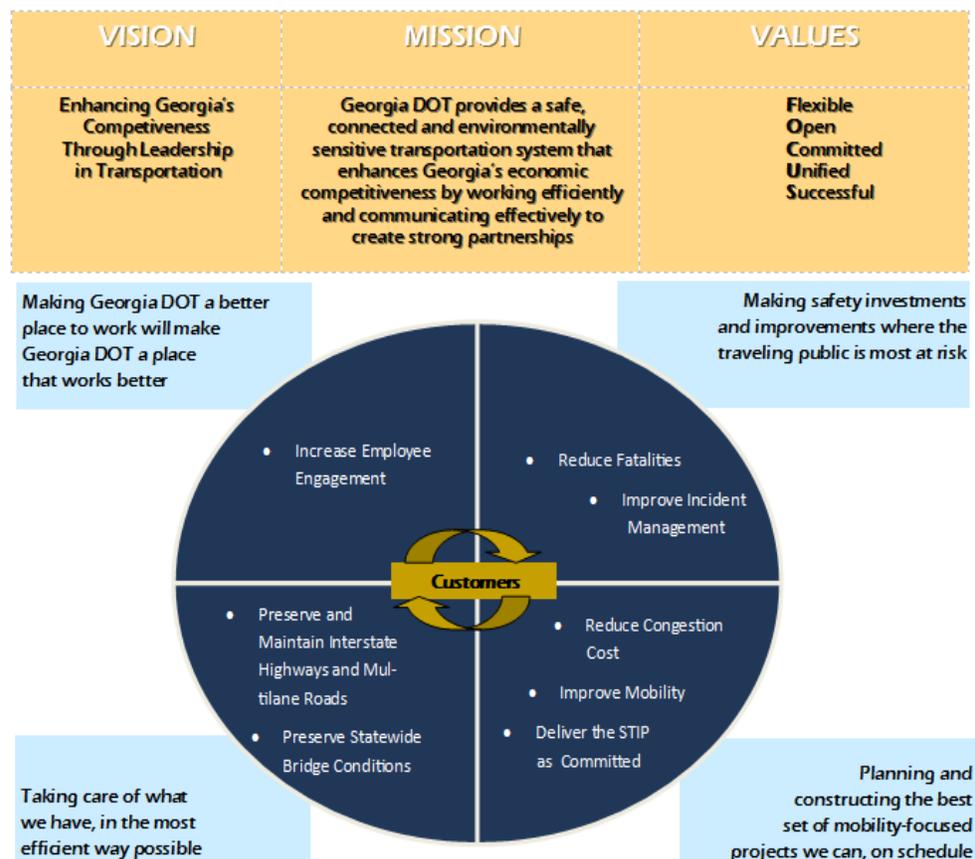


Flexible
Open
Committed
Unified
Successful

4.0 Goals and Objectives

Georgia DOT has set four broad, long-term goals that are divided into a number of corresponding objectives and action steps (strategies). The “Strategy Map” in *Figure 4.1* is a graphical representation of all of the core elements of the Strategic Plan and shows how they fit together.

Figure 4.1 GDOT’s Strategy Map



Once goals and objectives are identified, there are often challenges that must be addressed if the goals and objectives are to be met. *Table 4.1* identifies critical success factors or actions the Department must take to succeed in accomplishing its goals and identifies the potential risks that might prevent accomplishing the goals and objectives.

Table 4.1 Goals and Objectives

Goals	Objectives	Critical Success Factors	Risks
<i>Making Georgia DOT a better place to work will make Georgia DOT a place that works better</i>	<ul style="list-style-type: none"> • From July 1, 2016 until June 30, 2018 implement at least two initiatives Department-wide as a result of the 2016 Employee Survey 	<ul style="list-style-type: none"> • Committed management • Educating employees on the positive changes taking place as a result of employee survey 	<ul style="list-style-type: none"> • External issues could distract the agency
<i>Making safety investments and improvements where the traveling public is most at risk</i>	<ul style="list-style-type: none"> • Decrease fatalities by 41 in calendar year 2016 (Target: 1391) 	<ul style="list-style-type: none"> • Support from and coordination with various state and local agencies involved with safety and incident response 	<ul style="list-style-type: none"> • Limited funding • Driver behavior

Goals	Objectives	Critical Success Factors	Risks
<p><i>Taking care of what we have, in the most efficient way possible</i></p>	<ul style="list-style-type: none"> • From July 1, 2013 through June 30, 2017, resolve 75% of all customer inquiries within the 3-day resolution time • From July 1, 2013 through June 30, 2017, maintain Georgia's Interstates such that 90% or more are in Fair or better condition. 'Fair' condition for Interstates is defined as an average COPACES (Computerized Pavement Condition Evaluation System) Rating of 75 to 80. • From July 1, 2013 until June 30, 2017, maintain 85% of State-owned bridges to meet or exceed the GDOT's standards (strength and condition) • Maintain a program and funding for snow and ice storm events in Georgia 	<ul style="list-style-type: none"> • An enterprise asset management system • Adequate preservation funding 	<ul style="list-style-type: none"> • Maintaining adequate funding for preservation

Goals	Objectives	Critical Success Factors	Risks
<p><i>Planning and constructing the best set of mobility-focused projects we can, on schedule</i></p>	<ul style="list-style-type: none"> • From July 1, 2013 through June 30, 2017, authorize Right of Way (ROW) and construction funds, per STIP • By the end of FY 2017, complete construction of 80% or more of all projects within contract time and 90% of all projects within budget (Baseline: July 1st, 2013) • From July 1, 2013 through June 30, 2017 make significant progress in implementation of MLSP projects by working towards completion of the I-75 / I-575 NW corridor, the I-75 South corridor, and the I-85 Georgia Express Lane Extension 	<ul style="list-style-type: none"> • Agency-wide focus on project delivery and implementing procedures to enhance delivery and control costs 	<ul style="list-style-type: none"> • Limited federal funding • Difficulty changing focus and finding operational approaches to congestion

5.0 Strategies

The Department has identified strategies that, when implemented, will help the agency achieve established goals and objectives. Georgia DOT has also identified measures to assess how well the agency is implementing these strategies. Each of the strategies has been assigned to a Division or an Office for implementation and tracking. The 2017 strategies for each goal are identified in *Table 5.1*.

