



DSAÉ (FR MAA)
Airworthiness in State's aviation
10 years of experience
Lessons learned and feedback

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Colonel Stéphane COPERET Head of the rulemaking department



MAWA
Conference



LISBON
October 2016



1. STRATEGIC APPROACH

- Why a regulation ?
- Creation of DSAE (French NMAA): **→ a political decision**
 - New established principles in the airworthiness domain
 - Interdepartmental scope of action
 - A new and key actor of French MOD

2. MISSION & ORGANISATION:

→ a sensitive choice

- Range of responsibilities
- Shareholders and Governance

3. REGULATION & IMPLEMENTATION:

→ a strong process

- Writing a French new airworthiness regulation
- The choice of an ambitious implementation schedule
- Challenges and solutions to face

4. EUROPEAN STATE AVIATION PLAYERS:

→ desire of a global vision

- Increasing pressure due to the SES
- MAWA Forum and European harmonization challenge

5. CURRENT SITUATION :

→ activity, means & figures

6. LEARNINGS & ACHIEVEMENTS:

→ to sum up

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Why a regulation ?

- **Three accidents occurred in 2000/2001:**
 - US C130 firefighter leased by Civil Safety service
 - ↳ Not considered as a State owned aircraft
 - Mirage F1 after engine stopped
 - ↳ Modification declared mandatory to restore airworthiness 15 years before but never procured
 - CAP232 during an acceptance test flight by CEV
 - ↳ Civil registered but with invalid Permit to Fly
- **French Government Initiative:**
 - **2002** : At the same time as Regulation n° 1592/2002 of the European Parliament and of the Council on common rules in the field of civil aviation was establishing a European Aviation Safety Agency (EASA) on 15 July 2002, a **French Military-civil WG** was set up and address the airworthiness of French military and State owned aircraft
 - **2006** : Publication of a regulation on the airworthiness of
military and State owned aircraft

A fundamental consideration

- **CIVIL AGENCIES CANNOT REGULATE STATE AVIATION**
- **STATE AVIATION DOES NOT HAVE TO COMPLY WITH CIVIL REGULATIONS**
- **STATES UNDERTAKE TO HAVE DUE REGARD FOR CIVIL AIRCRAFT SAFETY**

<p>ICAO* Chicago Convention (1944)</p> 	<p>▣ ART 3 (civil aircraft and state aircraft)</p> <ul style="list-style-type: none"> • « This convention shall be applicable only to civil aircraft, and shall not be applicable to state aircraft » • « The contracting States undertake, when issuing regulations for their state aircraft, that they will have due regard for the safety of navigation of civil aircraft »
<p>EASA* EC 216/2008</p> 	<p>▣ Article 1 – Scope of application</p> <ul style="list-style-type: none"> • « This Regulation shall not apply to...while carrying out military, customs, police, search and rescue, firefighting, coastguards or similar activities or services » • « The Member states shall undertake to ensure that such activities or services have due regard as far as practicable to the objectives of this Regulation »

ICAO : International Civil Aviation Organisation

EASA : European Aviation Safety Agency

Airworthiness regulation and organisation initially implemented

Interdepartmental level

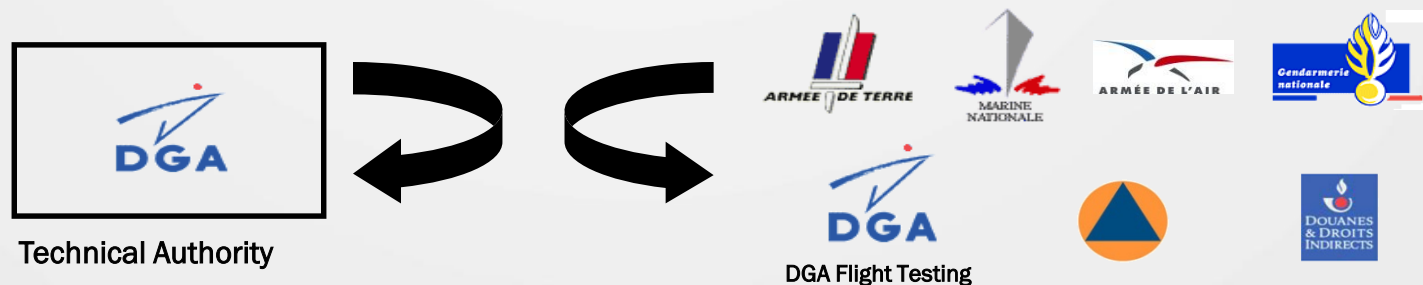
Decree 2006-1551

Order
« Duties »

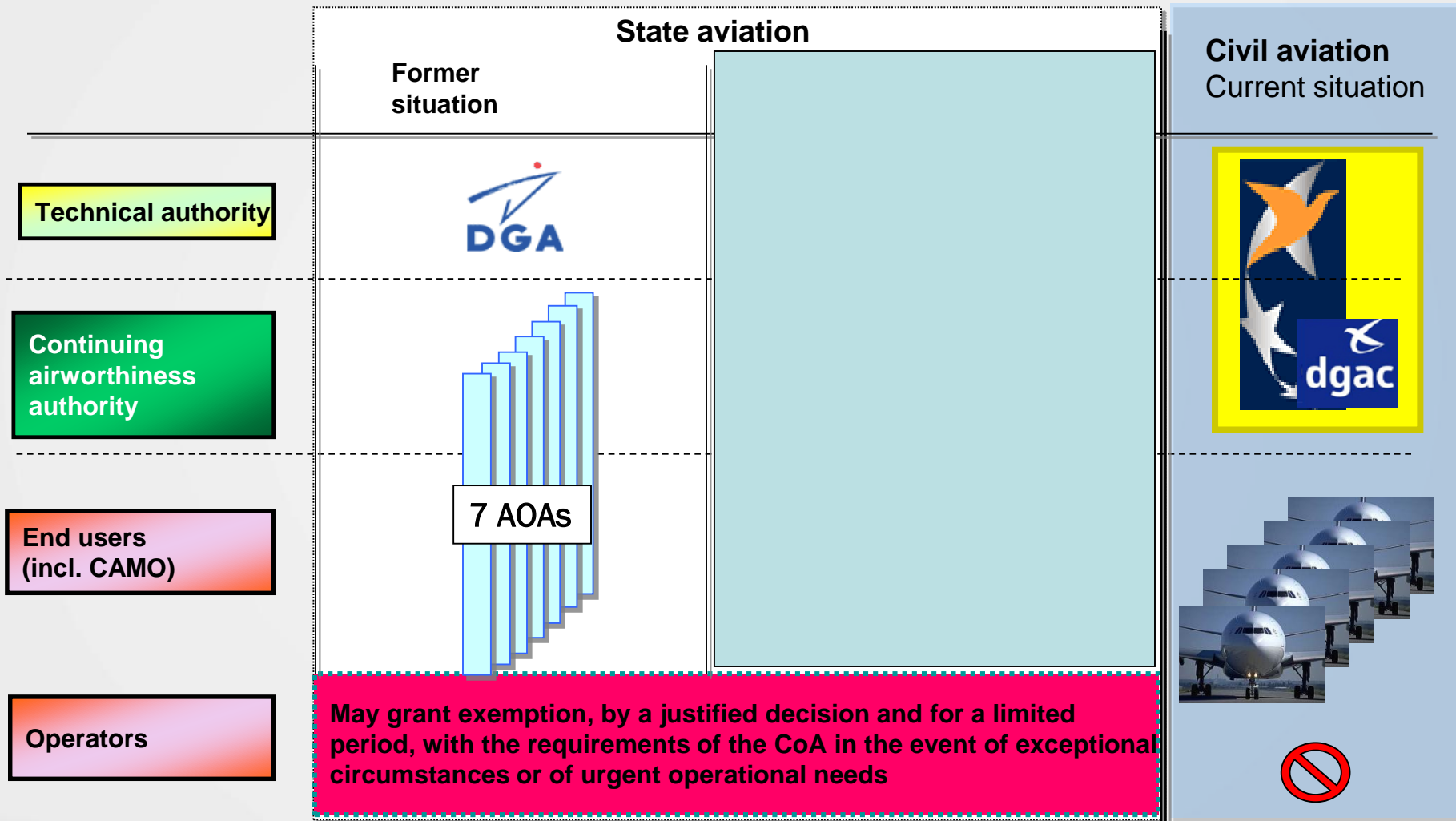
Order
« Conditions »

