

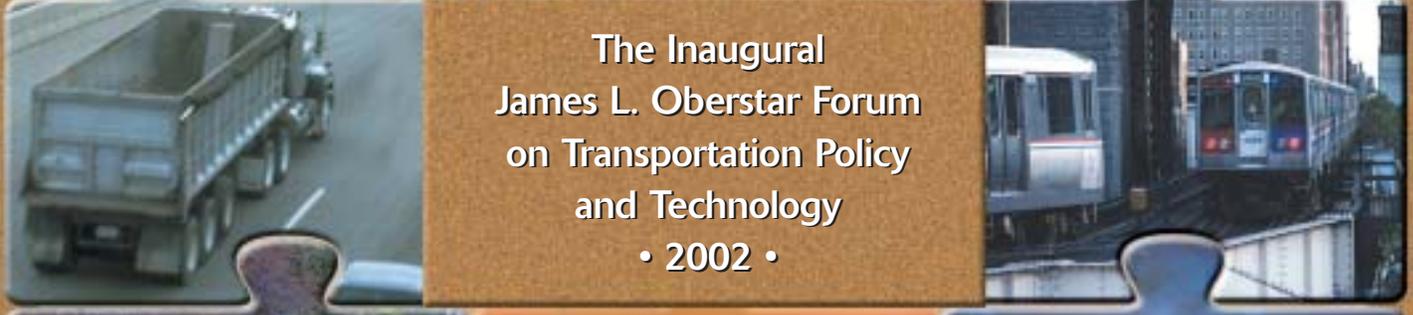


How Should Transportation Change
After September 11?

A Summary Report



The Inaugural
James L. Oberstar Forum
on Transportation Policy
and Technology
• 2002 •



To the Reader,

This report summarizes the inaugural James L. Oberstar Forum on Transportation Policy and Technology. Over two days, we explored a wide variety of pressing transportation issues, many vividly illuminated in the light of September 11.

In large part, we owe this forum's tremendous success to the dozens of state and national transportation policy-makers and professionals who, following the lead of Congressman Oberstar, participated with enthusiasm and a sense of purpose. As a result, their wisdom and experience ushered forth, in Congressman Oberstar's words, a "cornucopia of ideas" sure to improve the way we move people and goods, even in the face of our national tragedy.

We hope the ideas contained in this report serve as a catalyst to help assemble the pieces of a complex puzzle in a way that leads to meaningful and lasting advancements in our transportation system.

– Robert Johns
Director, Center for Transportation Studies



Robert Johns



About the Forum

The James L. Oberstar Forum was created to explore political, social, economic, and technological influences on transportation in the United States. The annual forum, named after Minnesota Congressman James L. Oberstar and hosted by the University of Minnesota's Center for Transportation Studies, offers state, national, and international leaders in transportation and academia an opportunity to re-examine current assumptions and develop potential new directions for national transportation policy.

James L. Oberstar, now serving in his 14th term as the representative from Minnesota's 8th Congressional District, is the senior Democrat on the House Transportation and Infrastructure Committee.

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The James L. Oberstar Forum on Transportation Policy and Technology

April 28–29, 2002

Congressman James L. Oberstar was honored April 28–29, 2002, at a transportation forum named after him and hosted by the Center for Transportation Studies at the University of Minnesota. At the inaugural forum, regional and national transportation officials, policymakers, and professionals discussed possible responses to the September 11 tragedy.

Rep. Oberstar headlined the event, which featured Secretary of Transportation Norman Mineta. Also participating in invitation-only discussions preceding the public portion of the forum were Minnesota Gov. Jesse Ventura and USDOT administrators Ellen Engleman (Research and Special Programs Administration), Jane Garvey (Federal Aviation Administration), Adm. James Loy (Coast Guard), and Jeffrey Runge (National Highway Traffic Safety Administration). In addition, many other state and national leaders attended (see inside back cover for complete list). CTS director Robert Johns served as master of ceremonies.

“No committee of Congress,” Oberstar noted, “has ever had this galaxy of leaders in transportation before them at one time.”

Throughout the forum, Oberstar, a recognized transportation expert and national policy leader, reiterated his key priorities for crafting transportation policy in this new century, especially in light of new and pressing concerns raised on and after September 11. Specifically, those priorities focus on harnessing transportation to improve our quality of life, developing inter-modal connections for moving people and goods, expanding the role of technology in transportation, and increasing transportation safety, especially on roadways.

University researchers led off the program of the two-day forum by introducing participants to their research and discussing the long-term impacts of September 11 on transportation. The forum also featured an innovative conversation circle with satellite-style seating to facilitate dialogue and an exchange of ideas about the long-term issues, policy implications, and possible near-term actions in response to the tragedy.

Next, Secretary Mineta, introduced by Oberstar, outlined government measures to secure the nation’s transportation system following the terrorist attacks.

Finally, Oberstar joined a panel of top transportation executives to further discuss the implications of September 11 in their respective modes for Minnesota and the nation.

This report summarizes the main events of the two-day forum on transportation policy and technology.



Norman Mineta and James L. Oberstar



James L. Oberstar

How Should Transportation Change After September 11?

