



**Notice of Proposed Rule Making  
NPRM 25/16/100-21  
19 November 2025**

**Part 100  
Safety and Quality Management  
Systems**

**Consequential Amendments  
Nil**

**Docket 25/16/CAR100-21  
2025 Rules Review**

Proposed Applicable 19 November 2025



## Background to the Civil Aviation Rules

The Papua New Guinea (PNG) Civil Aviation Rules (CARs) establish the *minimum* regulatory safety standards and boundary for participants to gain entry into, operate within, and exit the PNG civil aviation system. The PNG Rules are divided into Parts and each Part contains a series of individual rules which relate to a particular aviation activity.

Advisory Circulars accompany many rule Parts and contain information about standards, practices and procedures that the Director has been established to be an ‘*Acceptable Means of Compliance*’ (AMC) for the associated rule. An Advisory Circular may also contain Guidance Material (GMs) and Explanatory Material (EMs) to facilitate compliance with the rule requirements.

The objective of the Civil Aviation Rules system is to obtain a balance of responsibility between, on the one hand, the State and regulatory authority, the Civil Aviation Safety Authority of PNG (CASA PNG) and, on the other hand, those who provide services and exercise privileges in the civil aviation system. This balance must enable the State and regulatory authority to set standards for, and monitor performance of aviation participants whilst providing the maximum flexibility for the participants to develop compliance within the safety boundary.

Section 45 of the *Civil Aviation Act 2000* prescribes general requirements for participants in the civil aviation system and requires, amongst other things, participants to carry out their activities safely and in accordance with the relevant prescribed safety standards and practices. Section 69 of the Act allows the Minister to make ordinary rules for any of the following purposes:

- (a) The implementation of Papua New Guinea’s obligations under the Convention
- (b) To provide for a safe, sustainable, effective and efficient aviation services
- (c) The provision of aviation meteorological services, search and rescue services and civil aviation security programmers and services
- (d) Assisting aviation safety and security, including but not limited to personal security
- (e) Assisting economic development
- (f) Improving access and mobility
- (g) Protecting and promoting public health
- (h) Ensuring environmental sustainability
- (i) Any matter related or reasonably incidental to any of the following:
  - (1) The Minister’s functions and role under section 8 of the Act;
  - (2) The Authority’s general objects and functions under section 11 of the Act;
  - (3) The Authority’s functions in relation to safety under section 12 of the Act; and
  - (4) The Director’s functions and powers under section of 17 the Act
  - (5) The Director’s powers under section 52A, 53 and 54 of the Act
- (j) Any other matter contemplated by any provision of the Act.



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## 1. Purpose of this NPRM

The purpose of this Notice of Proposed Rulemaking is to submit for consideration the proposed amendments to Civil aviation Rule Part 100.

## 2. Background to the Proposal

### 2.1 General Summary

The last major amendment to Part 100 was amendment 2 with adoption and transposition of ICAO Annex 19 Amendment 1.

Amendment 3 of Part 100 aligns with the following:

- Amendment 49, Annex 6, Part I
- Amendment 19 to Annex 13
- Amendment 18 of ICAO Annex 17; and
- Amendment 2 to Annex 19.

This NPRM proposes the adoption of safety performance including acceptable level of safety performance (ALoSP), cyber threats, human factors including just culture, emergency response planning and training, inclusion of 15000kg MTOW for flight data analysis including high risk categories definition and reporting and finally the requirement of state safety programme (SSP).

### 2.2 NPRM Development

As a signatory to the Convention on International Civil Aviation, Papua New Guinea is committed to aligning its regulations to ICAO SARPS, where practicable. NPRM development is triggered by several key factors. A primary trigger for NPRM is the amendments of various Annexes to the Convention. Additionally, NPRMs may be triggered when internal reviews, audits or accident and incident investigations reveal safety or compliance gaps in existing regulations that could impact aviation safety. Evolving industry best practices and technological advancements play a significant role in driving the need for regulatory updates through NPRMs. The proposed amendments are developed in consultation with internal subject matter experts.