Order
« Registration »

- The first regulation was mainly focused on aircraft
 - TC, PTF, CoA, CoR...
- The stakeholders were :
 - One Technical Authority (DGA = Defence Procurement Agency)
 - 7 Aviation Operating Authorities (armed forces, civil safety, customs)



Airworthiness organisation initially implemented



DSAÉ : a political decision

Report of MMAé (Jan 2009)

MMAé: Mission for Aviation In-Service Support Modernisation

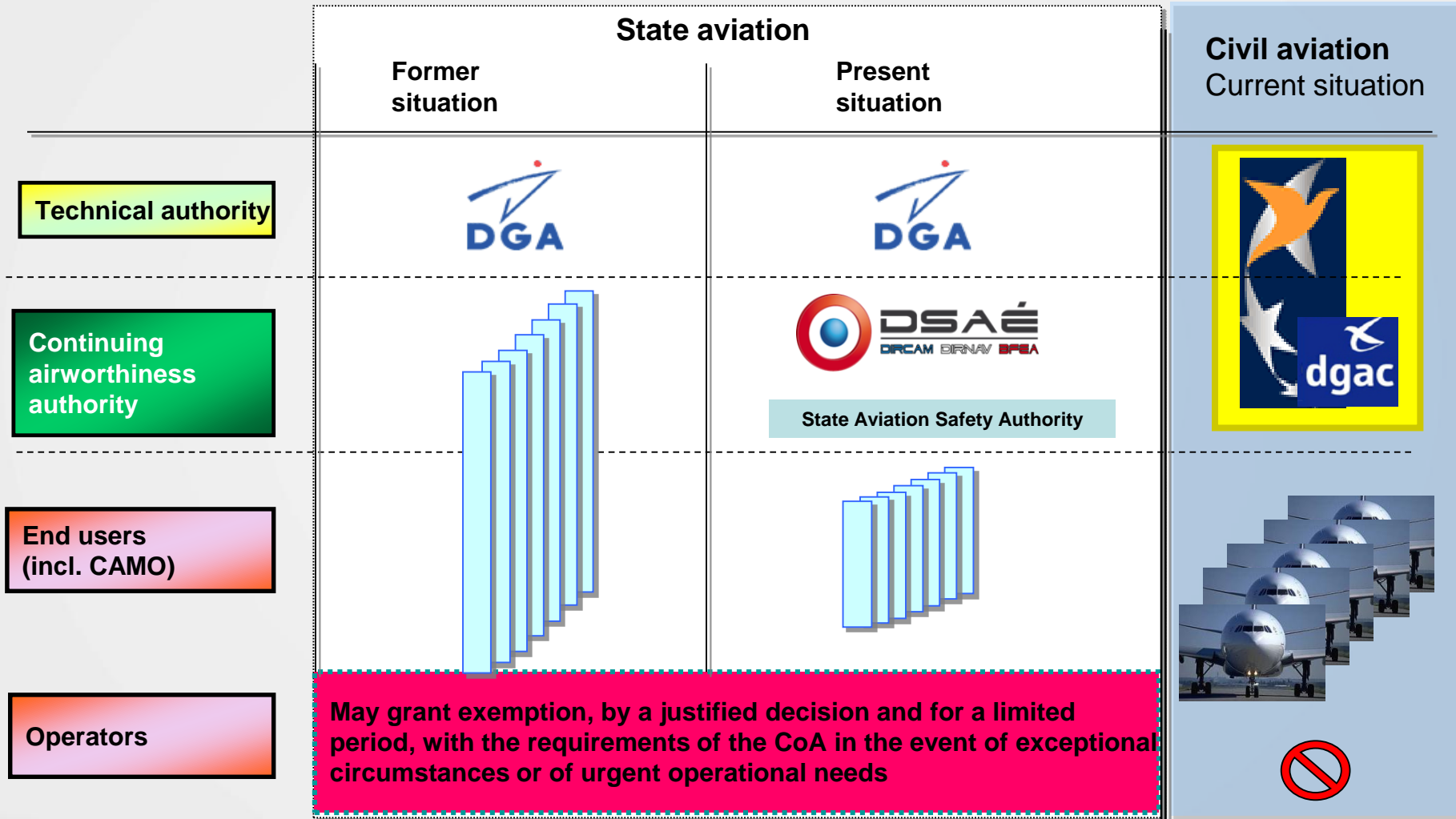
- **Scattering of responsibilities** in terms of aviation safety
- **Duplication of responsibilities** between « users » and « regulators »
- **Need for coherence** with respect to EASA and FR Civil Aviation Authority principles



