



**Notice of Proposed Rule Making
NPRM 26/17/100-21
17 August 2026**

**Part 100
Safety and Quality Management
Systems**

**Consequential Amendments
Nil**

**Docket 26/17/CAR 100-21
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 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

Amendment 4 to Part 100 transposes standards from Amendment 2, ICAO Annex 19 Appendix 2.

This NPRM proposes changes to Safety and Quality Management Systems in Part 100 as detailed in section 6.

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 04 of CAR Part 100 relate to:

(a) New Rules:

- (1) Add a new rule Appendix A -Framework for a Safety Management System.
- (2) Add a new rule 100.79 specifying the requirements for an SMS Manual.

(b) Amendments:

- (1) Amend rule 100.51 to reference the new rules in Appendix A.
- (2) Amend rule 100.55(c).
- (3) Amend rule 100.75(c)(4).

(c) Editorials

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.



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- 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 26/17/100-21)
Civil Aviation Safety Authority of Papua New Guinea
PO Box 1941
Boroko
National Capital District
- Delivered: Docket Clerk ((NPRM 26/17/100-21)
Civil Aviation Safety Authority of Papua New Guinea
Morea-Tobo Road
Six Mile, Jacksons Airport
Port Moresby NCD
- By Fax: Docket Clerk (NPRM 26/17/100-21)
3251789 / 325 1919
- By Email: Docket Clerk (NPRM 26/17/100-21)
rules@casapng.gov.pg



9.1 Final date for submissions

Comments must be received before **COB, 25th 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

<mailto:gsikre@casapng.gov.pg> For further information, contact:

Gloria Sikre (Ms)

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CASA PNG

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Part 100

Safety and Quality Management Systems

Subpart B – Safety Management Systems

100.51 Establishment of a Safety Management System

An applicant for the grant of an organisational certificate must establish a safety management system to systematically manage safety ~~through a continuing process of hazard identification and risk management~~ in accordance with the requirements of Subpart B and Appendix A.

100.55 Safety Objectives

...

(c) The safety performance required by paragraph (b) must include either some or all of the following as applicable:

...

(4) controlled flight into terrain counts or CFIT rates;

(5) loss of control in-flight counts or LOC-I rates;

(6) mid-air Collision counts or MAC rates;

(7) runway excursion counts or RE rates;

(8) runway incursion counts or RI rates;

(9) Turbulence counts or turbulence rates;

(10) abnormal runway contact counts or abnormal runway contact rates;

(11) Non-powerplant related aircraft system failure counts or non-powerplant related aircraft system failure rates.

100.79 Safety Management System Manual

An applicant for the grant of an organisational certificate must provide for the use and guidance of operations personnel concerned, a safety management system manual in accordance with the requirements of Subpart B and Appendix A.

Appendix A – Framework for a Safety Management System

A1. Minimum requirements for SMS Implementation

An applicant for the grant of an organizational certificate must establish a Safety Management System in accordance with the framework in this Appendix which comprises four components and twelve elements as the minimum requirements for SMS implementation.

A2. SMS Framework Elements

A.2.1 Safety Policy, Objectives and Resources (SMS Component 1)



A.2.1.1 Management Commitment

- (a) An applicant for the grant of an organizational certificate shall define its safety policy and objectives in accordance with international and national requirements.
- (b) The safety policy required by rule 100.53 shall:
 - (1) reflect organizational commitment regarding safety, including the promotion of a positive safety culture;
 - (2) include a clear statement about the provision of the necessary resources for the implementation of the safety policy;
 - (3) include safety reporting procedures;
 - (4) clearly indicate which types of behaviours are unacceptable related to the service provider's aviation activities and include the circumstances under which disciplinary action would not apply;
 - (5) be signed by the chief executive of the organization;
 - (6) be communicated, with visible endorsement, throughout the organization; and
 - (7) be periodically reviewed to ensure it remains relevant and appropriate to the service provider.
- (c) The safety objectives required by rule 100.55 shall:
 - (1) form the basis for the safety performance and monitoring required by rule 100.77 and paragraph 4.1 of this Appendix;
 - (2) reflect the service provider's commitment to maintain or continually improve the overall effectiveness of the SMS;
 - (3) be communicated throughout the organization; and
 - (4) be periodically reviewed to ensure they remain relevant and appropriate to the service provider.

