

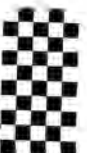
Remarks prepared for
Deputy Secretary of Transportation Mortimer Downey

for Delivery during the

**Africa/U.S. Airport Infrastructure
Workshop and Trade Show**
Cascades Hotel
Sun City, South Africa
Monday, August 14, 2000
9:30 - 10 am

Thank you, Larry (Cox, Chairman of the Association of Airport
Executives and President of the Memphis/Shelby County Airport
Authority of Tennessee).

I am delighted to be participating -- thanks to the global reach of
~~our~~ ^{the} aviation system -- in this first Airport Infrastructure Workshop and
Trade Show to be held in Africa. This is also the first time we've had
private sector sponsorship of the event, which is held in a different
country each year.



The dozens of companies and organizations that have contributed to making this event possible is impressive as is the representation of ~~28~~ —
African countries here today. I think you all know that coming together like this to improve and develop a modern and safe aviation system for Africa is not only vitally important, but a financially worthwhile investment in this continent's growing economy.
(VIP acknowledgments here)

to be
continued
on site.

Since President Clinton's historic visit to Africa in March and April of 1998, cooperation and collaboration among our nations have increased, dramatically reflecting leadership, commitment and action on both sides of the ocean.

In May, President Clinton signed the Trade and Development Act of 2000 into law, ^{This act will} ~~in order to~~ increase trade between the United States and those developing regions of the world that are making significant efforts to spur economic development and political reform. This law includes within it the Africa Growth and Opportunity Act (AGOA), which promises to deepen our economic partnership with Africa and to expand two-way trade to the benefit of both nations.

Page 2 of 14 (Draft #2, July 31, 16 min.)

With more than 10 percent of the world's population and vast reserves of natural resources, Africa represents a market with outstanding potential. Today, more than 100,000 American jobs depend on trade with Africa, and we expect that number to grow.

This seems
very small -
do we have
save?

As reform spurs growth and a better quality of life in Africa, it will create new and bigger markets for U.S. exports. Already, we have seen what reform can accomplish: Last year, 3 of the world's 5 fastest growing economies were in sub-Saharan Africa. Of course, serious natural and manmade challenges remain. But, working together with the United States and other nations, President Clinton and Vice President Gore believe that the nations and the people of Africa can overcome those challenges.

The African Growth and Opportunity Act (AGOA) reflects America's interest because it promotes the types of reforms in Africa that will enhance ^{democracy} ~~development~~, making ~~that will make~~ your nations better allies and better trading partners. It has the support of virtually all African governments, including our South African hosts.

The new law is an unprecedented step in liberalizing trade with African nations -- virtually all exports from ~~the~~ sub-Saharan countries to the United States will be duty free. A new Overseas Private Investment Corporation (OPIC) Infrastructure Fund will encourage investment in crucial transportation, power, and other infrastructure projects and will ^{further} support ~~the~~ expansion of trade financing through the U.S. Export-Import Bank.

Africa, a continent revitalized by change, is striving to become a full partner in the emerging global economy. As more African nations embrace democracy and open their economies, growth is increasing and standards of living are rising. But if you, and we, are to reap the full benefits of reform, revitalized transportation sectors must support growing economies. Where adequate transportation infrastructure is lacking, economic growth ~~on the continent~~ is constrained. The development of safe and efficient regional transportation systems is ^{equally} vital to Africa's continued economic development.

This is a lesson we have learned as we invested in succeeding generations of transport, opening our continent and its markets.

To become fully integrated into the global marketplace of the 21st Century, African countries know that they need to develop the modern transportation infrastructure that supports a modern economy. And, each country and region should work together to ensure that the systems are intermodal -- a system in which goods and people can travel seamlessly from road to rail to port or airport. This will benefit all nations by increasing trade and economic ties, thus creating new markets and jobs.

Transportation is vital to expanding Africa's continued economic development and plays a key role in improving the well-being of its communities and people through increased mobility.

Our main focus during this workshop will be, ~~of course~~, airport infrastructure and aviation safety and security. This is important because, in this age of electronic commerce, fully one-half of all international commerce is transported by air -- more high value commodities moving rapidly from economy to economy. Speed is the key to e-commerce and aviation is the key to speed. And, of course, safety and security are vital to moving both goods and people, *in ways that generate confidence in the system.*

Page 5 of 14 (Draft #2, July 31, 16 min.)

Many of you have undoubtedly met our ^{dynamic} Secretary of
Transportation, Rodney Slater. Secretary Slater asked me to bring you
his best wishes for a successful workshop this week, and he is looking
forward to his trip here with the President later this month.