Table 5.1 Goal 1 Strategies

<i>Goal 1 – Making Georgia DOT a better place to work will make Georgia DOT a place that works better</i>			
Objective	Action Step/Strategy	Measure/Target	Division (Office) Responsible
From July 1, 2016 until June 30, 2018 implement at least 2 initiatives Department wide as a result of the 2016 Employee Survey	Administer the 2016 Employee Survey	Number of improvement initiatives implemented as a result of the employee survey (Target 2)	Organizational Performance Management

Goal 2 Strategies

<i>Goal 2 – Making safety investments and improvements where the traveling public is most at risk</i>			
Objective	Action Step/Strategy	Measure/Target	Division (Office) Responsible
Decrease fatalities by 41 in calendar year 2017	Continue implementation of the GA Strategic Highway Safety Plan (SHSP) Monitor and execute the “Drive Alert Arrive Alive” campaign	Number of fatalities in the Calendar Year (CY). (Target: decrease by 41 fatalities as compared to previous calendar year)	Permits and Operations <i>(Traffic Operations)</i>

Goal 3 Strategies

Goal 3 – Taking care of what we have, in the most efficient way possible

Objective	Action Step/Strategy	Measure/Target	Division (Office) Responsible
From July 1, 2013 until June 30, 2017, resolve 75% of all customer inquiries within the 3 day resolution time	Decrease the response time for resolution of customer inquiries; increase responsiveness	Percentage of customer inquiries resolved within 3-day resolution time (Target: 75%)	Communications
From July 1, 2013 until June 30, 2017, maintain Georgia's Interstates such that 90% or more are in Fair or better condition. 'Fair' condition for Interstates is defined as an average COPACES (Computerized Pavement Condition Evaluation System) Rating of 75 to 80.	Preserve Interstate Pavement	Percent of interstates in 'Fair' or better condition (Target: 90% at COPACES rating of 75 to 80)	Permits and Operations (Maintenance)
From July 1, 2013 until June 30, 2017, maintain 85% of State-owned bridges to meet or exceed the GDOT's standards (strength and condition)	Maintain State-owned bridges	Percent of State-owned bridges that meet or exceed GDOT's standards (Target: 85%)	Engineering (Bridge)
Maintain a program and funding for snow and ice storm events in Georgia	Prepare for inclement weather Annually evaluate "Lessons Learned"	Maintain a program and funding for inclement weather (Target: Ongoing Strategy)	Permits & Operations

Goal 4 Strategies

Goal 4 – Planning and constructing the best set of mobility-focused projects we can, on schedule

Objective	Action Step/Strategy	Measure/Target	Division (Office) Responsible
From July 1, 2013 until June 30, 2017, authorize Right of Way and Construction funds per STIP	Monitor Right of Way (ROW) and Construction (CST) authorization phases	Percent of ROW phases authorized on schedule (Target: 75%) Percentage of CST phases authorized on schedule (Target: 80%)	Program Delivery/ Engineering
From July 1, 2013 until June 30, 2017, complete construction of 80% or more of all projects within contract time and 90% of all projects within budget (Baseline: July 1st, 2013)	Monitor and oversee construction projects	Percent of projects constructed on schedule (Target: 80%) and on budget (Target 90%)	Construction
From July 1, 2013 through June 30, 2017 make significant progress in implementation of MLSP projects by working towards completion of the I-75 / I-575 NW corridor, the I-75 South corridor, and the I-85 Georgia Express Lane Extension	Execute Managed Lane System Plan (MLSP)	Significant progress on I-75 northwest Corridor project and I-75 south corridor	Innovative Delivery
From July 1, 2013 until June 30, 2017 support implementation of at least one objective from SSTP/SWTP	Improve port-rail access, storage and operating efficiencies	Number of the State Freight Network projects included in the STIP	Planning

The strategic objectives identified in this plan will be used as a specific, measurable, and time-bound guide for the Department. By adopting strategic objectives for each goal, the agency can track progress being made towards accomplishing its goals. Progress is tracked and reported to the Georgia Office of Planning and Budget (OPB) upon request in order to create a transparent process and to provide accountability to the public.

6.0 Environmental Scan

There are demographic, political, and economic trends that both shape the need for the services provided by Georgia DOT and influence how Georgians perceive the Department. Prior to determining the optimal strategies to achieve the goals adopted by the Department, a scan of Georgia's current environment was conducted to build a context and help guide Georgia DOT's strategic planning towards a preferred future. That information can then be used to select realistic and feasible strategies that will effectively address the State's transportation needs.

Environmental scan
provides context for
Georgia DOT
strategic planning

The following section analyzes high-level demographic and economic indicators to illustrate the current economic and demographic climate in which Georgia DOT operates.

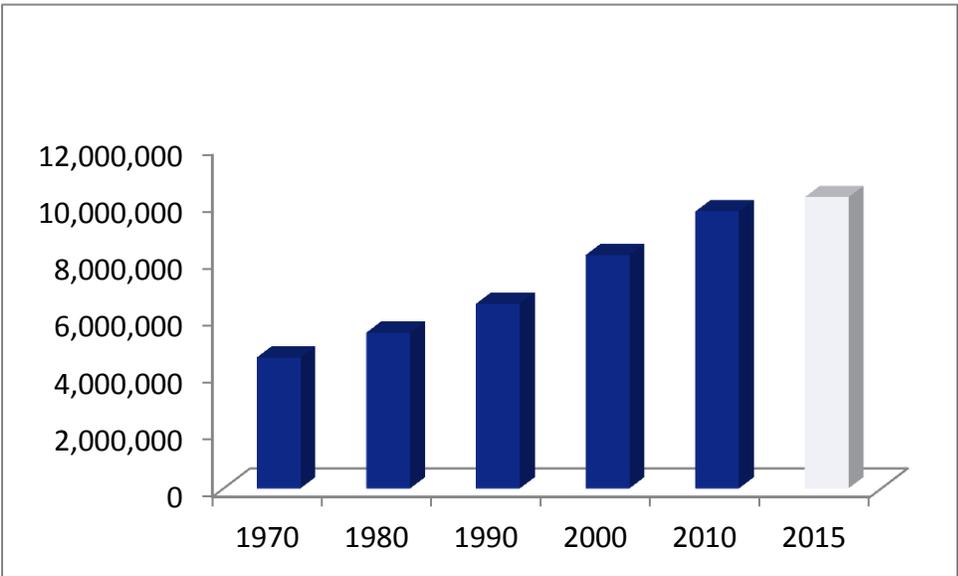
6.1 DEMOGRAPHICS

Demographics play a fundamental role in determining the size and extent of transportation demand and the types of transportation services required to accommodate the needs of Georgia residents.

Population Growth

Today, Georgia ranks among the fastest growing states. Georgia's population more than doubled between 1970 and 2015 adding more people than all but three states. Even though the rise in population has recently slowed with the recession, Georgia has maintained higher growth than the U.S. average. The State's transportation system must accommodate the needs of an increasing number of residents, retirees, businesses, and workers, and do so reliably, safely, and efficiently.

