



Order 2020-7-15

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

Issued by the Department of Transportation
on the 17th day of July, 2020

Served: July 17, 2020

Application of

LLC NORD WIND

for an exemption under 49 U.S.C. §40109 and an
amended foreign air carrier permit under 49 U.S.C.
§41301

Docket DOT-OST-2012-0153

ORDER GRANTING EXEMPTION AND TO SHOW CAUSE

Summary

By this order we (1) grant the application of the referenced foreign air carrier for an exemption under 49 U.S.C. §40109, subject to conditions;¹ and (2) tentatively find that it is in the public interest to grant the applicant the amended foreign air carrier permit attached as Appendix B to this order.

Background

On August 23, 2005, the Department issued a Notice, in Docket DOT-OST-2005-22228, announcing several steps designed to streamline our regulatory procedures for licensing U.S. and foreign air carriers. Among other things, the Notice stated that:

Assuming, based on the record and on the public interest/public convenience and necessity elements germane to our licensing decisions, that we were in a position to act favorably, we would proceed to issue a single order (1) granting the exemption request for whatever duration we would normally have imposed, or until

¹ The conditions are attached as Appendix A.

certificate/permit authority becomes effective, whichever is shorter, and (2) tentatively deciding (*i.e.*, show-cause) to award a corresponding certificate (or permit), again for the standard duration we would normally have imposed (such as, in the case of certificates, five years for limited-entry markets, indefinite for open-entry markets, and in the case of permits, five years for comity and reciprocity regimes, indefinite for agreement regimes).

Our action in this Order serves to implement these streamlined regulatory procedures for the application involved in this proceeding.

Application

By application filed October 10, 2019 (as supplemented),² LLC Nord Wind (Nord Wind), a foreign air carrier of the Russian Federation, requests an exemption under 49 U.S.C. §40109 and an amended foreign air carrier permit under 49 U.S.C. §41301³ to engage in scheduled foreign air transportation of persons, property, and mail between any point or points in the Russian Federation and New York, New York.

The applicant provided evidentiary materials required by 14 CFR Part 211 of our regulations to support its requests for authority.

No answers were filed to the application.

Decision

We have decided, under assigned authority and consistent with our August 23, 2005 Notice referenced above, to grant the applicant's request for exemption authority,⁴ subject to conditions, and tentatively to grant, subject to show-cause procedures, its request for an amended foreign air carrier permit, also subject to conditions.⁵

² In addition to its supplemental filings, we note that on August 4, 2016, the applicant also filed an application in this Docket for an exemption and an amended foreign air carrier permit to engage in Russia-Miami scheduled services. Concurrent with the filing of its subsequent request for Russia-NY scheduled service, the applicant advised us that it was no longer seeking Russia-Miami authority. Accordingly, we dismiss its August 4, 2016 application as moot.

³ Nord Wind's current foreign air carrier permit was issued in this Docket on February 5, 2013, by Order 2013-2-3, and authorizes it to engage in (1) charter foreign air transportation of persons, property, and mail between any point or points in the Russian Federation and any point or points in the United States; and (2) other charters in accordance with 14 CFR Part 212. The charter authority held by the applicant is subject to prior DOT approval.

⁴ Consistent with the designation provided by the Government of the Russian Federation, we are limiting the scope of the scheduled authority we are granting and tentatively granting herein to the Moscow-New York market.

⁵ On May 23, 2018, the Department issued Order 2018-5-36, imposing on certain foreign air carriers of Russia Phase 1 schedule filing requirements under 14 CFR Part 213 of the Department's regulations for all of the scheduled combination and all-cargo services operated by those carriers to/from the United States, as specified in that Order. At that time, Nord Wind's DOT authority was limited to only charter operations. In light of our

With respect to the applicant's request for exemption authority, we find that grant of this authority is consistent with the public interest; that the applicant has demonstrated, based on the record, that it is financially and operationally qualified to perform the services authorized. Furthermore, the record indicates that the applicant remains substantially owned and effectively controlled by citizens of the Russian Federation.⁶

The authority sought by the applicant is encompassed by the 1994 Air Transport Agreement between the United States and the Russian Federation.⁷ We therefore find that grant of the requested exemption authority, for a one-year term, or until the requested permit authority becomes effective, whichever occurs earlier, is warranted.