In 1997, Secretary Slater traveled ^{Thousands of miles} here to launch our African
Aviation Initiative. Under this initiative, the United States is supporting
aviation infrastructure development in Africa by:

- Working with African nations to show how governments can
adjust or adopt economic policies that will grow the economy,
allowing ^{them} ~~African nations~~ to compete more effectively in the global
marketplace;
- Working to expand trade and investment opportunities for U.S.
investors who want to bring aviation technology and
aviation-related goods and services to Africa; and
- Fostering economic development in Africa through aviation
training, technical assistance and improved transportation services
for local communities.

The *Safe Skies for Africa Initiative*, a program President Clinton announced during his tour of the African nations of Ghana, Uganda, Rwanda, South Africa, Botswana and Senegal complements ~~US~~ our government's efforts to conclude "Open Skies" agreements aimed at liberalizing aviation service between the U.S. and African countries, ^{our Open Skies progress but} which I'm going to update you on in a moment. The goals of our Safe Skies Initiative are to:

- 1) Quadruple the number of sub-Saharan African countries that meet ICAO safety standards;
- 2) Improve airport security at 8 to 12 key African airports; and
- 3) Improve regional air navigation services throughout the region.

Nine African countries (Angola, Cameroon, Cape Verde, Cote d'Ivoire, Kenya, Mali, Namibia, Tanzania, and Zimbabwe) were selected to participate in the first phase of the Safe Skies Initiative. As of this month, teams of ~~employees~~ from our Federal Aviation Administration (FAA) have now traveled to 7 of these 9 countries, ^{ing} to conduct thorough technical and management reviews of aviation safety and security.

Page 7 of 14 (Draft #2, July 31, 16 min.)

Following the initial surveys, FAA technical staff and other public and private sector partners, such as the Agency for International Development (AID) and our National Imagery and Mapping Agency (NIMA), will help each country develop a work plan for improving its aviation infrastructure.

The host governments participating in Safe Skies bear primary responsibility for funding the Safe Skies program and must be willing to devote the necessary resources. We encourage these countries to capture aviation revenues (such as overflight and landing fees) and to re-invest these revenues into their aviation infrastructure as an investment in their overall economic growth.

In addition to other federal agencies, the International Civil Aviation Organization (ICAO), the International Air Transport Association (IATA), *and a number of private sector partners* and other regional aviation groups are assisting in the Safe Skies partnership.

Today, I'm happy to report that ^{more cooperative} everyone's efforts under Safe

Skies are already beginning to pay off. Earlier this year, Johannesburg International Airport met international security standards and we celebrated the beginning of direct air passenger service between Johannesburg and Atlanta. And we expect to see more air services opening up as a direct result of our Safe Skies partnership.

While Safe Skies ^{is helping to} ~~will help~~ improve Africa's aviation safety and security, many African nations have been making their own efforts to tackle aviation system problems. The civil aviation departments of 3 nations – South Africa, Ghana and Ethiopia – have achieved Category 1 status under International Civil Aviation Organization (ICAO) safety and security standards. And, with this increase in safety and security, passenger traffic is responding. Air travel in Africa increased more than 11% in 1999 (Source: Geneva-based Airports Council International).

When you look at air traffic management throughout the African continent today, developing a system to provide complete and reliable coverage of the entire continent through the use of conventional *ground-based* navigation equipment would be an overwhelming task. But, the Global Navigation Satellite System (GNSS), of which the U.S. Global Positioning System -- or GPS -- is a part, holds enormous potential for improving capacity, efficiency and safety, not just for aviation, but for all modes of transportation. Today's Global Navigation Satellite System brings this goal within reach and makes it possible for Africa to leapfrog into ^{the} 21st Century with a modest investment.

David Traynham, our Assistant ^{Africa} Administrator for Policy, Planning and International Aviation, will be talking about satellite-based navigation systems in more detail during tomorrow's ^{technology} panel on ~~aviation~~ ^{technologies}, and I encourage you to attend that important session.

Open Skies – Increasing Trade and Opportunity

In addition to Safe Skies, we are also seeking to liberalize bilateral aviation agreements between the United States and individual African countries through "Open Skies" ^{aviation service} agreements -- the same agreements we have entered into around the world.

In just the last seven months, our Secretary of Transportation Rodney Slater has welcomed Open Skies agreements with five African nations—Tanzania, Namibia, Burkina Faso, Ghana and The Gambia. And, we have already begun to see increased air services based on some of those agreements.

Last month, for example, our Department granted two U.S. airlines the right to provide code-share services to Ghana's capital city, Accra, with their foreign-carrier partners. Secretary Slater greeted Ghana Airways' inaugural flight to the Baltimore-Washington International Airport, the first direct U.S.-Ghana service under the new agreement.

The United States has negotiated Open Skies agreements with 46 countries around the world because we believe that efficient and liberalized air transportation is essential to achieving and to continuing economic growth and development. These agreements allow for open competition, ^{which} ~~which~~ provides increased mobility and choice for travelers and businesses.