### 2.3 Key Stakeholders

The Civil Aviation Safety Authority identifies the following as key stakeholders for the proposed rule amendments contained in this NPRM:

- (1) The Civil Aviation Safety Authority
- (2) The Ministry for Transport
- (3) The Ministry of Civil Aviation
- (4) Aviation Document Holders
- (5) Other interested Stakeholders

## 3. Consequential Amendments

There are no consequential amendments.



## 4. Exemptions

There are no current Exemptions against this Rule Part.

## 5. Impact Assessment

### 5.1 Safety

This amendment has a positive impact on improving overall safety.

### 5.2 Compliance Cost

The compliance cost is minimal.

### 5.3 Security

This amendment has a positive impact on improving overall security.

### 5.4 Environment

Negligible environmental impact.

### 5.5 Efficiency and capacity

Implementation will result in efficiency gains and overall positive impact.

### 5.6 Expected implementation time

Date of publication of final rule.

## 6. Summary of changes

The proposed changes in amendment 03 of CAR Part 100 relate to:

(a) New Rules:

- Rule 100.3 Definitions & abbreviations.
- Rule 100.55(c) and 55(d) for safety performance parameters.
- Rule 100.61 (c) for inclusion of human factors and cyber threats.
- Rule 100.63(b)(6) for cyber threats at interfaces.
- Rule 100.65(c) for human factors consideration in change management.
- Rule 100.69(b)(4)&(5) for just culture.
- Rule 100.71(a)(4) for training and conducting exercises for emergencies.
- Rule 100.73(f) for internal SMS training.
- Rule 100.75(c) & (d) for identifying and reporting of high risk categories.
- Rule 100.77(c) for reporting of safety performance.

(b) Amendments to existing Rules:

- Rule 100.75 (a)(i) & (a)(ii) (d) for flight data analysis.
- Rule 100.77(a)(2) reporting safety performance.

(c) Minor editorial/grammatical/syntax amendments



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- NIL

## 7. Legislative Analysis

### 7.1 Power to make rules

The Minister may make ordinary rules under sections 69, 70, 71 and 72 of the *Civil Aviation Act 2000*, for various purposes including implementing Papua New Guinea's obligations under the Convention, assisting aviation safety and security, and any matter contemplated under the Act.

These proposed rules are made pursuant to:

- (a) Section 69(1)(a) which provides for the Minister to make rules for the implementation of Papua New Guinea's obligations under the Convention;
- (b) Section 72(a) which provides for the Minister to make rule for the designation, classification and certification of-
  - (1) Air services;
  - (2) Aerodrome operators;
  - (3) Aviation security providers;
  - (4) Aviation training organizations;
  - (5) Aircraft design, manufacture, maintenance and supply organizations;
  - (6) Air traffic services;
  - (7) Aviation meteorological services;
  - (8) Aeronautical communication services; and
  - (9) Aeronautical procedures.

The proposed amendment of Part 100 complies with the requirements of the *Civil Aviation Act* and does not contravene the *Constitution*, the *Aerodrome (Business Concession) Act*, *Civil Aviation (Air Craft Operator Liability) Act*, *Aircraft Charges Act*, *Airport Departure Tax Act*, the *Explosive Act*, *Firearms Act*, *Customs Act*, *Plant and Disease Control Act* and the *Environmental Act*.

The proposed Rule has been checked for language and compliance with the legal conventions of Papua New Guinea.

### 7.2 Matters to be taken into account

This NPRM is developed in accordance with the primary statutory requirements, including but not limited to those set out in s.2 and s. 75 of the Act and key government policy priorities. The matters taken into consideration include:

- 7.2.1 Enhancing safety, security, efficiency, and service quality in the civil aviation system in a sustainable manner.
- 7.2.2 Facilitating access to the air transport network, contributing to the economic and social development of Papua New Guinea.
- 7.2.3 Establishing rules of operation and responsibilities within the civil aviation system to promote safety and security at a reasonable cost.
- 7.2.4 Implementing Papua New Guinea's obligations under international aviation and



meteorological agreements.

