

Executive Summary

This report updates a 1991 Transportation Research Board (TRB) report, *Winds of Change: Domestic Air Transport Since Deregulation*. The committee that authored *Winds of Change* endorsed deregulation. Consumers clearly had benefited from lower prices and new airline services during the 1980s, the first full decade after deregulation. More city-pair markets had three or more competitors at the end of the decade than at the beginning. Carriers had become more cost conscious and industry productivity was improving.

All of this was achieved even though many avenues for competitive entry had not been fully opened nor exploited. Important vestiges of regulation had continued, such as administrative limits on the use of some key airports and preexisting financial and contractual agreements between airport operators and established airlines. These holdover policies and practices gave the incumbent carriers advantages that helped offset the lower operating costs that some newer airlines might have enjoyed. Other post-deregulation developments favoring the incumbent carriers included the proliferation of frequent-flier programs—enticing travelers, particularly business travelers, to the services of a single carrier—as well as new ways for airlines to influence travel agents, such as offering extra commissions, known as overrides, for steering business their way.

Partly for these reasons, few new carriers survived the decade following deregulation. Competition also diminished in some markets because of the U.S. Department of Transportation's (DOT's) acceptance of most

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