



Notice of Proposed Rulemaking Form

Notice of Proposed Rulemaking (NPRM)

Notice No.	NPRM 016 - 2026	Issuing Office: Regulatory Standards Development Division (RSDD)
Issue Date.	27 April 2026	
Publication Date.	30 May 2026	
Expiry Date.	15 May 2026	
Related Reg.	Philippine Civil Aviation Regulations Parts 1, 2 and 3, (Amendment 176 to Annex 1)	
Status:	<i>Amendment</i>	

PROPOSED NEW/AMENDMENTS TO NATIONAL REGULATIONS/STANDARDS

The text of the new/amendments is arranged to show deleted text with a line through it and new text highlighted with grey shading, as shown below:

Text to be deleted is shown with a line through it.	text to be deleted
New text to be inserted is highlighted with grey shading.	new text to be inserted
Text to be deleted is shown with a line through it, followed by the replacement text which is highlighted with grey shading.	new text to replace existing text

AMENDED REGULATIONS:

PHILIPPINE CIVIL AVIATION REGULATIONS PART 1

APPENDIX A: DEFINITIONS

Competency. A dimension of human performance that is used to reliably predict successful performance on the job. A competency is manifested and observed through behaviors that mobilize the relevant knowledge, skills and attitudes to carry out activities or tasks under specified conditions.

***Competency-based training and assessment.** Training and assessment that are characterized by a performance orientation, emphasis on standards of performance and their measurement, and the development of training to the specified performance standards.

Competency element. An action that constitutes a task that has a triggering event and a terminating event that clearly defines its limits, and an observable outcome.



Notice of Proposed Rulemaking Form

***Competency standard.** A level of performance that is defined as acceptable when assessing whether or not competency has been achieved.

Competency unit. A discrete function consisting of a number of competency elements.

***Conditions.** Anything that may qualify a specific environment in which performance will be demonstrated.

Error management. The process of detecting errors and responding to them errors with countermeasures that reduce or eliminate the consequences of errors and mitigate the probability of further errors or undesired states.

***ICAO competency framework.** A competency framework, developed by ICAO, is a selected group of competencies for a given aviation discipline. Each competency has an associated description and observable behaviors.

Monitoring. A cognitive process to compare an actual to an expected state.

Note.– Monitoring is embedded in the competencies for a given role within an aviation discipline, which serve as countermeasures in the threat and error management model. It requires knowledge, skills and attitudes to create a mental model and to take appropriate action when deviations are recognized.

***Observable behavior (OB).** A single role-related behaviour that can be observed and may or may not be measurable.

***Performance criteria.** Simple, evaluative statements on the required outcome of the competency element and a description of the criteria used to judge whether the required level of performance has been achieved. Statements used to assess whether the required levels of performance have been achieved for a competency. A performance criterion consists of an observable behaviour, condition(s) and a competency standard.

Pilot flying (PF). The pilot whose primary task is to control and manage the flight path. The secondary tasks of the PF are to perform non-flight path related actions (radio communications, aircraft systems, other operational activities, etc.) and to monitor other crewmembers.

Pilot monitoring (PM). The pilot whose primary task is to monitor the flight path and its management by the PF. The secondary tasks of the PM are to perform non-flight path related actions (radio communications, aircraft systems, other operational activities, etc.) and to monitor other crewmembers.



Notice of Proposed Rulemaking Form

Threat management. The process of detecting threats and responding to threats them with countermeasures that reduce or eliminate the consequences of threats and mitigate the probability of errors or undesired states.

PHILIPPINE CIVIL AVIATION REGULATIONS PART 2

2.2.1 GENERAL

xxx

- (d) Transitional measures related to the powered-lift category. Until 5 March 2025, the Authority may endorse a type rating for aircraft of the powered-lift category on an airplane or helicopter pilot license. The endorsement of the rating on the license shall indicate that the aircraft is part of the powered-lift category. The training for the type rating in the powered-lift category shall be completed during a course of approved training, shall take into account the previous experience of the applicant in an airplane or a helicopter as appropriate and incorporate all relevant aspects of operating an aircraft of the powered-lift category.

Note.— Guidance material on the application of threat and error management (TEM) is found in the Procedures for Air Navigation Services — Training (PANS-TRG, Doc 9868), Part II, Section I in Chapter 6, and in the Human Factors Training Manual (ICAO Doc 9683).