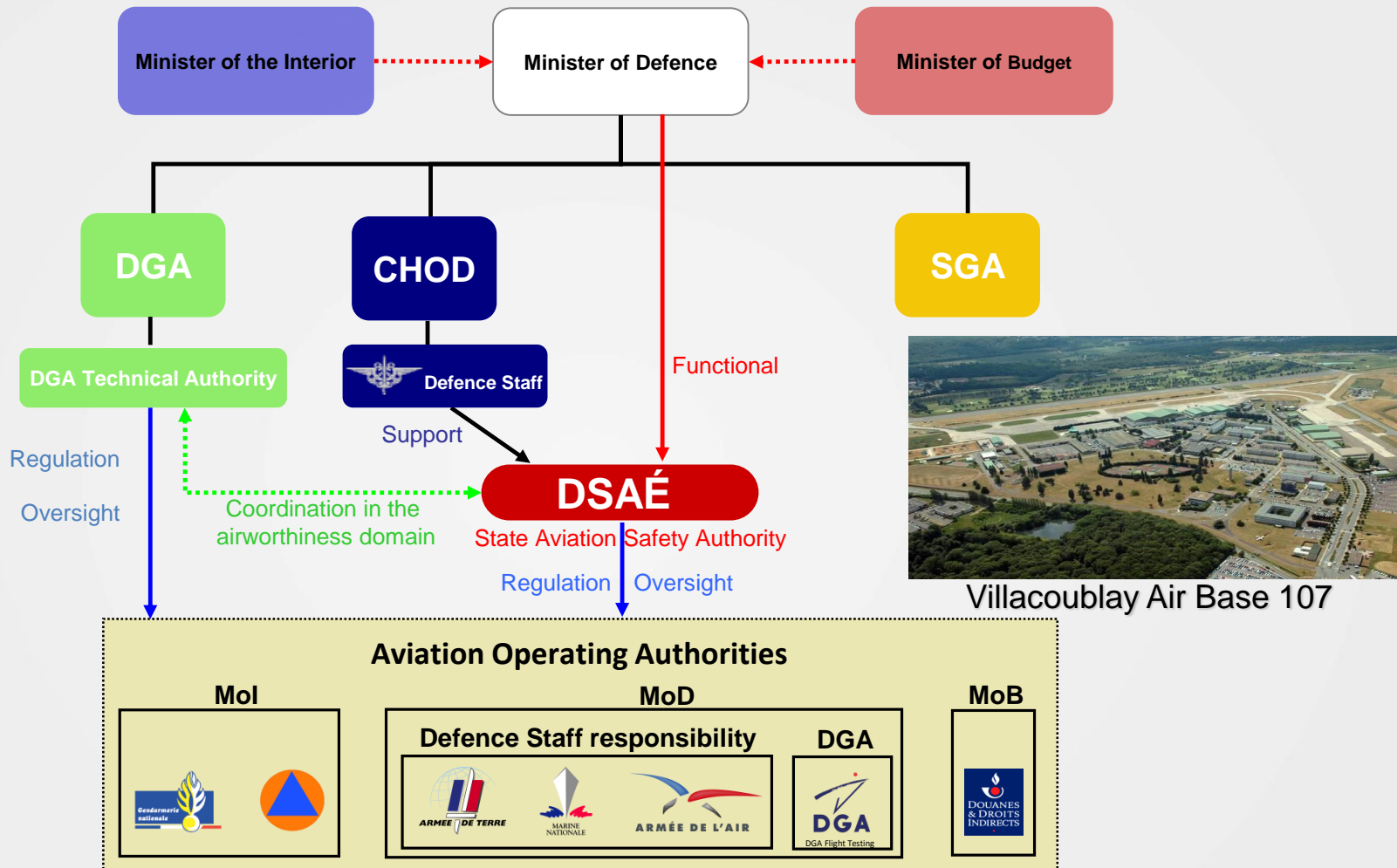
Note from the minister's cabinet dated **02 April 2009**
determining the creation and objectives of DSAÉ

- **Three fields of competence :**
 - ✓ **Aircraft airworthiness**
 - ✓ **Air traffic, airspace and airport management**
 - ✓ **Aircrew training and aircraft operating rules**
- **Newly established principles:**
 - ✓ **Separation of responsibilities between “authorities” and “end users”**
 - ✓ **Preserved responsibilities for « Aviation Operating Authorities »**
 - ✓ **Interdepartmental scope of action**
 - ✓ **Ministries of Defence, Interior, Budget**

DSAÉ : a political decision

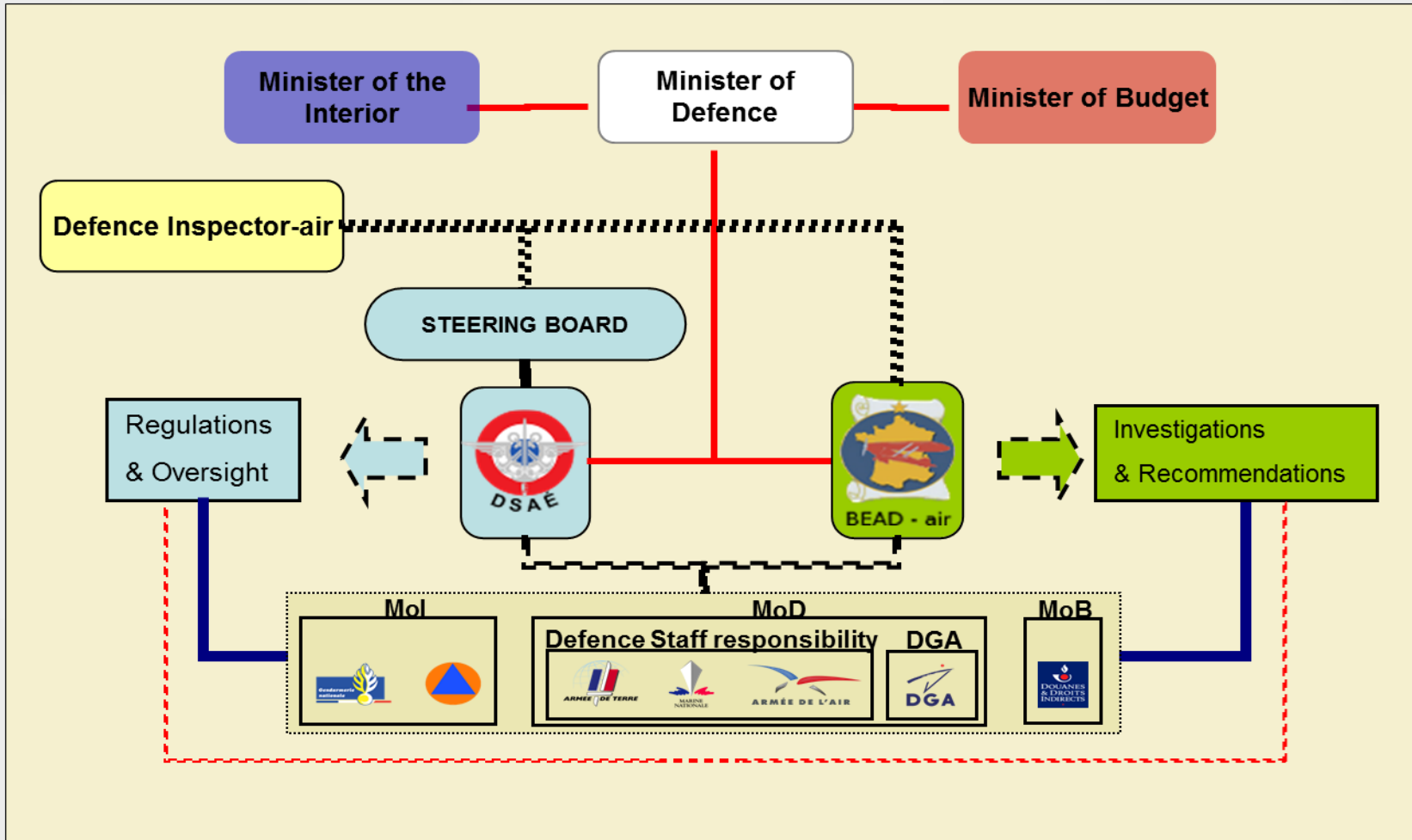


DSAÉ position in the French MoD



DSAÉ is a National-Competence Service of the Central Administration of the Ministry of Defence

DSAE and BEAD-air (FR Defence Air Accidents Investigation Board)



Two separate organisations both contributing to the reinforcement of State aviation safety

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Mission of DSAÉ

1. Regulations and oversight in its fields of competence
 - **airworthiness and registration of State aircraft**
 - military ATM, airspace organisation and management

DSAÉ regulations are developed through constant dialogue with DGA Technical Authority and the 7 Aviation Operating Authorities

2. Regulatory watch and consultancy
3. Representation of the French State for aviation safety with European and international bodies
4. Promotion of a global safety approach, having due regard for the safety challenges of State aviation