We also note that the applicant is properly licensed by its homeland to perform the proposed services. In addition, on September 21, 2012 the Federal Aviation Administration advised us that it knew of no reason why we should act unfavorably on the applicant's request. We have verified the applicant's compliance with 14 CFR Parts 203 (Warsaw liability waiver), and 205 (insurance requirements).

Finally, in the conduct of the services authorized and tentatively authorized herein, Nord Wind must adhere to the Air Transport Agreement between the United States and the Russian Federation, including its Annexes. In accordance with sections 212.9(d) of the Department's rules, Nord Wind shall not perform any charter(s) unless specific authority in the form of a statement of authorization for such charter(s) has been granted by the Department. Applications for the statements of authorization required above shall be filed in accordance with the procedures set forth in section 212.10.

Tentative Findings and Conclusions—Amended Foreign Air Carrier Permit Application

We tentatively find and conclude that the public interest warrants granting the applicant an amended foreign air carrier permit, in the form attached as Appendix B and subject to the conditions described above and the conditions attached.⁸ In particular, we tentatively find and conclude that the factors which support our grant of exemption authority to the applicant also warrant granting the applicant the amended foreign air carrier permit it seeks.

In view of the foregoing and all facts of record, we tentatively find and conclude that:

grant of scheduled combination authority in the instant action, Nord Wind is now subject to compliance with the schedule filing requirements set forth in Ordering Paragraph 2 of Order 2018-5-36.

⁶ The record indicates no substantial change in the ownership and control of the applicant as reflected in Order 2012-11-2, issued in this Docket on November 8, 2012.

⁷ At this time, the Annexes to the U.S.-Russian ATA are applied on the basis of comity and reciprocity.

⁸ The applicant's request for an amended foreign air carrier permit was summarized in the Department's published weekly list of applications filed. This notice described the authority sought and gave interested persons an opportunity to submit evidence and objections to the award of this foreign air carrier permit authority. As noted above, no answers to the application were filed.

1. It is in the public interest to issue the applicant an amended foreign air carrier permit in the form attached;
2. The applicant is fit, willing, and able properly to perform the foreign air transportation described in the attached permit and to conform to the provisions of Title 49 of the U.S. Code, and to our rules, regulations, and requirements;
3. The applicant is substantially owned and effectively controlled by citizens of its claimed homeland;
4. The public interest requires that the exercise of the privileges granted by the amended permit should be subject to the terms, conditions, and limitations contained in the attached permit, and to such other reasonable terms, conditions, and limitations required by the public interest as we may prescribe;
5. The issuance of this amended foreign air carrier permit will not constitute a major regulatory action under the Energy Policy and Conservation Act of 1975, as defined in 14 CFR §313.4(a)(1) of our regulations;⁹
6. The public interest does not require an oral evidentiary hearing on the application; and
7. Our action with respect to this amended foreign air carrier permit should, unless disapproved by the President of the United States under §41307 of Title 49 of the U.S. Code, become effective on the 61st day after its submission for §41307 review, or upon the date of receipt of advice from the President or his designee under Executive Order 12597 and implementing regulations that he or she does not intend to disapprove this portion of the Department's decision under that section, whichever occurs earlier.

In view of the above, and acting under authority assigned by the Department in its regulations, 14 CFR Part 385, we find that (1) our actions are consistent with Department policy; and (2) with respect to the exemption authority we are conferring on the applicant, the applicant is qualified to perform those operations; and that grant of the exemption authority is consistent with the public interest and would not constitute a major regulatory action under the Energy Policy and Conservation Act of 1975.

