



Notice of Proposed Rule Making
NPRM 2617/91-17
17 August 2026

Part 91
General Operating and Flight Rules

Consequential Amendments
Nil

Docket 26/17/CAR 91/17
2026 Rules Review

Proposed Applicable 26 November 2026



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 the proposed amendments to Civil Aviation Rule Part 91.

2. Background to the Proposal

2.1 General Summary

Amendment 13 to Part 91 transposes standards from the following;

- (1) Amendment 50, Annex 6, Part I
- (2) ~~(2)~~ Amendment 19, Annex 12
- (3) ~~(3)~~ Stakeholder Proposal

This NPRM proposes changes to General Operating and Flight Rules -
in Part 91 as detailed in section 6.

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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.

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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

Negligible compliance cost.

5.3 Security

Negligible security impact.

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 13 of CAR Part 91 relate to:

(a) New Rules:

- (1) Rule 91.10 incorporates a new rule arising from stakeholder proposals to address reports of gold being unlawfully transported as accompanied cargo through Jacksons International Airport to overseas destination.
- (2) Rule 91.713 sub paragraphs (g) and (h) transposes ICAO Annex 12, Standards 5.7.1 and 5.7.2 relating to pilot-in-command actions rather than the responsibilities of the Rescue Coordination Center (RCC). As such, their inclusion within Part 91 is considered more appropriate, as it promotes broader pilot awareness and aligns with the established approach for transposing similar Annex 12 provisions.
- (3) Rule 91, Appendix F.4, subparagraph (8) transposes ICAO Annex 6, Part I, Standard 4.4.2.1, which requires the pilot-in-command to submit a runway braking action special air-report (AIREP) whenever the runway braking action encountered differs from that reported.

(b) Amendments:

Nil

~~(1) Appendix F.4 (8)~~



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(c) Editorials

Rule 91.713(f)(2) edited to update the reference to SAR Signals contained in Advisory Circular AC 176-01, Chapter 4.7

~~(1) Rule 91.713 (f)(2) in accordance with Advisory Circular (AC) 176-01, Chapter 4.7 SAR Signals.~~

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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 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.

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.



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9. How to make submission

Submissions may be sent by the following methods:

- By Mail: Docket Clerk (NPRM 26/17/91-17)
Civil Aviation Safety Authority of Papua New Guinea
PO Box 1941
Boroko
National Capital District
- Delivered: Docket Clerk (NPRM 26/17/91-17)
Civil Aviation Safety Authority of Papua New Guinea
Morea-Tobo Road
Six Mile, Jacksons Airport
Port Moresby NCD
- By Fax: Docket Clerk (NPRM 26/17/91-17)
3251789 / 325 1919
- By Email: Docket Clerk (NPRM 26/17/91-17) rules@casapng.gov.pg

9.1 Final date for submissions

Comments must be received before **COB, 26th September 2026.**

9.2 Availability of the NPRM

Any person may obtain a copy of this NPRM from-

CASA PNG web site: 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~~

~~Ph.: 325 7529 Mob: 70319368~~ ~~For further information, contact:~~

~~Gloria Sikre (Ms)~~

~~Acting General Counsel and Board Secretary~~

~~CASA PNG~~

~~gsikre@casapng.gov.pg~~

~~Ph.: 325 7571 Mob: 74127191~~

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**Civil Aviation Safety Authority
of Papua New Guinea**

**NPRM Review 17
Docket 26/17/CAR91/17**

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Part 91 General Operating and Flight Rules

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Definitions

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In this rule, *gold* means gold in any form including bullion bars, dore bars, alluvial gold, gold dust, gold grain or granules, gold nuggets, gold concentrate, and gold in any refined or unrefined state, but does not include gold jewellery carried for personal use within the threshold prescribed under the Customs Act.

...