The DSAÉ's responsibility is to allow the performance of all State aviation missions in accordance with a global safety approach (founded on three pillars) having due regard to the safety of navigation of civil aircraft

State aviation safety: an holistic approach

MISSION STATEMENT:

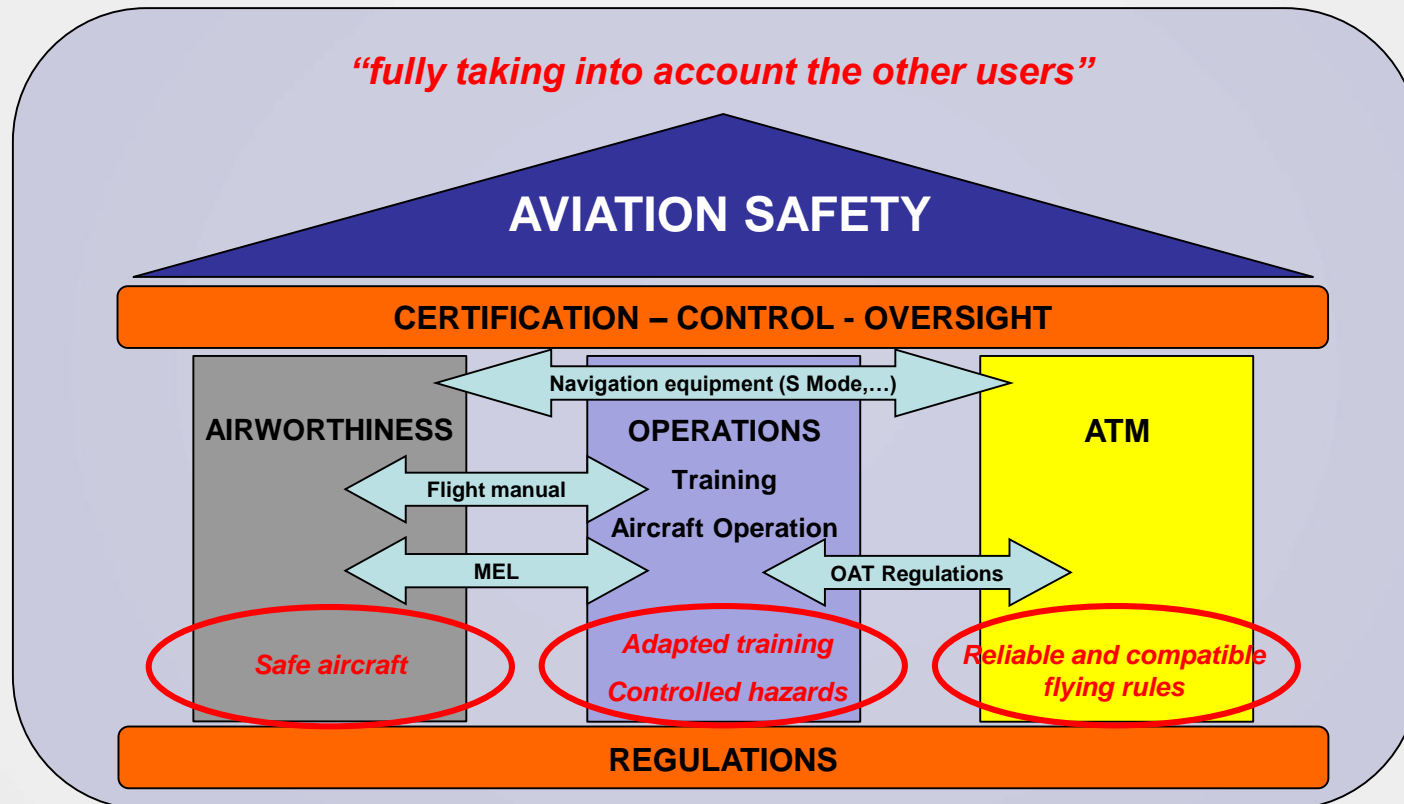
TO BE ABLE TO TRAIN AND OPERATE IN PEACE TIME,
WARTIME OR TIMES OF CRISIS

A PRIORITY:

PRESERVE HUMAN LIFE AND
SAFEGUARD EQUIPMENT

A PRINCIPLE:

OPERATIONAL RISK MANAGEMENT



DSAÉ is in charge of the **State aviation safety programme** issued late 2014 after approval by the steering committee and DSAÉ is coordinating and overseeing its implementation



Technical Authority



**INITIAL
CERTIFICATION
& CONTINUED
AIRWORTHINESS**

MISSIONS:

- REGULATION
- OVERSIGHT

**CONTINUING
AIRWORTHINESS**

MISSIONS:

- REGULATION
- OVERSIGHT

**ATM/ASM
AIRPORTS
CNS**

MISSIONS:

- REGULATION
- AIRSPACE
MANAGEMENT
- OVERSIGHT

**AIRCREW
TRAINING
&
OPERATIONS**

MISSIONS:

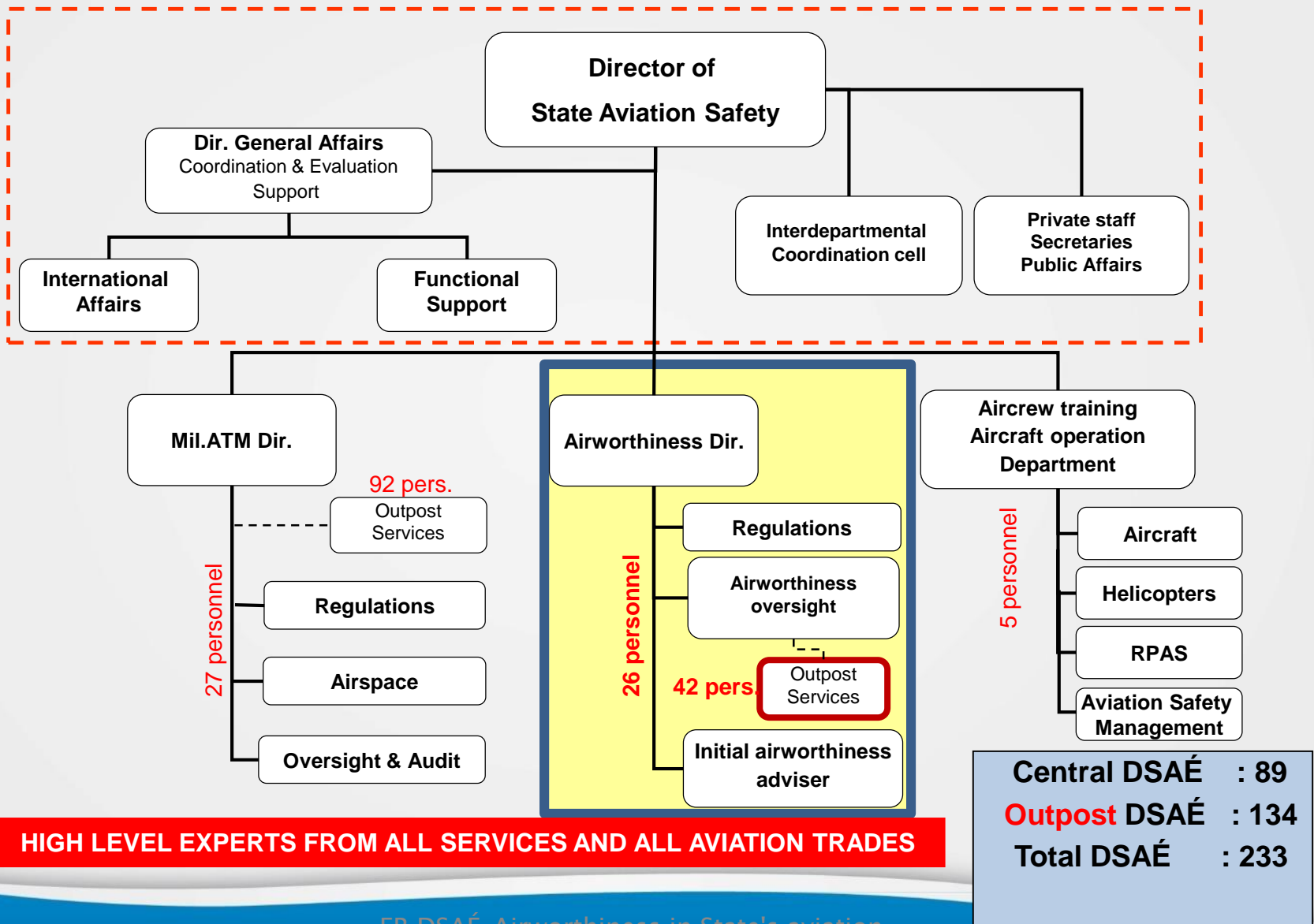
- REGULATION
WATCH &
HARMONIZATION



DGA Flight Testing




SEVEN AVIATION OPERATING AUTHORITIES (AOA)

A joint and polyvalent directorate

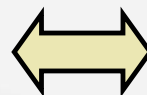


HIGH LEVEL EXPERTS FROM ALL SERVICES AND ALL AVIATION TRADES

Different shareholders...

		Personnel	
		TOTAL	« Aviation »
Air Force	 ARMÉE DE L'AIR CFAS CSFA	59 000	+/- 59 000
Army	 ARMÉE DE TERRE ALAT	130 000	+/- 5 000
Navy	 MARINE ALAVIA	45 000	+/- 6 800
DGA	 DGA DGA Flight Testing	10 000	+/- 1 000
Gendarmerie	 Gendarmerie CFAG	110 000	+/- 400
Civil security	 BMA	250 000	+/- 200
Customs	 Douanes & Droits Indirects BMO	19 000	+/- 150

Different aviation cultures
 Different organisations
 Different volumes



Similar regulation challenges
 Similar safety requirements

Something in common: DSAÉ

Preserved responsibilities for « Aviation Operating Authorities »

Governance : 2 decision-making levels



STEERING COMMITTEE

President : Defence Inspector Air

Members : 7 AOA + DSAÉ Dir
Invited Members : Air Ops Cdr + Def Staff + DGA Technical Authority


Directives

Reports

Airworthiness Permanent Consultative Group
(2 yearly)

Chairman: DSAÉ Dir or Airworthiness Dir

Members : 7 AOA, DGA Technical Authority, SIMMAD
Guests : Defence Staff and Technical users
Secretary : DSAÉ / Airworthiness Dir.




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Civil vs military : who does what in the airworthiness domain?

Civil stakeholders

European Commission



EASA



National authorities

CAA :



OSAC: Qualified entity acting on behalf of the CAA



Operators / CAMOs



Rulemaking and executive functions

- Establishes the essential requirements
- Conduct Type certification
- Approve flight test conditions
- Ensure Continued airworthiness
- Approves Design organisations
- Establish the rules for continuing airworthiness
- Issues permit to fly (flight tests)
- Registration of flight test aircraft
- Approves Production organisations
- Appreciates the compliance of new products to the type design
- Approves organisations (maintenance, continuing airworthiness management, training)
- Issues maintenance personnel licences
- Issues Individual CoAs
- Registration of aircraft in service
- Apply the rules
- Manages Continuing airworthiness
- Can grant exemptions for urgent operational needs
- Issue permit to fly