ACCORDINGLY,

1. We grant the request of LLC Nord Wind for an exemption under 49 U.S.C. §40109 to permit it to engage in (1) scheduled foreign air transportation of persons, property, and mail between Moscow, Russia, and New York, New York;¹⁰ (2) charter foreign air transportation

⁹ This finding is based on the fact that the grant of this permit will not result in a near-term net annual change in aircraft fuel consumption of 10 million gallons or more.

¹⁰ As specified in the text of this Order, we are imposing on the applicant the schedule filing requirements imposed by Order 2018-5-36.

of persons, property, and mail between any point or points in the Russian Federation and any point or points in the United States; and (3) other charters in accordance with 14 CFR Part 212 of the Department's regulations;

2. The exercise of the privileges granted above is subject to LLC Nord Wind's compliance with the conditions listed in Appendix A, and to the condition that, in the conduct of the services authorized herein, LLC Nord Wind must adhere to the Air Transport Agreement between the United States and the Russian Federation, including its Annexes. In accordance with §212.9(d) of the Department's rules, LLC Nord Wind shall not perform any charter(s) unless specific authority in the form of a statement of authorization for such charter(s) has been granted by the Department. Applications for statements of authorization required above shall be filed in accordance with the procedures set forth in §212.10;

3. We dismiss, as moot, LLC Nord Wind's August 4, 2016, application filed in this Docket for an exemption and an amended foreign air carrier permit to engage in Russia-Miami scheduled services;

4. Our action granting the exemption authority described herein is effective immediately, for a period of one year from the issue date of this order, or until the attached permit becomes effective, whichever is earlier;

5. We may amend, modify, or revoke the exemption authority set forth herein at our discretion at any time and without hearing;

6. To the extent not acted upon above, we dismiss all requests for exemption authority in this Docket (DOT-OST-2012-0153);

7. With respect to the applicant's request for an amended foreign air carrier permit in this proceeding, we direct all interested persons to show cause why our tentative decision on that application, set forth above, should not be made final;

8. Any interested person objecting to the issuance of an order making final our tentative findings and conclusions with respect to the applicant's request for an amended foreign air carrier permit shall, no later than twenty-one (21) calendar days after the date of service of this order, file with the Department and serve on the parties to this proceeding, a statement of objections specifying the part or parts of the tentative findings and conclusions objected to, together with a summary of testimony, statistical data, and concrete evidence to be relied upon in support of the objections; if objections are filed, answers to objections are due no later than seven (7) calendar days thereafter;

9. If timely and properly supported objections are filed, we will give further consideration to the matters and issues raised by the objections before we take further action;

10. In the event no objections are filed, all further procedural steps shall be deemed waived, and the Department will enter an order which will (subject to Presidential review under

§41307 of Title 49 of the U.S. Code) make final our tentative findings and conclusions set forth in this order; and

11. We will serve a copy of this order on LLC Nord Wind, the Embassy of the Russian Federation in Washington, D.C., the Federal Aviation Administration, and the U.S. Department of State.

Persons entitled to petition the Department for review of this order under the Department's regulations, 14 CFR §385.30, may file their petitions within seven (7) days after the date of issuance of this order. Our action with respect to the applicant's request for exemption authority under 49 U.S.C. §40109 is effective immediately, and the filing of a petition for review will not alter such effectiveness.

By:

ESTA M. ROSENBERG
Acting Director
Office of International Aviation

(SEAL)

Appendices

An electronic version of this document is available on the World Wide Web at:
<http://www.regulations.gov>

In the conduct of the operations authorized, the foreign carrier applicant shall:

- (1) Not conduct any operations unless it holds a currently effective authorization from its homeland for such operations, and it has filed a copy of such authorization with the Department;
- (2) Comply with all applicable requirements of the Federal Aviation Administration, the Transportation Security Administration, and with all applicable U.S. Government requirements concerning security, including, but not limited to, 14 CFR Parts 129, 91, and 36 and 49 CFR Part 1546 or 1550, as applicable. To assure compliance with all applicable U.S. Government requirements concerning security, the holder shall, before commencing any new service (including charter flights) from a foreign airport that would be the holder's last point of departure for the United States, contact its International Industry Representative (IIR) (formerly referred to as International Principal Security Inspector) to advise the IIR of its plans and to find out whether the Transportation Security Administration has determined that security is adequate to allow such airport(s) to be served;
- (3) Comply with the requirements for minimum insurance coverage contained in 14 CFR Part 205, and, prior to the commencement of any operations under this authority, file evidence of such coverage, in the form of a completed OST Form 6411, with the Federal Aviation Administration's Program Management Branch (AFS-260), Flight Standards Service (any changes to, or termination of, insurance also shall be filed with that office);
- (4) Not operate aircraft under this authority unless it complies with operational safety requirements at least equivalent to Annex 6 of the Chicago Convention;
- (5) Conform to the airworthiness and airman competency requirements of its Government for international air services;
- (6) Except as specifically exempted or otherwise provided for in a Department Order, comply with the requirements of 14 CFR Part 203, concerning waiver of Warsaw Convention liability limits and defenses;
- (7) Agree that operations under this authority constitute a waiver of sovereign immunity, for the purposes of 28 U.S.C. 1605(a), but only with respect to those actions or proceedings instituted against it in any court or other tribunal in the United States that are: (a) based on its operations in international air transportation that, according to the contract of carriage, include a point in the United States as a point of origin, point of destination, or agreed stopping place, or for which the contract of carriage was purchased in the United States; or (b) based on a claim under any international agreement or treaty cognizable in any court or other tribunal of the United States. In this condition, the term "international air transportation" means "international transportation" as defined by the Warsaw Convention, except that all States shall be considered to be High Contracting Parties for the purpose of this definition;
- (8) Except as specifically authorized by the Department, originate or terminate all flights to/from the United States in its homeland;
- (9) Comply with the requirements of 14 CFR Part 217, concerning the reporting of scheduled, nonscheduled, and charter data;
- (10) If charter operations are authorized, except as otherwise provided in the applicable aviation agreement, comply with the Department's rules governing charters (including 14 CFR Parts 212 and 380);
- (11) Comply with such other reasonable terms, conditions, and limitations required by the public interest as may be prescribed by the Department, with all applicable orders or regulations of other U.S. agencies and courts, and with all applicable laws of the United States; and
- (12) Be subject to all applicable provisions of any treaty, convention or agreement affecting international air transportation now in effect, or that may become effective during the period this exemption remains in effect, to which the United States and the holder's homeland are or shall become parties.

This authority shall not be effective during any period when the holder is not in compliance with the conditions imposed above. Moreover, this authority cannot be sold or otherwise transferred without explicit Department approval under Title 49 of the U.S. Code.

Issued by
Order 2020-



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

PERMIT TO FOREIGN AIR CARRIER
(as amended)

LLC NORD WIND

A Foreign Air Carrier of the Russian Federation

is authorized, subject to the following provisions, the provisions of Title 49 of the U.S. Code, and the orders, rules, and regulations of the Department of Transportation, to engage in foreign air transportation of persons, property, and mail as follows:

Scheduled foreign air transportation of persons, property, and mail between Moscow, Russia, and New York, New York; and

Charter foreign air transportation of persons, property, and mail between any point or points in the Russian Federation and any point or points in the United States.

The holder shall also be authorized to engage in other charter trips in foreign air transportation, subject to the terms, conditions, and limitations of the Department's regulations governing charters.

This permit and the exercise of the privileges granted in it shall be subject to the terms, conditions and limitations in both the order issuing this permit and the attachment to this order, and to all applicable provisions of any treaty, convention or agreement affecting international air transportation now in effect, or that may become effective during the period this permit remains in effect, to which the United States and the holder's homeland are or shall become parties.