By James L. Oberstar

The primary purpose of this forum on transportation policy and technology is to look at emerging issues in transportation. I want to single out four issues that I think will shape the nation's transportation system in the early decades of this new century: transportation and quality of life, intermodalism and modal connections to move people and goods, the role of technology, and safety in transportation.

Quality of Life

For most of the 20th century, the main focus of transportation policy was building a safe, efficient highway system. The idea was to connect our cities, our farms, our defense facilities. It was also for safety.

Communities all across this country are coming to a consensus that offering transportation choices that lead to livable communities is a critically important quality-of-life issue. It moves us beyond where highways lead us. The idea of highways leading us to destinations has been overwhelmed by the reality of highways leading us to gridlock.

So, people are seeking alternatives to highways. We've seen transit ridership outpace the growth of every other mode of transportation. The census, if you read it in the last decade, shows America grew by just under 5 percent, but transit ridership grew 21 percent. Aviation grew 19 percent; highway miles traveled increased 12 percent. The renaissance in rail transit shows the success of transit in the last decade. Light rail is one of the most important success stories of TEA-21. Last year, we had 310 million light-rail trips. That's a 25 percent increase in just five years.

There is also a new emphasis not only on quality of life but health as well. Forty years ago, over half of all children in America walked to school. Today, less than 1 percent do. We've got to change that. We can change habits. We've got to start with the kids and move on through.

Intermodalism

Just to keep pace with congestion, we need to build 99,000 lane miles of highway in urban America. It's not possible to build that many lane miles. So, we've got to invest those dollars to maintain this extraordinary highway system we have in America. But we've also got to find smarter ways to move people.

Better intermodal connections can reduce congestion, cut travel times, and lower transportation costs. The return for public investment in our transportation system, just in highways alone, is twice that of the return on private capital. And, the economic benefits of transit are anywhere from 6 to 30 times greater than the investment cost that we incur in building transit systems.

We have to be able to think ahead, and think out of the box. We have got to think intermodally. I remember a discussion with Jeff Shane [Associate Deputy Secretary, U.S. Department of Transportation], after we enacted ISTEA, in which he said [the legislation] has had a dramatic effect on the [transportation] department. It has forced us all to come together and talk about our several modes of transportation—and we weren't doing that before. We are now thinking, talking intermodally. That was 11 years ago. We've got to move beyond that.

The new vision of transportation is beginning, I think, to emerge—shifting from moving vehicles to offering choices in transportation. The initiation of that concept was what we called ISTEA, the Intermodal Surface Transportation Efficiency Act of 1991. That was a demarcation point—what we used to call “the Highway Bill” became “Transportation Bill.” It addressed, for the first time in one comprehensive bill: transit, congestion mitigation, some quality of life issues, intelligent transportation systems, and transportation alternatives, such as pedestrian and bicycle pathways and conversion of railroad grade beds to bicycling.

University of Minnesota Duluth chancellor Kathryn Martin and University of Minnesota provost Christine Maziar (right) award Congressman Oberstar a bike helmet with University decals.

Technology

What should be the role of technology in the coming decades of transportation? Well, intelligent transportation systems, I think, can address the emerging issues of transportation: improving quality of life, reducing congestion, and helping us integrate our systems.

Technology helps us reduce travel times, reduce costs, and improve efficiency of our precious road miles of transportation. Ramp metering in Minneapolis has increased speeds on the freeway by 30 percent, increased freeway capacity by 22 percent, and reduced accidents 31 percent. Elsewhere, electronic toll collection has improved capacity by as much as 200 to 300 percent where intelligent transportation, electronic toll-collection systems have been installed. And ITS is working for trucking fleets. Transit systems are using electronic fare-payment systems in the form of smart cards.

How we use technology also has to be integrated with the people who use it and are subject to it. There are limitations. The automation of the flight deck in today's new generations of aircraft has made flying so much easier and safer that pilots now are "systems integrators" of big technology systems.

Safety

But we have overlooked the limitations of the human element in transportation. Those that know me know how much emphasis I put on safety. I learned it working in the mines, working on construction jobs—getting myself through college. I grew up knowing safety was just that much of a barrier from you living and dying. So, those figures from the National Highway Traffic Safety Administration are compelling—the leading cause of death in America in the 6- to 33-year-old age group is highway fatalities. We can fix that.

We put \$2.5 billion in funding for highway safety in TEA-21. It wasn't enough. It wasn't targeted in the right ways, and much of it has gone into infrastructure, as was needed, but a lot more needs to go into human factors in transportation safety.

Three million people injured a year, 41,700 people killed, \$150 billion in cost. You say the number is going up to \$200 billion. That's appalling. We have to awake from our slumber. But the highway deaths come one at a time, two at a time, three at a time—5,000 plus die in car-truck crashes. That's the equivalent of a 737, fully loaded, crashing every two weeks. If that happened America would be up in arms—no one would fly. We've got to work to find ways to reduce this curse on America's highway system. If we can take half of those deaths out, we make this a vastly safer place.

"Better intermodal connections can reduce congestion, cut travel times, and lower transportation costs."

– Rep. James L. Oberstar

With those thoughts, I hope these discussions begin to put the best minds in this country together, to bear upon these and the other themes we've discussed throughout this day. That, out of this forum, will come that inferno of ideas that we need to make transportation better and safer for all of us.

The complete text of Congressman Oberstar's speech may be found online at www.cts.umn.edu/oberstarforum.