We are now working to complete Open Skies agreements with six other African countries, including Benin, Rwanda, Kenya, Senegal, Nigeria and Ethiopia.

Conclusion

The Safe Skies Initiative is premised on the idea that aviation fuels economic integration and growth. The Initiative, therefore, lays the groundwork for the future development of air services to benefit all African nations. And, of course, safety and security are critical components of a sound aviation system.

Along with the safety and security effort, we have established open, forward-looking dialogues with several African countries to begin mutual beneficial steps toward increasing service opportunities in the market.

Together with the U.S. Department of State, U.S. and African airlines, and African governments, we are working hard to facilitate safe and convenient air service between the United States and Africa.

Clearly, it will take time for the African aviation market to develop ^{a few} and there may be ~~some~~ bumps along the way. But, President Clinton, Vice President Gore, Secretary Slater and I are confident that the Safe Skies Initiative and other efforts will help us to open the door to business and cultural opportunities for ~~both~~ Africa and America ~~in the~~ future.





We encourage African public and private sectors to continue working together to make aviation safer and more efficient. And, the United States, ICAO, and other international aviation and trade organizations will continue working with our friends in Africa to make aviation safe and secure for all travelers and cargo to, from and within the African continent.

Thank you.

JUL 31 2000 6:10PM

DOT-DEP SEC-S2

NO. 1172 P. 2

Remarks prepared for

**Deputy Secretary of the U.S. Department of Transportation
Mortimer L. Downey**

for Delivery during the

**Africa-U.S. Airport Infrastructure
Workshop and Trade Show**
Cascades Hotel
Sun City, South Africa
Tuesday, August 15, 2000
1:30 pm

Mr. Downey,
I will add
Bilateral Update
to the title on
Tues. Bagby A.

Good morning. It's an honor for me to represent Secretary of

Transportation Slater and the United States at this important conference.

First, I want to recognize the great strides being made in advancing regional unity and development throughout much of Africa.

This conference is particularly important to Secretary Slater because infrastructure is the backbone of transportation and, as the Secretary has said to many of you personally, transportation is the tie that binds, the tie that brings people and nations together in meaningful and productive ways. A safe and efficient transportation system promotes trade and tourism and is essential to sustained economic growth.

JUL 31, 2000 6:10PM

DOT-DEP SEC-S2

NO. 1172 P. 3

The nations of Africa recognize, with the United States, the important role that civil aviation plays in nation building and economic development. We could not find no better statement of our shared philosophy than the one expressed at the opening of the COMESA meeting during the summit meeting in Nairobi one year ago:

The free entry into the air transport market of both publicly and privately-owned airlines will certainly improve interconnectivity among Member States. Furthermore, the liberalization of the air transport market will stimulate cargo and passenger traffic with positive spinoffs of lower rates as a result of competition. Given the geographic expanse of COMESA countries...the air transport industry will be an important catalyst for sustainable economic growth and development in the 21st Century. (Source: COMESA News & Publications web site)

JUL 31 2000 6:10PM

DOT-DEP SEC-52

NO. 1172 P. 5

In today's economy, growth is dependent on tourism. ^{African} Tourism is growing at ^{nearly} ~~approximately~~ 9% ^{a year} ~~annually~~, more than three times the world's average, according to the World Tourism Organization. U.S.-Africa traffic is very much a part of this trend: U.S.-Africa passengers more than doubled between 1988 and 1998, and are forecast to increase ^{another} by 26% between 1998 and 2002.

U.S. cities have seen these trends, and they are telling us they want greater opportunity to create links with their African counterparts. U.S. and African airlines are telling us that they want greater access to develop markets. We recognize that the United States and Africa have an important future together. This is why the United States has begun dialogues with so many African nations to revise our air transport regimes and to discuss our "open skies" approach.

To support this growth in air transportation demand, countries must provide the services needed to enable aviation to operate safely and securely.

JUL 31 2000 6:11PM

DOT-JEP SEC-S2

NO. 1172 P. 6

Yesterday, I talked about how Secretary Slater and DOT have worked aggressively to implement the Safe Skies for Africa initiative. The United States has ~~also~~ joined with nine nations in Africa in a pilot effort to ensure that ICAO's minimum safety and security standards are met. Kenya, was the first country that U.S. teams visited to kick off this program, ^{we are now quickly to work with} and the remaining 8 countries -- Angola, Tanzania, Cameroon, Cape Verde, Cote d'Ivoire, Mali, and Zimbabwe ~~quickly followed~~. We are also eager to work with other African nations that want to pursue the goals of improved aviation safety and security.

We recognize that improvements in infrastructure take money. ^{solicit the help of} We have therefore ~~also undertaken to work closely with~~ international funding entities and other organizations such as the World Bank, the Export-Import Bank of the United States, the Overseas Private Investment Corporation, the African Development Bank, as well as IATA and ICAO to coordinate actions and share improvements with one another.

