

Notice of Proposed Rule Making

NPRM 25-04

23 January 2026

Part 91 Rule Amendments

Docket 25/CAR/04

Affected Rules

Rule 91.509

Rule 91.523

Rule 91.525

Rule 91.753

Rule 91.755

Part 91 Appendices A.8, A.12, A.13, A.14.

Background to the Civil Aviation Rules

The Civil Aviation Rules (the Rules) establish the minimum regulatory safety boundary for participants to enter, operate in, and exit the New Zealand civil aviation system. The Rules are structured in a similar way to the Federal Aviation Regulations of the USA.

The Rules are divided into Parts, and each Part contains a series of individual rules which relate to a particular aviation activity. Some rules empower the use of a CAA notice or a transport instrument. Both these regulatory tools can be used to set mandatory requirements such as performance standards, conditions, operating requirements, procedures and technical specifications. Both can be amended by the Director following appropriate consultation and where amendments are in accordance with the corresponding enabling rule.

Advisory Circulars accompany many rule Parts and contain information about standards, practices, and procedures that the Director has established to be an acceptable means of compliance with the associated rule. An advisory circular may also contain guidance material to facilitate compliance with the rule requirements.

The objective of the Civil Aviation Rules system is to strike a balance of responsibility between the Crown and regulatory authority (CAA) and those who provide services and exercise privileges in the civil aviation system. This balance must enable the Crown and regulatory authority to set standards for, and monitor performance of, aviation participants whilst providing the maximum flexibility for the participants to develop their own means of compliance within the safety boundary.

Section 13 of the Civil Aviation Act 2023 (the Act) prescribes general requirements for aviation participants, including, among other things, compliance with the civil aviation legislation and the conditions attached to any aviation document held by the aviation participant.

It also requires that the activities or functions for which an aviation document has been issued are carried out safely, in accordance with the relevant prescribed safety and security standards and practices, and by the aviation participant, and all persons for whom the aviation participant is responsible.

Section 52 of the Act allows the Minister to make rules relating to civil aviation for all or any of the following purposes:

- regulating aviation participants, aircraft, aeronautical products, and aviation places, and people and things carried, or to be carried, in aircraft:
- regulating people, activities, and things in relation to the safety and security of civil aviation:
- regulating the effect or potential effect of civil aviation on people, activities, and things:
- providing for the implementation of New Zealand's obligations under the Convention:
- providing for anything this Act says may or must be provided for by rules:
- providing for anything incidental that is necessary for carrying out, or giving full effect to, this Act.

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1. Purpose

The purpose of this rule-making proposal is to amend various rules and Appendix A to Part 91 to:

- remove and replace references to outdated standards and requirements; and
- begin the modernisation of the structure of Part 91 by providing for making transport instruments that set out technical standards and requirements previously contained in the Rule and/or Appendix A.

2. Scope of this proposal

We propose to update four rules in Part 91 to:

- enable use of SATVOICE by foreign operators by amending rule 91.755 - Special rules for foreign aircraft operations;
- modernise requirements for emergency equipment (fire extinguishers, megaphones and first aid kits) by amending rule 91.523 – Emergency Equipment and Appendices A.12 and A.13;
- modernise requirements for survival equipment by amending rule 91.525 – Flights over water and Appendix A.14; and
- require New Zealand-registered aircraft on international air transport operations under visual flight rules to have a sensitive pressure altimeter, by amending Part 91.509 – Minimum instruments and equipment, rule 91.753 – Operations of New Zealand registered aircraft outside New Zealand, and Appendix A.8.

We are also proposing structural changes to make it easier to keep the rules up to date, including:

- amending the relevant rules to enable the Director to make transport instruments in accordance with Part 10, subpart 3 of the Civil Aviation Act 2023 (the Act). To achieve this, rule 91.501 should be amended and a new rule, 91.17, should be created; and
- moving prescriptive technical, operational and performance requirements and standards from the Rule and/or the relevant part of Part 91 Appendix A to the transport instrument.

Finally, the proposal includes three minor editorial corrections to Part 91 set out in section 13 of this NPRM *Minor editorial corrections*. There are no regulatory or operational impacts from these editorial proposals.

These proposals focus on changes to Part 91 that are quick improvements. We assessed known issues and identified these four because they:

- are straightforward and well understood, and have been previously assessed;
- address persistent issues that will not resolve without intervention;
- have no or limited impact on other rules;
- deliver benefits such as clearer expectations on operators; reducing burdens related to exemptions, improving New Zealand rules alignment with ICAO Standards and Recommended Practices (SARPs); and
- provide an opportunity to simplify and future-proof the Rule.

Future work on Part 91

There are other outdated requirements in Part 91 that have more significant implications for operators and the sector. Those will be addressed in subsequent rule projects involving consultation with the sector.

Background to the proposal

2.1 Maintaining the currency of Part 91

Part 91 sets out requirements on a wide range of operating practices and procedures used by all participants and passengers in the aviation system. It is a core part of the Civil Aviation Rules (the Rules) framework.

The objective of the rule Part is to ensure that operators can conduct the safe operation of aircraft with the minimum endangerment to persons and property. To meet its objective, Part 91 needs to be up to date, and that is difficult to achieve under the current rule structure and rule change process.

The Civil Aviation Act 2023 enabled transport instruments as a tool for aviation regulation. Transport instruments are created in a rule – in this case Part 91 – and enable the Director to approve changes to technical and operational requirements, in consultation with the sector. Changing Part 91 to enable use of transport instruments will make it easier and quicker to keep the rules up to date and enable operators to use the most modern and safest equipment and operational practices.

2.2 The status quo

This proposal covers four problems with the status quo that will not resolve without rule changes:

- Part 91 contains outdated technical standards, including references in Appendix A to superseded requirements and redundant equipment requirements.
- Part 91 includes wording that constrains what is now standard equipment on aircraft and practices that are used globally – in this case, SATVOICE.
- Over time, aspects of Part 91 have fallen out of alignment with ICAO requirements.
- Part 91 includes structural inconsistencies: for example, specific technical requirements appear both in the rule and/or appendices, and some appendices do not reference a rule. Greater consistency would make it easier for operators to understand and comply with requirements and for CAA to keep requirements current.