2.2.4.6 RENDERING A LICENSE VALID PURSUANT TO A FORMAL AGREEMENT BETWEEN CONTRACTING STATES UNDER COMMON LICENSING REGULATIONS

- (a) The Authority may use other effective means, carried on board the aircraft or accessible, to indicate that the licenses issued by the State are rendered valid in accordance with the agreement in 1.2.2.3.1.

Note.— Guidance on the format for the endorsement is contained in Attachment C B. The guidance also includes how to make use of an attachment to the license, as part of the endorsement, for information that may change over time, i.e. the ICAO registration number of the agreement and the list of all States that are party to the agreement.

2.2.6.1 APPROVED TRAINING

xxx

- (e) Competency-based approved training for aircraft and RPAS maintenance personnel shall be conducted within an approved training organization. ††



Notice of Proposed Rulemaking Form

Note 1.— A comprehensive training scheme for the aircraft maintenance (technician/engineer/mechanic) license, including the various levels of competency, is contained in the Procedures for Air Navigation Services —Training (Doc 9868, PANS-TRG).

Note 2.— The Manual on Training of Aircraft Maintenance Personnel (Doc 10098) contains guidance material on the design and development of an aircraft maintenance personnel training program.

Note 3. — †† Applicable effective 26 November 2030.

- (f) Competency-based approved training for flight operations officer/flight dispatcher personnel shall be conducted within an approved training organization.

Note.— Procedures supporting the development of competency-based training and assessment for airplane flight crew, air traffic controllers, aircraft maintenance personnel, remote flight crew and flight operations officers/flight dispatchers, including ICAO competency frameworks, are contained in the Procedures for Air Navigation Services — Training (Doc 9868, PANS-TRG).

2.3.3.3 COMMERCIAL PILOT LICENSE – AIRPLANE

xxx

(c) Experience

- (1) The applicant for a CPL(A) shall have completed not less than 200 hours of flight time, or 150 hours if completed during an Authority-approved training course provided for in an Approved Training Organization under Part 3, as a pilot of airplanes, of which 40 20 hours may have been completed in a flight simulator or flight procedures trainer.

2.3.3.5 MULTI-CREW PILOT LICENSE (MPL)

Note.— The holder of a multi-crew pilot license is authorized by 2.3.3.5.2 (g) to act as co-pilot of an aeroplane required to be operated with a co-pilot. Such holder will be eligible to obtain an airline transport pilot license appropriate to the aeroplane category, after fulfilling the requirements for that license, to be restricted to multi-crew operations unless the requirements of 2.3.3.5.2 (g) (1), (2) and (3), as appropriate, are met (2.3.3.5.2 (g) (5) refers).

2.3.3.5.1 GENERAL

xxx



Notice of Proposed Rulemaking Form

(b) Eligibility requirement:

- (1) To be eligible for an MPL in the airplane category, the applicant shall have completed an approved training course. The training shall be competency-based and conducted in a multi-crew operational environment.
- (2) During the training, the applicant shall have acquired the knowledge, skills and attitudes ~~required as the~~ underpinning ~~attributes~~ the competencies required for performing as a co-pilot of a turbine-powered air transport airplane certificated for operation with a minimum crew of at least two pilots, under VFR and IFR, day and night flying.

Note 1. — Knowledge, skills and attitudes underpin these competencies as described in the Procedures for Air Navigation Services — Training (PANS-TRG, Doc 9868). The knowledge and skills described in 2.5.1.2.1 and 2.5.1.2.2 provide minimum requirements for the issuance of the multi-crew pilot license.

Note 2.— The competencies of the approved adapted competency model provide individual and team countermeasures for the application of threat and error management. Guidance on threat and error management is contained in the Procedures for Air Navigation Services — Training (PANS-TRG, Doc 9868).

(c) Assessment level:

- (1) The applicant for the MPL in the airplane category shall have satisfactorily demonstrated performance in all the nine competency units specified herein at ~~the advanced level of competency achieved the final competency standard of the approved adapted competency model and shall have demonstrated the skill and knowledge required for the safe operation of the applicable type of aircraft, relevant to the licensing requirements and piloting functions of the applicant.~~

Note.— The training scheme for the multi-crew pilot license in the airplane category, including the various levels of competency the ICAO airplane pilot competency framework and the methodology to adapt this framework for the multi-crew pilot license are contained in the Procedures for Air Navigation Services — Training (PANS-TRG, Doc 9868).

