

For example, as reflected on the Dashboard, all 10 of the largest U.S. airlines guarantee a meal and rebooking without charge on the ticketed airline, and 9 guarantee hotel accommodation and ground transportation to and from the hotel for passengers affected by controllable overnight delays and cancellations.

Regarding new rebooking requirements for individuals with disabilities affected by flight disruptions and changes, the Department recognizes that many airlines will voluntarily rebook passengers without charge when there are changes to the accessibility features of a passenger's flight.<sup>8</sup> In addition, the Department's recent final rule, "Ensuring Safe Accommodations for Air Travelers with Disabilities Using Wheelchairs" (2024 Wheelchair Rule), issued after the Airline Passenger Rights ANPRM, has already extended new regulatory rebooking protections to those passengers with disabilities who use wheelchairs and scooters.<sup>9</sup> The 2024 Wheelchair Rule requires airlines to offer free rebooking on the next available flight of the same or partner airline if the passenger's wheelchair or scooter is not loaded onto their scheduled flight or does not fit on the scheduled flight.<sup>10</sup>

With respect to passenger compensation requirements, four of the largest U.S. airlines have already chosen voluntarily to commit in their customer service plans to provide passengers compensation for cancellations and significant delays that are controllable by the airline in the form of credits, travel vouchers, or frequent flyer miles.<sup>11</sup> Based on the Department's enforcement experience, some airlines may even offer compensation to accommodate passengers on a case-by-case basis to encourage loyalty despite not being obligated to do so.

Further supporting that airline commitments for cancellations and delays should be addressed without

additional regulatory requirements on airlines, the FAA Reauthorization Act of 2024 requires the Department to "establish, maintain, and make publicly available" a "dashboard that displays information regarding the services and compensation provided by each large air carrier to mitigate any passenger inconvenience caused by a delay or cancellation due to circumstances in control of such carrier."<sup>12</sup> The Department has continued to publicize airlines' voluntary commitments to provide services and compensation on the Dashboard consistent with this statutory mandate.

In addition, the Department is not convinced that a new regulatory regime that includes passenger compensation requirements would yield meaningful improvements in airline flight performance. Over 20 years ago, the European Union (EU) imposed requirements similar to those explored in the Department's ANPRM, and the public comments and data presented do not demonstrate conclusively that those requirements have resulted in meaningful improvements to the reliability of flights covered by the EU regime.<sup>13</sup> Rather than issuing burdensome and complex new regulations not supported by data, the Department is focusing its efforts on helping airlines improve performance for consumers through improvements to the National Air Space (NAS). DOT's efforts to increase the number of air traffic controllers and create a state-of-the-art, brand new air control system will provide airlines a better operational environment to serve air travelers reliably. In addition, the Department is concerned that regulations, such as those discussed in the ANPRM, may discourage airlines from focusing on investments in new technologies to address cancellation and delays directly. This is a tradeoff that the Department is not prepared to accept. The Department therefore finds, consistent with section 2(a)(vi) of E.O. 14219, that the ANPRM risks harm to the national interest by significantly and unjustifiably impeding technological innovation. In addition, with some

annual cost estimates projected to exceed \$5 billion dollars (which could potentially be passed down to American consumers in the form of higher ticket prices), with no appreciable data documenting operational improvements, the Department finds, consistent with section 2(a)(v) of E.O. 14219, that the ANPRM would impose significant costs upon private parties that are not outweighed by public benefits.

Given the foregoing considerations, the Department concludes that regulatory action requiring specific services and compensation for significant flight disruptions would result in unnecessary regulatory burdens, does not correspond with the policies and priorities of the Department and Administration, and is inconsistent with E.O. 14192 and E.O. 14219 and is thus withdrawing the ANPRM.

Signed in Washington, DC.

**Gregory D. Cote,**

*Principal Deputy General Counsel.*

[FR Doc. 2025–20042 Filed 11–14–25; 8:45 am]

**BILLING CODE 4910–9X–P**

## DEPARTMENT OF THE INTERIOR

### Office of Surface Mining Reclamation and Enforcement

#### 30 CFR Part 917

[SATS No. KY–267–FOR; Docket ID: OSM–2025–0023; S1D1S SS08011000 SX064A000 256S180110; S2D2S SS08011000 SX064A000 25XS501520]

#### Kentucky Regulatory Program

**AGENCY:** Office of Surface Mining Reclamation and Enforcement, Interior.

**ACTION:** Proposed rule; public comment period and opportunity for public hearing on proposed amendment.

**SUMMARY:** We, the Office of Surface Mining Reclamation and Enforcement (OSMRE), announce receipt of a proposed amendment to the Kentucky regulatory program (Kentucky program) under the Surface Mining Control and Reclamation Act of 1977 (SMCRA or the Act). Through this program amendment, Kentucky seeks to amend its law to add a statutory definition for "long-term treatment" and to specify how the additional bonds for long-term treatment are to be calculated.