Impacts of status quo of each issue

- SATVOICE use by foreign operators: rule 91.755 requires operators to have two-way radio communication, effectively precluding SATVOICE which is standard fit on modern air transport aircraft, and a common means of communication with air traffic services (ATS) globally. Operators must use alternative systems, apply for an exemption, or inadvertently contravene the rule.

Work on SATVOICE requirements for New Zealand registered operators will be addressed in future, in consultation with the sector.

- Emergency equipment - fire extinguishers Appendix A.13(4)(i) and (ii): the current rule allows for halon as a fire extinguishing agent. Halon is banned under the Montreal Protocol on Substances that Deplete the Ozone Layer (1987), as reflected in ICAO Annex 6, 6.2.2.1. New Zealand's rules do not

align with our international obligations; however, moving to non-halon options requires a well-planned transition period.

CAA will remove halon as an allowable extinguishing agent after further policy work to determine a reasonable process and timeframe. The current structure will be a barrier to updating the requirements and aligning with ICAO standards and practices.

- **Emergency equipment – first aid kits and megaphones (appendix A.12).** The structure of rule 91.523 splits the requirements for equipment between rule 91.523 and appendices A.12 and A.13, making it more difficult to update, and to navigate.
- **Emergency equipment – flights over water:** the outdated requirements in rule 91.253 and Appendix A.14 do not reflect characteristics of modern aircraft equipment, communications capabilities, and search and rescue procedures that have reduced the time to reach survivors of a ditching at sea.
- **Sensitive Pressure Altimeters:** the current rule does not align with ICAO Annex 6, Part 1, Ch 6, 6.4.1c to aircraft undertaking international air transport operations under visual flight rules (VFR).

3. NPRM development

This proposal was developed with input from CAA subject matter experts and the Ministry of Transport Policy and Legal teams.

All these issues have undergone the CAA Issue Assessment process. Sector input to those assessments—including consideration by the Aviation Community Advisory Group (ACAG)—informed this NPRM.

3.1 Stakeholders

The CAA has identified the following key stakeholders for the proposed rule amendments contained in this NPRM:

- Operators subject to the relevant requirements under Part 91
- Airways New Zealand
- The Acting Minister of Transport
- The Ministry of Transport
- The CAA.

3.2 Alignment with ICAO Standards and Recommended Practices

As a signatory to the Chicago Convention 1944, New Zealand is obligated to give effect to the ICAO SARPS, to the extent practicable.

The proposed rule amendments will improve compliance with ICAO Annex 6 requirements for:

- sensitive pressure altimeter requirements use for international air transport operations under VFR (Part I, Chapter 6, 6.4.1(c)); and
- providing for removal of halon as an approved extinguishing agent in hand-held portable fire extinguishers (Part I, Chapter 6, 6.2.2.1).

4. Proposed changes

See **sections 8 – 14** of this NPRM for the full set of proposed amendments to the rules and content of the transport instruments.

4.1 SATVOICE use by foreign operators

Amend rule 91.755(b), (c)(1)(i), and (3) to remove the word ‘radio,’ and including the words ‘continuous’ and ‘voice’ to specify two-way voice communications with ATS, enabling SATVOICE use by foreign operators.

4.2 Emergency equipment

Amend rule 91.523 to enable the Director to make a transport instrument specifying requirements for the type and location of fire extinguishers, first aid kits, and megaphones. Move the content of Appendices 12 and 13 to the transport instrument to have all the prescriptive requirements in one place.

Amend rules 91.523(a)(1) and (2) and 91.523(c)(2) to remove references to tables 7, 8, and 9.

Delete Appendices A.12 and A.13.

The transport instrument can be used to set out a transition process—agreed with the sector—for removing halon-containing hand-held fire extinguishers from New Zealand registered aircraft.

4.3 Emergency equipment - flights over water

Amend rule 91.525 to enable the Director to make a transport instrument.

Move technical requirements from the rule and Appendix A.14 to the instrument to have the prescriptive requirements in one place.

Update requirements for the contents of the survival kit, removing requirements to carry the following items:

- magnetic compass
- fishing kit
- 2 oars or 2 glove paddles
- 2-day supply of food rations
- a book on survival appropriate to the area over which the aircraft is operated
- a water collection bag or cups.

Delete Appendix A.14.

The proposed changes to rule 91.525 include a requirement for aircraft to be equipped with survival equipment appropriate for the route being flown. CAA will develop guidance for this requirement.

4.4 Requirements for sensitive pressure altimeter use in international air transport operations conducted under VFR

Amend rule 91.509(3) to enable the Director to make a transport instrument.

Move the contents of Appendix A.8 to the transport instrument.

Delete Appendix A.8.

Amend rule 91.753 to require sensitive pressure altimeter fitment for New Zealand registered aircraft conducting air transport operations under VFR from New Zealand to other States, or between States other than New Zealand to align with ICAO SARPs.

4.5 Minor editorial corrections

Rule 91.227D(b): Change reference to paragraph (3a) of the crew member definition to paragraph (5) and add "...in rule Part 1 Definitions and Abbreviations."

Rule 91.441(1): Renumber paragraphs (iii), (iv) and (v) as (i), (ii) and (iii)

Rule 91.425(a)(1): Renumber paragraphs (iii) and (iv) as (i) and (ii).

4.6 Enable transport instruments to be made under Subpart F.

Rule 91.501(2)(i)(A) and (AA): references to within Part 91 for the list applicable specifications and airworthiness design standards is updated to also include "a transport instrument".

Rule 91.17: this new rule is created to enable the Director to make transport instruments for the purposes of Part 91 in accordance with the Civil Aviation Act 2023. The Director is obliged to comply with the requirements specified in this rule. For instance, the Director must not make a transport instrument unless a rule refers to the transport instrument. We propose placing this transport instrument-enabling rule in Subpart A (General) to allow for the making of transport instruments under any of the subparts in Part 91. For this proposal, there are three transport instruments to be made under Subpart F.