7.2.5 Modernizing and harmonizing regulations with international practice is important.

7.2.6 Ensuring provision of civil aviation and meteorological services and facilities as efficiently and economically as practicable.

7.2.7 Driving sustainability and inclusive national development and

7.2.8 Engaging all stakeholders through transparent policy and rulemaking processes.

## 8. Submissions on the NPRM

### 8.1 Submissions are invited

Interested persons are invited to participate in the making of the proposed rule amendment by submitting written data, views, or comments. All submissions will be considered before final action on the proposed rule amendment is taken. If there is a need to make any significant change to the rule requirements in the proposal as a result of the submissions received, then interested persons may be invited to make further submissions.

### 8.2 Examination of submissions

All submissions will be available in the rules docket for examination by interested persons both before and after the closing date for submissions. A consultation summary will be published with final rule.

Submissions may be examined by application to the Docket Clerk at the CASA PNG Head office between 8:30 am and 3:30 pm, on weekdays, except statutory holidays.

### 8.3 Disclosure

Submitters should note that any information attached to submissions will become part of the docket file and will be available to the public for examination at the Civil Aviation Safety Authority Headquarter.

Submitters should state clearly if there is any information in their submission that is commercially sensitive or for some other reason the submitter does not want the information to be released to other interested parties.

## 9. How to make submission

Submissions may be sent by the following methods:

- By Mail: Docket Clerk (NPRM 25/16/100-21)  
Civil Aviation Safety Authority of Papua New Guinea  
PO Box 1941  
Boroko  
National Capital District
- Delivered: Docket Clerk (NPRM 25/16/100-21)  
Civil Aviation Safety Authority of Papua New Guinea  
Morea-Tobo Road  
Six Mile, Jacksons Airport  
Port Moresby NCD



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By Fax: Docket Clerk (NPRM 25/16/100-21)  
3251789 / 325 1919

By Email: Docket Clerk (NPRM 25/16/100-21)  
[rules@casapng.gov.pg](mailto:rules@casapng.gov.pg)

### 9.1 Final date for submissions

Comments must be received before **COB, 01<sup>st</sup> October 2024.**

### 9.2 Availability of the NPRM

Any person may obtain a copy of this NPRM from-

CASA PNG web site: [www.casapng.gov.pg](http://www.casapng.gov.pg)

or at a cost from

Docket Clerk  
Civil Aviation Safety Authority of PNG Headquarter  
Building 1, Level 1  
Morea-Tobo Road  
Six Mile, Jacksons Airport  
Port Moresby NCD.

### 9.3 Further information

For further information, contact:

Gloria Sikre (Ms)  
Acting Manager – Legal Services  
CASA PNG  
[gsikre@casapng.gov.pg](mailto:gsikre@casapng.gov.pg)

Ph.: 325 7529 Mob: 70319368





## Part 100

### Safety and Quality Management Systems

#### Subpart A — General

##### 100.1 Purpose

- (a) This Part prescribes rules for the safety management system and the quality management required to be established by applicants for certificates issued under the following Parts:
- (1) Part 109 - Regulated Air Cargo Agents – Certification
  - (2) Part 119 – Air Operator Certification:
  - (3) Part 137 – Agriculture Aircraft Operations
  - (4) Part 139 – Aerodrome – Certification and Operation:
  - (5) Part 140 – Aviation Security Service Organisations – Certification:
  - (6) Part 141 – Aviation Training Organisations – Certification and Operation:
  - (7) Part 144 – Supply Organisations – Certification:
  - (8) Part 145 – Aircraft Maintenance Organisations – Certification:
  - (9) Part 146 – Aircraft Design Organisations – Certification:
  - ~~(10) Part 148 – Aircraft Manufacturing Organisations – Certification:~~
  - (11) Part 171 – Aeronautical Telecommunication Service Organisations – Certification:
  - (12) Part 172 – Air Traffic Service Organisations - – Certification:
  - (13) Part 173 – Air Navigation Service Organisations – Certification:
  - (14) Part 174 – Aviation Meteorological Service Organisations – Certification:
  - ~~(15) Part 175 – Aeronautical Information Service Organisations – Certification~~
  - ~~(16) Part 176 – Search and Rescue Service Organisation – Certification~~
  - (17) Part 102-Unmanned Aircraft Operator and Operations