**DATES:** We will accept written comments on this amendment until 4:00 p.m., eastern time, on December 17, 2025. If requested, we may hold a public hearing or meeting on the amendment on December 12, 2025. We will accept

<sup>8</sup> See, e.g., comment from A4A and IATA on DOT rule, Ensuring Safe Accommodations for Air Travelers with Disabilities Using Wheelchairs, available at <https://www.regulations.gov/comment/DOT-OST-2022-0144-1950> (discussing airline voluntary rebooking practices for passengers with wheelchairs and other mobility aids).

<sup>9</sup> RIN 2105–AAF14, 89 FR 102398 (Dec. 17, 2024).

<sup>10</sup> See 89 FR 102398 (Dec. 17, 2024). The Department published a **Federal Register** notice stating that it will not enforce the 2024 Wheelchair Rule before August 1, 2025. See 90 FR 24319 (June 10, 2025). On September 30, 2025, the Department published another **Federal Register** notice that temporarily delays enforcement of certain provisions in the 2024 Wheelchair Rule but does not impact enforcement of the majority of the requirements, including this rebooking requirement. 90 FR 46751.

<sup>11</sup> See [www.flihtights.gov](http://www.flihtights.gov).

<sup>12</sup> See Public Law 118–63, 138 Stat. 1025 (2024).

<sup>13</sup> See 89 FR 99760, 99773 (Dec. 11, 2024) (comparing a working paper by the European University Institute finding "an economically important and statistically significant effect of EC261 regulation [covering compensation and services] on both departure and arrival delay, as well as on-time performance" with a study contracted by the European Commission that concluded that it was "possible" that the EU regulation "has a marginal impact on the proportion of flights delayed" but stating that the impact "does not appear to be significant compared to other factors").

requests to speak at a hearing until 4:00 p.m., eastern time, on December 2, 2025.

**ADDRESSES:** You may submit comments, identified by SATS No. KY-267-FOR, by any of the following methods:

- *Mail/Hand Delivery:* Mr. Justin Adams, Acting Field Office Director, Lexington Field Office, Office of Surface Mining Reclamation and Enforcement, 2675 Regency Road, Lexington, KY 40503.

- *Fax:* (859) 260-8410.

- *Federal eRulemaking Portal:* The amendment has been assigned Docket ID OSM-2025-0023. If you would like to submit comments, go to <http://www.regulations.gov>. Follow the instructions for submitting comments.

*Instructions:* All submissions received must include the agency name and docket number for this rulemaking. For detailed instructions on submitting comments and additional information on the rulemaking process, see the “Public Comment Procedures” heading of the **SUPPLEMENTARY INFORMATION** section of this document.

*Docket:* For access to the docket to review copies of the Kentucky program, this amendment, a listing of any scheduled public hearings or meetings, and all written comments received in response to this document, you must go to the address listed below during normal business hours, Monday through Friday, excluding holidays: OSMRE’s Lexington Field Office: Mr. Justin Adams, Acting Field Office Director, Lexington Field Office, Office of Surface Mining Reclamation and Enforcement, 2675 Regency Road, Lexington, KY 40503, telephone: (304) 977-7177, email: [jadams@osmre.gov](mailto:jadams@osmre.gov). The full text of the program amendment is available for you to read at <https://www.regulations.gov>. You may receive one free copy of the amendment by contacting Mr. Adams at the above contact information.

In addition, you may review a copy of the amendment during regular business hours at the following location: Ms. Dawn Baase, Regulation Coordinator, Department for Natural Resources, Kentucky Energy and Environment Cabinet, 300 Sower Boulevard, Frankfort, KY 40601, telephone: (502) 782-6311, email: [dawn.baase@ky.gov](mailto:dawn.baase@ky.gov).

**FOR FURTHER INFORMATION CONTACT:** Mr. Justin Adams, Office of Surface Mining Reclamation and Enforcement, 2675 Regency Road, Lexington, KY 40503. Telephone: (304) 977-7177; email: [jadams@osmre.gov](mailto:jadams@osmre.gov).