(d) ~~Competency units:~~

~~The nine competency units that an applicant has to demonstrate are as follows:
The applicant shall:~~

- ~~(1) Apply threat and error management (TEM) principles;~~



Notice of Proposed Rulemaking Form

- (2) Perform airplane ground operations;
- (3) Perform take-off;
- (4) Perform climb
- (5) Perform cruise;
- (6) Perform descent
- (7) Perform approach;
- (8) Perform landing; and
- (9) Perform after-landing and airplane post-flight operations.

(d) Competency: The applicant shall satisfactorily demonstrate the competencies identified in an adapted competency model to perform as a co-pilot of a turbine-powered air transport airplane certificated for operation with a minimum crew of at least two pilots. The adapted competency model shall be approved by the Authority, using as a basis the ICAO airplane pilot competency framework contained in the Procedures for Air Navigation Services — Training (PANS-TRG, Doc 9868).

Note 1.— Knowledge, skills and attitudes underpin these competencies as described in the Procedures for Air Navigation Services - Training (PANS-TRG, Doc 9868). The knowledge and skills described in 2.5.1.2.1 and 2.5.1.2.2 provide minimum requirements for the issuance of the multi-crew pilot license.

Note 2.— The competencies of the approved adapted competency model provide individual and team countermeasures for the application of threat and error management. Guidance on threat and error management is contained in the Procedures for Air Navigation Services - Training (PANS-TRG, Doc 9868).

(e) — Nationality:

2.3.3.5.2 REQUIREMENTS

xxx

(c) Knowledge.

(i) The applicant shall at least have met the requirements specified in this part for the Airline Transport Pilot License (A) appropriate to the airplane category in an approved training course as well as the additional requirements underpinning the approved adapted competency model. ~~have demonstrated a level of knowledge appropriate to the privileges granted to the holder of an ATPL (A) and appropriate to the category of aircraft intended to be included in the license, in at least the following subjects (see IS: 2.3.3.5 Appendix A). The applicant for an MPL shall:~~



Notice of Proposed Rulemaking Form

~~(1) Receive and log ground training from an authorized instructor on the following subjects:~~

~~(i) Air Law: Rules and regulations relevant to the holder of an airline transport pilot license; rules of the air; appropriate air traffic services practices and procedures.~~

~~(ii) Aircraft General Knowledge:~~

~~(A) General characteristics and limitations of electrical, hydraulic, pressurization and other aircraft systems; flight control systems, including autopilot and stability augmentation.~~

~~(B) Principles of operation, handling procedures and operating limitations of aircraft powerplants; effects of atmospheric conditions on engine performance; relevant operational information from the flight manual or other appropriate document.~~

~~(C) Operating procedures and limitations of the relevant category of aircraft; effects of atmospheric conditions on aircraft performance in accordance to the relevant operational information from the flight manual.~~

~~(D) Use and serviceability checks of equipment and systems of appropriate aircraft.~~

~~(E) Flight instruments, compasses, turning and acceleration errors; gyroscopic instruments, operational limits and precession effects; practices and procedures in the event of malfunctions of various flight instruments and electronic display units.~~

~~(F) Maintenance procedures for airframes, systems and powerplants of appropriate aircraft.~~

~~(G) For helicopter and powered-lift, transmission (power-trains) where applicable;~~

~~(iii) Flight Performance and Planning:~~

~~(A) Effects of loading and mass distribution on aircraft handling.~~

~~(iv) Human Performance:~~

~~(A) Human performance including principles of threat and error management.~~

~~(v) Meteorology:~~



Notice of Proposed Rulemaking Form

- (A) Interpretation and application of aeronautical meteorological reports, charts and forecasts; codes and abbreviations; use of, and procedures for obtaining, meteorological information, pre-flight and in-flight altimetry.
- (B) Aeronautical meteorology; climatology of relevant areas in respect of the elements having an effect upon aviation; the movement of pressure systems; the structure of fronts, and the origin and characteristics of significant weather phenomena which affect take-off, en-route and landing conditions.
- (C) Causes, recognition and effects of icing; frontal zone penetration procedures; hazardous weather avoidance.
- (D) In the case of airplane and powered-lift, practical high altitude meteorology, including interpretation and use of weather reports, charts and forecasts, and jet-streams.