U of M Researchers Consider Impacts of Terrorism

A panel of three University of Minnesota faculty members, considering the long-term impacts facing the U.S. transportation industry since September 11, offered a variety of responses to the possibility of more terrorist attacks against Americans.

Geography professor John S. Adams, the Fesler-Lampert Chair in Urban and Regional Affairs, broached the topic from a public-sector perspective. He noted that the United States experienced a “triple collision” of events in the past year that has significantly strained the nation. Specifically, he identified deficit-producing tax rebates and tax cuts, an economic downturn, and public attention focused on short-term homeland defense initiatives. “These all make a difficult transportation scene even worse,” he said, “and limit the options for addressing problems and laying sound plans for an improved transportation future.”

Marketing and logistics management professor Fred Beier, with the Carlson School of Management, discussed the long-term effects of September 11 on transportation’s private sector. “One of the likely impacts,” he said, “is losing the supply chain progress made over the past 20 years.”

There also may be, Beier added, a reluctance to share data in the name of security, a reluctance to outsource things in the name of control, and certainly some incremental security costs. In addition, the government must deploy a thoughtful, measured response. “Faced with regulation at all levels in an uncoordinated way,” he explained, “the cure could be worse than the disease.”

Further, according to Beier, the increased cost of dealing with terrorism will likely be distributed inequitably among members of the supply chain. “There is a role for government,” he said, “to look at this inequitable distribution of costs and try to do something about it.”

To move forward, Beier suggested using already-completed, private-sector management efforts as a benchmark, such as shipment tracing and notification, electronic-data interchange, bar coding, and order-management systems. “Technology should not only solve issues from a terrorism point of view,” Beier said, “but also improve the efficiency of the supply chain and, ultimately, the economy.”

Professor Max Donath, director of the Intelligent Transportation Systems Institute, moved beyond September 11 to discuss the broader role of technology in transportation. In 2000, for instance, about 42,000 people died on U.S. roadways. “Just three weeks of road fatalities is the equivalent to the number of people who perished on September 11,” Donath noted. “How do we stop these horrible events that occur day-in and day-out?”

Donath also suggested focusing on areas that provide benefits to as many people as possible. “There are technologies available that can help us prevent fatal vehicle crashes and help in many other ways,” he said. “Technologies that have multiple applications clearly have security implications as well.”

Smart-card technology, for example, can be used with commercial driver’s licenses and even with transportation-worker identification cards. “We have integrated fingerprint and smart-card readers that can identify the driver,” Donath explained. “This means the vehicle can know who the driver is and can prevent an impaired driver or an unauthorized driver from using that vehicle.”

Adams reported, for example, long lines of trucks at border crossings, slowing commerce, and rising costs. No money is available to improve or expand inadequate rail and intermodal systems. In addition, passenger traffic and air cargo are being diverted to roads, adding to wear and congestion.

What’s more, Adams suggested that fresh-thinking and forward-looking executive leadership at the federal and state levels is needed to get a transportation system in place for tomorrow. That involves a system not only to address terrorist risks but also to meet growing transportation demands. “If we don’t start planning for sensible transportation and land use arrangements for the next few decades,” he predicted, “we will end up in an unhappy place.”



University of Minnesota professors (from left) Max Donath, Fred Beier, and John Adams address security-related concerns with expertise from their respective disciplines.

Security Permeates Plans of USDOT Administrators

Four administrators from the operating administrations of the U.S. Department of Transportation analyzed September 11 in a roundtable discussion moderated by Minnesota Department of Transportation commissioner Elwyn Tinklenberg.

Adm. James Loy, commandant of the U.S. Coast Guard, observed that the value and the vulnerability of the maritime sector is often overlooked, especially in terms of infrastructure investment. But September 11, he said, may prompt a change.

Loy described a maritime security plan being crafted in cooperation with the private sector. The plan involves five main elements: increasing awareness about vessels, people, and cargo; controlling high-interest vessels, such as large, passenger cruise-liners and tankers; protecting crucial infrastructure within U.S. ports and waterways, including the Statue of Liberty, the Golden Gate Bridge, nuclear power plants, container terminals, and hundreds of other critical sites; increasing Coast Guard presence for deterrence and response; and improving outreach efforts.

“Together with our other federal counterparts, local and state counterparts, and the private sector,” Loy said, “we must forge the game plan that represents a greater security paradigm for America’s ports and waterways.”

Administrator Jane Garvey discussed the Federal Aviation Administration’s challenges on and after September 11. “We often struggle for the words to describe the role aviation plays in our society. The silence of aviation on the afternoon of September 11 spoke volumes,” she said. “Figuring out what is the right long-term, multilayered approach to security will be an extraordinary challenge.”

Another FAA challenge revolves around transitioning to the new Transportation Security Administration. She also noted the challenge posed by having to view everything from the prism of September 11 without losing sight of other important transportation issues. “Aviation is fiercely competitive,” Garvey noted. “It’s difficult for the industry to come together around an agenda. It will be critical for us in aviation, and even broader in transportation, to be much more strategic about where we put our resources.”

Next, Dr. Jeffrey Runge, administrator of the National Highway Traffic Safety Administration, suggested that changes after September 11 really depend on an examination of the problems that existed on September 10. He explained that the leading cause of death in American children and adults to age 35 remains a motor vehicle crash.