##### 100.3 Definitions, abbreviations and units of measure

###### a) Definitions

<u>High risk categories</u>	<u>Means global high priority safety areas of concern or high priority events/occurrences.</u>
<u>Safety enhancement initiatives</u>	<u>Means the application of mitigations and management against high risk categories. The mitigations are required at all nodes (contributory factors) or interfaces contributing to the high priority occurrence.</u>

###### b) Abbreviations

<u>ARC</u>	<u>Abnormal Runway Contact</u>
<u>CFIT</u>	<u>Controlled Flight into Terrain</u>
<u>GCOL &amp; RAMP</u>	<u>Ground Collision and Ramp</u>
<u>HRC</u>	<u>High risk categories</u>
<u>LOC-I</u>	<u>Loss of Control inflight</u>
<u>MAC</u>	<u>Mid Air Collision</u>



RI/RE

Runway Incursions or Runway Excursions

SEI

Safety enhancement initiatives

SCF-NP

System Component Failure/Reliability- non power plant

TURB

Turbulence

## Subpart B — General

### 100.55 Safety objectives

.....

- (c) The safety performance required by paragraph (b) must include either or all of the following:
- (1) Accident counts or accident rates
  - (2) Serious incident counts or serious incident rates
  - (3) Incident counts or incident rates.
- (d) An applicant for the grant of an organisational certificate must define the organisation's acceptable level of safety performance (ALoSP) using the requirements established under 100.55(b) and 100.55(c).

### 100.59 Hazard identification

...

- (3) Cyber threats

### 100.61 Risk management

(b)....

- (5) The procedures required by paragraph (a) and (b) must include human factors considerations; and
- (6) Cyber threat considerations required by rule (100.59(b)(3).

### 100.63 Interfaces

(b) .....

- (6) include procedures for identifying potential cyber threat hazards identified under rule 100.59(b)(3) and applying mitigators across the interface arrangement.

### 100.65 Change management

...

- (c) The organisation must ensure that all management of change procedures incorporate human factor considerations to account for human performance limitations, capabilities, and interactions with the operational environment.

### 100.69 Accident and incident recording, reporting and investigation

(b) (1)....



(4) Operational personnel who are required to report by paragraph (3) should do so under a just culture required by rule 100.109(b); and

(5) provide for the protection of safety data, safety information, and related sources.

#### **100.71 Emergency response procedures**

(a)(1)....

(4) deliver training and conduct exercises for all operational personnel.

#### **100.73 Safety management system training**

(a)...

(f)... The delivery of internal training must be acceptable to the Director.

#### **100.75 Flight data analysis programme**

(a) An applicant for the grant of an air operator certificate under Part 119 must establish a flight data analysis programme for the operation of an aircraft with a maximum take-off weight exceeding; 27,000 kg must establish a flight data analysis programme.

(i) 27,000kg; or

(ii) 15,000 kg with a passenger seating capacity greater than 19.

(b) .....

(c) The outputs of the flight data analysis programme required by paragraphs (a) and (b)(2) must include the following high risk categories:

(i) System Component Failure/Reliability- non power plant (SCF-NP)

(ii) Abnormal Runway Contact (ARC)

(iii) Turbulence (TURB)

(iv) Runway Incursions (RI) and Excursions

(v) Ground Collision and Ramp (GCOL & RAMP)

(vi) Loss of Control inflight (LOC-I)

(vii) Controlled Flight into Terrain (CFIT)

(viii) Mid Air Collision (MAC)

(d) Each incident identified under each category required by rule 100.75(c) must be reported in accordance with Rule Part 12.



## 100.77 Safety performance monitoring and measurement

- (a) ...
  - (1) ....
  - (2) the use of safety targets and safety performance indicators required by rule 100.55(b), rule 100.55(c) and rule 100.55(d):
- (c) The monitoring and measurement required by paragraph (a) and (b) must be reported routinely in accordance with Rule Part 12.