Figure 6.1 Georgia's Population Growth
1970 - 2015

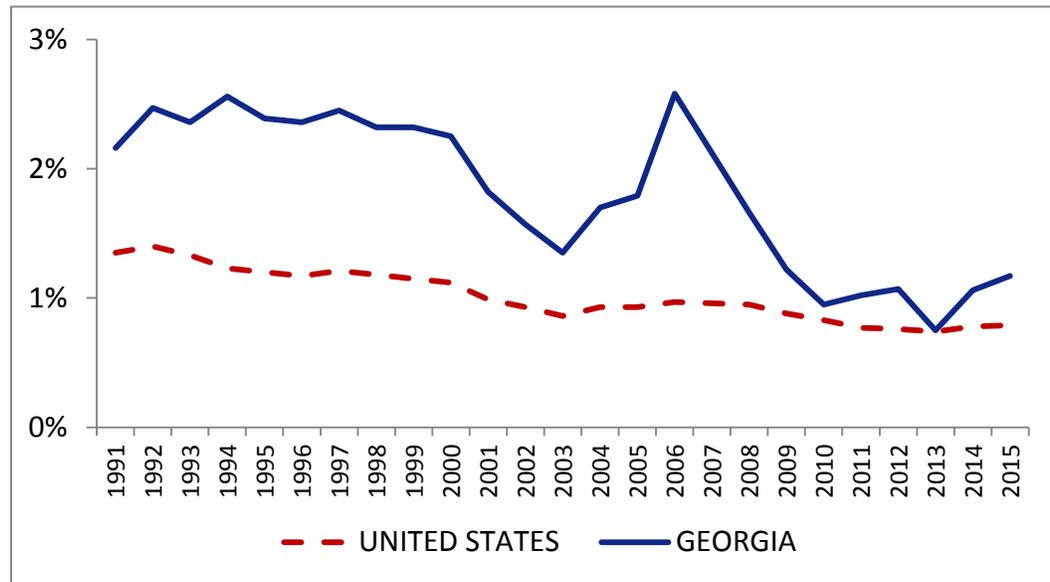


Source: U.S. Census Bureau.

Population growth also has a direct bearing on transportation demand. Georgia's population reached estimated 10.2 million in 2015, and ranks the eighth most populous state in the country.

Although Georgia has been among the fastest growing states for much of the nation's post-World War II growth, it has recently experienced a slowdown in the pace of its population growth. *Figure 6.2* compares the annual population growth rates over the past 24 years for both Georgia and the United States. Indications are that despite Georgia's recent population trends slowing, they remain slightly higher than the nations'.

Figure 6.2 Annual Rates of Population Growth, Georgia and the U.S. 1991-2015



Source: U.S. Census Bureau.

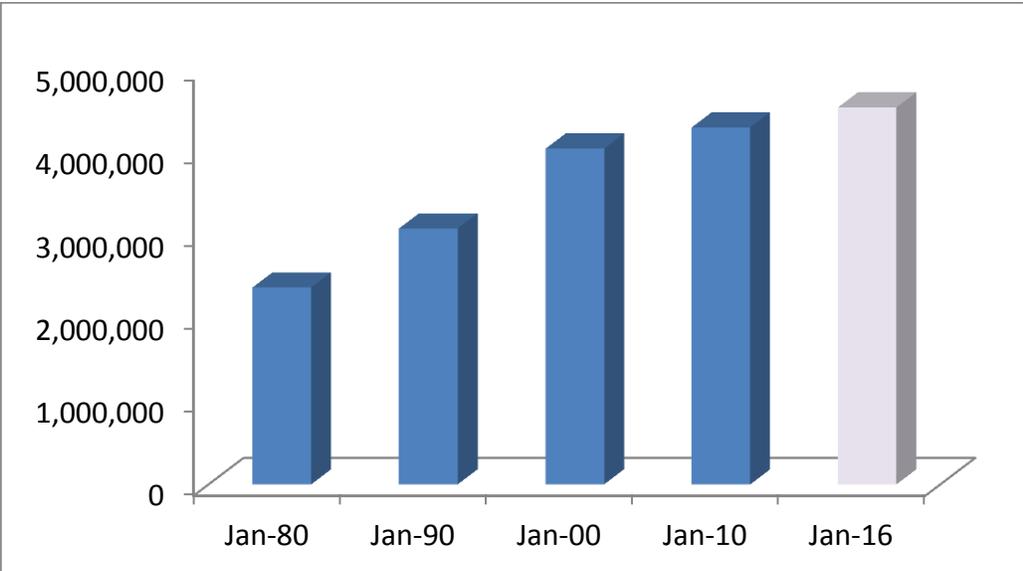
6.2 ECONOMIC INDICATORS

Despite a declining population growth rate, Georgia's population is still growing. Consequently, demand on the State's transportation system continues to grow as growing population translates to more drivers and more trips. During the two consecutive years, 2013 and 2014, Georgia was identified by *Site Selection Magazine* as the most competitive state in the nation. Georgia's economy also contributes to demand for the movement of people and goods. Economic growth, like population, increases trips and volumes for all transportation modes.

Employment and Unemployment

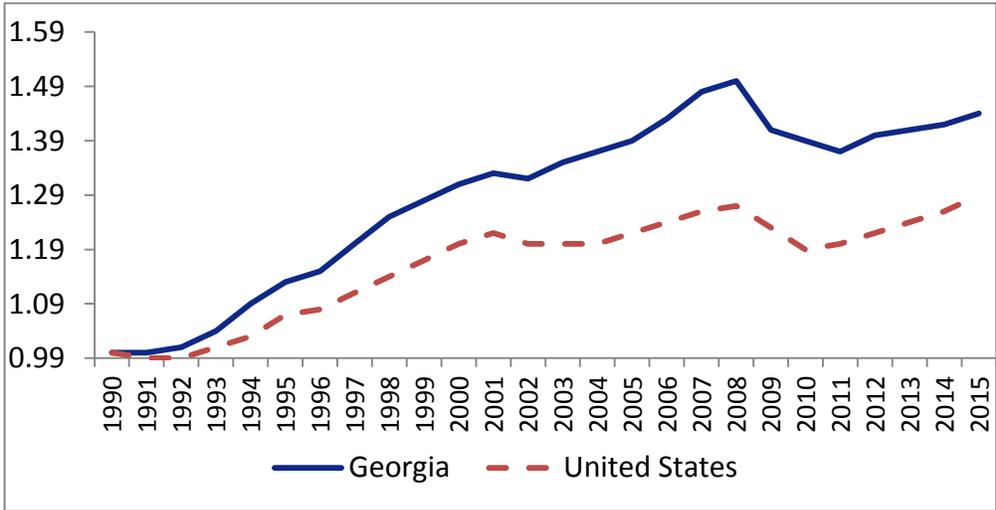
According to the Department of Labor, the Georgia economy employed approximately 4.54 million people in January 2016. Similar to population, Georgia has also experienced substantial long-term increases in jobs by almost doubling them between 1980 and 2015 (see *Figure 6.3*). Jobs translate into trips as more people commute, shop, and buy services, and are also a reflection of overall business activity affecting freight. Until recently, Georgia's job gains had far exceeded the nation's. Despite this long record of sizeable employment gains, the impact of the recent recession on Georgia's jobs was worse than the nation's (see *Figure 6.4*).