“This is an epidemic,” Runge declared. “We know what the cures are, but we’re having a heck of time getting the American public to take the medicine.”

Bioterrorism, he said, is another problem that existed before September 11, but it hadn’t received much attention. “State and local [emergency medical services] funding has replaced the early federal funds of the ‘70s,” Runge explained, “and yet, now that we face a terrorism threat, this clearly is a national issue. This need is additional to our EMS systems just keeping up with increased density. They need people, they need resources, and they need training to respond to these events. We want the discussion elevated to the national policy level.”

Ellen Engleman, administrator with the Research and Special Programs Administration, pointed out that the less-visible RSPA serves an important role, focusing on the safety of a critical infrastructure in the United States.

“Transportation is no longer just the movement of goods and services,” Engleman explained. “It’s the movement of people, of goods, of information, and of services.”



Ellen Engleman (left), Dr. Jeffrey Runge, Jane Garvey, and Adm. James Loy

Engleman cautioned that as a regulator, RSPA doesn’t want to over-regulate or interfere with the normal flow of commerce or interfere with industry in order to make it safer or faster. Her agency, she said, must partner with industry, as well as with state and local government, in order to find the best solutions.

“We’ve already been working with industry to be proactive and preventive,” Engleman said. “We can do both: We can work with industry, and we can regulate them. We all have that responsibility. While it may be my watch—it’s our watch to work for the American people.”

Discussion Circle Elucidates Priorities for Response

On the second day of the forum, U.S. Department of Transportation administrators and other forum invitees took part in a circular dialogue session. The unique format incorporated satellite-style seating around an inner ring of chairs designated for speakers. Participants exchanged ideas about the long-term issues, policy implications, and possible near-term actions in response to September 11.

industry engage the average citizen to have a heightened sense of awareness? How do we preserve our freedom while enhancing our national security?

Ellen Engleman, administrator of the USDOT Research and Special Programs Administration, suggested industry leaders break down the large, complex problems into smaller, manageable pieces. Adm. James Loy, U.S. Coast Guard Commandant, agreed that bringing the issues down to the practical level would help. He warned that the impulse to shut down an entire mode of transportation, as happened on September 11, must be carefully considered. “If we take the impulse to ‘shut it down’ from the aviation standpoint to other corners of the economy—including maritime—might we,” he asked, “pull the rug out from the economic foundation of this country?”

“[Security] is not something the federal government does on its own,” Engleman added. “It’s also a personal responsibility: Know your neighbor, know your customer, know your colleagues. We know we can’t do it all. We need partnerships—we are all in this together.”

Another participant reminded the group that public perception underlies what the response to security will be in this country. At the same time, public perception puts constraints on what can be done, even though, at times, public perceptions are not fact-based.

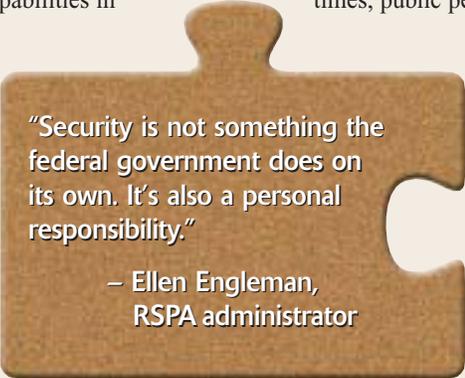
It was also noted that because of the weapons chosen on September 11—commercial airliners—aviation is more in the forefront of the public’s mind, and that, while there is currently a disproportionate amount of focus on aviation, the hope is this will be balanced in the future.

One participant stated that the transportation industry often falls victim to the “Rodney Dangerfield Complex” and doesn’t get any respect. The speaker felt the industry needs to aggressively and endlessly communicate to the public the importance of transportation to our national security and quality of life.

Discussion topics cut across both passenger and freight transportation and included many comments dealing with the synergism between the public and the private sector. The dialogue was fluid and discussion themes evolved as new members entered the circle and others exited.

Some speakers discussed the need for better communications and enhanced emergency response capabilities in order to respond to future incidences. Others suggested that the industry needs to implement security measures the way safety standards have been. Some discussed how difficult it is to harden buildings and bridges to prevent collapse, making it vitally important to make airplanes and other modes of transportation more secure. This includes making it more difficult for people to get various types of driver’s licenses and hazardous-material licenses.

Many questions emerged from the discussions about the challenges facing the transportation industry. Where is the division of responsibility? What is public and what is private? Is this a transportation funding problem or is this someone else’s funding problem? How can an industry currently losing money meet unfunded mandates? How can



“Security is not something the federal government does on its own. It’s also a personal responsibility.”

– Ellen Engleman,
RSPA administrator

Richard Harnish makes his point in a discussion circle moderated by Kathy Stein.

Another speaker felt that in the midst of addressing security concerns, the discussion moved away from basic infrastructure needs and said, “we are our own worst enemies if we don’t fix congestion.”

Minnesota Department of Transportation commissioner Elwyn Tinklenberg noted that, at some point, the focus must turn to the practical side of what is needed to respond to or anticipate future terrorist incidents. In addition, Dr. Jeffrey Runge, administrator of the National Highway Traffic Safety Administration, pointed out that a lot of the emphasis remains on funding for preventive efforts, while less attention goes to incident management or mopping up the aftermath.