JUL 31 2000 6:11PM

DOT-DEP SEC-S2

NO. 1172 P. 7

This conference provides an important forum for achieving this result. The Secretary often says "Safety is our north star." It guides our entire journey ^{for} and without ^{public} confidence in safe and secure transportation, the benefits of ~~improved~~ ^{investment} systems will not bear fruit.

Last September many of you joined Secretary Slater in Atlanta at the first U.S.-Africa Transport Ministerial. Air transportation had a central role in the Atlanta discussions and I would like to follow up with you today on the exciting developments that have occurred in less than a year.

The Clinton Administration's policy ^{has been} is to promote open aviation markets in countries throughout the world. ^{and it has been a successful policy.} We have eliminated thousands of restrictions on airline operations while maintaining safety and security. Today we have 46 market-based open-skies agreements with nations throughout the world, ^{where only one such agreement was in place when we took office.}

JUL 31 2000 6:13PM

DOT-DEP SEC-S2

NO. 1173 P. 2

Africa is following a similar path. In November 1999, at Yamoussoukro, the aviation leaders of the continent took an important ~~step~~ step in the process of liberalizing African civil aviation. Just last month, in Lome, heads of state endorsed the liberalization initiatives and the timetable proposed in Yamoussoukro. I am certain that fulfillment of the ¹⁹⁹⁹ Yamoussouko accord will yield ^{early and} important benefits throughout Africa.

I urge you to complement this initiative to liberalize aviation within and between African states ^{and give as well} with an outward focus on linking the nations of Africa as competitors in the world global aviation market.

The U.S. and Africa are already moving forward to expand our aviation links. Within the past nine months alone, we have signed five Open Skies agreements with countries in different parts of Africa- Burkina Faso, Ghana, and The Gambia in West Africa, and Namibia and Tanzania in the East. In addition, we are working on open-skies agreements with six other countries in Africa: Benin, Ethiopia, Kenya, Nigeria, Rwanda and Senegal.

JUL 31 2000 6:13PM

DOT-DEP SEC-S2

NO. 1173 P. 3

Until a few years ago, we had agreements ^{of any kind} with less than one-third of African countries, and many of these were antiquated pre-independence agreements that failed in such fundamentals as providing the African countries' airlines with rights to fly to the United States. Now the parties to our new agreements will be able to enjoy the opportunity of participating in the global aviation marketplace.

With the foundation of modern, comprehensive agreements, airlines have the flexibility to develop new markets, to adjust to changing market conditions and to give passengers and shippers access to more destinations.

Some countries have negotiated transitional arrangements to allow their airlines ~~or other sectors~~ ^{the} an opportunity to enter a free-market environment gradually. Transitional terms have addressed sensitive areas as diverse as ground-handling, rights to operate to third countries, fare flexibility, and code sharing. We are willing to discuss such gradualism where the ~~the~~ ultimate outcome is liberalization.

JUL 31 2000 6:13PM

DOT-DEP SEC-S2

NO. 1173 P. 4

The market-oriented philosophy underlying Open Skies coincides with the ^{general} trend toward economic liberalization and privatization that is sweeping Africa. Governments ^{are} ~~have begun to~~ ^{is} recognize that ~~government~~ regulation is no substitute for marketplace forces and that, in the long run, companies themselves profit by being set free from over-regulation and dependency on subsidies.

At Yamoussoukro and Lome, the nations of the continent have taken important steps in the process of liberalizing African civil aviation. We are confident that further steps will follow as African airlines integrate themselves more completely into the global air transport community.

Some African airlines have long played a role in international aviation. To note just a few, Ethiopian Airlines, prominent in the intra-African market for decades, now offers direct service to the United States. Kenya Airways has joined the global alliance that ^{also} includes [^] Northwest and KLM.

JUL 31 2000 6:13PM

DOT-DEP-SEC-S2

NO. 1173 P. 5

Air Namibia has announced its desire to begin service to the United States. And, Air Mauritius offers frequent service with the latest equipment over some of the world's longest nonstop stage lengths. And, last but not least and launched 65 years ago, South African Airways now flies one of the longest nonstop routes in aviation - New York to Johannesburg, a 15-hour haul on a 747-400.

Cooperative arrangements and code shares between airlines are on the rise, strengthening performance and increasing access to additional markets.

While we will continue to encourage additional nations to become Open Skies partners with the United States, the Secretary has begun a major effort to move beyond open skies to ^{the kind of} plurilateral arrangements that will move us toward a truly open, global aviation market.

As successful as bilateral open skies agreements are, they are ~~more~~ limited in their ability to generate the broad, multinational market access needed for the integrated global economy that will distinguish this new century.