This permit shall be effective on _____, 2020. Unless otherwise terminated at an earlier date pursuant to the terms of any applicable treaty, convention or agreement, this permit shall terminate (1) upon the dissolution or liquidation of the holder to whom it was issued; (2) upon the effective date of any treaty, convention, or agreement or amendment, which shall have the effect of eliminating the bilateral right for the service authorized by this permit from the service which may be operated by airlines designated by the Government of the Russian Federation (or, if the right is partially eliminated, then the authority of this

permit shall terminate in like part); (3) upon the effective date of any permit granted by the Department to any other carrier designated by the Government of the Russian Federation in lieu of the holder; or (4) upon the termination or expiration of the applicable air services agreement between the United States and the Russian Federation. However, clause (4) of this paragraph shall not apply if prior to such termination or expiration, the foreign air transportation authorized herein becomes the subject of another treaty, convention or agreement to which the United States and the Russian Federation become parties.

The Department of Transportation has executed this permit and affixed its seal on _____, 2020.

By:

ESTA M. ROSENBERG
Acting Director
Office of International Aviation

(SEAL)

Foreign Carrier Permit Conditions

In the conduct of the operations authorized, the foreign carrier applicant(s) shall:

- (1) Not conduct any operations unless it holds a currently effective authorization from its homeland for such operations, and it has filed a copy of such authorization with the Department;
- (2) Comply with all applicable requirements of the Federal Aviation Administration, the Transportation Security Administration, and with all applicable U.S. Government requirements concerning security, including, but not limited to, 14 CFR Parts 129, 91, and 36 and 49 CFR Part 1546 or 1550, as applicable. To assure compliance with all applicable U.S. Government requirements concerning security, the holder shall, before commencing any new service (including charter flights) from a foreign airport that would be the holder's last point of departure for the United States, contact its International Industry Representative (IIR) (formerly referred to as International Principal Security Inspector) to advise the IIR of its plans and to find out whether the Transportation Security Administration has determined that security is adequate to allow such airport(s) to be served;
- (3) Comply with the requirements for minimum insurance coverage contained in 14 CFR Part 205, and, prior to the commencement of any operations under this authority, file evidence of such coverage, in the form of a completed OST Form 6411, with the Federal Aviation Administration's Program Management Branch (AFS-260), Flight Standards Service (any changes to, or termination of, insurance also shall be filed with that office);
- (4) Not operate aircraft under this authority unless it complies with operational safety requirements at least equivalent to Annex 6 of the Chicago Convention;
- (5) Conform to the airworthiness and airman competency requirements of its Government for international air services;
- (6) Except as specifically exempted or otherwise provided for in a Department Order, comply with the requirements of 14 CFR Part 203, concerning waiver of Warsaw Convention liability limits and defenses;
- (7) Agree that operations under this authority constitute a waiver of sovereign immunity, for the purposes of 28 U.S.C. 1605(a), but only with respect to those actions or proceedings instituted against it in any court or other tribunal in the United States that are: (a) based on its operations in international air transportation that, according to the contract of carriage, include a point in the United States as a point of origin, point of destination, or agreed stopping place, or for which the contract of carriage was purchased in the United States; or (b) based on a claim under any international agreement or treaty cognizable in any court or other tribunal of the United States. In this condition, the term "international air transportation" means "international transportation" as defined by the Warsaw Convention, except that all States shall be considered to be High Contracting Parties for the purpose of this definition;
- (8) Except as specifically authorized by the Department, originate or terminate all flights to/from the United States in its homeland;
- (9) Comply with the requirements of 14 CFR Part 217, concerning the reporting of scheduled, nonscheduled, and charter data;
- (10) If charter operations are authorized, except as otherwise provided in the applicable aviation agreement, comply with the Department's rules governing charters (including 14 CFR Parts 212 and 380); and
- (11) Comply with such other reasonable terms, conditions, and limitations required by the public interest as may be prescribed by the Department, with all applicable orders or regulations of other U.S. agencies and courts, and with all applicable laws of the United States.

This authority shall not be effective during any period when the holder is not in compliance with the conditions imposed above. Moreover, this authority cannot be sold or otherwise transferred without explicit Department approval under Title 49 of the U.S. Code.

12/2007