




**Notice of Proposed Rule Making  
NPRM 25/16/91-17  
19 November 2025**

**Part 91  
General Operating and Flight Rules**

**Consequential Amendments  
Nil**

**Docket 25/16/CAR91-17  
2025 Rules Review**

Proposed Applicable Date 19 November 2025

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## 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 programmes 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 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 proposed amendments to Civil Aviation Rule Part 91.

## 2. Background to the Proposal

### 2.1 General Summary

The last amendment to CAR Part 91 was amendment 10. These proposed changes will ensure alignment with ICAO Annex 6 and Annex 8.

The first proposed amendment to Part 91 is intended to ensure that Papua New Guinea's Civil Aviation Rules are aligned with international standards, specifically ICAO Annex 6, Standard 6.1.3. This amendment clarifies that a Minimum Equipment List (MEL) must be based on a Master Minimum Equipment List (MMEL) that is acceptable to the Director, and must include all the required elements as set out in ICAO Annex 6, Standard 6.1.3.

The second amendment relates to the Airworthiness Directive and ICAO Annex 8, Chapter 4, Standard 4.2.4. This proposed change removes the previous allowance for a 10% extension to airworthiness directive inspection intervals. By deleting this provision, the regulation will directly align with ICAO Annex 8, Chapter 4, Standard 4.2.4, which does not provide for such an extension. This adjustment is intended to strengthen compliance with airworthiness regulatory requirements and to ensure that inspection intervals are strictly observed in accordance with stated ICAO standards.


### 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 of Papua New Guinea identifies the following as key stakeholders for the proposed rule amendments contained in this NPRM;

- (1) The Civil Aviation Safety Authority;
- (2) The Minister for Transport;
- (3) The Minister for Civil Aviation;
- (4) Aviation Document Holders and
- (5) Other interested stakeholders

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### 3. Consequential Amendments

There are no consequential amendments in this Rule Part.

### 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 of airport and aerodrome operations.

#### 5.2 Compliance Cost

There would be negligible cost for the service providers to comply with this amendment.

#### 5.3 Security

This amendment has a positive impact on improving overall security of airport and aerodrome operations in compliance with ICAO Annex 17 requirements.

#### 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

Amendment 11 aligns Part 91 with

- Amendment 110 of ICAO Annex 8 and
- Amendment 49 of ICAO Annex 6 Part I requirements

Amended Rules:


- Rule 91.539 (b) for MEL based on MMEL
- Rule 91.611(a) for deletion of reference to “Airworthiness Directive”

### 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:

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- (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 91 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.

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## 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 Civil Aviation Safety Authority 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 offices.

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 25/16/91-17)  
Civil Aviation Safety Authority of Papua New Guinea  
PO Box 1941  
Boroko  
National Capital District
- Delivered:       Docket Clerk (NPRM 25/16/91-17)  
Civil Aviation Safety Authority of Papua New Guinea  
Morea-Tobo Road  
Six Mile, Jacksons Airport  
Port Moresby NCD
- By Email:         Docket Clerk (NPRM 25/16/91-17)  
[rules@casapng.gov.pg](mailto:rules@casapng.gov.pg)

### 9.1 Final date for submissions

Comments must be received before **COB, 26<sup>th</sup> September 2025.**

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## 9.2 Availability of the NPRM

Any person may obtain a copy of this NPRM from-  
CASA web site: [www.casapng.gov.pg](http://www.casapng.gov.pg)

or with payment from


Docket Clerk  
Civil Aviation Safety Authority 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

Ph.: 325 7571      Mob: 74127191



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## Part 91

# General Operating Rules

### 91.539 Approval of minimum equipment list

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- (b) A MEL must ~~contain~~ be based on a MMEL acceptable to the Director and contain-

...

### 91.611 Inspection planning latitude

- (a) Unless expressly prohibited by these rules, ~~an airworthiness directive, or~~ a manufacturer's mandatory inspection requirement and the inspection intervals required by 91.605 may be extended by up to 10% to allow for maintenance planning purposes.