



**Notice of Proposed Rule Making
NPRM 26/17/141-38
17 August 2026**

**Part 141
Aviation Training Organization –
Certification and Operation**

**Consequential Amendments
Nil**

**Docket 26/17/CAR 141-38
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 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.



Table of Content

Background to the Civil Aviation Rules	2
1. Purpose of this NPRM	4
2. Background to the Proposal	4
2.1 General Summary	4
2.2 NPRM Development	4
2.3 Key Stakeholders	4
3. Consequential Amendments	5
4. Exemptions	5
5. Impact Assessment	5
5.1 Safety.....	5
5.2 Compliance Cost.....	5
5.3 Security.....	5
5.4 Environment.....	5
5.5 Efficiency and capacity.....	5
5.6 Expected implementation time	5
6. Summary of changes	5
7. Legislative Analysis	6
7.1 Power to make rules	6
7.2 Matters to be taken into account	6
8. Submissions on the NPRM	7
8.1 Submissions are invited	7
8.2 Examination of submissions.....	7
8.3 Disclosure	7
9. How to make submission.....	8
9.1 Final date for submissions.....	8
9.2 Availability of the NPRM.....	8
9.3 Further information.....	8
Part 141	9



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 141.

2. Background to the Proposal

2.1 General Summary

Amendment 5 to Part 141 will transpose standards from Amendment 179, ICAO Annex 1 as follows:

- (1) As of 26 November 2026, ICAO Annex 1 standard 1.2.8.3 requires that all approved training for flight crew (pilots) for the issue of Part 61 licenses and/or ratings shall be conducted within a training organization approved under Part 141.
- (2) As of 26 November 2026, ICAO Annex standard 1.2.8.3 requires that all approved training for air traffic controllers for the issue of Part 65 licences and/or ratings shall be conducted within a training organization approved under Part 141.
- (3) ICAO Annex 1 standard 1.2.8.4 requires that all competency-based approved training for aircraft maintenance engineers for the issue of Part 66 licenses and/or ratings shall be conducted within a training organization approved under Part 141.
- (4) ICAO Annex 1 standard 1.2.8.6 requires that all competency-based approved training for flight operations officers/flight dispatcher personnel for the issue of Part 61 licences and/or ratings shall be conducted within a training organization approved under Part 141.

PNG does not engage in international RPAS operations and therefore, the above ICAO Annex 1 standards relating to RPAS maintenance personnel and/or remote flight crew licensing are not applicable to PNG.

Deleted requirement for senior person for personnel competency and authorization in rule 141.203(b)(3)(ii) as it is not applicable to Part 141 ATOC.

This NPRM proposes changes to Aviation Training Organization – Certification and Operation in Part 141 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 05 of CAR Part 141 relate to:

(a) New Rules:

- (1) Rule 141. 2 (b) – transpose new ICAO Annex 1 standard 1.2.8.3 for flight crew approved training.
- (2) Rule 141.2(c)-transpose new ICAO Annex 1 standard 1.2.8.3 for air traffic controller approved training.
- (3) Rule 141.2(d)-transpose new ICAO Annex 1 standard 1.2.8.4 for competency-based approved aircraft maintenance engineer training.
- (4) Rule 141.2(e)-transpose new ICAO Annex 1 standard 1.2.8.6 for competency-based approved Flight operations officer/Flight dispatcher training.

(b) Amendments:

- (1) Rule 141.2(a) prescribes new requirements for training organisations that issue license and ratings or certificate of competency.



Latest Amendment Date: 19 Nov 2025	Applicable Date: 26 Nov 2026	Page 6 of 10
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- (2) Rule 141.203(b)(3)(ii) -delete “personnel competency and authorisation” senior person position.

(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 141 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.



Latest Amendment Date: 19 Nov 2025	Applicable Date: 26 Nov 2026	Page 7 of 10
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- 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 26/17/141-38)
Civil Aviation Safety Authority of Papua New Guinea
PO Box 1941
Boroko
National Capital District

Delivered: Docket Clerk (NPRM 26/17/141-38)
Civil Aviation Safety Authority of Papua New Guinea
Morea-Tobo Road
Six Mile, Jacksons Airport
Port Moresby NCD

By Fax: Docket Clerk (NPRM 26/17/141-38)
3251789 / 325 1919

By Email: Docket Clerk (NPRM 26/17/141-38)
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

For further information, contact:

Gloria Sikre (Ms)
Acting General Counsel and Board Secretary
CASA PNG
gsikre@casapng.gov.pg

Ph.: 325 7571 Mob: 74127191



Part 141

Aviation Training Organisation – Certification and Operation

Subpart A — General

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141.2 Requirement for certificate

(a) A person shall not conduct aviation training and assessment for the issue of a; that is required under rule 141.1 to be conducted by an organisation certificated under this Part,

1. License and ratings under Part 61, Part 63, Part 65 and Part 66; or

2. Certificate of competency in any other aviation related training,

except under the authority of ~~and in accordance with the provisions of a certificate issued under this Part. and where applicable meet the requirements of Appendix A and Appendix B.~~

(b) The training required under paragraph (a)(1) shall be conducted under a competency-based framework and where applicable meet the requirement of Appendix A and Appendix B.

Subpart E — Acceptance of Foreign Training Organisations

141.203 Requirement for certificate

...

(b) ...

(3) the name of the Chief Executive and those senior persons who have responsibility for dealing directly with the Director on the following matters:

(i) ...

(ii) ~~personnel competency and authorisation:~~

(iii) (ii) safety management system:

(iv) (iii) quality management system:

...

Appendix A

...

A3. Training programmes

3.1 ~~A Licensing Authority may Approved a training programme~~ shall be established for conducting training under:

(a) Part 61, Part 63, Part 65; and Part 66; and

(b) any other aviation related training a private pilot licence, commercial pilot licence, an instrument rating or an aircraft maintenance (technician/engineer/mechanic) licence.

~~that allows an~~

3.2 Alternative means of compliance with the experience requirements established under this Part may be approved by Annex 1, provided that the approved training organisation demonstrates to the satisfaction of the Licensing Authority that the training provides a satisfactory level of



Latest Amendment Date: 19 Nov 2025	Applicable Date: 26 Nov 2026	Page 10 of 10
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competency acceptable to the Director. ~~at least equivalent to that provided by the minimum experience requirements for personnel not receiving such approved training.~~

- 3.23 ~~When a Licensing Authority a~~Approveds a training programme for a multi-crew pilot licence, ~~the approved training organization shall demonstrate a to the satisfactory~~ion of the Licensing Authority that the training provides a level of competency in multi-crew operations at least equal to that met by holders of a commercial pilot licence, instrument rating and type rating for an aeroplane certificated for operation with a minimum crew of at least two pilots.