University professor David Levinson agreed that there had not been enough discussion about responses. “There are methods of attack we won’t be able to prevent,” Levinson said, “so we have to be thinking about what to do after it happens.”



John Horsley



Carol Hallett



T. Peter Ruane



Robert Skinner



Edward Hamberger



Jeff Hamiel

Short-Term Issues

- Continuing friction: costs/delays/inconveniences
- Concern with weapons of mass destruction and emergency-response upgrades
- Challenges associated with identifying the countermeasures for critical assets
- Funding, priority, burdens: Who’s responsible?
- Concern over disproportionate/inequitable government responses
- Need to develop new institutional relationships
- How to balance security vs. other objectives
- Concern over the potential privacy loss that goes along with security
- Risk vs. security awareness—everyone’s job

Long-Term Issues

- System/modal redundancy and hardening
- Supply-chain robustness vs. fairly narrow industry margins
- Capitalizing on advanced information systems
- Dual-use strategy benefit (efficiency/security)
- Substituting technology for manual checks
- Increasing global preclearance measures to push back borders

Panel Outlines Government Policy Directions

Congressman James Oberstar, Minnesota Gov. Jesse Ventura, and U.S. Department of Transportation Associate Deputy Secretary Jeffrey Shane discussed the implications of September 11 for federal and state government during a lunchtime policy panel moderated by CTS director Robert Johns.



Jesse Ventura and Jeffrey Shane

Oberstar, reiterating his earlier remarks, stressed the need for communication, awareness, counter measures, public awareness, and cost distribution. Specifically, he noted that all agencies must be able to communicate, assess intelligence, and determine an appropriate response with

regard to all transportation safety-related issues. There must also be communication among responders and transporters.

While we all must be aware of suspect acts or suspicious people, Oberstar continued, we don't want the public turning into a vigilante organization. "We need our national intelligence entities to cooperate with foreign intelligence sources, so that we enter into the mind of the terrorist beyond the United States borders and be anticipatory rather than always reacting to the last terrorist incident," he said.

Oberstar also emphasized longer-term responses to vulnerable structures throughout the system. For instance, he described a bill with the transportation committee that provides approximately \$750 million needed for Amtrak security and operations. He added that the committee also hopes to introduce a bill with approximately \$59 billion to fund high-speed passenger rail.

Though transportation represents 11 percent of the U.S. gross domestic product—or \$1.1 trillion—people tend to take transportation for granted, Oberstar pointed out. That

creates a problem of who will pay for the new security measures. "The suggestion," he said, "is that the industry must develop a national awareness campaign to help the public understand the role of transportation in all of its modes and to build support for funding."

Next, USDOT's Shane noted the opportunity ahead to correct a "vast array of deficiencies" in our transportation network, as every major transportation program in the United States seeks federal funding reauthorization next year. "September 11," he said, "confronted us with the fact that our transportation system is behind the curve in terms of the type of security that must be built in from the ground up.

"I'm hopeful," Shane added, "that there will be some give and take between the administration and Congress and that we will actually work together toward procuring a bill that has some momentum behind it."

One of the biggest obstacles to solving those problems, Shane said, is that resources have never been more scarce. "Why aren't we out there publicizing the importance of transportation?" he asked. "As reauthorization moves to Congress next year, it is critical that people understand what these programs are all about and why they are important."

Ventura noted four guidelines recommended by the National Center for Intermodal Transportation to shape a new transportation agenda. First, all modes of transportation should be connected with each other. Second, transportation users should be able to choose the mode that meets their needs. Third, transportation should be planned, designed, and built in a way that is coordinated. Last, transportation providers and government agencies at federal, state, and local levels must cooperate to meet these goals.

"September 11 was a great catalyst to help people realize they can't rely on one mode of transportation."

— Gov. Jesse Ventura

"We've done a good job here with our *Moving Minnesota* transportation plan," Ventura declared.

"The plan provides multimodalism, it gives people choices, it does all four of the things the NCIT recommends."

Then, Ventura shined a light on the recent tensions dominating Minnesota politics, which he commented "can be harder to overcome than the terrorists." There must, he said, be a vision in transportation that goes beyond the next election—a vision that looks ahead 15 to 20 years. "We're all here," he added, "to do for the good of the people, not our parties."

Policy continued on page 12

Mainstreaming Security Identified as Key Forum Theme

According to Steve Lockwood, the main theme that emerged from a variety of discussions at the 2002 Oberstar Forum is the idea of mainstreaming security into everyday business practices.



Steve Lockwood

“In the transportation arena,” Lockwood noted, “we have begun to mainstream a lot of safety-oriented activity under normal transportation arrangements, investments, and approaches. We need to begin to think about security in the same way as safety so that it doesn’t become an extra add-on, but is really integrated into the way that we operate and invest.”

In a lunchtime presentation to forum invitees, Lockwood, vice president with engineering firm Parsons Brinckerhoff, summarized the key challenges, policy issues, and action items raised in various forum presentations, panels, and conversation circles. Much of the discussion, he said, involved questions about security: How should security be implemented? Where are potential partnerships? How should conflicts with existing business systems and civil liberties be dealt with? What special considerations do weapons of mass destruction add to possible responses in an emergency situation?