#### **SUPPLEMENTARY INFORMATION:**

I. Background on the Kentucky Program  
II. Description of the Proposed Amendment  
III. Public Comment Procedures

#### **IV. Statutory and Executive Orders Reviews**

##### **I. Background on the Kentucky Program**

Section 503(a) of the Act permits a State to assume primacy for the regulation of surface coal mining and reclamation operations on non-Federal and non-Indian lands within its borders by demonstrating that its approved State program includes, among other things, State laws and regulations that govern surface coal mining and reclamation operations in accordance with the Act and consistent with the Federal regulations. See 30 U.S.C. 1253(a)(1) and (7). On the basis of these criteria, the Secretary of the Interior conditionally approved the Kentucky program effective May 18, 1982. You can find background information on the Kentucky program, including the Secretary’s findings, the disposition of comments, and conditions of approval of the Kentucky program in the May 18, 1982, **Federal Register** (47 FR 21434). You can also find later actions concerning the Kentucky program and program amendments at 30 CFR 917.11, 917.12, 917.13, 917.15, 917.16, and 917.17.

##### **II. Description of the Proposed Amendment**

By letter dated June 5, 2025, (Administrative Record No. KY-2010-01), Kentucky sent us an amendment to its program under SMCRA (30 U.S.C. 1201 *et seq.*). This submission proposes to define “long-term treatment.” We did not approve Kentucky’s prior attempt to define “long-term treatment” in our decision associated with KY-262 on September 21, 2023 (88 FR 65125).

With this submission, the Kentucky Department for Natural Resources proposes to amend its regulatory program reflecting statutory changes made by the Kentucky General Assembly. Under this proposed program amendment (KY-267), Kentucky seeks to add a definition for “long-term treatment” to Kentucky Revised Statutes (KRS) 350.10(27) and to amend KRS 350.060 to specify how the additional bonds for long-term treatment are calculated. These statutory changes were passed by the Kentucky General Assembly during the 2025 legislative session in Senate Bill 89 and found in the 2025 Regular Session Acts of the Kentucky General Assembly at chapter 119 (2025 KY. Acts ch. 119, sec. 3 and 4). The full text of the program amendment is available for you to read at the locations listed above under **ADDRESSES** and at <http://www.regulations.gov>.

##### **III. Public Comment Procedures**

Under the provisions of 30 CFR 732.17(h), we are seeking your comments on whether the amendment satisfies the applicable program approval criteria of 30 CFR 732.15. If we approve the amendment, it will become part of the State program.

##### *Electronic or Written Comments*

If you submit written or electronic comments on the proposed rule during the 30-day comment period, they should be specific, confined to issues pertinent to the proposed regulations, and explain the reason for any recommended changes. We appreciate any and all comments, but those most useful and likely to influence decisions on the final regulations will be those that either involve personal experience or include citations to and analyses of SMCRA, its legislative history, its implementing regulations, case law, other pertinent State or Federal laws or regulations, technical literature, or other relevant publications.

We cannot ensure that comments received after the close of the comment period (see **DATES**) or sent to an address other than those listed (see **ADDRESSES**) will be included in this proposed rule’s docket and considered.

##### *Public Availability of Comments*

Before including your address, phone number, email address, or other personal identifying information in your comment, you should be aware that your entire comment, including your personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

##### *Public Hearing and Meeting*

If you wish to speak at a public hearing, contact the person listed under **FOR FURTHER INFORMATION CONTACT** by 4:00 p.m., eastern time, on December 2, 2025. If you are disabled and need reasonable accommodations to attend a public hearing, contact the person listed under **FOR FURTHER INFORMATION CONTACT**. We will arrange the location and time of the hearing with those persons requesting the hearing. If no one requests an opportunity to speak, we will not hold a hearing.

To assist the transcriber and ensure an accurate record, we request, if possible, that each person who speaks at the public hearing provide us with a written copy of his or her comments. The public hearing will continue on the specified date until everyone scheduled to speak

has been given an opportunity to be heard. If you are in the audience and have not been scheduled to speak and wish to do so, you will be allowed to speak after those who have been scheduled. We will end the hearing after everyone scheduled to speak and others present in the audience who wish to speak, have been heard.

If only one person requests an opportunity to speak, we may hold a public meeting rather than a public hearing. If you wish to meet with us to discuss the amendment, please request a meeting by contacting the person listed under **FOR FURTHER INFORMATION CONTACT**.

Any meeting is open to the public and, if possible, we will post notices of meetings at the locations listed under **ADDRESSES**. We will make a written summary of each meeting a part of the administrative record.

#### IV. Statutory and Executive Order Reviews

*Executive Order 12866—Regulatory Planning and Review and Executive Order 13563—Improving Regulation and Regulatory Review*

Executive Order 12866 provides that the Office of Information and Regulatory Affairs in the Office of Management and Budget (OMB) will review all significant rules. Pursuant to OMB guidance dated October 12, 1993, the approval of State program amendments is exempted from OMB review under Executive Order 12866.