Figure 6.3 Georgia Employment
1980-2016



Source: Bureau of Labor Statistics, Current Employment Statistics (CES).

Figure 6.4 Jobs Growth, Georgia Compared to the U.S.
1990-2015 (Jobs Growth Index, 1990 = 1.00)

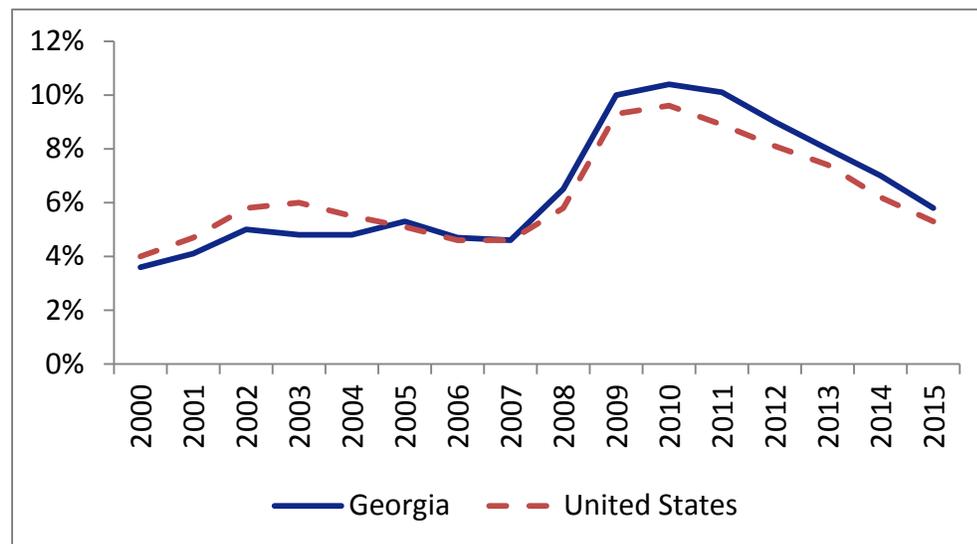


Source: GDOT Analysis using the data from the Bureau of Labor Statistics, Current Employment Statistics (CES).

Georgia's unemployment rate has exceeded the nation's since 2008 (Figure 6.5), resulting in a loss of 7.0 percent of its total jobs during the

recession compared to 5.6 percent for the U.S. While the recent recession and today's slower growth may temporarily relieve some pressure points on Georgia's transportation network (e.g., highway congestion and bottlenecks), existing and new problems will likely emerge as jobs and the economy continue to grow.

Figure 6.5 Unemployment Rate, Georgia Compared to the U.S., 2000-2015



Source: Bureau of Labor Statistics, Local Area Unemployment Statistics (LAUS), Annual Average Statewide Data

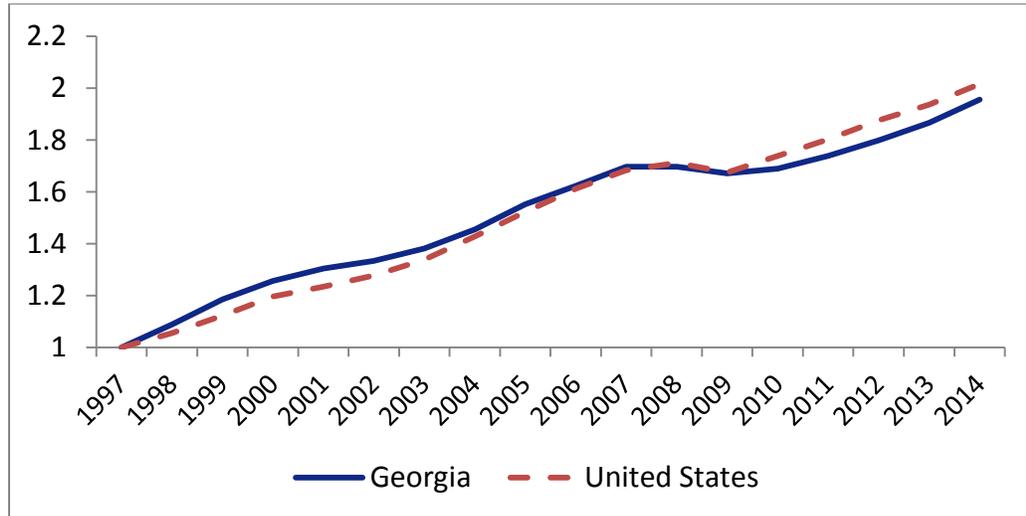
Gross Domestic Product

Georgia's transportation system underpins the State's approximate \$478 billion economy (an economy roughly similar in size to South Africa and Argentina). Georgia's gross domestic product (GDP), a universal measure of economic size and activity, has been growing less than the nation's since 2009 (Figure 6.6). Because Georgia combined fast population growth with slow economic growth over the past decade, the State's per capita gross product registered a 6 percent drop between 2000 and 2014 (Figure 6.7).

Georgia's economy is dynamic, and its competitiveness in the world market is fostered by the efficient movement of goods to keep costs down and customers supplied. The transportation network also brings people together for face-to-face meetings and links businesses to opportunities in distant markets, both global and domestic. All businesses need Georgia's transportation network and services to provide safe and reliable travel for

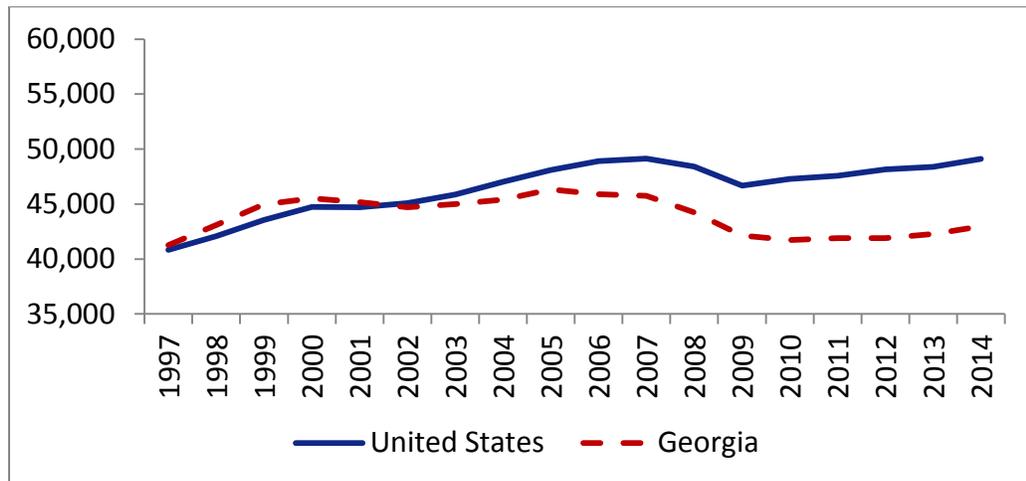
workers. Georgia's transportation network provides the foundation on which industries crucial to the State economy can grow.