(vi) Navigation:

- (A) Air navigation, including the use of aeronautical charts, radio navigation aids and area navigation systems; specific navigation requirements for long-range flights.
- (B) Use, limitation and serviceability of avionics and instruments necessary for the control and navigation of aircraft.
- (C) Use, accuracy and reliability of navigation systems used in departure, enroute, approach and landing phases of flight; identification of radio navigation aids.
- (D) Principles and characteristics of self-contained and external-referenced navigation systems; operation of airborne equipment.

(vii) Operational Procedures:

- (A) Application of threat and error management to operational performance;
- (B) Interpretation and use of aeronautical documentation such as AIP, NOTAM, aeronautical codes and abbreviations;
- (C) Precautionary and emergency procedures; safety practices;
- (D) Operational procedures for carriage of freight and dangerous goods;
- (E) Requirements and practices for safety briefing to passengers, including precautions to be observed when embarking and disembarking from aircraft;
- (F) In the case of the helicopter, and if applicable, powered-lift, settling with power; ground resonance; retreating blade stall; dynamic roll-over and other operation hazards; safety procedures, associated with flight under VFR;



Notice of Proposed Rulemaking Form

(viii) Principles of flight

(ix) Radiotelephony

~~(A) Procedures and phraseology; action to be taken in case of communication failure.~~

(1) Training in the underpinning knowledge requirements shall be fully integrated with the training of the underpinning skill requirements.

xxx

(d) *Skill*. The applicant for an MPL shall have demonstrated underpinning the skills:

~~(1) Required for fulfilling all the competency units specified in this part the competencies of the approved adapted competency model as pilot flying and pilot not flying monitoring, to the level required to perform as a co-pilot of turbine powered airplanes certificated for operation with a minimum crew of at least two pilots under VFR and IFR, and to:~~

~~(2) Recognize and manage threats and errors;~~

~~(3) Smoothly and accurately manually control the airplane within its limitations at all times, such that the successful outcome of a procedure or maneuver is assured;~~

~~(4) Operate the airplane in the mode of automation appropriate to the phase of flight and to maintain awareness of the active mode of automation;~~

~~(5) Perform, in an accurate manner, normal, abnormal and emergency procedures in all phases of flight; and~~

~~(6) Communicate effectively with other flight crew members and demonstrate the ability to effectively perform procedures for crew incapacitation, crew coordination, including allocation of pilot tasks, crew cooperation, adherence to standard operating procedures (SOPs) and use of checklists.~~

~~(7) Progress in acquiring the skills above shall be continuously assessed.~~

xxx

(f) *Ratings*. Comply with the sections of this regulation that apply to the rating he seeks.

(1) Airplane rating: Aeronautical experience.

(i) An applicant for a Multi-crew pilot license with an airplane rating shall have completed an approved training course and shall have not less



Notice of Proposed Rulemaking Form

than 240hours which includes actual and simulated flight as pilot flying and pilot not flying of actual and simulated flight monitoring.

xxx

(iv) xxx

(v)

(vi) In addition to meeting the above provisions, the applicant shall have gained, in a turbine-powered airplane certificated for operation with a minimum crew of at least two pilots, or in a flight simulation training device approved for that purpose by the Licensing Authority the experience necessary to achieve the advanced level of competency final competency standard of the approved adapted competency model defined listed in Subpart 2.3.3.5.1 (c) and (d) above.

2.3.3.6 INSTRUMENT RATING - AIRPLANE

xxx

(b) *Knowledge.* The applicant for an IR (A) shall:

(1) receive and log ground training from an authorized instructor on the following subjects:

xxx

(ii) Aircraft general knowledge:

(A) use, limitation and serviceability of avionics and instruments necessary for the control and navigation of airplanes under IFR and in instrument meteorological conditions; use and limitations of autopilot automation;

(iii) xxx

(iv) Navigation;

(A) practical air navigation using radio navigation aids systems;

(v) xxx

2.3.3.10 INSTRUMENT RATING - HELICOPTER



Notice of Proposed Rulemaking Form

(a) xxx

(b) Knowledge. The applicant for an IR (H) shall:

(1) receive and log ground training from an authorized instructor on the following subjects:

(i) xxx

(ii) Aircraft general knowledge:

(A) use, limitation and serviceability of avionics and instruments necessary for the control and navigation of airplanes under IFR and in instrument meteorological conditions; use and limitations of autopilot automation;

(iii) xxx

(iv) Human performance: human performance relevant to instrument flight in helicopters;

(A) practical air navigation using radio navigation aids systems;

(B) use, accuracy and reliability of navigation systems used in departure, enroute and approach phases of flight; identification of radio navigation aids sources;

(v) xxx

(vi) Navigation:

(A) xxx

(B) use; accuracy and reliability of navigation systems used in departure, enroute, approach and landing phases of flight; identification of radio navigation aids sources;

2.7.3.4 AIR TRAFFIC CONTROLLER LICENSE

xxx

(c) *Experience.*

(1) The applicant shall have completed an approved training course and demonstrated the required competence, having accomplished not less than three months satisfactory service engaged in the actual control of air traffic under the supervision of an appropriately rated air traffic controller air traffic control (ATC) on-the-job training instructor (OJTI). The experience requirements specified for air traffic controller ratings in Subpart 2.7.4 will be credited as part of the experience specified in this paragraph.



Notice of Proposed Rulemaking Form

- (2) An air traffic controller acting as an air traffic control on-the-job training instructor shall hold an appropriate rating and be qualified as an air traffic control on-the-job training instructor.

Note.— The Procedures for Air Navigation Services — Training (Doc 9868) contains guidance on the qualification of air traffic control on-the-job training instructors and on competency-based training and assessment for air traffic controllers. The Manual on Air Traffic Controller Competency-based Training and Assessment and the Manual on Air Traffic Control On-the-Job Training Instructor Competency-based Training and Assessment (Doc 10056, Volumes I and II) provide additional guidance to support stakeholders in the successful implementation of competency-based training and assessment for air traffic controllers.

2.7.5.6 AIR TRAFFIC CONTROLLER RATING REQUIREMENTS

(a) xxx

(b) Experience.

(1) The applicant for an air traffic controller license shall have:

(i) xxx

(ii) ~~provided; satisfactorily~~ demonstrated the required competence while providing under the supervision of an ~~appropriately rated air traffic controller~~ air traffic control (ATC) on-the-job training instructor (OJTI), one or more of the following:

(A) aerodrome control rating: an aerodrome control service, for a period of not less than 90 hours or one month, whichever is greater, at the unit for which the rating is sought;

(B) approach, approach radar, area or area radar control rating: the control service for which the rating is sought. for a period of not less than 180 hours or three months, whichever is greater, at the unit for which the rating is sought; and

(C) approach precision radar control rating: not less than 200 precision approaches of which not more than 100 shall have been carried out on a radar simulator approved for that purpose by the Authority. Not less than 50 of those precision approaches shall have been carried out at the unit and on the equipment for which the rating is sought; and

(iii) if the privileges of the approach radar control rating include surveillance radar approach duties, the experience shall include not less than 25 plan position



Notice of Proposed Rulemaking Form

indicator (PPI) approaches on the surveillance equipment of the type in use at the unit for which the rating is sought and under the supervision of an appropriately rated approach radar controller.

- (2) The ~~experience specified under (ii) shall have been completed within the 6-month period immediately preceding application.~~ application for a rating shall be made within six months from the completion of experience specified in 2.7.5 (b) (1) (ii).

2.8.3 FLIGHT OPERATIONS OFFICER LICENSE

- (a) xxx
- (b) Knowledge.
 - (i) Air Law: rules and regulations relevant for operational control and to the holder of a flight operations officer license; appropriate air traffic services practices and procedures;
 - (ii) Aircraft general knowledge:
 - (A) xxx
 - (B) xxx
 - (C) minimum equipment list and configuration deviation list;
 - (iii) Flight performance calculation and planning procedures:
 - (A) xxx
 - (B) xxx
 - (C) xxx
 - (D) xxx
 - (E) take off performance including field length, climb and obstacle criteria and limitation;
 - (F) cruise performance including minimum altitudes, decompression/engine out/gear down scenario planning;
 - (G) landing performance including approach climb and field length criteria and limitations;
 - (iv) Human performance: human performance relevant to ~~dispatch~~ operational control duties; including principles of threat and error management.
 - (v) xxx
 - (vi) xxx
 - (vii) Operational procedures:
 - (A) use of aeronautical documentation and standard operating procedures;



Notice of Proposed Rulemaking Form

(c) Experience.