A.2.1.2 Safety Accountability and Responsibilities

- (a) An applicant for the grant of an organizational certificate shall:
 - (1) identify the chief executive who, irrespective of other functions, is accountable on behalf of the organization for the implementation and maintenance of an effective SMS;
 - (2) clearly define lines of safety accountability throughout the organization as required in rule 100.57, including a direct accountability for safety on the part of senior management;
 - (3) identify the responsibilities of all members of management, irrespective of other functions, as well as of employees, with respect to the safety performance of the organization;
 - (4) document and communicate safety accountability, responsibilities and authorities throughout the organization; and
 - (5) define the levels of management with authority to make decisions regarding safety risk tolerability.



A.2.1.3 Appointment of key safety personnel

An applicant for the grant of an organizational certificate shall appoint a safety manager who is responsible for the implementation and maintenance of the SMS.

A.2.1.4 SMS Documentation

- (a) An applicant for the grant of an organizational certificate shall develop and maintain an SMS manual that describes its:
 - (1) safety policy, objectives and resources;
 - (2) SMS requirements;
 - (3) SMS processes and procedures; and
 - (4) accountability, responsibilities and authorities for SMS processes and procedures.
- (b) An applicant for the grant of an organizational certificate shall develop and maintain SMS operational records as part of its SMS documentation.

A.2.2 Safety Risk Management (SMS Component 2)

A.2.2.1 Hazard Identification

- (a) An applicant for the grant of an organizational certificate shall:
 - (1) develop and maintain a process to identify hazards as required by rule 100.59, including hazards related to internal and external interfaces referred to in rule 100.63, associated with its aviation products or services; and
 - (2) Hazard identification shall be based on a combination of reactive and proactive methods.

A.2.2.2 Safety Risk Assessment and Mitigation

An applicant for the grant of an organizational certificate shall develop and maintain a process that ensures analysis, assessment and control of the safety risks associated with identified hazards as required by rule 100.61.

A.2.3 Safety Assurance (SMS Component 3)

A.2.3.1 Safety Performance and Monitoring

- (a) An applicant for the grant of an organizational certificate shall establish means to:
 - (1) measure and monitor the safety performance of the organization as required by rule 100.77;
 - (2) measure and monitor the progress towards achieving its safety objectives; and
 - (3) validate the effectiveness of safety risk controls.
- (b) The requirements in paragraph (a) must include an internal audit process as a means to monitor compliance with safety regulations and validate the effectiveness of safety risk controls as required by rule 100.103.

A.2.3.2 The management of change



An applicant for the grant of an organizational certificate shall develop and maintain a process to identify changes which may affect the level of safety risk associated with its aviation products or services and to identify and manage the safety risks that may arise from those changes as required by rule 100.65.

A.2.3.3 Continuous Improvement of the SMS

An applicant for the grant of an organizational certificate shall monitor and assess its SMS processes to maintain or continually improve the overall effectiveness of the SMS as required by rule 100.77(b).

A.2.4 Safety Promotion (SMS Component 4)

A.2.4.1 Training and Education

- (a) An applicant for the grant of an organizational certificate shall develop and maintain a safety training programme that ensures that personnel are trained and competent to perform their SMS duties as required by rule 100.73.
- (b) The scope of the training programme in paragraph (a) shall be appropriate to each individual's involvement in the SMS.

A.2.4.2 Safety Communication

- (a) An applicant for the grant of an organizational certificate shall develop and maintain a formal means for safety communication as required by rule 100.67 that:
 - (1) ensures personnel are aware of the SMS to a degree commensurate with their positions;
 - (2) conveys safety-critical information;
 - (3) explains why particular actions are taken to improve safety; and
 - (4) explains why safety procedures are introduced or changed.