Figure 6.6 Georgia GDP Growth Compared to the U.S.
 1997-2014 (GDP Growth Index, 1997 = 1.00, Chained 2009 dollars)



GDOT Analysis using the data from the Bureau of Economic Analysis. Last updated: December 10, 2015

Figure 6.7 Per Capita Real GDP, 1997-2014
 Georgia Compared to the U.S.



Source: Bureau of Economic Analysis; chained 2009 dollars. Last updated December 10, 2015 – revised statistics for 2007-2014

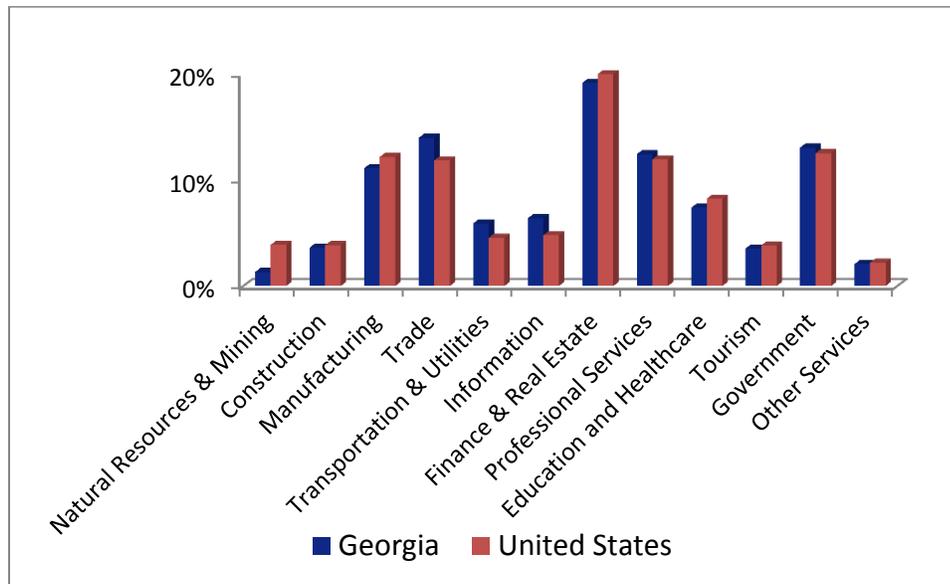
Industry Mix - Georgia's Economic Structure

Georgia's economic structure helps to define transportation needs in the State. Several "freight-intensive" industries (mining, agriculture, manufacturing, energy, construction, trade, and transportation and utilities, etc.) have a significant impact on trucking, rail, air cargo, and deep sea shipping needs. The tourism industry has clear transportation needs, both for freight (deliveries to restaurants and hotels) and visitor access and mobility.

Compared to the nation, defining characteristics of the Georgia economy include industry concentrations in finance, insurance and real estate, which accounted for 19.2 percent of Georgia's GDP. The other significant contributors to Georgia's economy were wholesale and retail trade, professional services (including engineering, architecture, scientific research, accounting, and marketing), government, and manufacturing sectors. The services sectors, including professional services, continue to be the largest contributors to Georgia's overall economic output. Freight service industries tend to move more time-sensitive goods (e.g., overnight parcel post). The trucking and air modes have historically dominated parcel shipments, but railroads have responded by offering scheduled services and improved reliability to handle these types of shipments (*Figure 6.9*).

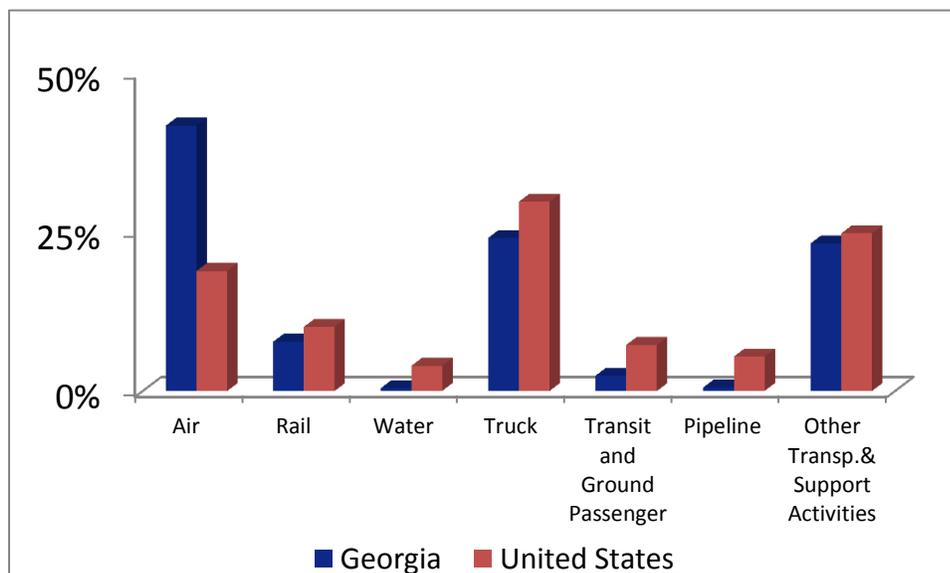
Figure 6.8 shows the contribution of each major industry sector to Georgia's GDP compared to the U.S.

Figure 6.8 Structure of the Georgia Economy Compared to the U.S.
Industry Share of the Economy



Source: GDOT analysis using the 2014 data from the Bureau of Economic Analysis.

Figure 6.9 Georgia's Transportation Sector Compared to the U.S.



Source: GDOT analysis using the 2013 data from the Bureau of Economic Analysis.

Strategic improvements to Georgia's transportation system to improve the movement of goods and people can help augment the overall competitiveness of the State's industries and economy.

Economic Impact on Transportation

Transportation is strongly impacted by the economy. A thriving economy creates more demand for transportation throughout all transportation sectors. The trends indicate that while the recession has had an impact on Georgia's economy, Georgia remains one of the largest economic drivers in the Southeast. As a result, it is critical that Georgia DOT pursues strategies which will provide efficient movement of goods and people and keep pace with Georgia's growing economy.

6.3 LEGISLATION

In recent years, the Georgia General Assembly has enacted important transportation legislation from governance reform to regional transportation funding. In 2015, the General Assembly passed and the Governor signed HB 170, the Transportation Funding Act of 2015. The Transportation Funding Act is expected to generate sustainable funds for transportation investment by increasing the State's gas tax and imposing new fees on electric cars and hotel/motel lodging fees. Other fund generating activities include an annual fee for heavy vehicles, the elimination of tax credits for low/zero emission vehicles and the elimination of a tax break on qualified jet fuel sales. It is important to note that the enacted amended Fiscal Year 2016 budget is the first budget to reflect additional revenues resulting from the Transportation Funding Act of 2015.