(1) The applicant for a flight operations officer license shall have gained the following experience:

(i) a total of two (2) years' service in any one or in any combination of the capacities specified in (A) to (C) inclusive, provided that in any combination of experience the period serviced in any capacity shall be at least one year:

(A) xxx

(B) a meteorologist in an organization dispatching providing operational control to aircraft in air transportation; or

(d) Skill. The applicant shall have demonstrated the ability to:

(1) xxx

(2) xxx

(3) xxx

(4) identify and to retrieve aeronautical data and other information relevant for the analysis of operational situations and risks;

(45) make an accurate and operationally acceptable weather analysis from a series of daily weather maps and weather reports; provide an operationally valid briefing on weather conditions prevailing in the general neighbourhood of a specific air route; forecast weather trends pertinent to air transportation with particular reference to destination and alternates;

(6) identify and apply operational limitations and minimums in relation to the weather, aircraft status and appropriate navigation procedures;

(7) identify and evaluate the risk factors and the possible consequences for flight operations;

(8) identify and evaluate actions considering risk, the effect on flight safety and regularity of the operation;

(9) determine an appropriate course of action based on the responsibilities and policies described in the operation manuals;

(10) apply appropriate standard and non-standard procedures from the operations manual for the initiation, planning, continuation, diversion or termination of flights in the interest of safety of the aircraft and regularity and efficiency of the operation;

IS 2.3.3.5 APPENDIX B: MULTI-CREW PILOT LICENSE SKILLS

(a) xxx

(b) Flight Instruction.



Notice of Proposed Rulemaking Form

- (1) The applicant shall have gained not less than 10 hours of instrument flight time while receiving dual instrument flight instruction in the aircraft category being sought, from a flight instructor authorized by the Authority. The instructor shall ensure that the applicant has operational experience in at least the following areas to the level of performance required for the holder of an instrument rating:
- (2) The applicant shall have demonstrated the ability to perform the procedures and maneuvers described with a degree of competency appropriate to the privileges granted to the holder of an airline transport pilot license, and to:
 - (i) recognize and manage threats and errors;

PHILIPPINE CIVIL AVIATION REGULATIONS PART 3

3.2.4 TRAINING PROGRAM AND APPROVAL

xxx

- (d) A Licensing Authority may approve a training program for a private pilot license, commercial pilot license, an instrument rating or an aircraft maintenance technician license that allows an alternative means of compliance with the experience requirements established by Annex 1, provided that the approved training organization demonstrates to the satisfaction of the Licensing Authority that the training provides a level of competency at least equivalent to that provided by the minimum experience requirements for personnel not receiving such approved training.

Note 1.— A comprehensive training scheme for the aircraft maintenance (technician/engineer/mechanic) license, including the various levels of competency, is Procedures supporting the development of competency-based training and assessment for airplane pilots and aircraft maintenance personnel, including ICAO competency frameworks, are contained in the Procedures for Air Navigation Services — Training (Doc 9868, PANS-TRG)

Note 2.— The Manual on Training of Aircraft Maintenance Personnel (Doc 10098) contains guidance material on the design and development of an aircraft maintenance personnel training program.

- End of Text-



Notice of Proposed Rulemaking Form

INSTRUCTION

- a. This form can be accomplished through handwritten or computerized.

ITEM	DESCRIPTION
Notice No.	Indicate the Notice No. starting with number 1 then followed by the year issued.
Issue Date.	Indicate the date of uploading in the CAAP official website.
Publication Date.	Indicate the date of the proposed publication date.
Expiry Date.	Indicate the deadline of submission of comments.
Related Re.	Indicate the related regulations/standards affected by the new/amendments.
Status	Indicate whether new issue or amendment to the regulations/standards.
Issuing Office	Indicate the name of the issuing office.
Text	Indicate the text of the new/amendments is arranged to show deleted text with a line through it and new text highlighted with grey shading.