Lockwood identified both the short- and long-term issues (see page 7) that had surfaced during the forum. “Clearly, coping with these and developing new approaches is a framework for all subsequent discussions,” Lockwood observed.

The discussions and panels also suggested that modifications to existing federal, state, and local emergency response programs, many of which have been operating under an all-hazards approach, might be necessary in light of the new threats associated with weapons of mass destruction. Specifically identified were: improving communications, creating new kinds of roles, protecting personnel from hazards, and clarifying chains of command.

Lockwood noted, too, concern about allocating responsibilities among federal, state, local government, and the private sector, especially given potential funding burdens and competing priorities. Another crosscutting theme, Lockwood pointed out, was the need to develop new institutional relationships to deal specifically with security issues. Further, what priority should security have when compared to other critical objectives throughout each level of government and in the private sector? How much should be invested in security, considering other important concerns such as efficiency or the environment?

Lockwood also mentioned concerns raised about the troublesome side effects stemming from new security measures, including the loss of privacy resulting from various personal checks needed to secure certain modes of transportation. “The business analog to this,” Lockwood explained, “is the concern for confidentiality in an environment where more transparent data sharing may be an important part of security, but may conflict with important business objectives.”

The general conclusion regarding short-term issues, according to Lockwood, was that security cut very broadly and was everyone’s responsibility, not just the responsibility of security agencies or government. The longer-term issues, which proved inconclusive, fell into five or six general categories. One involved the question of what types of system redundancy or asset and system hardening would be appropriate and useful. Another involved how the burdens of such investments would be shared among levels of government and between public and private sectors.

“Will the need for greater buffer stocks and the need for other security measures erode efficiencies?” Lockwood queried, touting an increasingly efficient supply chain and logistics system that has developed in the United States. “If so, how greatly might the impacts of those costs affect the fairly narrow margins that various players in the supply chain already experience?”

Another key issue was the appropriation of the substantial information systems infrastructure already designed for more efficient transportation. “These systems can, with modest adaptations, have substantial security benefits as well,” Lockwood said. “It makes a lot of sense to look for the dual-use investments where you get a double bang for the investment dollar.”



Lockwood’s Oberstar Forum paper, *From Just in Time to Just in Case: Long-Term Impacts of Increased Transportation Security*, may be found online at www.cts.umn.edu/oberstarforum.



Norman Mineta

Transportation Since September 11

By Norman Mineta, Secretary of Transportation

To say that our focus at the United States Department of Transportation changed last fall when our nation was ruthlessly attacked would be a huge understatement.

Before September 11, security was one of the department's top strategic goals. After September 11, when transportation itself was used as a weapon, we found that our policy needed a new and broader security focus.

In addition to assuring that the system is not used to do the attacking, we must protect the current system from being attacked. We at the Department of Transportation have taken, and continue to take, several steps to that end.

Our first response to the September 11 terrorist attack was the formation of the National Infrastructure Security Committee, also known as NISC, to evaluate security in different modes of transportation and address cross-modal issues.

Shortly after the NISC was established, we formed the Transportation Security Administration within the U.S. Department of Transportation. The largest agency to be created from scratch since World War II, the TSA has been tasked with the awesome responsibility of ensuring, above all else, the security of public transportation.

Our focus encompasses not only a sense of purpose to protect, but also an imperative to enhance the performance of our transportation system. The recent efforts at Baltimore Washington International Airport are a credit to this new approach of purpose and performance.

Immediately following September 11, our most urgent objective was to counter the vulnerabilities of our air transportation systems. However, the progress made in other modes of transportation is noteworthy as well.

On our highways, many state transportation departments are using cutting-edge technology to assess highway vulnerability, simulating road evacuations, and developing emergency response handbooks.

The Office of Pipeline Safety is collaborating with the TSA, the Department of Energy, the Federal Bureau of Investigation, state and local governments, and stakeholders to provide a seamless program for the oversight of pipeline security.

Performance and purpose are just as important in our ports and waterways. Considering that nearly 7 million passengers and more than 6 million cargo containers enter the United States through our nation's seaports each year, the Coast Guard has developed a three-year plan to further heighten security at our ports and provide long-term tools for security planning and international coordination.

Even as we address today's security concerns, it is crucial that we prepare for the transportation system of tomorrow. We must reauthorize surface transportation programs by the end of fiscal year 2003.

As we proceed to develop this legislation, we must also find ways to build greater security into our transportation system from the ground up, while not losing focus on other important transportation goals. We need to build on the successes of the Intermodal Surface Transportation Efficiency Act (ISTEA) and the Transportation Equity Act for the 21st Century (TEA-21)—landmark pieces of legislation that revolutionized federal transportation programs and funding.



"It is crucial that we prepare for the transportation systems of tomorrow."

— Norman Mineta, U.S. Secretary of Transportation

that revolutionized federal transportation programs and funding.

In sum, the immediate security efforts implemented across the department after September 11 have not diminished the importance of the long-term strategic goals of the Department of Transportation.

September 11 left no one unchanged. The answer to the events of September 11 is to strengthen, not diminish, the right of all Americans to enjoy the freedom of mobility.

The complete text of Secretary Mineta's remarks at the 2002 Oberstar Forum and the story of his September 11 experience may be found online at www.cts.umn.edu/oberstarforum.