5. Legislative analysis

5.1 Power to make rules

The Minister may make ordinary rules under sections 52 to 60 of the Civil Aviation Act 2023, for various purposes including implementing New Zealand's obligations under the Convention, assisting aviation safety and security, and any matter contemplated under the Act.

These proposed rules are made under:

Section 52(1) which allows the Minister to make rules relating to civil aviation for all or any of the following purposes (among other purposes):

- (a) regulating aviation participants, aircraft, aeronautical products, and aviation places, and people and things carried, or to be carried, in aircraft:
- (b) regulating people, activities, and things in relation to the safety and security of civil aviation:
- (c) providing for the implementation of New Zealand's obligations under the Convention:
- (f) providing for anything this Act says may or must be provided for by rules.

Section 53(1) which allows the Minister to make rules under section 52 relating to the designation, classification, and certification of all or any of the following (among other things):

- (d) aircraft
- (e) aeronautical products
- (f) aviation participants.

Section 56 which allows the Minister to make rules under section 52 for all or any of the following:

- (a) general operating rules, air traffic rules, and flight rules, including but not limited to the following: the conditions under which aircraft may be used or operated, or under which any act may be performed in or from an aircraft rules providing for the control of things likely to be hazardous to aviation safety.

Section 60(d) which allows the Minister to make rules under section 52 providing for the following purpose (among other purposes):

- (c) providing for the conditions of operation of foreign aircraft and international flights to, from, or within New Zealand.

5.2 Power to make a transport instrument

Sections 430 and 431 of the Civil Aviation Act 2023 enable the Director to make transport instruments.

Section 430(1)(b) specifies that a regulation or rule made under the Act may provide for any matter that could be included in that regulation or rule to be dealt with in a transport instrument, but must not do so unless, in the case of the Minister making the rule, the Minister is satisfied that the subject matter is appropriate to be in a transport instrument rather than in the rule itself.

Section 430(2) specifies that a regulation or rule that provides for a transport instrument must specify whether the Secretary or the Director may make the instrument.

Section 430(3) specifies that a regulation or rule that provides for a transport instrument may –

- (a) provide for a particular transport instrument as amended or replaced from time to time:
- (b) provide for any transport instrument that may be made for the purposes of that regulation or rule (even if the instrument has not been made at the time the regulation or rule is made):
- (c) provide for any requirements in relation to the instrument or its creation.

Sections 431(1) and (3)(b) provide that a specified person may make a transport instrument and, in this case, the specified person is the Director.

Suitability for use of transport instruments

We propose changes to various rules in Part 91, subpart F to enable the making of three new transport instruments. Transport instruments only have legal effect when referred to in a rule. In making this proposal, we considered the Ministry of Transport guidance on what matters can be dealt with in a transport instrument, namely that they should be non-controversial, technical and/ prescriptive in nature, have limited impact, and allows for future flexibility and innovation.

The CAA and Ministry of Transport have assessed the matters in this proposal as being appropriate for inclusion in a transport instrument.

5.3 Matters to be considered

The development of this NPRM and the proposed rule changes considers the matters under sections 61(2) and 72 of the Act that are part of the procedure for making rules.

Under section 61(2), before making a rule, the Minister must—

- be satisfied that the rule will, to the extent that is practicable, facilitate conformity with the applicable standards of ICAO relating to aviation safety and security; and
- be satisfied that the rule is not inconsistent with New Zealand’s international obligations relating to aviation safety and security; and
- have regard to and give the weight that the Minister considers appropriate in each case, to the criteria specified in section 72.

5.4 Incorporation by reference

Appendix A.12 refers to regulation 28 of the Misuse of Drugs Act 1977. This proposal would transfer that reference from the Appendix to a new transport instrument.

5.5 Civil Aviation (Offences) Regulations 2025

The proposed amendments will not require any changes to the Civil Aviation (Offences) Regulations 2025.

6. Submissions on the NPRM

6.1 Making a submission

We invite you to make a submission on the proposed changes by providing written feedback. We will consider all submissions before proceeding with changes to rules. If we need to make significant changes to the rule requirements in this proposal as a result the submissions process, we may invite further submissions.

6.2 Submissions will be available to view

Interested people can view all submissions, both before and after the closing date for submissions. We will publish a consultation summary on the CAA web site and provide it to everyone who makes a written submission on this NPRM.

Submissions may be examined by appointment with the Docket Clerk at the Civil Aviation Authority Level 15, Datacom Centre, 55 Featherston Street, Wellington 6011 between 8:30 am and 4:30 pm on weekdays, except statutory holidays. Email docket@caa.govt.nz to arrange an appointment.

6.3 Official Information Act

Submitters should note that subject to the Official Information Act 1982 any information attached to submissions will become part of the docket file and will be available to the public for examination.

You should state clearly if there is any information in their submission that is commercially sensitive, or if there is another reason you do not want us to release the information to other interested parties. The CAA will consider this when deciding in respect of any Official Information Act requests. Please note that the CAA cannot guarantee confidentiality in respect of any specific submissions.

6.4 How to make a submission

You may download a submission sheet from our website and submit your feedback using any of the following methods:

e-mail:	docket@caa.govt.nz subject line "Submission on NPRM 25-04".	
mail:	Docket Clerk (NPRM 25-04) Civil Aviation Authority PO Box 3555 Wellington 6140 New Zealand	in person: Docket Clerk (NPRM 25-04) Civil Aviation Authority Datacom Centre Level 15 55 Featherston Street Wellington 6011

Final date for submissions

Submissions must be received on or before **20 February 2026**.

Availability of the NPRM

This NPRM is available on the CAA web site: www.caa.govt.nz;

or from the Docket Clerk by phoning: 64-4-560 9640 and quoting NPRM 25-04.