In 2010, HB 277, better known as the Transportation Investment Act (TIA) of 2010, created 12 special tax district regions and allowed each region the option to levy by referendum a 1 percent sales tax for 10 years to build projects selected by elected leaders of local governments in the specified region. Citizens in each region voted on the proposed sales tax increase in a July 31, 2012 referendum, and it was passed in the regions of Central Savannah, Heart of Georgia and River Valley. Most project delivery is the responsibility of Georgia DOT, working with local governments. HB 277 TIA has required the redirection of resources and manpower to manage the delivery of projects implemented under the regional sales tax program levied by individual regions at their discretion.

In 2015, the TIA was amended to allow counties to continue with a county T-SPLOST (Transportation Special Local Option Sales Tax) in lieu of participating in a regional T-SPLOST and allows a fractional percentage up to one percent with a maximum levy period of up to five years.

The following bills, passed by the Georgia General Assembly during the 2016 and 2015 Legislative Sessions, will also have significant impact on transportation in the State and the operational procedures of Georgia DOT:

2016 Session Highlights

- **S.B. 307**
 - Authorizes multi-message signs at bus shelters that conform to existing outdoor advertising restrictions except for the spacing requirement.

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- **S.B. 346**
 - Exempts transportation projects of \$100M or less from the requirement to have a consolidated report of environmental impacts under the Georgia Environmental Protection Act. All projects will still be subject to various environmental requirements such as soil erosion.

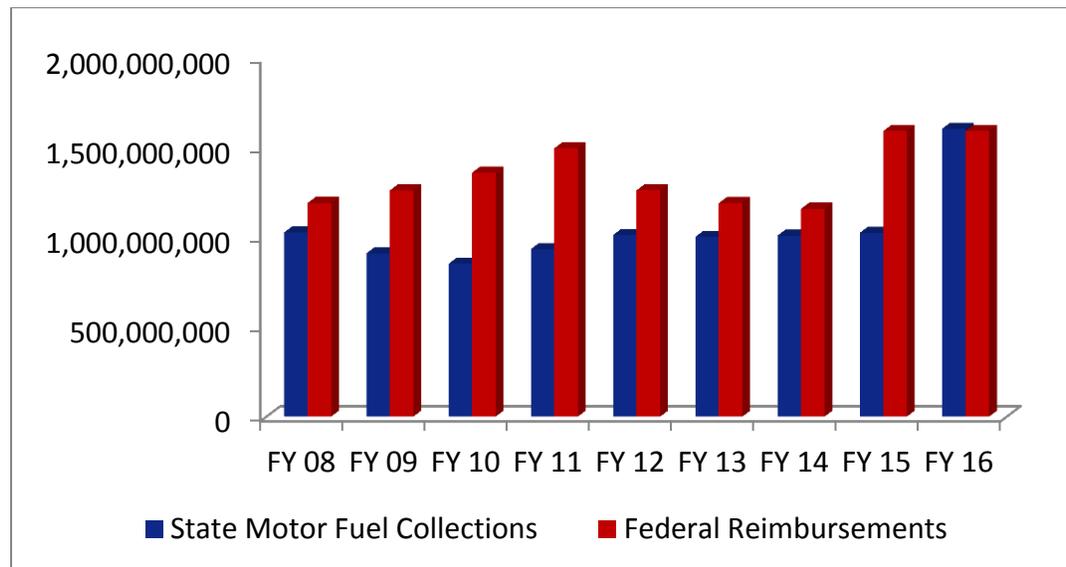
2015 Session Highlights

- **SB 125 (SRTA)**
 - Updates the state's tolling power to address managed lanes and other tolling circumstances by removing the requirement of debt to be issued.
 - Defines managed lanes as lanes which utilize tools to manage the flow of traffic.
 - Clarifies 'no vehicle may drive through, around, or under any barrier or closed or moving gate of a managed lane.'
 - **SB 169** (Georgia DOT's annual housekeeping bill that enacts operational changes at the agency to include the following):
 - Eliminates the need to designate local roads as temporary state routes for purposes of purchasing local right-of-way with state or federal funds.
 - Clarifies GDOT's ability to utilize the service of real estate agents.
 - Allows condemned billboards to be relocated to a legal, adjacent parcel with local compensation required under certain circumstances.
 - Allows large commercial delivery companies to utilize personal transportation vehicles (PTVs) in residential subdivisions with speed limits of 25MPH or less.
 - **Other Transportation Legislation**
 - HB 319: Ratifies the Governor's December 5th Executive Order suspending the automatic changes to the state motor fuel pre-paid rate.
 - HB 477: Authorizes Georgia DOT, counties, and municipalities to provide disposal notice of a roadway located in a subdivision to a duly formed property owner's association for acquisition.
-

6.4 FISCAL INDICATORS

Georgia DOT's total Amended Fiscal Year (AFY) 2016 budget was around \$3.3 billion. The revenue sources are state motor fuel taxes, federal, agency, and state general funds. Around 99 percent of the funding was derived from motor fuel taxes, federal funds and other sources; a little over 1 percent came from State general funds. The federal funds are called "reimbursements," because the State must first pay for construction work before receiving the reimbursement from the Federal government. The typical reimbursement to the State is 80 cents on the dollar due to the 20 percent match requirement. *Figure 6.10* presents GDOT's total revenues from State and Federal sources.

Figure 6.10 Georgia DOT Revenues
FY 2008-FY 2016



Source: Georgia Department of Transportation

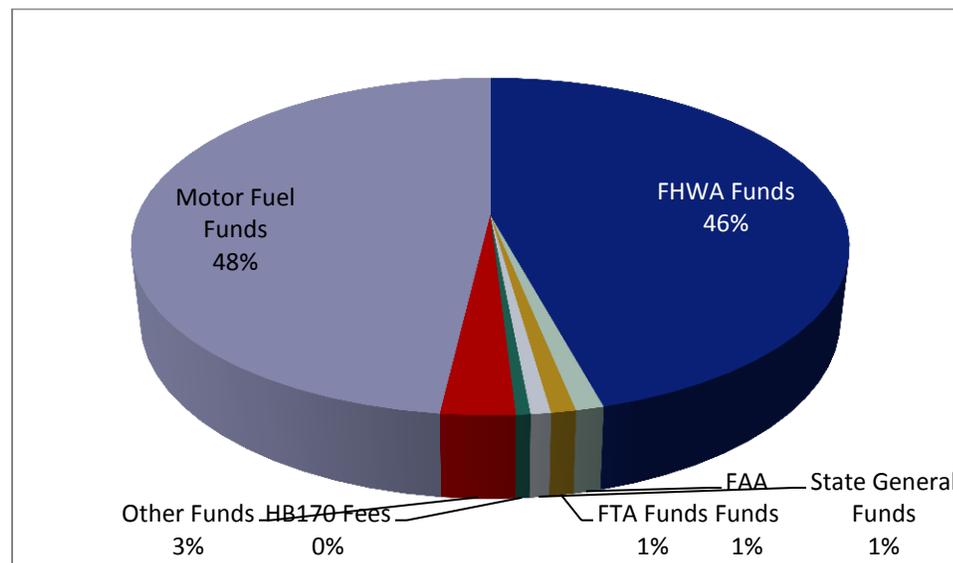
The federal reimbursements in the fiscal years 2010, 2011, and 2012 are a reflection of the increased spending from the American Recovery and Reinvestment Act. The long-term outlook for Federal Funds continues to be uncertain as the current level of transportation spending cannot be sustained by the Federal highway trust fund as currently configured.