Transportation Leaders Ponder Implications of Terrorist Attacks

A panel of top transportation executives concluded the first-ever Oberstar Forum by discussing the regional and national implications of September 11 on their respective modes. The panel, moderated by Minnesota Department of Transportation commissioner Elwyn Tinklenberg, included: Congressman Oberstar; William Canary, president of the American Trucking Association; John Horsley, executive director of the American Association of State Highway and Transportation Officials; William Millar, president of the American Public Transportation Association; Davis Helberg, executive director of the Duluth Seaway Port Authority; Matthew Rose, president and CEO of Burlington Northern; and Douglas Steenland, president of Northwest Airlines.

“The events of 9-11 and the overall economic recession in which they took place,” Steenland said, “have worked real havoc on the financial status of the nation’s airline industry.”

Steenland reported airline losses of \$7 billion in 2001 and indicated that \$2 billion in losses this year could climb to \$3.5 billion. He characterized the dilemma facing the industry, which accounts for 10 percent of the gross domestic product, as a balancing act between security and convenience. If business travelers, who have accounted for 40 percent of revenues but make up only 15 percent of all passengers, continue to stay home, that could significantly damage the industry and, consequently, the national economy, he said.

Rather than focus on economics, however, Helberg described the daunting task of securing the nation’s ports, which daily take in 16,000 containers of freight, and four times that in bulk shipments. He referred to an episode of *60 Minutes* revealing that only 2 percent of all the containers entering the United States are inspected. “It’s imperative,” he said, “that we find a way to work with trading partners to develop some sort of preclearance system.”

Helberg also noted that the port and maritime industries are concerned about the security legislation before Congress. “Legislation should not tangle up the flow of commerce,”

Helberg said. “What we need in federal legislation is flexibility, not one-size-fits all.”

While the airline industry has received the most attention since September 11, Burlington Northern’s Rose also reminded the audience that other industries, such as the rail industry, the waterways, and the electrical grid, have been profoundly impacted as well.

“The real challenge for the railroad industry,” Rose concluded, after describing improvements in the tracking and tracing of hazardous materials, “is how to harden the infrastructure while balancing the need for continued movement of goods.”

According to AASHTO’s Horsley, two areas remain as important today as they were September 10—highway safety and America’s economic security. “As we look to reauthorization of each of the bills coming up next year,” he said, “the role of transportation in providing the vital underpinnings of our national economic security continues to be paramount.”

Horsley outlined measures to secure vulnerable assets, such as highways, tunnels, and bridges, and to improve plans for accommodating military and civilian needs during an emergency. “We hope to strengthen the highway trust fund,” he said, “and use it to strengthen America’s ability to respond to terrorist attack.”

Horsley also touched on the fact that the same number of people tragically lost on September 11 at the World Trade Center and at the Pentagon are killed on U.S. highways every three weeks. “The only way we can tackle the objective of reducing fatalities, which everyone agrees is what we ought to be doing,” Horsley concluded, “is through heroic measures—real money invested on a targeted basis to where it can make the most difference.”

Likewise, Canary, with the American Trucking Association, admitted that it is an enormous challenge to safeguard the

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Davis Helberg



Douglas Steenland



Matthew Rose



William Canary



William Millar

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When the panel focused attention on financial responsibilities stemming from September 11, Oberstar explained the rationale for rescuing the airline industry. “Money wasn’t coming in [to the airlines] because the federal government said that, in the interest of national security, you will not fly,” Oberstar said. “We had a responsibility, and we did respond.”

But Oberstar also suggested that states have a role in security, too, and that each must determine its security responsibility to its citizens. “Each level of government, and the public in general, have responsibilities,” he said. “We’re sorting out who will do what and who pays for what.”

Shane cited modal politics, not partisan politics, as the great hurdle in funding. “Everyone agrees that we should have an intermodal transportation policy,” he reflected, “but we can’t figure out how to create an intermodal fund.”

Finally, Ventura stressed the important role of personal responsibility in solving transportation-related problems. “I’ve tried to emphasize the strategy of going to the government last. People should try to solve their own problems first,” he said. “In Minnesota, we feel that everyone must own a car, and, if you don’t, to heck with you. We need to break that line of thinking. September 11 was a great catalyst to help people realize they can’t rely on one mode of transportation.”

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nation’s highway system. Nevertheless, as Americans, the ATA wants to do its part, too. Simply put, the ATA’s objective is that no truck will ever be used as a weapon.

“We’ve made a vow to organize our industry to thwart terrorism at every turn,” Canary said. “We have identified our method to train our trucking army, to prevent terrorism, to mitigate potential terrorist acts, to pursue an agenda in Washington that advances truck security, and to serve as the eyes and ears of a nation’s critical infrastructure needs.”

Finally, one of the lessons learned on September 11, APTA’s Millar suggested, is that those that prepare can respond better than those that don’t. Specifically, he said, communities with multimodal infrastructures did better than those that didn’t.

“Public transportation in the world, unfortunately, has been through this before,” Millar said, recounting how prior planning helped in the immediate rerouting of 10,000 trips destined for the World Trade Center that day. “We need to invest more money in ways where we understand that often our biggest challenge is at the fringe of system, not the heart of the system. We’ll have to continue to share information among ourselves. Forums like this are very important.”