Military stakeholders

Technical Authority



Aviation Safety Authority



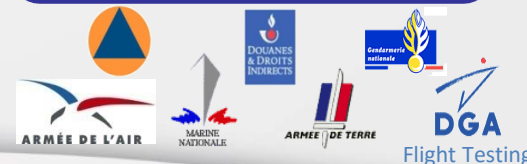
Technical Authority



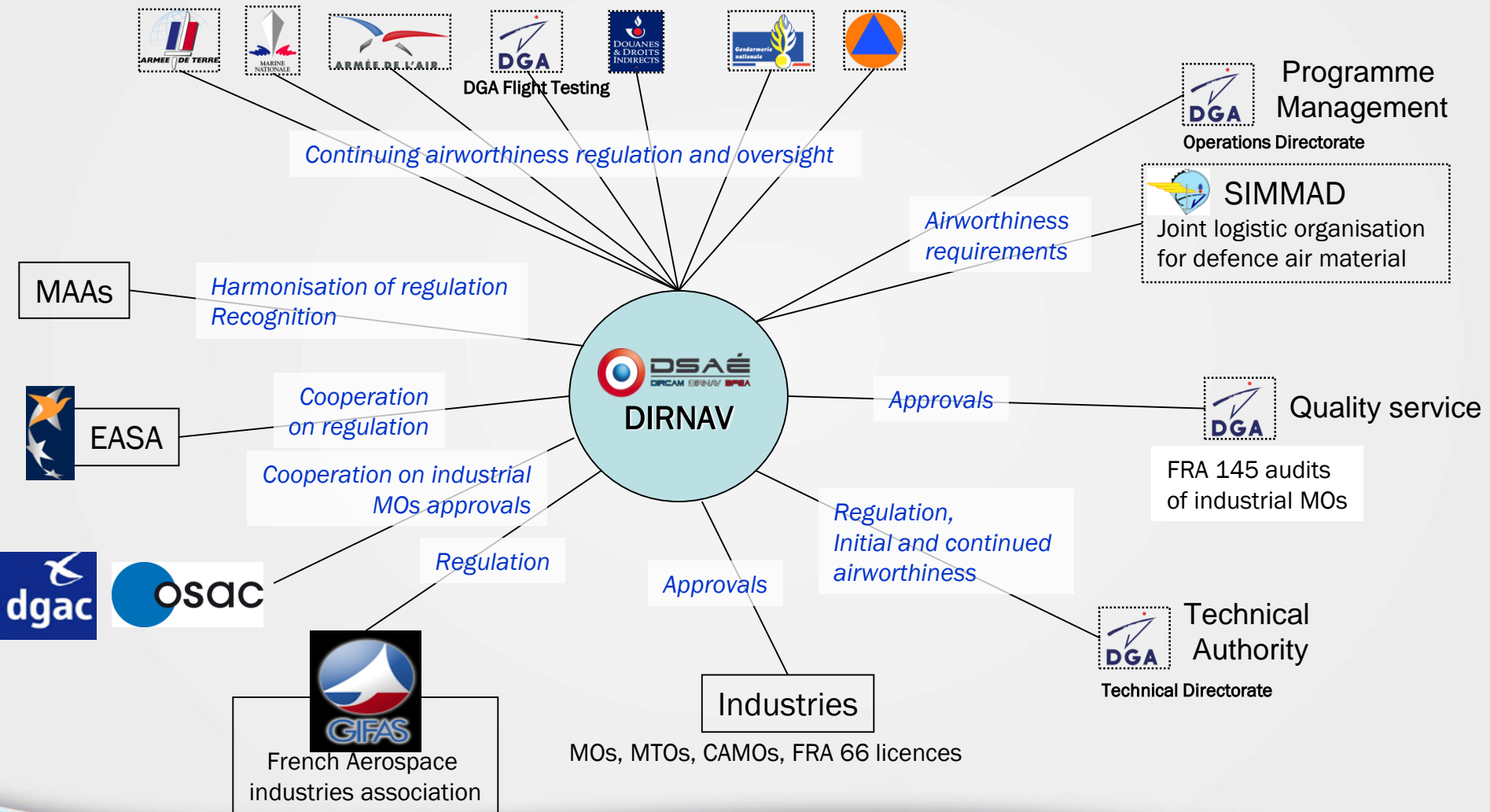
Aviation Safety Authority



Operators / CAMOs



Airworthiness Directorate's Relationships



French airworthiness regulation structure

Interdepartmental level

Decree 2006-1551 superseded by decree 2013-367




Authorities level

documents : - applicable to State organisations and personnel
 - applicable to industry through contracts


Initial certification/Continued airworthiness

Instruction « <i>Initial airworthiness</i> »	Instruction « Report of technical occurrences »
- Essential airworthiness requirements - Regulations considered as acceptable means of compliance - FRA 21 - FRA Forms	Instruction « Civil ADs and TCH technical directives »
	Instruction « Stores and equipment excluded from continuing airworthiness »

 **DGA Technical Authority**

Continuing airworthiness

Instruction « <i>Continuing airworthiness</i> »	
- FRA M - FRA 145 - FRA 147 - FRA 66 - FRA Forms	- EMAR(FR) M - EMAR(FR) 145 - EMAR(FR) 147 - EMAR(FR) 66 - EMAR Forms

DSAÉ State Aviation Safety Authority 

Acceptable Means of Compliance & Guidance Material for all FRA

Internal documents

Mementos and procedures

Pursuit of consistency and shared values

EU Regulation ↔ FR Regulation ↔ EU Requirements

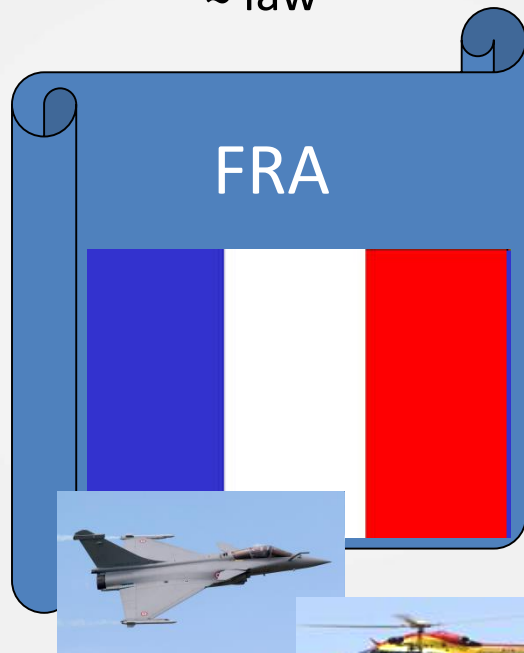
≈ law

≈ law

≈ standard



Civil aircraft



State aircraft



Military aircraft

Ambitious implementation schedule with transitional provisions

66 aircraft TCs, 51 engine TCs, 22 propeller TCs, 4 UAS TCs
1345 CoAs
 ~ 200 maintenance organisations to approve
 ~ 70 design or production organisations to approve
 ~ 5000 licensed maintenance personnel



(*) FRA 21 J Design : no real timeframe constraint as, in the absence of DOA, any airworthiness approval is done by DGA Technical Authority

Challenge to implement a regulation

- EASA : Basic regulation EC 216/2008 (replacing original EC 1592/2002)
 - ✓ *Article 70 : Entry into force*
 - Articles 5, 6, 7, 8, 9 and 10 shall apply as from the dates specified in their respective implementing rules, but not later than 8 April 2012.
 - ✓ *EASA established a 10-year transitional period to implement its regulation*

- FR :
 - ✓ *FR launched a WG to develop an airworthiness regulation for military and State aircraft in early 2002*
 - ✓ *FR issued the airworthiness decree for military and State aircraft on **7 Dec 2006***
 - 5 years to develop the regulation
 - ✓ *The regulation had initially a 5-year transitional period to implement the regulation*
 - **Not later than 31 Dec 2011**
 - ✓ *This period was extended to 10 years in Aug 2011 further to the difficulties encountered in its implementation (for a fleet of about 1500 aircraft)*
 - **Not later than 31 Dec 2016**
 - ✓ *This period was extended to 11 years in Dec 2014 (for a fleet of 1367 aircraft)*
 - **Not later than 31 Dec 2017**

Cooperation with FR CAA and qualified entity OSAC

- DGAC, the French CAA, outsourced the airworthiness reviews and the audits to OSAC (Organisme pour la Sécurité de l'Aviation Civile)
- DSAÉ signed with DGAC and OSAC a protocol for mutual support to exchange information on maintenance organisations audited both against EASA Part 145 and FRA 145 on a common perimeter
 - DSAÉ to have access to OSAC audit reports
 - For Part 145 approved MOs, level 1 findings during the FRA 145 initial or renewal audit which may impact the Part 145 approval to be transmitted by DSAÉ to OSAC
- DSAÉ has a contract with OSAC to provide auditors for FRA 145 audits of organic MOs to compensate for the lack of auditors or airworthiness review personnel promised by some Operating Authorities

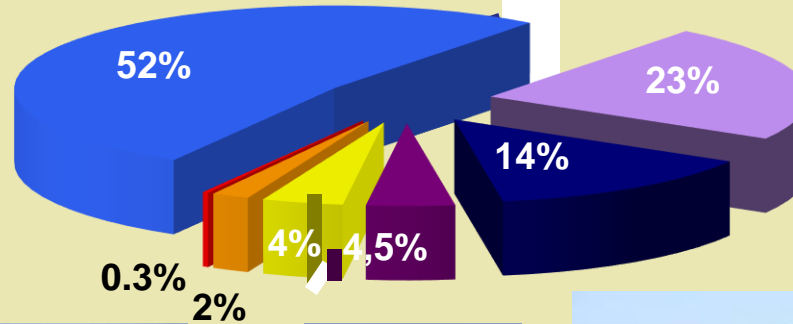
French State Aircraft



SEVEN AVIATION OPERATING AUTHORITIES (AOA)

Defence	90%
Interior	8%
Budget	2%

FW A/C	57%
RW A/C	37%
RPAS	6%



1367 aircraft overall
70 different types
Up to 40 years of age
FW A/C, RW A/C, RPAS

- Air Force
- Army
- Navy
- Civil security
- Gendarmerie
- Customs
- DGA Flight Testing



Challenge of certifying all aircraft in service

Different options :

1. The regulation is applicable to aircraft procured after the enforcement of the regulation
 - New procurements are so few that the Nation credibility would be at stake
2. The regulation is applicable to all aircraft, including all legacy aircraft in service
 - Transitional provisions are necessary in order not to ground some fleets just because of a legal constraint
 - ☞ Aircraft fleets not sustainable beyond the transition period are excluded
3. Find some trade offs between the 2 :
 - e.g. The regulation is applicable only to recent aircraft, which service life will last several decades