Further information

For further information, contact: docket@caa.govt.nz

7. Proposed amendment to Subpart A - General and 91.501 General requirements

[Note: Inserted texts are shaded, deleted texts are struck through and shaded]

Subpart A - General

91.17 Transport instruments made for the purposes of this Subpart

- (1) A transport instrument may be made for the purposes of this Part, subject to any requirements specified in a rule referring to the instrument.
- (2) In accordance with section 431 of the Act a transport instrument made for the purposes of this Part may be made by the Director.
- (3) Before making a transport instrument the Director must have regard to any relevant standards, guidance and practice.
- (4) The Director must not make a transport instrument unless a rule refers to the transport instrument.
- (5) The transport instrument must specify dates for compliance.
- (6) The Director may amend or replace a transport instrument when necessary.
- (7) A transport instrument is secondary legislation (see Part 3 of the Legislation Act 2019 for publication requirements).

91.501 General requirements

A person must not operate an aircraft unless—

- (1) the aircraft is equipped with the type and number of instruments and equipment required by this Subpart; and
- (2) the instruments and equipment installed in the aircraft comply with—
 - (i) the applicable specifications and airworthiness design standards listed in the following:
 - (A) Appendix A to this Part and/or:
 - (AA) a transport instrument to this Part:
 - (B) Appendix C to Part 21:
 - (C) Part 26:
 - (D) for an aircraft that has a *special category* airworthiness certificate, the aircraft manufacturer's design specifications; or
 - (ii) an alternative specification and design standard—
 - (A) approved by the Director; or

- (B) for an aircraft that has a *special category* airworthiness certificate, that is acceptable to the Director following a flight evaluation; and
- (3) the instruments and equipment installed in the aircraft have been installed in accordance with the aircraft manufacturer's instructions or other equivalent instructions acceptable to the Director; and
- (4) except as provided in rule 91.537, the instruments and equipment installed in the aircraft are in an operable condition.

8. Proposed amendments to rule 91.755 – SATVOICE for foreign operators

[Note: Inserted texts are shaded, deleted text is struck through and shaded]

8.1 91.755 Special rules for foreign aircraft operations

- (a) ~~General.~~ In addition to the other applicable rules of this Part, a person operating a foreign registered aircraft within New Zealand must comply with this rule.
- (b) ~~VFR.~~ A person must not conduct an aircraft operation under VFR that requires two-way voice ~~radio~~ communications under this Part unless at least one flight crew member on the aircraft is able to conduct two-way ~~voice radio~~ communications in the English language and is on duty during the operation.
- (c) ~~IFR.~~ A person must not operate an aircraft under IFR unless—
- (1) The aircraft is equipped with—
 - (i) ~~radio~~ equipment allowing ~~continuous two-way voice radio~~ communications with ATS when the aircraft is being operated in controlled airspace; and
 - (ii) a navigation system which will enable the aircraft to proceed in accordance with the flight plan; and
 - (2) the person piloting the aircraft—
 - (i) holds a current New Zealand instrument rating, or holds a current instrument rating issued by the country of that aircraft's registry; and
 - (ii) is familiar with the New Zealand IFR en route, holding, and approach procedures published in the AIPNZ; and
 - (3) at least one flight crew member of the aircraft is able to conduct two-way voice ~~radio telephone~~ communications in the English language, and the flight crew member is on duty while the aircraft is operating under IFR.

9. Proposed amendments to rule 91.523 and Appendices A.12 and A.13 - Emergency equipment

[Note: Inserted texts are shaded, deleted text is struck through and shaded]

91.523 Emergency equipment

- (a) An aircraft with a certificated seating capacity of 10 passenger seats or more must be equipped with—
 - (1) the number of first aid kits specified in CATI 91.523 ~~Table 7~~, which must be distributed and readily accessible in each passenger compartment for the treatment of injuries likely to occur in flight or in minor accidents; and
 - (2) the number, extinguishing agent, location and distribution of hand-held fire extinguishers specified in ~~Table 8~~, which must be readily accessible, are specified in CATI 91.523 and ~~distributed in accordance with Table 8~~.
- (b) 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.
- (c) An aircraft with a certificated seating capacity of 61 passenger seats or more must be equipped with the number and location of portable battery-powered megaphones—
 - (1) readily accessible from the flight attendance seat for the crew members who are assigned to direct emergency evacuations; and
 - (2) distributed as specified in CATI 91.523 ~~accordance with Table 9~~.
- (d) Each item of equipment that is required under paragraphs (a)(2) and (c) must clearly indicate its method of operation.
- (e) Each compartment or container that contains an item of equipment that is required under paragraph (a), must be marked to indicate its contents.
- (f) Paragraph (c) does not apply when the aircraft is carrying cargo exclusively in any passenger compartment converted for the carriage of cargo.
- (g) For the purposes of this rule CATI 91.523 is a transport instrument.

Table 7: First aid kits

Certificated passenger seating capacity of—	Total number of kits
1 through 100	1
101 through 200	2
201 through 300	3

301 through 400	4
401 through 500	5
501 through 600	6
601 or more	7

Table 8: Hand-held fire extinguishers

Location	Distribution
Accessible to the crew near the entrance to each Class A, B, and E cargo compartment	1
On or near the flight deck, readily accessible from the flight crew station	1
A galley not in a passenger, crew, or cargo compartment	1
Accessible to each galley in a passenger compartment	1
Passenger Compartment with certified passenger seating capacity of—	
1 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
601 or more	8

Table 9: Megaphones

Certificated passenger seating capacity of—	Distribution	
	Forward end	Most rearward location
61 through 99		1
100 or more	1	1

Appendix A.12 First aid kits

Each first aid kit must—

~~(1) be placed in a container that—~~

- ~~(i) — minimises the risk of theft or deterioration of the contents; and~~
- ~~(ii) — ensures that any theft may be readily detected; and~~

~~(2) be located and secured in such a manner that—~~

- ~~(i) — the possibility of damage or loss as the results of accident is minimised; and~~
- ~~(ii) — there is no danger to the occupants of the aircraft; and~~

~~(3) have its location marked—~~

- ~~(i) — on the outside of any compartment containing the kit; and~~
- ~~(ii) — for aircraft that do not exceed 5700 kg MCTOW, on the outside of the aircraft; and;~~