The enacted Amended Fiscal Year 2016 Budget is the first budget to reflect additional revenues resulting from the Transportation Funding Act of 2015. These additional revenues are approximately \$758 million for a total state funds appropriation of \$1.6 billion. With federal funds, the total AFY 2016 appropriation is approximately \$3.3 billion.

Figure 6.11 indicates the average appropriations from each funding source in AFY 2016.

The dependence on Federal and Motor Fuel Tax funds for transportation makes Georgia vulnerable to any changes in the policies that impact these transportation funds.

Figure 6.11 Total AFY 2016 Budget by Fund Source



The Moving Ahead for Progress in the 21st Century Act (MAP-21) was signed into law by President Obama on July 6, 2012. Funding surface transportation programs at over \$105 billion for fiscal years 2013 and 2014, MAP-21 is the first multi-year highway authorization enacted since 2005. The bill has been extended four times.

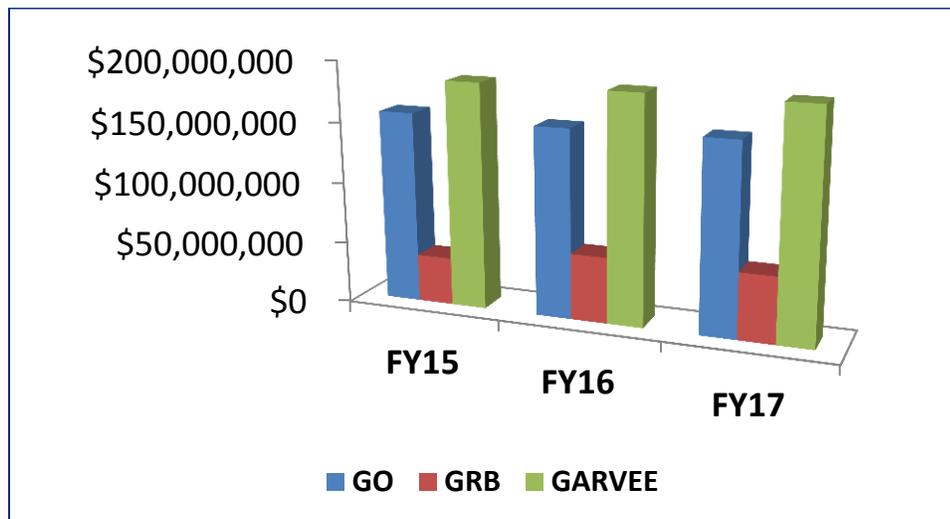
On December 4, 2015, President Obama signed into law the Fixing America's Surface Transportation Act, or "FAST Act." It is the first law enacted in over ten years that provides long-term funding certainty for surface transportation allowing States and local governments to move forward with critical transportation projects, like new highways and transit lines, with the confidence that they will have a Federal partner over the long term².

² <https://www.transportation.gov/fastact>

Georgia DOT Debt Payments

The Department's overall available funds are first used to repay debt services. General Obligation Bonds (GO) and Guaranteed Revenue Bonds (GRB) must be repaid using State Motor fuel dollars, while Grant Anticipation Revenue Vehicle Bonds (GARVEE) are repaid using both Federal Obligation funds and State funds. In fiscal year 2015, \$381 Million of the \$2.7 billion was allocated to debt service leaving about \$2.3 billion to allocate towards improving Georgia's transportation system. The yearly debt obligations are indicated in the *Figure 6.12*.

Figure 6.12 GDOT Debt Service Payments



**GO Bond Debt Service appropriated directly to GSFIC

***GRB and GARVEE Debt Service appropriated to GDOT Payments to SRTA Program
Debt Service information provided by GSFIC and SRTA

Georgia DOT must also use motor fuel dollars to provide matching funds to the State's FHWA funded projects and to fund the Department's annual general operations budget. Over the years, state motor fuel funds have failed to keep up with Georgia's growing transportation needs.

Funding Challenges and Opportunities Ahead

Prior to the Transportation Funding Act, Georgia's transportation system was heavily dependent on Federal funding, with approximately 56 percent of the Department's overall transportation budget funded from the Federal Highway Trust Fund. Over the past years, the Highway Trust Fund has been and continues to be on the verge of insolvency. In addition, projects using federal funds are subject to the National Environmental Policy Act (NEPA), and often require multiple approvals from various federal agencies.

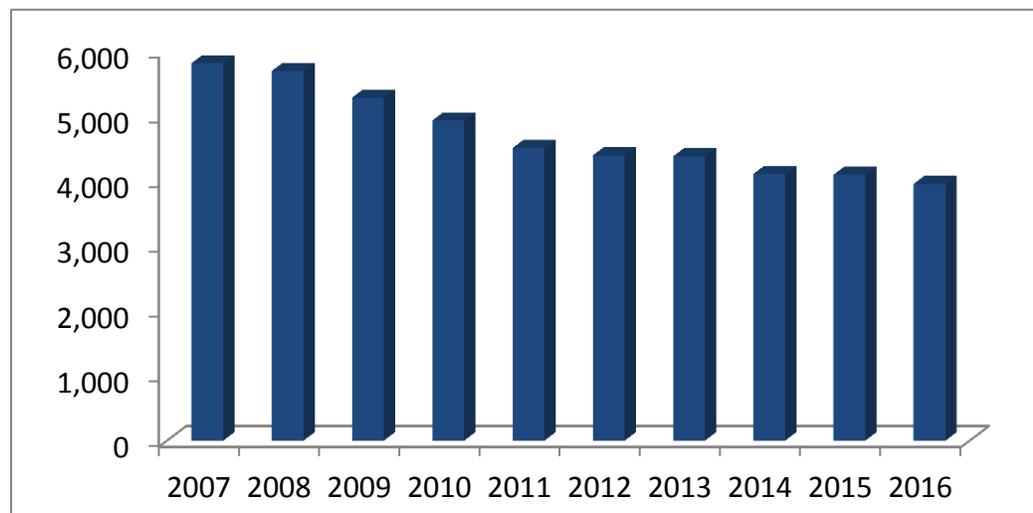
The 2015 legislation House Bill 170 (HB 170), mentioned in the Legislative section of this plan, is expected to generate sustainable funds for transportation investment. This funding is expected to help the Department derive additional revenues for the needed improvements to Georgia's transportation infrastructure.