#### *Other Laws and Executive Orders Affecting Rulemaking*

When a State submits a program amendment to OSMRE for review, our regulations at 30 CFR 732.17(h) require us to publish a notice in the **Federal Register** indicating receipt of the proposed amendment, its text or a summary of its terms, and an opportunity for public comment. We conclude our review of the proposed amendment after the close of the public comment period and determine whether the amendment should be approved, approved in part, or not approved. At that time, we will also make the determinations and certifications required by the various laws and Executive orders governing the rulemaking process and include them in the final rule.

#### List of Subjects in 30 CFR Part 917

Intergovernmental relations, Surface mining, Underground mining.

**Ben H. Owens,**

*Acting Regional Director, North Atlantic—Appalachian Region.*

[FR Doc. 2025–20018 Filed 11–14–25; 8:45 am]

**BILLING CODE 4310–05–P**

#### DEPARTMENT OF THE TREASURY

#### Financial Crimes Enforcement Network

#### 31 CFR Part 1010

**RIN 1506–AB70**

#### Proposal of Special Measure Regarding Transactions Involving Ten Mexican Gambling Establishments as a Class of Transactions of Primary Money Laundering Concern

**AGENCY:** Financial Crimes Enforcement Network (FinCEN), Treasury.

**ACTION:** Notice of proposed rulemaking.

**SUMMARY:** FinCEN is issuing a notice of proposed rulemaking, pursuant to section 311 of the USA PATRIOT Act, that finds transactions involving ten identified Mexico-based gambling establishments to be a class of transactions of primary money laundering concern, and proposes imposing a special measure to: (1) prohibit U.S. financial institutions from opening or maintaining a correspondent account for any foreign banking institution if such account is used to process transactions involving any of the gambling establishments, and (2) require U.S. financial institutions to apply special due diligence to their correspondent accounts that is reasonably designed to guard against the use of such accounts to process transactions involving any of the gambling establishments.

**DATES:** Written comments on the notice of proposed rulemaking must be submitted on or before December 17, 2025.

**ADDRESSES:** Comments must be submitted in one of the following two ways (please choose only one of the ways listed):

- **Federal E-rulemaking Portal:** <https://www.regulations.gov>. If you are reading this document on [federalregister.gov](https://www.federalregister.gov), you may use the green “SUBMIT A PUBLIC COMMENT” button beneath this rulemaking’s title to submit a comment to the *regulations.gov* docket.

- **Mail:** Financial Crimes Enforcement Network, P.O. Box 39, Vienna, VA

22183. Refer to Docket Number FINCEN–2025–0138 in the submission.

Do not include any personally identifiable information (such as name, address, or other contact information) or confidential business information that you do not want publicly disclosed. All comments are public records; they are publicly displayed exactly as received, and will not be deleted, modified, or redacted. Comments may be submitted anonymously.

Follow the search instructions on <https://www.regulations.gov> to view public comments.

**FOR FURTHER INFORMATION CONTACT:** FinCEN’s Regulatory Support Section at [www.fincen.gov/contact](http://www.fincen.gov/contact).

#### SUPPLEMENTARY INFORMATION:

##### I. Statutory Provisions

Section 311 of the USA PATRIOT Act<sup>1</sup> (section 311), codified at 31 U.S.C. 5318A, grants the Secretary of the Treasury (Secretary) the authority to make a finding that “reasonable grounds exist for concluding” that any of the following “is of primary money laundering concern”:

(i) A jurisdiction outside of the United States;

(ii) One or more financial institutions operating outside of the United States;

(iii) One or more classes of transactions within, or involving, a jurisdiction outside of the United States; or

(iv) One or more types of accounts.<sup>2</sup>

Upon making such a finding, the Secretary is authorized to require domestic financial institutions and domestic financial agencies—collectively, “covered financial institutions”—to take certain “special measures.” The five special measures set out in section 311 are safeguards that may be employed to defend the U.S. financial system from money laundering and terrorist financing risks. The Secretary may impose one or more of these special measures to protect the U.S. financial system from such threats. Through special measures one through four, the Secretary may impose additional recordkeeping, information collection, and reporting requirements on covered financial institutions.<sup>3</sup> Through special measure five, the Secretary may “prohibit, or impose

<sup>1</sup> Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism (USA PATRIOT) Act of 2001, Public Law 107–56, 115 Stat. 272 (Oct. 26, 2001).

<sup>2</sup> 31 U.S.C. 5318A(a)(1).

<sup>3</sup> 31 U.S.C. 5318A(b)(1)–(4). For purposes of this proposed rulemaking, the term “covered financial institution” has the same meaning as provided at 31 CFR 1010.605(e)(1); see *infra* Section VI.A.3.