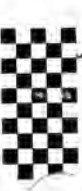
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DOT-DEP SEC-S2

NO. 1173 P. 6

Last December, many of you joined Secretary Slater and aviation officials from 90 countries in Chicago for the Aviation in the 21st Century Ministerial, where we explored these exciting possibilities for a more integrated -- and truly global -- aviation marketplace. The importance of U.S.-Africa ties in that global marketplace will be spotlighted again when President Clinton and the Secretary visit Africa later this month.

This October, in Washington, we will hold our first-ever International Transportation Symposium, *Moving to the 21st Century—Best Practices of Today and Lessons for Tomorrow*, where transportation leaders from all over the world, and from different transportation modes, will meet to make further progress. On behalf of Secretary Slater and the whole Department of Transportation, I encourage you to participate.



JUL 31, 2000 6:14PM

DOT-DEP SEC-S2

NO. 1173 P. 7

Conclusion

Strong, integrated transportation systems are the foundation for any economy. And we want to help you, our friends in Africa, in planning a safe, secure and efficient aviation system ~~so that you can be~~ ^{goes with} full partners ^{with} in the global economy.

Our Secretary of Transportation, Rodney Slater, has said that transportation is about more than concrete, asphalt and steel -- it's about providing opportunity and mobility for people and ideas. It's about making life better for everyone. *That's as true in Africa as it is in America.*

I am delighted to be here this week for this Africa-U.S. Airport Workshop and Trade Show -- the first to be held on the continent. Together, we can help Africa take on the challenges of building the transportation infrastructure it needs for this exciting new century.

The United States looks forward to continuing our partnership with Africa to ensure that we have a safe, secure and world class aviation system to meet the needs of the new millennium.

Thank you.

JUL 31 2000 6:10PM

DOT-DEP SEC-S2

NO. 1172 P. 4

Aviation links the world's countries and people, and the economic ^{impact} ~~ripple~~ effect of air services is ^{a mighty force.} ~~staggering~~. Planes bring in the tourists who fill hotels, dine in restaurants, and inject millions of dollars into local economies. ^{Air cargo carriers are} ~~Shippers are~~ today's pipeline to move goods to markets, bringing products and parts needed to sustain manufacturing, agricultural and mining industries and moving exports that bring in foreign exchange and fuel economic growth. ~~They are the pipelines that~~ ~~move goods to market.~~ One reliable estimate has 42% of the value of the world's cargo moving by air and of course nearly all perishables fly.

Air services create jobs. A single daily round trip by a Boeing 767 funds 240 jobs in the immediate aviation sector, and another 720 indirectly in the general economy. Key investment decisions rely on efficient, affordable transportation. A recent UK study found that of the top factors determining a corporate location decision, international air transport links were one of the most, if not the most important factor.

Partnering to Reduce Fatigue and Improve Safety

Remarks by

Deputy Secretary of Transportation Mortimer L. Downey

for Delivery during the

Partnering for Transportation Safety

Human-Centered Systems

Operator Fatigue Management Conference

Sheraton Premiere Hotel, Tyson's Corner

Vienna, VA

Tuesday, August 29, 1:30-2:00 p.m.

Welcome and thank you for joining us in Tyson's Corner today to
the transportation industry can
work on ways ^{to} better manage and reduce fatigue.
^

Before I begin, I want to thank the DOT Safety Council and the
DOT's Human Factors Coordinating Committee (HFCC) ^{*their long efforts to make*} for ~~making~~ this
conference possible.
^

*Add a little
more about
opportunities to use
technology to detect
fatigue.*

This afternoon, we bring together human factors experts from all of our DOT modal administrations, as well as ^{colleagues} ~~our~~ friends from labor, ^{from each of us} industry, and academia. We'll learn how government, labor and industry currently manage their employees' work and rest cycles and what we can better in order to reduce fatigue-related fatalities and injuries.

Over the last 50 years, we have built a world class transportation system in this country. But, as we enter the 21st century, those systems are increasingly strained as they bump up against realities and constraints accompanying the growth in demand for transportation. We need to focus not only on technological solutions to managing our transportation system but also on human factors -- changes that we can make today -- ^{that will} ~~to~~ reduce fatalities and injuries. That's why we're here today and ^{it ~~is~~ supports} ~~also~~ DOT's # 1 priority: To improve safety.

Operator Fatigue

Transportation operators often work in environments requiring shift work, irregular hours, split shifts, frequent rotations between day and night schedules, extended work hours, and physical and/or mental

stress. ^{we} ~~I~~ ^{all} can think of examples of workers affected in virtually every mode, from airline pilots to ^{truck drivers to shipboard watchstanders.} ~~commercial vehicle operators.~~

^{we know the importance of alertness in these jobs, we need to be ready for quick decisions, and we know how fatigue dulls those abilities.}

Fatigue, due to reduced sleep and irregular hours, has been identified as a factor in a number of major crashes and costly incidents, from the Exxon Valdez tanker spill to the collision of New York City subway trains on the Williamsburg Bridge. ^{More recently,} ~~More recently,~~ operator fatigue was mentioned as a probable factor in the crash of a BWI airport subway train.

