



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

Issued by the Department of Transportation  
on the 23rd day of October, 2002

**Japan Airlines Company, Ltd.  
Violations of 49 U.S.C. §§ 41302, 41703,  
and 41712**

**Served October 23, 2002**

**OST 2002-12273**

**CONSENT ORDER**

This order concerns unauthorized passenger air service by Japan Airlines Company, Ltd., (JAL) a foreign air carrier within the meaning of 49 U.S.C. § 40102(a)(21), between Guam (a U.S. territory), Saipan in the Northern Mariana Islands (a U.S. commonwealth), and various cities in the United States, by way of Japan. Service by a foreign air carrier between two points in the United States, a practice commonly referred to as cabotage, is a violation of 49 U.S.C. § 41703, which explicitly prohibits such transportation for compensation or hire except under very limited circumstances that do not apply here.<sup>1</sup> In addition, holding out to the public, expressly or by course of conduct, that a foreign air carrier provides any such service, without the appropriate exemption authority, violates the carrier's permit authority issued under 49 U.S.C. § 41302 and constitutes an unfair and deceptive trade practice in violation of 49 U.S.C. § 41712.

Between May 2000 and April 2002, JAL unlawfully transported over one hundred passengers between Guam, Saipan, and cities in the United States. Moreover, as recently as May 2002, it was possible to construct cabotage schedules on JAL's own Internet website.<sup>2</sup>

In mitigation, JAL states that it has never had a through passenger fare or through cargo rate between Guam/Saipan and the United States. JAL also states that neither it nor any travel

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<sup>1</sup> The pertinent language of 49 U.S.C. § 41703 states that foreign civil aircraft may "take on for compensation, at a place in the United States, passengers or cargo destined for another place in the United States only if - (1) specifically authorized under section 40109(g) of this title..."

<sup>2</sup> Regarding the use of Internet websites to hold out air transportation, the Department's position, as set forth in Order 98-7-22, is that the Internet sites of foreign air carriers that are accessible to members of the general public may not display itineraries in which the origin and destination are both points in the United States.

agents acting on its behalf have held out transportation between Guam/Saipan and the United States through advertising, rate sheets, promotional materials, or any other solicitations. JAL asserts that nothing on its Internet website affirmatively promotes such transportation and that the website was incapable of accepting reservations for such transportation. However, it admits that it was possible to construct a routing between two points in the United States. When notified by the Enforcement Office, JAL promptly remedied this problem. At all times in this matter, JAL points out that it has exhibited a cooperative and compliant attitude and has sought advice from the Department to ensure that its future operations do not violate 49 U.S.C. §§ 41302, 41703, and 41712.

During the investigation of this matter, an issue arose concerning what actions might constitute a break in the continuity of travel so that a foreign air carrier could legally transport a passenger between two points in the United States via an intermediate point or points in the carrier's homeland or a third country. In response, the Enforcement Office emphasizes that the sale or holding out, either explicitly or by course of conduct, of air transportation between two points in the United States via an intermediate point or points in a foreign country may be illegal regardless of the duration of the stopover, the passenger's immigration status at the intermediate point or points, the number of tickets under which the transportation is conducted, and the number of foreign air carriers under which the transportation is conducted if they are working in concert.<sup>3</sup> However, we are not likely to pursue enforcement action except in straightforward cases, such as those in which the transportation was continuous (including short stopovers that were incidental to or otherwise did not break the continuity of the trip), the transportation was conducted pursuant to a single ticket, the carrier or its agents knowingly sold two tickets covering cabotage service, the carrier or its agents held out cabotage service via the Internet or other advertising media, or the carrier explicitly or tacitly accepted, benefited from, or participated in a substantial arrangement with a third party to conduct cabotage operations.<sup>4</sup> In reaching conclusions regarding any future cabotage violations and any related enforcement action, the Enforcement Office will continue to consider the reasonable good faith efforts of the carrier involved to avoid engaging in conduct that the Department considers to constitute prohibited cabotage.

