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UNITED STATES OF AMERICA  
DEPARTMENT OF TRANSPORTATION  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C.

Order 2000-6-20  
Served: July 6, 2000

Issued by the Department of Transportation  
on the 30th day of June, 2000

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Agreement Among Member Carriers of the  
INTERNATIONAL AIR TRANSPORT ASSOCIATION  
concerning passenger services matters:  
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Docket OST-2000-6774-2  
R-1 through R-49

**ORDER**

The International Air Transport Association (IATA) has filed an agreement with the Department for approval and exemption from the U.S. antitrust laws under sections 41309 and 41308 of Title 49 of the United States Code. The agreement was adopted at the Twenty-first Passenger Services Conference held in Bangkok during October 12-14, 1999.<sup>1/</sup>

The agreement consists of resolutions and recommended practices (R.P.'s) affecting passenger services worldwide.<sup>2/</sup> They address codes, notices, formats and procedures relating to the issuance of electronic and paper tickets, boarding passes, baggage checks and other travel documents; travel document security; ticket validity and rerouting; assignment of airline designators; standard interline agreements and reservation practices; message and report formats; carriage of carry-on baggage; and common-use terminal equipment.

Existing Resolutions and Recommended Practices:

Most of these proposals involve non-substantive changes, essentially of a technical, editorial or administrative nature, to existing approved resolutions and recommended practices, and appear to be in conformity with our substantive policies and

<sup>1/</sup> IATA memorandum PSC/Reso/102, filed with the Department on January 10, 2000. IATA's Twenty First Passenger Services Conference was held in conjunction with the Twentieth Joint ATA/IATA Passenger Services Conference.

<sup>2/</sup> The individual resolutions and recommended practices, along with their subject matter, are listed in the attached appendix.

concerns. As such, they raise no public interest issues, and will be approved.

Substantive Changes:

The agreement also: (1) adopts new protocol specifications and a radio frequency (13.56 MHz) for use in optional radio frequency baggage tags (R.P. 1740c); (2) establishes a new electronic baggage message to permit carriers to notify downline stations about the actual loading of all types of baggage (R.P.1745); and (3) revises various specifications and procedures relating to electronic tickets so as to facilitate their use in an interline environment.

Most of the above-noted proposals involve non-substantive matters, essentially of a technical, editorial or administrative nature, and appear to be in conformity with our substantive policies and concerns. As such, they raise no public interest issues, and will be approved.

However, we will dismiss, without prejudice, the proposed amendments to R.P. 1740c. The Federal Aviation Administration (FAA) advises us that its representative at the PSC meeting requested the IATA carriers to make no final decision on the frequency to be used until its ongoing tests of alternative radio frequency (RF) systems for functionality and affordability had been completed; that the proposal barely achieved the required two-thirds majority needed for adoption, and some carriers believe they did not have adequate time to review it; that the proposal is still very much in draft form, subject to further review and changes; and that from a technical communications standpoint, the proposal is almost certain to be inadequate for the air carrier environment.

IATA indicates that the proposal represents a joint IATA/ATA effort spanning five years to adapt RF technology to sort and track baggage; that the joint RF working group believed that they had sufficient information to propose a specific frequency to the PSC; that the majority believed it was time to move forward with an industry standard so that vendors and airports would not implement incompatible systems; that no one opposed use of 13.56 MHz itself, but rather wanted either to continue testing or to consider other technology solutions; that most carriers favor 13.56 MHz as the most cost-effective solution and want to move on to other RF-related issues; and that in adopting the proposal, the PSC agreed that the FAA and others would be allowed to report any future findings to the working group, which has been extended for an additional year.

Since the proposal before us appears to represent the results of a work in progress, we will dismiss it and revisit the matter

when IATA submits a more comprehensive version for our review. The FAA indicates that it expects to complete its testing by May 2000. In addition, IATA believes that many carriers feel no urgency to launch the tag program since many are not ready to implement the RF proposal at this time. In these circumstances, we believe that a reasonable delay until outstanding technical and procedural issues are solved will not materially delay final implementation of any RF program and is in the public interest.

Section 41309 of the Code directs us to approve any agreement or modification of an agreement if we find that it will not substantially lessen competition, and is not adverse to the public interest or in violation of the Code. Except as noted above, we find that the agreement in Docket OST-2000-6774, as conditioned, is not adverse to the public interest, in violation of the Code, or likely to lessen competition substantially, and that it should be approved.

Furthermore, we conclude that the approved portions of the agreement should be granted immunity from the operation of the antitrust laws to the extent necessary to permit their implementation. In general, they amend existing provisions already approved and immunized by the Department. As a result, none raises immunity issues not previously considered, and the conferral of immunity upon them is consistent with our policy of conferring immunity on amendments coextensively with the underlying agreements.

Acting under Title 49 of the United States Code, and particularly sections 40101, 41300 and 41309:

We do not find Resolutions R-1 through R-41 and R-43 through R-49 of the agreement in Docket OST-2000-6774, as set forth in the attached Appendix, to be adverse to the public interest, in violation of the Act, or likely to lessen competition substantially.