91.10 -Carriage of gold on international travel

- (a) Except as provided in paragraph (c), no person may—
 - (1) carry gold in an aircraft; or
 - (2) cause gold to be carried in an aircraft by another person; or
 - (3) permit gold to be carried in an aircraft.
- (b) A person who contravenes paragraph (a) commits an offence.
- (c) Gold may be carried in an aircraft if -
 - (1) the gold is in the form of jewellery worn by, or carried in the personal baggage of, a passenger for personal use and has a total quantity not exceeding the threshold prescribed under the Customs Act 1951; or
 - (2) -the passenger holds a valid approval issued by the Bank of Papua New Guinea under the Central Banking Act 2000; and
 - (3) the gold has been declared by the passenger before boarding.
- (d) The declaration required under paragraph (c)(3) shall be made to—
 - (1) the pilot in command; or
 - (2) a holder of an air operator certificate issued under Part 119.
- (e) A pilot in command or a holder of an air operator certificate issued under Part 119 must not accept a passenger for carriage if they have reason to believe the passenger is carrying gold that has not been declared in accordance with paragraph (c)(3).
- (f) Before the commencement of a flight on which declared gold is being carried by a passenger under paragraph (c)(3), the pilot in command must be informed of—
 - (1) the number of passengers carrying declared gold; and
 - (2) the nature, form, and quantity of the gold.



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91.523 Emergency equipment

91.524

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- (d) ~~Except for the DHC6-300 series and the DHC6-400 series,~~ An aircraft with a certificated seating capacity of 20 passenger seats or more must be equipped with an axe that is readily accessible to the crew.

...

Table 12. First aid kit

-

Passenger numbers of—	Total number of kits
1 through 49 <u>100</u>	1
20 <u>101</u> through 50 <u>200</u>	2
51 <u>201</u> through 250 <u>300</u>	3
251 <u>301 or more</u> through <u>400</u>	4
<u>401 through 500</u>	<u>5</u>
<u>501 through 600</u>	<u>6</u>

Table 13. Hand-held fire extinguishers

-

Use	Location	Distribution
Pilot or Flight Crew	Readily accessible to the pilot or from a flight crew station in a flight deck compartment.	1
Cargo Compartment	Accessible to crew members near the entrance to each Class A, B, and E cargo compartment.	1
Galleys	Readily accessible at the entrance to each galley in a passenger compartment or readily accessible to crew within each galley in a passenger compartment.	1



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	Within, or at the entrance to, a galley not located in a passenger, crew, or cargo compartment.	1
Passenger Compartment (The number of extinguishers required in the passenger compartment is additional to those required at the pilot station, cargo compartment and galleys).	10 through 30	1
	31 through 60	2
	61 through 200	3
	201 through 300	4
	301 through 400	5
	401 through 500	6
	501 through 600	7
	501 through 600-1	7-8



...

91.713 - Search and Rescue Flights

...

(f) ~~Where an aircraft intends to direct a surface craft to the place where an aircraft or surface craft is in distress, the aircraft shall do so by:~~

~~—(1) ...~~

~~—(2) if no radio communication can be established, the aircraft shall make the appropriate visual signals, in accordance with Part 176 Appendix A procedures acceptable to the Director.~~

(g) ~~Whenever a distress transmission is intercepted by a pilot-in-command of an aircraft, the pilot, must if practicable:~~

~~—(1) acknowledge the distress transmission;~~

~~—(2) record the position of the craft in distress if given;~~

~~—(3) take a bearing on the transmission;~~

~~—(4) inform the appropriate rescue coordination center or air traffic services unit of the distress transmission, giving all available information;~~

~~—(5) at the pilot's discretion, while awaiting instructions, proceed to the distress position; and~~

~~—(6) attempt to establish communications with the person(s) in distress.~~

(h) ~~Whenever a pilot maintains 121.5MHz, and intercepts a transmission from a distress beacon, the pilot must also:~~

~~—(1) record and report as soon as practicable, the position where the transmission was first received;~~

~~—(2) not alter any settings for squelch on the aircraft's radio; and~~

~~—(3) if practicable, continue to monitor the frequency until such time as the signal ceases, and inform the appropriate rescue coordination center (RCC) or air traffic services unit of such.~~

Appendix F — Aircraft observations and reports

F.4 Special aircraft observations



(a) -All aircraft shall make special observations whenever the following conditions are encountered or observed:

...

(8) -runway braking action encountered is not as good as reported.