The Enforcement Office views seriously the obligation of all foreign air carriers to observe the statutory prohibitions on cabotage operations. Accordingly, we have carefully considered all of the available information, including that provided by JAL, but continue to believe that enforcement action is warranted. In this connection and in order to avoid litigation, the Enforcement Office and JAL have reached a settlement of this matter. Without admitting or denying the violations described above, JAL consents to the issuance of this order to cease and desist from future violations of 49 U.S.C. §§ 41302, 41703, and 41712 and to the assessment of \$65,000 in compromise of potential civil penalties otherwise assessable. Of this total penalty amount, \$32,500 shall be paid under the terms described below. The

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<sup>3</sup> While these and other circumstances not listed here may be an indication of a break in the continuity of travel, they are not definitive of such, either alone or in any particular combination.

<sup>4</sup> The Enforcement Office does not intend to preclude air carriers from continuing standard interline agreements that are common in the industry and are not used to circumvent the cabotage prohibition. We also do not intend to preclude travel agents from issuing separate tickets on separate carriers as long as the issuance of such tickets is not pursuant to an explicit or tacit arrangement with one or both air carriers to facilitate cabotage service.

remaining \$32,500 shall be suspended for one year following the issuance of this order, and then forgiven, unless, during this time period, JAL violates this order's cease and desist provision, in which case the entire unpaid portion of this civil penalty shall become due and payable immediately and JAL may be subject to further enforcement action. The Enforcement Office believes this compromise is appropriate, serves the public interest, and creates an incentive for all foreign air carriers to comply fully with the requirements of 49 U.S.C. §§ 41302, 41703, and 41712.

This order is issued under the authority contained in 49 CFR 1.57a and 14 CFR 385.15.

**ACCORDINGLY,**

1. Based on the above discussion, we approve this settlement and the provisions of this order as being in the public interest;
2. We find that Japan Airlines Company, Ltd., violated 49 U.S.C. §§ 41302 and 41703 by holding out and performing air transportation for compensation or hire between cities in the United States and Guam and the Northern Mariana Islands via Japan between May 2000 and April 2002;
3. We find that by holding out and performing air transportation for compensation or hire between cities in the United States and Guam and the Northern Mariana Islands via Japan between May 2000 and April 2002, Japan Airlines Company, Ltd., engaged in an unfair and deceptive practice in violation of 49 U.S.C. § 41712;
4. Japan Airlines Company, Ltd., and all other entities owned and controlled by, or under common ownership and control with Japan Airlines Company, Ltd., and their successors and assignees, are ordered to cease and desist from future violations of 49 U.S.C. §§ 41703, 41302, and 41712 in connection with cabotage operations;
5. Japan Airlines Company, Ltd., is assessed a civil penalty of \$65,000 in compromise of the civil penalties that might otherwise be assessed for the violations found in paragraphs 2 and 3 above. Of the assessed penalty, \$11,000 is due and payable within 30 days of the date of issuance of this order, \$11,000 is due and payable on April 15, 2003, and \$10,500 is due and payable on October 15, 2003. The remaining \$32,500 shall be suspended for one year following the issuance of this order, and then forgiven, unless, during this time period, Japan Airlines Company, Ltd., violates this order's cease and desist or payment provisions, in which case the entire unpaid portion of this civil penalty shall become due and payable immediately. Failure to pay the penalty as ordered will subject Japan Airlines Company, Ltd., to the assessment of interest, penalty, and collection charges under the Debt Collection Act, and to possible enforcement action for failure to comply with this order; and
6. Payment of the civil penalty described above shall be made by wire transfer through the Federal Reserve Communications System, commonly known as "Fed wire," to the account of the U.S. Treasury. The wire transfer shall be executed in accordance with the attached instructions.

This order will become a final order of the Department 10 days after its service unless a timely petition for review is filed or the Department takes review on its own initiative.

By:

ROSALIND A. KNAPP  
Deputy General Counsel

(SEAL)

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