☞ **France chose the very challenging but also very virtuous option 2**

Reminder : some airworthiness documents

- At the aircraft type level :
 - Type Certificates (TC) :
 - Aircraft
 - Engine
 - Propeller
 - Supplemental Type Certificates (STC)



Aircraft TC



Engine TC



Propeller TC



CoA



CoR

- For each individual aircraft in service :
 - Certificate of airworthiness (CoA)
 - Certificate of registration (CoR)

The Airworthiness Controlled Environment in the FR military world

The Production Organisation (PO) has a **FRA-21 G** approval

PRODUCTION



A Type Certificate (**TC**) is issued:
 - Aircraft TC
 - Engine TC
 - Propeller TC
 - STC

The Design Organisation (DO) has a **FRA-21 J** approval

DESIGN

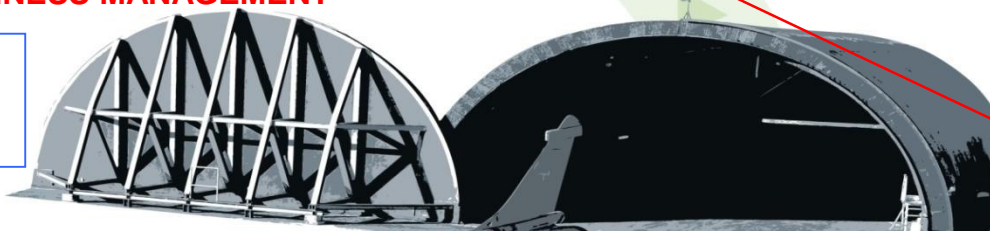


A Certificate of Airworthiness (**CoA**) and a Certificate of Registration (**CoR**) are issued for each individual aircraft

The Type Certificate Holder (TCH) is the Design Organisation

AIRWORTHINESS MANAGEMENT

The military operator has a Continuing Airworthiness Management Organisation (CAMO) holding a **FRA-M** approval



MAINTENANCE

The aircraft is maintained in a **FRA-145** approved maintenance organisation (MO), manned by technicians holding a **FRA-66** licence (mandatory for certifying staff)



TRAINING

Technicians are trained in **FRA-147** approved Maintenance Training Organisation (MTO)



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Increasing pressure due to Single European Sky

▪ A reality

- ✓ The creation of the Single European Sky (SES packages 2004 & 2009) is a **major and complex** political and economic project of the European construction
- ✓ State aviation is not covered by SES European regulations
- ✓ The SES pillars (rules, SESAR, FAB) have a direct impact on State aviation



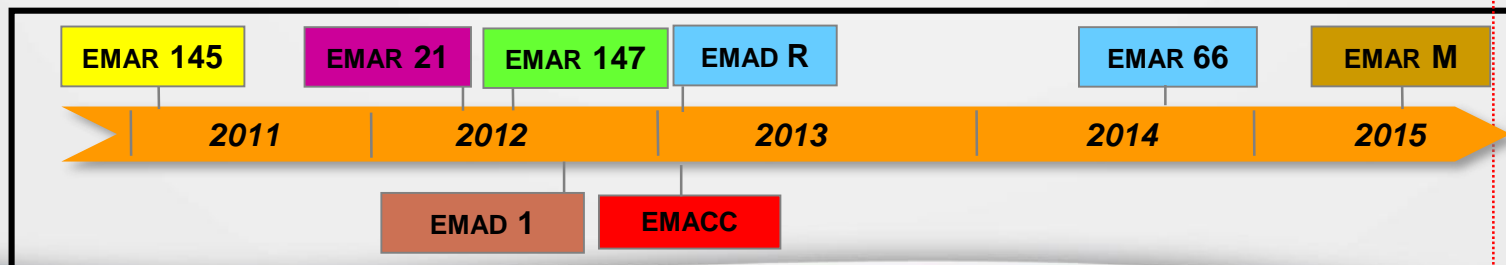
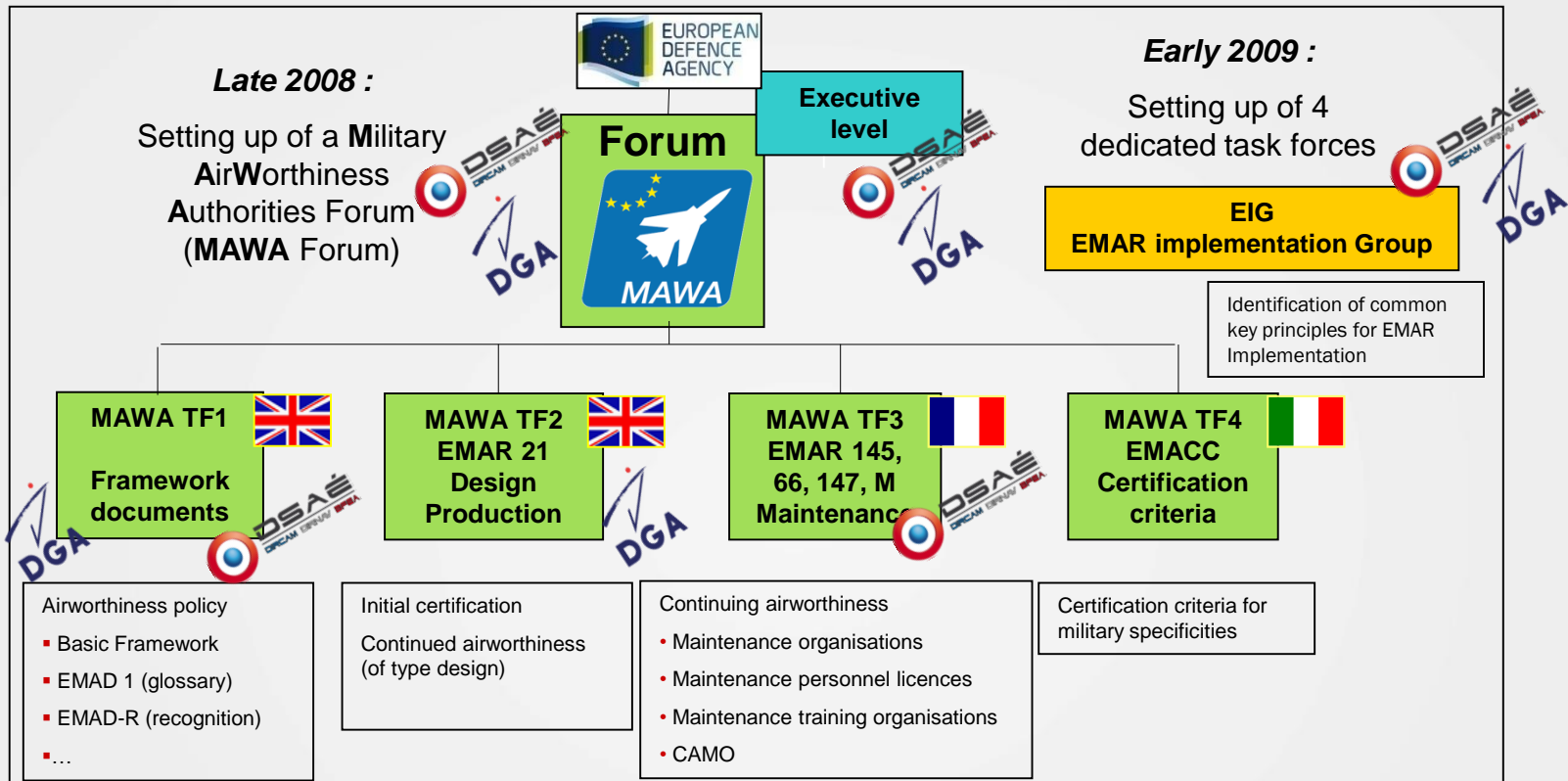
▪ The requirement for a State Aviation