^{all}
We know that the majority of transportation crashes and accidents
^
are caused by human error. And, we believe that operator fatigue and
lack of alertness contribute significantly to the commission of operator
or driver error.

Polls have found that up to 56 percent of the general public drives
while drowsy, ^{even the} including commercial operators, ^{according to} Fatigue-related crashes
are estimated to cost society more than \$12 billion a year. Fatigue
contributed to 16 percent of vessel casualties and incidents and 33
percent of personnel injuries, according to a Coast Guard study of
commercial marine casualties. (Title, year of study to be added)

The National Transportation Safety Board (NTSB) suspects that
many of the U.S. truck accidents are fatigue related. Of 182 fatal-to-the-
driver large truck and bus crashes, NTSB data showed that fatigue was a
causal factor in 31 percent of these crashes.

The incidence and impact of fatigue is underestimated in accidents

because, unlike alcohol intoxication, it's difficult to ~~directly~~ ^{physi} detect evidence of fatigue. Fatigue is probably a more important factor in incidents, crashes and fatalities than we realize. Therefore, it's critical to transportation safety that we measure the effects of fatigue and find better ways to manage operator schedules and work environments.

Our scientific knowledge of human factors has improved significantly in recent years, but it has not yet been fully and systematically applied to practical aspects of managing operator fatigue in commercial transportation.

We need to forecast and detect periods of reduced alertness and to develop countermeasures to reduce fatigue -- measures that take into account the challenges and risks of commercial operations.

We believe that better fatigue management will significantly

reduce the incidence and severity of casualties in transportation.

Improved alertness and vigilance will improve operator performance and transportation safety across the board.

Managing Fatigue through Partnerships

It's imperative that we leverage our knowledge base and learn from each other in our effort to reduce fatigue and human error. Effective strategies in one mode offer the possibility of being adapted to the operational needs of other modes.

That's why I want to emphasize partnerships. Fatigue management can be best addressed collaboratively. We need input from our colleagues in industry, labor, and government, particularly from state and local government.

Operator fatigue management is an especially positive way for

government to contribute to improving transportation safety because we aren't functioning simply as a regulator, but rather as a partner.

Our rationale for promoting partnership activities in operator fatigue management is simple: We want to take actions that we know can improve safety NOW and do them as efficiently as possible. And, that means partnerships!

Our ONE DOT management strategy is not only a practical approach to transportation, but also a good example of effective collaboration. ONEDOT means that we have a unified Department capable of acting as a purposeful leader to optimize transportation efficiency and effectiveness.

The ONE DOT strategy creates an environment that encourages collaboration across modes; rewards efficiency and creativity; and

instills in each employee that they represent their operating administration, the Department and the national transportation system. Instead of planning and operating a range of separate, distinct modes, we now think of the nation's transportation system as an interconnected, intermodal system.

The DOT Safety Council and the DOT HFCC are great examples of how DOT works together as ONEDOT. *Because, like fatigue management, like human factors and this and that* many safety issues cross traditional modal barriers, our agencies have got to work together if we're going to solve these kinds of problems. The Safety Council brings together all of our operating agencies to better connect and integrate our Department's safety programs and initiatives.

The DOT Safety Council gives us assurance that all DOT agencies

are involved in the planning, development, resource allocation, and implementation necessary to accomplish the Department's strategic safety goals.

The DOT Safety Council was instrumental in putting fatigue as a critical safety problem among transportation operators on everyone's radar screen. In March 1999, the Council hosted DOT's first conference on Managing Fatigue in Baltimore.

Working with the DOT Safety Council, the DOT HFCC produced the progress report on the Department's current fatigue safety efforts.

We have provided you copies of this summary document in your registration packet.

(Give me a copy to help up)

This public recognition of the DOT's concern with fatigue led to a statement of the issues and a program plan for focused efforts to address

this important/critical safety issue, which you also have in your packets.

We seek opportunities to partner and collaborate with our colleagues in other modes as well as with our industry and labor partners to improve operator fatigue management.

Today, we have an opportunity to address the specific issues associated with fatigue and transportation management. We have assembled panels that reflect the collaboration we seek to achieve, including managers and experts from government, labor and industry, to discuss the issues that face them, remedies they have tried, and gaps in fatigue-related knowledge.

We hope that your deliberations will result in identifying ways to create a common reference tool for fatigue countermeasures.

Partnerships among operators and managers of commercial

transportation systems could result in methods to reduce fatigue-related errors. We also hope that today's meeting will lead to collaborative efforts to field test fatigue management systems and solutions in commercial transportation settings. And, of course, we look forward to hearing your success stories, the latest data on fatigue management and its impacts on worker health and safety and the bottom line.

We have made progress in the area of safety, DOT's number one priority. One of ^{our} my favorite sayings is that "The crash that doesn't happen is the best kind!"