~~(4) when containing narcotics, be installed in an aircraft—~~

- ~~(i) — in accordance with regulation 28 of the Misuse of Drugs Regulations 1977; and~~
- ~~(ii) — that when not in use can be locked, or placed in a lockable hangar, or have the first aid kit containing narcotics removed to a safe and secure location.~~

~~*Liferafts are considered to be safe and secure locations for the storage of first aid kits containing narcotics.*~~

Appendix A.13 Fire extinguishers

Each fire extinguisher must—

~~(1) be installed and secured in such a manner that it will not interfere with the safe operation of the aircraft or adversely affect the safety of crew or passengers; and~~

~~(2) subject to subparagraph (4), be of the type and quantity of extinguishing agent suitable for the kinds of fires likely to occur in the compartment where the fire extinguisher is intended to be used; and~~

~~(3) minimise the hazards of toxic gas concentrations; and~~

~~(4) contain as an extinguishing agent only—~~

- ~~(i) — [bromochlorodifluoromethane (halon 1211); or~~
- ~~(ii) — bromotrifluoromethane (halon 1301);] or~~
- ~~(iii) — carbon dioxide; or~~
- ~~(iv) — dry powder; or~~
- ~~(v) — another agent that provides an equivalent extinguishing action.~~

Proposed Transport Instrument – 91.523 Emergency Equipment

Civil Aviation (Emergency Equipment) Transport Instrument: CATI 91.523

Preliminary

The Director of Civil Aviation being satisfied that all persons and organisations that the Director considers appropriate have been consulted, having regard to the relevant standards, guidance and practice, and having regard to the subject matter of this transport instrument, makes this transport instrument under section 431 of the Civil Aviation Act 2023 and Civil Aviation Rule 91.17 for the matters specified under rule 91.523.

Purpose

This transport instrument specifies the emergency equipment required and the number, location and/or distribution of this equipment on an aircraft.

Subpart A - General

1.1. Title

This civil aviation transport instrument is the Civil Aviation (Emergency Equipment) Transport Instrument and may be referred to as [CATI 91.523].

1.3. Commencement date

This transport instrument comes into force on [date] 2026.

1.5. Definitions

Terms used in this transport instrument have the same meaning as in Part 1 of the Civil Aviation Rules.

1.7. Application

This transport instrument applies to all aircraft with a certificated seating capacity of 10 passenger seats or more.

Subpart B - Requirements

2.1 First aid kits

- (a) For the purposes of rule 91.523(a)(1), an aircraft with a certificated seating capacity of 10 passenger seats or more must be equipped with the number and distribution of first aid kits as specified in Table 1.

Table 1: First aid kits

Certificated passenger seating capacity of—	Total number of kits
1 through 100	1
101 through 200	2
201 through 300	3

301 through 400	4
401 through 500	5
501 through 600	6
601 or more	7

- (b) Each first aid kit must be:
- (1) placed in a container that—
 - (i) minimises the risk of theft or deterioration of the contents; and
 - (ii) ensures that any theft may be readily detected; and
 - (2) be located and secured in such a manner that—
 - (i) the possibility of damage or loss as the results of accident is minimised; and
 - (ii) there is no danger to the occupants of the aircraft; and
 - (3) have its location marked—
 - (i) on the outside of any compartment containing the kit; and
 - (ii) for aircraft that do not exceed 5700 kg MCTOW, on the outside of the aircraft, and;
 - (4) when containing narcotics, be installed in an aircraft—
 - (i) in accordance with regulation 28 of the Misuse of Drugs Regulations 1977; and
 - (ii) that when not in use can be locked, or placed in a lockable hangar, or have the first aid kit containing narcotics removed to a safe and secure location.
- (c) For the purposes of this rule, a life raft is a safe and secure location for the storage or first aid kits containing narcotics.

2.3 Fire extinguishers

- (a) For the purposes of rule 91.523(a)(2), the number, location and distribution of hand-held fire extinguishers must be readily accessible and distributed as set out in Table 2.
- (b) The fire extinguishers must -
- (1) clearly indicate its method of operation; and
 - (2) be installed and secured in such a manner that it will not interfere with the safe operation of the aircraft or adversely affect the safety of crew or passengers; and
 - (3) subject to subparagraph (4), be of a type and quantity of extinguishing agent suitable for the kinds of fires likely to occur in the compartment where the fire extinguisher is intended to be used; and
 - (4) minimise the hazards of toxic gas concentrations; and
 - (5) contain as an extinguishing agent only—

- (i) bromochlorodifluoromethane (halon 1211); or
- (ii) bromotrifluoromethane (halon 1301); or
- (iii) carbon dioxide; or
- (iv) dry powder; or
- (v) another agent that provides an equivalent extinguishing action.

Table 2: Hand-held fire extinguishers

Location	Distribution
Accessible to the crew near the entrance to each Class A, B, and E cargo compartment	1
On or near the flight deck, readily accessible from the flight crew station	1
A galley not in a passenger, crew, or cargo compartment	1
Accessible to each galley in a passenger compartment	1
Passenger Compartment with certified passenger seating capacity of—	
1 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
601 more	8

2.5 Megaphones

For the purposes of rule 91.523(c), the portable battery powered megaphones must –

- (1) clearly indicate its method of operation; and
- (2) be distributed in accordance with Table 3.