6.5 WORKFORCE TRENDS

Georgia DOT considers its workforce one of its most valuable assets. In order to carry out its mission, the Department must recruit and maintain a skilled and experienced workforce. Georgia DOT's operations are supported by a diverse workforce of men and women who serve in a variety of career fields including engineering, environmental, administration, planning, technical and manual labor skills. In addition, the Department supplements its workforce with consultants and contractors to provide project development support including design and construction.

The number of employees at Georgia DOT has been declining since 2007, and it continues to decline each year. As of May, 2016, Georgia DOT had 3,958 employees.

Figure 6.13 Georgia DOT Employees



Age of the Workforce

The average age of the Georgia DOT workforce is 45 years old and around 15% percent of the workforce is within five years of retirement. Forty six percent of the senior leadership at Georgia DOT is within five years of retirement and 45 percent of Georgia DOT office heads are within five years of retirement.

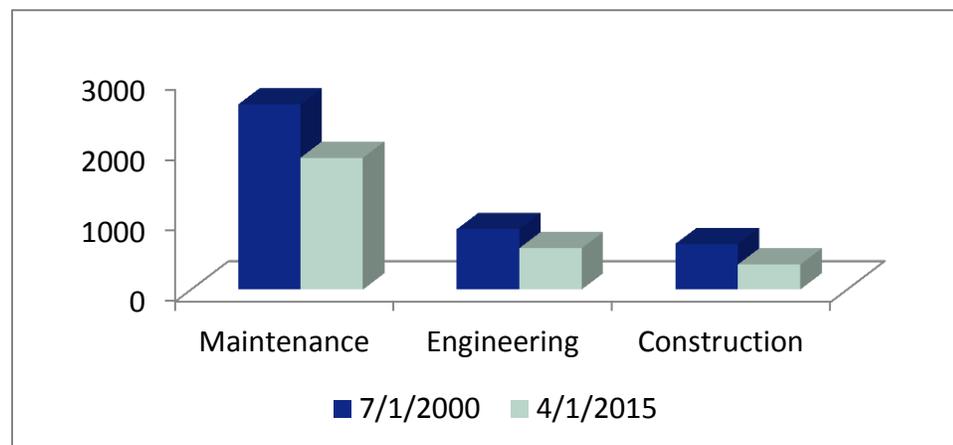
Workforce Challenges

Over the last several years, the largest turnover has been in the area of maintenance, specifically for the Equipment Operators' positions. These positions have also been challenging to fill. Some factors impacting the Department's ability to fill these positions include: the limited applicant pool in certain rural areas, the selected applicants not passing the required reference checks, and the inability of the entry level maintenance positions to obtain their Commercial Driver's License (CDL) within the required timeframe.

In the past year, Georgia DOT has also experienced high turnover in the Highway Emergency Response Operator (HERO) positions and faced recruitment challenges in filling these positions as well. The Department is reviewing turnover data to help analyze causes and to develop strategies to address them. The Department is also exploring alternative recruitment strategies to aid in filling positions.

Compensation plays a major role in the Department's ability to attract and retain well qualified employees for critical positions. The other most difficult positions to fill are in the areas of engineering, environmental, and traffic operations (HERO and Traffic Signal Technicians).

Figure 6.14 GDOT Staffing Changes in Key Functions



Addressing Workforce Challenges

Right Sizing, Targeted Recruitment and Specialized Training Programs

As a result of Georgia DOT's workforce planning initiative, the Department continues to seek innovative and efficient strategies to work smarter with the current staffing levels while closing the resulting skills gap. The purpose is to ensure minimal impacts to operations while always keeping safety a priority.

The right-sizing staffing initiative took place across the Department. As a part of this initiative, each office and district identified the minimum number of employees required to meet their strategic objectives. This required offices and districts to re-evaluate their business operations with limited staffing levels.

The Department has implemented targeted recruitment initiatives to address hard to fill positions. This includes partnering with external organizations like the Department of Labor, Good Will and technical colleges as well as utilizing Veterans Career Fairs to fill entry level maintenance and Highway Emergency Response Operators (HERO) positions.

Georgia DOT is also revamping the training program for entry level engineers to provide a more enriching learning experience for the employees as well as to give them exposure to various areas in the Department. The goal is to ensure that operational needs are met while creating an enriched program tailored to today's workforce. This will enable the entry level engineer to have a more focused training and the ability to more freely move into different areas of interest within the Department and help fill skill-gaps where needed.

Team Georgia

The Department is utilizing the new Team Georgia Careers applicant tracking system. This system will allow the Department to streamline the prescreening process and to track the recruiting and onboarding of applicants, especially those in critical job areas. This information can be used to set realistic metrics, to streamline our hiring processes and to focus more on employee development and retention strategies.

Workforce Development

To address the current workforce challenges, the Department is providing training and professional development activities to enhance the skill and knowledge levels of its current workforce. Employee development (training, mentoring and job shadowing), knowledge transfer, and restructuring of programs or positions are just some of the initiatives that Georgia DOT is offering to address the loss of experienced employees. These programs aid in closing the skill and competencies gaps and allow employees interested in career advancement to enhance their skills and apply for higher level positions when they become available.

In addition, the Department is always exploring new ways to recognize its employees through non-monetary rewards.

Employee Survey

In order to assess the needs of its workforce and to make improvements, the Department conducts employee surveys. The surveys are used as a management tool to better accommodate the needs of Georgia DOT's current workforce. To improve intra-Departmental communications and transparency, the latest (2014) employee survey results were disseminated not only to the upper management team, but were also made available to all Georgia DOT employees. As a result of the survey, the Department has initiated a study of how to better retain its 5-10 year tenure employees, and is enhancing its workforce professional development programs, as mentioned in the paragraph above.

7.0 Summary

The FY 2013-2017 plan establishes the primary responsibility of the agency to plan, construct and maintain the Georgia State transportation network. It also demonstrates that making Georgia DOT a better agency, better serves the public.

This plan identifies and focuses on the customers by making their priorities Georgia DOT's primary concern. The plan also recognizes Governor Deal's priorities for Georgia and, when implemented, will help realize the Governor's vision for "A lean and responsive state government that allows communities, individuals and businesses to prosper."

The Department is committed to efficiently implementing its Strategic Plan and to reporting its effectiveness through the use of performance metrics. Results of these metrics are reported to the Governor's Office of Planning and Budget and the public through the Georgia DOT performance dashboard.

The Department will continue its efforts to implement its Strategic Plan with a goal of providing Georgia the best transportation system possible.