Oberstar Closes By Challenging Participants to Change

Congressman James L. Oberstar observed that the two-day forum had provided an extraordinary opportunity for transportation leaders of all modes to discuss the present and future of transportation.

Transportation, he said, is the force that moves everything in the society. “If we do this right,” he added, “we become more mobile, more competitive, and a more productive society.”

Oberstar credited the immediate response of the nation’s transportation system on September 11 for saving lives that otherwise could have been lost. But he also challenged leaders and their constituents to think ahead as far as possible—to both prevent and cope with such devastating attacks by developing predictive intelligence capabilities as well as a greater ability to understand other languages and cultures.

“We don’t know the mind of Islam, we don’t know the culture of the Middle East, and we don’t know the language of the people,” he pointed out. “Our intelligence communities have not been well-served and have not been well-prepared. Our academic community really has to change its thinking.”

Still, Oberstar acknowledged, all modes have taken measures on their own initiative but will need additional support from the Congress. In addition, he reiterated the suggestion that all modes of transportation come together to tell the public how important transportation is.

“These attacks were not on one or another airline or one or another trucking company,” Oberstar concluded. “These attacks were on the United States, and we, as the United States, must respond appropriately.”

James L. Oberstar Forum on Transportation Policy and Technology

• Attendees of Invitation-Only Discussions •

National and Minnesota Leaders

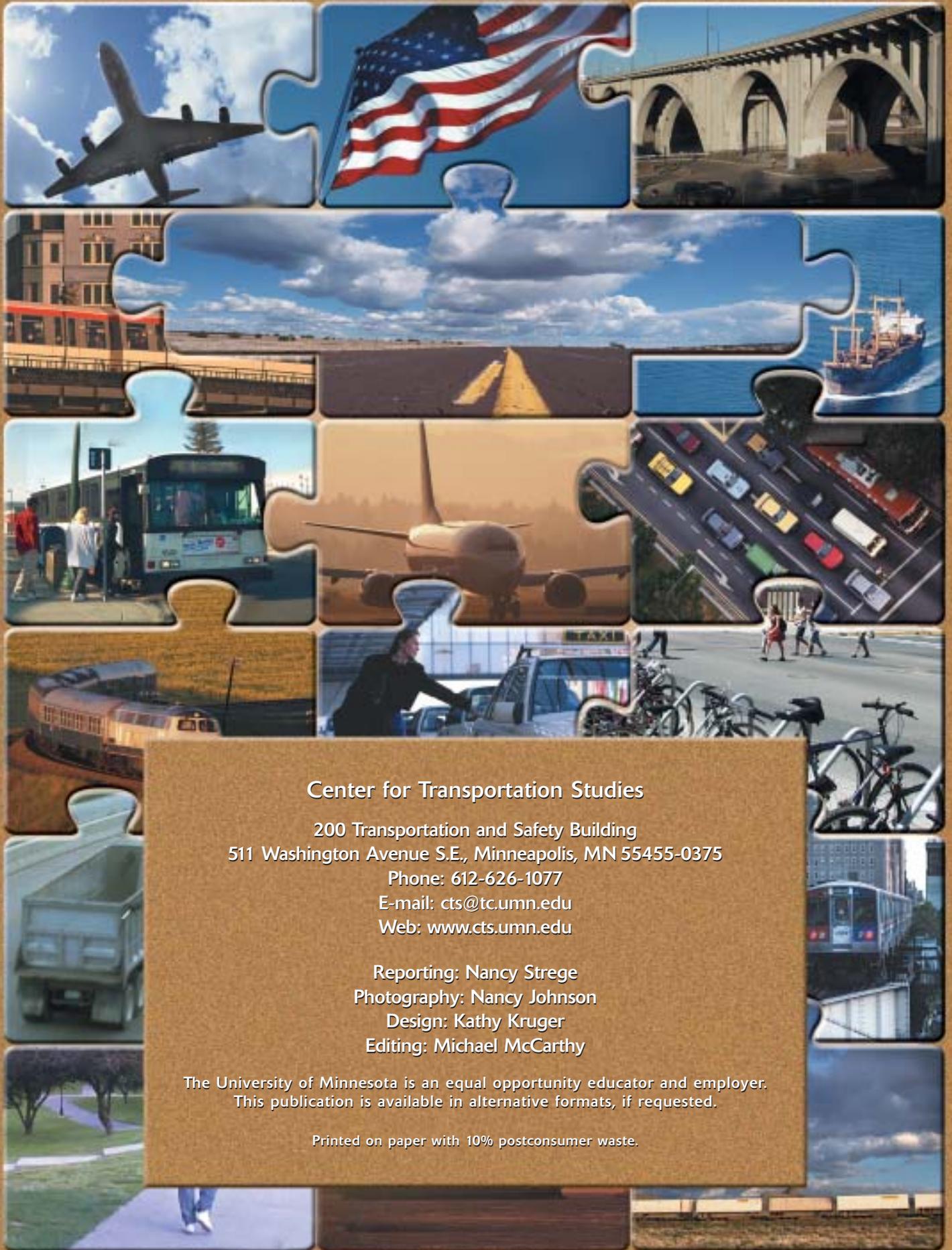
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