In almost 33 years of work to improve highway safety, we have saved 1.5 million lives and brought ~~down~~ the rate of fatal motor vehicle crashes. ^{down to historic lows.} Traffic fatality rates hit an all-time low in 1999, which was also

the third successive year of historic improvement in the highway death rate.

Preliminary estimates indicate the number of alcohol-related fatalities also dropped slightly in 1999 to 15,794 from 15,934 deaths in 1998, while the number of pedestrians killed dropped 10 percent from 5,220 in 1998 to 4,695 in 1999.

Can we
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1st call,

This is all great news, but we believe that, in light of the increased demand to come in the new millennium, we can and should do more.

Conclusion

Working together, we look forward to sharing information, techniques and tools that will help all modes of transportation to reduce fatigue-related crashes, incidents and the fatalities and injuries that often

accompany them. We have invited you to actively participate with us as partners as we take actions to improve safety and save lives.

This is a multi-year effort and its success depends on communication and relationships. And, I believe we're moving in the right direction.

I want to leave you with one final thought . . . the work that we're doing to reduce drowsy driving and fatigue-related operator error is critical. We're not only talking about saving millions of dollars throughout our economy each year, but more importantly, we're talking about saving lives. And what could be more important?

On for
Slater

“Partnering to Manage Operator Fatigue”

Remarks by

Deputy Secretary of Transportation Mortimer L. Downey

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Partnering for Transportation Safety

Human Centered Systems: Operator Fatigue Management Conference

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Vienna, VA

Tuesday, August 29, 1:30-2:00 p.m.

Welcome and thank you for joining us in Tyson’s Corner today to work on ways to better manage and reduce fatigue.

Before I begin, I want to thank the DOT Safety Council and the DOT’s Human Factors Coordinating Committee (HFCC) for making this *Partnering for Transportation Safety; Human Centered Systems: Operator Fatigue Management Conference* possible.

This afternoon, we bring together human factors experts from all of our DOT modal administrations, as well as our friends from labor organizations, industry, and fatigue labs.

We’ve gathered here today to learn how government, labor and industry currently manage their employees’ work and rest cycles and what they need to be able to do better.

Over the last 50 years, we have built excellent transportation systems in this country. But, as we enter the 21st Century, those systems are increasingly strained as they bump up against realities and constraints accompanying the growth in transportation.

We need to manage our transportation operations better so that they can handle the growth we expect, without overburdening and overtiring our transportation operators.

Operator Fatigue

We know that the majority of transportation crashes and accidents are caused by human errors and we believe operator fatigue and lack of alertness contribute significantly to the commission of these errors.

Fatigue is significantly underestimated as a factor in accident reports because it is difficult to detect.

Fatigue can result in sleepiness, drowsiness, and impaired vigilance – all of which decrease the ability to function safely.

We know that drowsiness is a pervasive problem with all drivers. Polls have found that up to 56 percent of the general public drives while drowsy, including commercial

operators. Fatigue-related crashes are estimated to cost society more than \$12 billion a year.

Transportation operators work in occupational environments requiring shift work, irregular hours, split shifts, frequent rotations between day and night schedules, extended work hours, and physical and/or mental stress.

Crew fatigue; due to reduced sleep and irregular hours have been identified to a number of major crashes accidents and costly and highly publicized incidents. They have ranged from the grounding of the Exxon Valdez ~~grounding~~ to the collision of New York City Subway Trains on the Williamsburg Bridge.

A Coast Guard analysis of commercial marine casualties showed that fatigue contributed to 16% of vessel casualties (e.g., groundings) and 33% of personnel injuries.

The National Transportation Safety Board (NTSB) suspects that many of the US truck accidents are fatigue related. NTSB data on 182 fatal-to-the-driver large truck and bus crashes, showed that fatigue was a causal factor in 31 percent of these crashes. While fatal-to-the-driver crashes are a small sub-sample of all truck crashes, fatigue is 30 times more prevalent in these crashes than in general truck crashes.

Although fatigue has been implicated in accidents and crashes, the NTSB also indicated that fatigue is grossly underestimated as a causal agent in accident reports.

The incidence of fatigue is underestimated in accidents because unlike alcohol intoxication it is difficult to directly detect evidence of fatigue. It is likely that fatigue is a bigger contributor to incidents, accidents, and fatalities than realized.

We know that that it is critical to transportation safety to find better ways to manage operator fatigue and alertness.

Our scientific knowledge of human alertness has improved significantly in recent years but it has not yet been applied systematically to practical aspects of managing operator fatigue in commercial transportation.

We need to be able to forecast and detect periods of reduced alertness and develop countermeasures to reduce fatigue that take into account the realities of commercial operations.

We expect that better fatigue management will significantly reduce the incidence and severity of casualties in transportation. Improved alertness and vigilance will improve operator performance and transportation safety across the board.