- ✓ To be capable of speaking in a single voice with the « civilian regulators »

▪ The twofold objective for State aviation

- ✓ Preserving its capacity to train and operate in a « **single civilian sky** » **shared by civilians and military**
- ✓ Reinforcing the « safety of State aviation » through the **global vision of State aviation players**

European harmonization with EDA MAWA Forum



NATO Airworthiness Policy (NAwP)

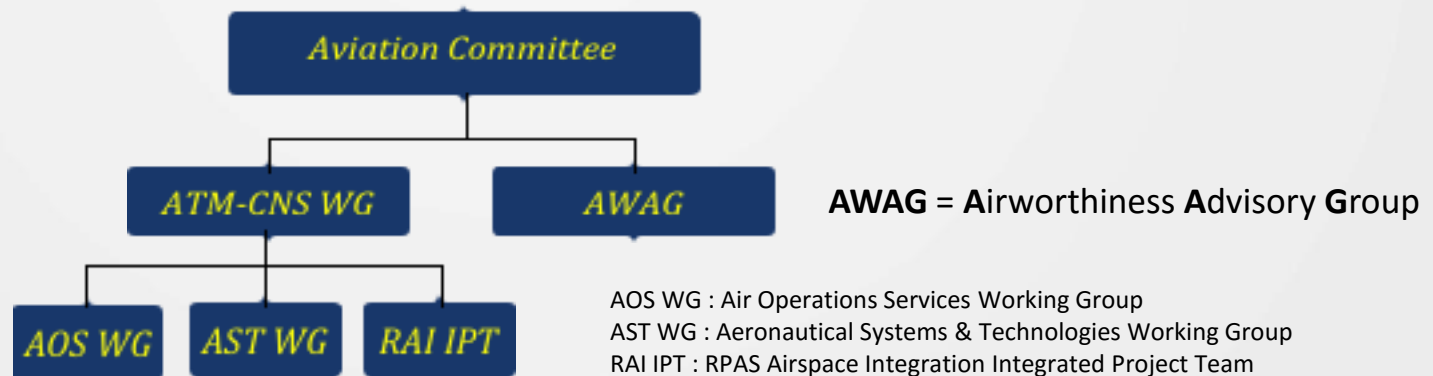
Aim

To establish a robust airworthiness framework within the Alliance, based on the principles of economy of efforts, cooperation and interoperability



All aeronautical products, parts and appliance provided on behalf of NATO shall be:

- Certified as airworthy by a NATO recognised Airworthiness Authority
- Properly controlled i.a.w approved continued airworthiness provisions
- Operated & maintained i.a.w approved continuing airworthiness provisions



In order to avoid duplication, there is no specific NATO Airworthiness regulation



EUROPEAN MAA CONFERENCE

FR 2014
NL 2015
CH 2016



The Airworthiness Controlled Environment in the EU military world

Initial certification
Continued airworthiness

Production Organisation (PO) has a **EMAR-21 G** approval

PRODUCTION



A Type Certificate (**TC**) is issued:

- Aircraft TC
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- STC

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DESIGN



A Certificate of Airworthiness (**CoA**) and a Certificate of Registration (**CoR**) are issued for each individual aircraft

The Type Certificate Holder (**TCH**) is eg.:

- FR : DO
- DE : MoD BAAINBw
- UK : MoD DE&S (TAA)

AIRWORTHINESS MANAGEMENT

The military operator has a Continuing Airworthiness Management Organisation (CAMO) holding a **EMAR-M** approval

Common EMAR regulation, but depending on pMS :

- a single or several NMAAs
- different overarching regulation
- different EMAR implementation

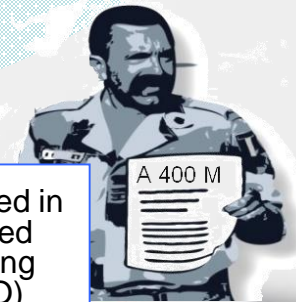
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Implementation of EMARs in the French National Regulation

BULLETIN OFFICIEL DES ARMÉES



Édition Chronologique n° 11 du 17 mars 2016

PARTIE PERMANENTE

Administration Centrale

Texte 1

CABINET DU MINISTRE : *direction de la sécurité aéronautique d'État.*

**INSTRUCTION N° 500557/DEF/DSAÉ dite
« instruction EMAR (FR) M, 145, 66 et 147 »**

relative au maintien de la navigabilité selon les normes militaires européennes EMAR des aéronefs militaires et des aéronefs appartenant à l'État et des produits, pièces et équipements aéronautiques et relative à l'agrément des organismes et des personnels participant à ces tâches.

Du 18 février 2016

BULLETIN OFFICIEL DES ARMÉES



Édition Chronologique n° 13 du 31 mars 2016

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Continuing Airworthiness in the Military in France : Current Situation

Field of activity to cover :

1350 Aircraft of **70** different types :

1200 in the military and 150 in other services or administrations.

420 Organizations:

60 Continuing Airworthiness Management Organizations CAMO,
100 Aircraft Training Organizations « ATO »,
260 Maintenance Organizations « MO ».

10000 Technician Licences to manage.

Continuing Airworthiness in the Military in France : Current Situation

DSAÉ ressources, average activity & workload capacity

DSAÉ's Airworthiness Directorate: 65 personnel.

50% at the Headquarter (Paris/Villacoublay)

50% On the Field (14 units based all over France)

Internal capacity 40 auditors

for 4800 days of audit per year

Audits/Year : 600

460 Airworthiness reviews,

140 Organizations audit,

Licences / year delivered : 2000

Continuing Airworthiness in the Military in France : Current Situation

Achievements & goals:

Fleet certification : **93 %**

Organization certification : **60 %**

CAMO approvals :100 %

ATO approvals :100 %

MO approvals :36 %

Cruse regime expected in 2017

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5. CURRENT SITUATION :

→ activity, means & figures

6. LEARNINGS & ACHIEVEMENTS:

→ to sum up

To SUM UP

Learning's:

- A long and ambitious process.
- A deep cultural and organizational change.
- Difficulties to cope with: legacy A/C.

“United we stand, divided we fall...”

Achievements:

- Strong political will and dynamics instilled by DSAE = key to success
- A.O.A = State aviation not restricted to Military aviation (A.O.A = Aviation Operating Authorities)
- Regulation applicable to all aircraft, including legacy aircraft in service
- French State airworthiness regulation comparable to EASA regulation
- Synergy between NMAA and CAA = economy and efficiency
- European view and ambition of French NMAA

- **A safer situation today than yesterday.**
- **A unique and harmonized way to manage safety in the military in all the services as well as in the industry.**
- **General improvement in safety, in maintenance, in logistics, in training, in joint operations, in budget efficiency, in international cooperation, in aeronautical exports opportunities...**



A.Jeuland / Armée de l'air

Thank you for your attention! Any questions?