Table 3: Megaphones

Certificated passenger seating capacity of—	Distribution	
	Forward end	Most rearward location
61 through 99		1

100 or more.	1	1
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10. Proposed amendments to rule 91.525 Flights over water - Survival equipment

[Note: Inserted texts are shaded, deleted texts are struck through and shaded]

10.1 Rule 91.525 Flights over water

- (a) An aircraft that is operated on a flight over water must be equipped with 1 life preserver for each person on board and stowed in a position that is readily accessible from the seat or berth occupied by the person if—
- (1) the aircraft is a single-engine aircraft and the flight distance to shore is more than gliding distance for the aircraft; or
 - (2) the aircraft is a multi-engine aircraft that is unable to maintain a height of at least 1000 feet AMSL with 1 engine inoperative, and the flight distance to shore is more than gliding distance for the aircraft; or
 - (3) the aircraft is a multi-engine aircraft that is capable of maintaining a height of at least 1000 feet AMSL with 1 engine inoperative and the flight distance to shore is more than 50 NM.
- (aa) The life preserver required in paragraph (a) must meet the requirements specified in CATI 91.525.
- (b) A single-engine aircraft, or multi-engine aircraft that is unable to maintain a height of at least 1000 feet AMSL with 1 engine inoperative, that is operated on a flight over water that extends to more than 100 NM from shore must be equipped with the equipment specified in CATI 91.525.
- ~~(1) enough life rafts with buoyancy and rated capacity to accommodate all the occupants of the aircraft; and~~
 - ~~(2) a survival locator light on each life raft; and~~
 - ~~(3) a survival kit, appropriately equipped for the route to be flown, attached to each life raft; and~~
 - ~~(4) at least 1 pyrotechnic signalling device on each life raft; and~~
 - ~~(5) 1 ELT(S) or 1 EPIRB.~~
- (c) A multi-engine aircraft that is capable of continuing flight with 1 or more engines inoperative that is operated on a flight over water that extends to more than 200 NM from shore must be equipped with the equipment specified in ~~paragraph (b)~~ CATI 91.525.
- (d) An aircraft in excess of 5700 kg MCTOW that is operated on a flight over water that extends to more than 200 NM from shore must be equipped with—
- (1) the equipment specified in ~~paragraph (b)~~ CATI 91.525; and
 - (2) an additional ELT(S) or EPIRB.
- (e) A manned balloon must be equipped with 1 life preserver for each person on board stowed in a position that is readily accessible from the position occupied by the person if—
- (1) the flight crosses or might cross the shore of any lake or sea; or
 - (2) the flight takes off from or intends to land at a site where the takeoff or approach path is so disposed over water that in the event of a mishap there is a likelihood of a ditching; or

- (3) the flight takes off from a site that is located within 1 NM of water at the ordinary high water mark and the wind is offshore or is less than 5 knots onshore.
- (f) The life preservers, life-rafts, signalling devices, ELT(S), and EPIRB required under any of paragraphs (a) to (e) must be installed in conspicuously identified locations and must be easily accessible in the event of a ditching of the aircraft.
- (g) For the purposes of this rule, CATI 91.525 is a transport instrument.

10.2 Appendix A.14

~~A.14 — Emergency equipment~~

- ~~(a) — A life preserver must be equipped with a survival locator light.~~
- ~~(b) — A life preserver must meet the requirements of —~~
- ~~(1) — for inflatable life preservers —~~
 - ~~(i) — TSO C13; or~~
 - ~~(ii) — European Norm EN 396; or~~
 - ~~(iii) — New Zealand Standard NZ 5823; and~~
 - ~~(2) — for constant wear anti-exposure coveralls, US Coastguard Type V PFD.~~
- ~~(c) — A life-raft must meet the requirements of TSO C70 and contain a survival kit.~~
- ~~(d) — The survival kit required in paragraph (c) must include —~~
- ~~(1) — a canopy; and~~
 - ~~(2) — a radar reflector or a flare kit; and~~
 - ~~(3) — a life raft repair kit; and~~
 - ~~(4) — a bailing bucket; and~~
 - ~~(5) — a signalling mirror; and~~
 - ~~(6) — a whistle; and~~
 - ~~(7) — a raft knife; and~~
 - ~~(8) — a compressed gas bottle for emergency inflation; and~~
 - ~~(9) — an inflation pump; and~~
 - ~~(10) — a 25 m retaining line; and~~
 - ~~(11) — a magnetic compass; and~~
 - ~~(12) — a dye marker; and~~
 - ~~(13) — a flashlight having at least 2 ‘D’ cells or equivalent; and~~
 - ~~(14) — a fishing kit; and~~

- ~~(15) 2 oars or 2 glove paddles; and~~
 - ~~(16) a 2-day supply of food rations supplying at least 1000 calories per day for every person that the raft is rated to carry; and~~
 - ~~(17) 1200 mls of water for every 2 persons that the raft is rated to carry, or 1 sea water desalting kit; and~~
 - ~~(18) a first aid kit suitable for treatment of minor injuries; and~~
 - ~~(19) a book on survival appropriate for the area over which the aircraft is operated; and~~
 - ~~(20) a sea anchor; and~~
 - ~~(21) a water collection bag or cups.~~
- ~~(e) A survival locator light must meet the requirements of TSO C85.~~

Proposed Transport Instrument – 91.525 Flights over water

Civil Aviation (Flights over water) Transport Instrument: CATI 91.525

Preliminary

The Director of Civil Aviation being satisfied that all persons and organisations that the Director considers appropriate have been consulted, having regard to the relevant standards, guidance and practice, and, having regard to the subject matter of this transport instrument, makes this transport instrument under section 431 of the Civil Aviation Act 2023 and Civil Aviation Rule 91.17 for the matters specified under rule 91.525.

Purpose

This transport instrument specifies the type of equipment and requirements for an aircraft carrying the equipment on board when undertaking extended over-water operations.

Subpart A - General

1.1. Title

This civil aviation transport instrument is the Civil Aviation (Equipment) Transport Instrument and may be referred to as CATI 91.525.

1.3. Commencement date

This transport instrument comes into force on [date] 2026.

1.5. Definitions

Terms used in this transport instrument have the same meaning as in Part 1 of the Civil Aviation Rules.

1.7. Application

This transport instrument applies to aircraft operating a flight over water.

Subpart B – Equipment required for flights over water

2.1 Life preservers

For the purposes of rule 91.525, each life preserver must:

- (1) be equipped with a survival locator light; and
- (2) a life preserver must meet the requirements of—
 - (i) for inflatable life preservers, TSO C13; and
 - (ii) for constant wear anti-exposure coveralls, US Coastguard Type V PFD.