**ACCORDINGLY,**

1. We approve R-1 through R-41 and R-43 through R-49 of the agreement in Docket OST-2000-6774, as listed in the attached Appendix, under 49 U.S.C. 41309;
2. To the extent that R-1 through R-41 and R-43 through R-49 of the agreement in Docket OST-2000-6774 are approved, we exempt any person affected by this order from the operation of the antitrust laws as provided in 49 U.S.C. 41308; and

3. We dismiss R-42 (R.P. 1740c: Radio Frequency (RF) Specifications for Interline Baggage) in Docket OST-2000-6774.

**By:**

A. Bradley Mims  
Deputy Assistant Secretary for Aviation  
and International Affairs

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<u>Docket</u>	<u>IATA</u>	<u>IATA Resolution Title</u>	<u>Expiry</u>
<u>OST-2000-6774</u>	<u>Designation</u>		<u>Date</u>
R-1	PSC(21)720a	Passenger Ticket and Baggage Check-Issuance and Honoring Procedures (Amending)	Indefinite
R-2	PSC(21)721	Billing and Settlement Plan, Passenger Ticket and Baggage Check-Technical Specifications (Amending)	Indefinite
R-3	PSC(21)722	Transitional Automated Ticket (TAT) (Amending)	Indefinite
R-4	PSC(21)722a	Off-Premise Transitional Automated Ticket (OPTAT) (Amending)	Indefinite
R-5	PSC(21)722c	Automated Ticket/Boarding Pass-Version 2 (ATB2) (Amending)	Indefinite
R-6	PSC(21)722d	Off Premise Automated Ticket/Boarding Pass- Version 2 (OPATB2) (Amending)	Indefinite
R-7	PSC(21)722f	Electronic Ticket/ Electronic Miscellaneous Documents-Airline (Amending)	Indefinite
R-8	PSC(21)722g	Electronic Ticket/ Electronic Miscellaneous Documents-Neutral (Amending)	Indefinite
R-9	PSC(21)725	Miscellaneous Charges Order (MCO)-Technical Specifications (Amending)	Indefinite
R-10	PSC(21)725a	Miscellaneous Charges Order (MCO)-Issuance and Honoring Procedures by Members (Amending)	Indefinite
R-11	PSC(21)725b	Miscellaneous Charges Order (MCO)-Issuance and Honoring Procedures (Agents) (Amending)	Indefinite

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R-12	PSC(21)726a	Multiple Purpose Document (MPD)-Carrier, Carbonized, Automated (Amending)	Indefinite
R-13	PSC(21)726b	Multiple Purpose Document (MPD)-Neutral, Carbonized, Automated (Amending)	Indefinite
R-14	PSC(21)726e	Multiple Purpose Document (MPD)-Neutral, Carbonized, Manual (Amending)	Indefinite
R-15	PSC(21)728	Code Designators for Passenger Ticket and Baggage Check (Amending)	Indefinite
R-16	PSC(21)730	Security Features for Accountable Passenger Traffic Documents (Amending)	Indefinite
R-17	PSC(21)735	Period of Validity (Amending)	Indefinite
R-18	PSC(21)735d	Involuntary Change of Carrier, Routing, Class or Type of Fare (Amending)	Indefinite
R-19	PSC(21)735e	Procedures for Involuntary Change of Routing en Route (Amending)	Indefinite
R-20	PSC(21)742	Excess Baggage Ticket- Technical Specifications (Amending)	Indefinite
R-21	PSC(21)762	Airline Designators (Amending)	Indefinite
R-22	PSC(21)766	Interline Passenger Reservations Procedure (Amending)	Indefinite
R-23	PSC(21)780	Form of Interline Traffic Agreement-Passenger (Amending)	Indefinite

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<u>OST-2000-6774</u>	<u>Designation</u>		<u>Date</u>
R-24	PSC(21)780e	IATA Interline Traffic Participation Agreement-Passenger (Amending)	Indefinite
R-25	PSC(21)781	Blacklisted Documents (Amending)	Indefinite
R-26	PSC(21)789	Responsibility for Travel at the Correct Fare (Amending)	Indefinite
R-27	PSC(21)1707b	Data Element Directory for DCS Passenger Messages (Amending)	
R-28	PSC(21)1708	Passenger Name List Message (PNL)/Additions and Deletions List Message (ADL) (Amending)	
R-29	PSC(21)1711	Seats Protected Message (SPM) (Amending)	
R-30	PSC(21)1712	Seats Occupied Message (SOM) (Amending)	
R-31	PSC(21)1713	Seats Available List Message (SAL) (Amending)	
R-32	PSC(21)1714	Industry Discount Message (IDM) (Amending)	
R-33	PSC(21)1715	Passenger Services Message (PSM) (Amending)	
R-34	PSC(21)1716	Passenger Information List (PIL) (Amending)	
R-35	PSC(21)1717	Teletype Passenger Manifest (TPM) (Amending)	
R-36	PSC(21)1718	Passenger Transfer Message (PTM) (Amending)	
R-37	PSC(21)1719	Passenger Final Sales (Post-Departure Reconciliation) Message (PFS) (Amending)	
R-38	PSC(21)1719a	Frequent Traveller List (FTL) Message (Amending)	

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<u>OST-2000-6774</u>	<u>Designation</u>		<u>Date</u>
R-39	PSC(21)1719b	Passenger Reconcile List (PRL) Message (Amending)	
R-40	PSC(21)1719c	Electronic Ticket List Message (ETL) (Amending)	
R-41	PSC(21)1720a	Standard Thirteen-Digit Numbering System for Traffic Documents (Amending)	
R-43	PSC(21)1743e	Baggage Irregularity Report (Amending)	
R-44	PSC(21)1745	Baggage Services Messages (Amending)	
R-45	PSC(21)1749	Carriage of Carry-on Baggage (Amending)	
R-46	PSC(21)1777	Married Segment Control (Amending)	
R-47	PSC(21)1779	Journey Data (Amending)	
R-48	PSC(21)1788	Ticketing and Baggage Regulations for Free and Reduced Transportation (Amending)	
R-49	PSC(21)1797	Common Use Terminal (CUTE) Systems (Amending)	