Whe more
NTSB or
Similar
Official
Findings
in more
cases?

Managing Fatigue

Fatigue management can be best addressed collaboratively. We need input from our colleagues in industry, labor, as well as government.

It is imperative that we leverage our knowledge base in fatigue. Effective strategies in one mode offer the possibility of being adapted to the operational needs of other modes.

Operator fatigue management is an especially positive way for government to contribute because we aren't functioning simply as a regulator, but rather as a partner.

Working in Partnerships

Before we turn to our panelists and discussions, I'd like to clarify our rationale and goals for promoting partnership activities in operator fatigue management.

We should use the new vision of the Department of Transportation as ONE DOT as our guide to address this topic.

ONE DOT means that we have a unified Department, capable of acting as a purposeful leader to optimize transportation efficiency and effectiveness.

The ONE DOT strategy creates an environment that encourages collaboration across modes; rewards efficiency and creativity; and instills in each employee that they represent their operating administration, as well as the Department and the national transportation system.

Instead of planning and operating a range of separate, distinct modes, we now think of the nation's transportation needs as a cohesive and integrated system.

This integrated approach is a change both in the culture within DOT and in how we conduct business.

The DOT Safety Council and the DOT HFCC are examples of how DOT works together as ONEDOT.

Because, like fatigue management, many safety issues cross traditional modal barriers, our agencies have got to work together if we going to solve these kinds of problems. Our DOT Safety Council is one of the steps we have taken to do this. The Council brings together all of our operating agencies to better connect their efforts.

The DOT Safety Council gives us assurance that all DOT agencies are involved in the planning, development, resource allocation, and implementation necessary to accomplish the Department's strategic safety goals.

The DOT Safety Council first brought forward the critical safety problem of loss of alertness due to fatigue among transportation operators.

In March of 1999, the DOT Safety Council hosted a Conference on Managing Fatigue in Baltimore.

Working with the DOT Safety Council, the DOT HFCC produced the progress report on the DOT fatigue safety efforts to date distributed at this Conference. We have provided you copies of this summary document in your registration packet.

This public recognition of the DOT's concern with fatigue led to a statement of the issues and a program plan for focused efforts to address this topic. We have also provided you these documents.

We seek opportunities to partner and collaborate with our colleagues in other modes as well as with our industry and labor partners to work together to improve operator fatigue management.

How can each one of us contribute to the achieving these partnerships?

Today, at this meeting in Tyson's Corner we have an opportunity address the specific issues associated with better managing operator fatigue.

In keeping with the Conference focus on the importance of partnership, we have assembled panels of DOT human factors program managers and labor and industry-specific experts to discuss the issues that face them, remedies they have tried, and the gaps in their knowledge.

During our discussions, we will have opportunities to identify specific ways to remedy loss of alertness as well as to forecast when it is most likely to happen.

We hope that your deliberations will result in identifying ways to create a common reference tool for fatigue countermeasures.

We hope you will identify partnerships among operators and managers of commercial transportation systems to learn how to manage fatigue-induced performance decrements proactively.

We are looking for collaborative efforts to field-test fatigue management analytical systems in commercial transportation settings.

We also would like you to share your success stories; your long-term data on fatigue management and it's impacts on worker safety, health and behavior and on company economics.

We look forward to extending our ONE DOT to partnerships with labor and industry to address the issues related to operator fatigue management.

We have made progress in the area of safety, DOT's #1 priority. One of our favorite sayings is that "The crash that doesn't happen is the best kind!"

In almost 33 years of work to improve highway safety, we have saved 1.5 million lives as we have brought down the rate of fatal motor vehicle crashes from what was experienced 30 years ago. Traffic fatality rates hit an all-time low in 1999. It is the third successive year of historic improvement in the highway death rate.

The fatality rate per 100 million vehicle miles traveled (VMT) was 1.5 in 1999, down from 1.6 in 1998, and dramatically lower than the 5.5 rate in 1966. The total number of people killed was down slightly from 41,471 in 1998 to 41,345 in 1999.

Preliminary estimates indicate the number of alcohol-related fatalities, 15,794, also dropped slightly in 1999 from 15,934 deaths in 1998, while the number of pedestrians killed dropped 10 percent from 5,220 in 1998 to 4,695 in 1999.

And finally, on a very positive note the number of deaths among children under five who were passenger vehicle occupants dropped slightly from 566 in 1998 to 543 in 1999.

We can proud of these success, but we still have much work to do.

Conclusion

Working together, we look forward to sharing information, techniques and tools that will ensure safety, health and well being, and productivity.

We actively seek your help to guide us and to participate with us as partners and collaborators.

This is a multi-year effort with success predicated on close relationships and our partnering together. And, I believe we're moving in the right direction!

Thank you, and now we're going to hear about operator fatigue management from our panelists.

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