2.3 Flights over water that extend to more than 100 NM from shore

For the purposes of rule 91.525 (a), (b), (c) or (d), the aircraft must be equipped with —

- (1) enough life-rafts with buoyancy and rated capacity to accommodate all the occupants of the aircraft; and
- (2) a survival locator light on each life-raft; and
- (3) a survival kit, appropriately equipped for the route to be flown, attached to each life-raft; and
- (4) at least 1 pyrotechnic signalling device on each life-raft; and
- (5) 1 ELT(S) or 1 EPIRB.

2.5 Minimum emergency equipment required

- (a) A life-raft must meet the requirements of TSO C70 and contain a survival kit.
- (b) The survival kit required in paragraph (b) must include—
 - (1) a canopy; and
 - (2) a radar reflector or a flare kit; and
 - (3) a life-raft repair kit; and
 - (4) a bailing bucket; and
 - (5) a signalling mirror; and
 - (6) a whistle; and
 - (7) a raft knife; and
 - (8) a compressed gas bottle for emergency inflation; and
 - (9) an inflation pump; and
 - (10) a 25 m retaining line; and
 - (11) a dye marker; and
 - (12) a flashlight having at least 2 'D' cells or equivalent; and
 - (13) potable water, or a means of desalting or distilling salt water, sufficient to provide at least one pint (0.4732 litres) of potable water per person at the rated capacity of the life raft. Where the potable water, or means of desalting or distilling salt water, cannot be accommodated in the survival kit that is attached to the life raft, it may be stowed and carried in an approved auxiliary survival pack that is not attached to the life raft, provided that:
 - (i) the auxiliary survival pack can be readily and quickly attached to the life raft; and
 - (ii) the air operator submits documentation to the Director identifying that the potable water, or means of desalting or distilling salt water, cannot be accommodated in the survival kit attached to the life raft and will instead be stowed in an auxiliary survival pack that is not attached to the life raft.
 - (14) a first aid kit suitable for treatment of minor injuries; and
 - (15) a sea anchor.
- (c) A survival locator light must meet the requirements of TSO C85.

11. Proposed amendments to rules 91.509 and 91.753 - Sensitive pressure altimeters for international air transport operations under VFR

[Note: Inserted texts are shaded, deleted texts are struck through and shaded]

11.1 Proposed amendment to rule 91.509 - Minimum instruments and equipment

91.509 - Minimum instruments and equipment

(a) A powered aircraft with an airworthiness certificate, except a powered glider, must be equipped with a means of—

- (1) indicating airspeed; and
- (2) indicating Mach number, if the speed limitation specified in the aircraft flight manual is expressed in terms of Mach number; and
- (3) indicating altitude in feet using equipment specified in CATI – 91.509; and
- (4) indicating magnetic heading; and
- (5) indicating fuel tank contents, other than auxiliary fuel tank contents; and
- (6) indicating engine revolutions of each engine; and
- (7) indicating oil pressure of each engine using a pressure lubricating system; and
- (8) indicating coolant temperature of each liquid-cooled engine; and
- (9) indicating oil temperature of each engine rated at over 250 brake horsepower using a pressure lubricating system; and
- (10) indicating manifold pressure of each supercharged or turbocharged piston engine, and each piston engine fitted with a constant speed propeller; and
- (11) indicating cylinder head temperature of each air-cooled piston engine rated at over 250 brake horsepower; and
- (12) indicating flap position, if flaps are fitted, unless the position of the flaps can be determined visually by the flight crew member; and
- (13) indicating landing gear position, if the aircraft has retractable undercarriage; and
- (14) indicating the correct functioning of electrical power generating equipment; and
- (15) indicating the presence of carbon monoxide in the cabin if the aircraft is fitted with an exhaust manifold cabin heater or a combustion cabin heater.

(b) Subject to paragraph (c), the following New Zealand registered aircraft issued with an airworthiness certificate must be equipped with a means of automatically recording and accumulating the time-in-service for the aircraft:

- (1) a helicopter that is used for agricultural aircraft operations conducted in accordance with Part 137:

- (2) a helicopter that is used for air operations conducted in accordance with Part 135:
 - (3) a helicopter, except a helicopter that has a *special category—experimental* airworthiness certificate or a *special category—amateur-built* airworthiness certificate, that is used for any other type of operation:
 - (4) an aeroplane that is used for agricultural aircraft operations conducted in accordance with part 137.
- (c) Paragraph (b) comes into force on a date to be appointed by the Minister by notice; and 1 or more notices may be made bringing different provisions of paragraph (b) into force on different dates.
- (d) An aircraft equipped with a lockable door leading to any compartment normally accessible to passengers must be equipped with a means for a crew member to unlock the door.
- (e) For the purposes of this rule, CATI 91.509 is a transport instrument.

11.2 Proposed amendment to rule 91.753

91.753 – Operations of New Zealand registered aircraft outside New Zealand

A person operating a New Zealand registered aircraft must—

- (1) when over the high seas, comply with ICAO Annex 2; and
- (2) when operating within a foreign State, comply with the operating and flight rules of that State; and
- (3) comply with Part, 91 so far as it is not inconsistent with applicable rules of the foreign country where the aircraft is being operated, or ICAO Annex 2; and
- (4) if conducting commercial air transport operations under VFR between New Zealand and another State, or operating commercial air transport operations under VFR between other States, be fitted with a sensitive pressure altimeter that meets the requirements in CATI 91.509.

11.3 Proposed amendment to Appendix A.8 Pressure altimeters

- ~~(c) For pressurised aircraft to be operated at altitudes above 25 000 feet, each sensitive pressure altimeter must—~~
- ~~(1) for a MCTOW not exceeding 5700 kg, be—~~
 - ~~(i) a counter/pointer or drum pointer altimeter at the normal pilot in command position; and~~
 - ~~(ii) a counter/pointer, drum pointer, or three pointer altimeter at other crew stations; or~~
 - ~~(2) for a MCTOW exceeding 5700 kg, be—~~
 - ~~(i) a counter/pointer type at the normal pilot in command position; and~~
 - ~~(ii) either a counter/pointer or a drum/pointer type at the other crew stations.~~
- ~~(d) For aircraft to be operated IFR at altitudes not above 25 000 feet, each sensitive pressure altimeter must be counter/pointer, drum/pointer, or three pointer type.~~
- ~~(e) Each three pointer altimeter must have a striped low altitude warning sector that is fully displayed at all altitudes up to 10 000 feet and progressively withdrawn above that altitude and either—~~

~~(1) a 10 000 ft pointer that cannot be obscured by any other pointers; or~~

~~(2) a concentric track indicating 10 000 ft intervals; or~~

~~(3) a combination of paragraphs (1) and (2).~~

~~(f) — Each sensitive pressure altimeter must —~~

~~(1) meet the requirements of~~

~~(i) — TSO C10; or~~

~~(ii) — British Standards G115, G201, or G226; or~~

~~(2) be adjustable for barometric pressure in hectoPascals or millibars and be presented so as to enable altitudes to be easily read to within 20 feet.~~

~~(g) — Aircraft not required to be fitted with a sensitive pressure altimeter must be fitted with an altimeter calibrated in increments of no more than 200 feet.~~

Proposed Transport Instrument – 91.509 Minimum instruments and equipment: Pressure altimeters

Civil Aviation (Pressure Altimeters) Transport Instrument – CATI 91.509

Preliminary

The Director of Civil Aviation being satisfied that all persons and organisations that the Director considers appropriate have been consulted, **having regard to the relevant standards, guidance and practice**, and having regard to the subject matter of this transport instrument, makes this transport instrument under section 431 of the Civil Aviation Act 2023 and Civil Aviation Rule 91.17 for the matters specified under rule 91.509.

Purpose

This transport instrument specifies the requirements of pressure altimeters installed in an aircraft for the purposes of indicating altitude in feet.

Subpart A - General

1.1. Title

This civil aviation transport instrument is the Civil Aviation (Pressure Altimeters) Transport Instrument and may be referred to as [CATI – 91.509].

1.3. Commencement date

This transport instrument comes into force on [date] 2026.

1.5. Definitions

Terms used in this transport instrument have the same meaning as in Part 1 of the Civil Aviation Rules.

Subpart B – Minimum Requirements of Pressure Altimeters

2.1 Pressure Altimeters

- (a) For pressurised aircraft to be operated at altitudes above 25 000 feet, each sensitive pressure altimeter must—
- (1) for a MCTOW not exceeding 5700 kg, be—
 - (i) a counter/pointer or drum pointer altimeter at the normal pilot-in-command position; and
 - (ii) a counter/pointer, drum pointer, or three pointer altimeter at other crew stations; or
 - (2) for a MCTOW exceeding 5700 kg, be—
 - (i) a counter/pointer type at the normal pilot-in-command position; and
 - (ii) either a counter/pointer or drum/pointer type at other crew member stations.
- (b) For aircraft to be operated IFR at altitudes not above 25 000 feet, each sensitive pressure altimeter must be counter/pointer, drum/pointer, or three pointer type.

- (c) Each three pointer altimeter must have a striped low altitude warning sector that is fully displayed at all altitudes up to 10 000 ft and progressively withdrawn above that altitude and either—
 - (1) a 10 000 ft pointer that cannot be obscured by any other pointers; or
 - (2) a concentric track indicating 10 000 ft intervals; or
 - (3) a combination of paragraphs (1) and (2).
- (d) Each sensitive pressure altimeter must—
 - (1) meet the requirements of TSO C10; and
 - (2) be adjustable for barometric pressure in hectoPascals or millibars and be presented so as to enable altitudes to be easily read to within 20 feet.
- (e) Aircraft not required to be fitted with a sensitive pressure altimeter must be fitted with an altimeter calibrated in increments of no more than 200 feet.

12. Proposed amendments to rules 91.227D, 91.411 and 91.425 - minor editorial corrections.

These amendments address minor typographical errors in the rule.

There are no changes required to other rules or impacts on offences and penalties.

12.1 Proposed amendment to rule 91.227D Restrictions for crew member carrying out specified function necessary for purpose of an operation.

(a) A person must not act as a crew member while carrying out a specified function necessary for the purpose of an operation, without an air operator certificate, unless—

- (1) the specified function is one determined by the Director and specified in a notice under rule 91.227E(a)(1); and
- (2) the circumstances under which the specified function is carried out are determined by the Director and specified in a notice under rule 91.227E(a)(2); and
- (3) the person complies with all the conditions relating to the specified function as determined by the Director and specified in a notice under rule 91.227E(a)(2).

(b) This rule applies to a person acting as a crew member for the purposes of paragraph ~~(3a)~~ (5) of the crew member definition in rule Part 1 **Definitions and Abbreviations**.

12.2 Proposed amendments to rule 91.411 Inadvertent change to flight plan.

A pilot-in-command of an aircraft operating under IFR, must in the event of an inadvertent change departure from the current flight plan—

(1) advise an appropriate ATS unit of—

~~(iii)~~ (i) any deviation from track; and

~~(iv)~~ (ii) any variation of 5% or more of the true airspeed or any variation of 0.02 or more of the Mach number given in the flight plan; and

~~(v)~~ (iii) a revised ETA when the estimated ETA to the next reporting point notified to the ATS unit is found to be in error by more than two minutes; and

12.3 Proposed amendments to rule 91.425 IFR cruising altitude or flight level.

(a) A pilot-in-command of an aircraft within the New Zealand FIR operating under IFR in level cruising flight must, unless otherwise authorised by at ATC unit for flights in controlled airspace, maintain the following altitude or flight levels:

(1) when operating at or below 13 000 feet AMSL and—

~~(iii)~~ (i) on a magnetic track of 270° clockwise to 089°, any odd thousand foot altitude AMSL;
or

~~(iv)~~ (ii) on a magnetic track of 090° clockwise to 269°, any even thousand foot altitude AMSL