

European Aviation Safety Agency

Flammability Reduction

Purpose of the meeting >

- Review of conclusions from June 2004 workshop
- Background
 - Rulemaking framework for FTS Rulemaking task for FRS
 - Ignition prevention
- Novelty for civil aviation reducing flammability

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Slide 2

- The FAA NPRM
- Issues

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- **Comments to FAA**
- Open discussion
- Summary-conclusions

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Purpose of the meeting

- Purpose is to exchange views on flammability reduction systems.
- > Three presentations are scheduled: **★ EASA**
 - * Mr des Clers (independant expert) **★ Airbus**
- > Any other?

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Presentations will be followed by a discusion and summary-conclusions

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Slide 3



- ★ The RIA dated June 2004 will be published on the web-site in July. Status: Done
- ★ The revision of this RIA to take into account new elements brought by the FAA NPRM consultation will done by an EASA Rulemaking Group Status: Rulemaking group yet to be set-up
- The EASA will review the results of the study done, at the request of FAA, by the Sandia Laboratory relative to the efficiency of SFAR-88
- Status: Study is not yet available. EASA does not have the resource to commission an independent one and is not convinced such study be able to provide definitive conclusions. EASA agrees that the influence of the efficiency of SFAR-88 actions is a key issue of cost-benefit analysis. February 6, 2006 Slide 4

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European Aviation Safety Agency **Review of conclusions from** June 2004 workshop

***** Keep the communication channels open: This is likely to take the form of another information

- meeting with a wider audience including national Authorities after summer.
- Status: Today's meeting. Meeting information was put on EASA web-site at events

* AEA offered a Fuel tank Safety focal points for discussions with EASA

 Status: offer is acknowledged with thanks. Such focal point would find its natural place in the rulemaking group mentioned above.

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Slide 5



Background

February 6, 2006

Following the Boeing 747 in flight explosion which occurred in July 1996 ('TWA 800'), failures within the fuel system that could result in explosion have attracted a lot of attention.

Since 1990, there has been 3 events (a PAL 737-400 in Manila, 1990, TWA 747 in 1996, and a Thai 737-300 in 2001).

Subsequently, actions were launched into two directions: ignition prevention and flammability reduction system.

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Slide 6

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Rulemaking framework for FTS

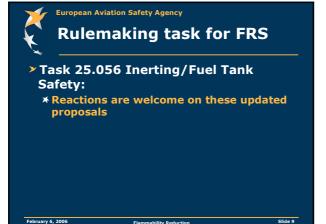
The rulemaking framework for such issues is somewhat complex because they need to address generally speaking the following items:

- Amendment to certification specifications to improve the standards for fuel tank systems. This will address the case of future TC and future amendments to TC/ future STC in accordance to the changed product rule.
 Requirement to Design Approval Holders (e.g. TC, STC holders) to review their existing design to identify compliance with the amended certification specification

- Requirements for operators to introduce resulting modifications in individual aircraft and maintenance programme *
- Requirement to install certain systems in aircraft in production and possibly in aircraft in service Flammability Reduction



February 6, 2006



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February 6, 2006

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Ignition prevention

- An ignition prevention effort was launched, re-enforcing the traditional certification approach: keep hazardous sparks and energy sources out of the fuel system.
- FAA published a revised requirement 25.981 in FAR 25 Amdt 102, EASA in CS 25 Amdt 1; those requirements have similar intent but differ in some respects.
- Using those revised requirements, FAA and EASA conducted design reviews of in-service aircraft. Those reviews are now nearly finished; the last certification and maintenance issues (including the 'CDCCL' Critical Design Control Configuration Limitation) are currently being closed.
- EASA has promoted an aggressive AD publication schedule, and is generally ahead of FAA by 18-24 months.

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Slide 10

Slide 12

European Aviation Safety Agency The novelty : flammability reduction (1/3)

- The risk of an ignition source appearing in the tanks prompted FAA to investigate reducing the flammability exposure of the air / fuel vapours mixture present within the fuel system, in line with NTSB recommendations. In 1998 FAA tasked an ARAC Working Group with studying various alternatives. The ARAC group concluded that at this stage the only viable alternatives. The ARAC group concluded that at this stage the only viable alternatives. The ARAC group concluded that at this stage the only viable alternatives. The ARAC group concluded that at this stage the only viable alternatives. The ARAC group concluded that at this stage the only viable alternative, could be based upon ground inerting, and further research was necessary if FAA wanted to mandate another option. In 2000 FAA tasked another group to investigate the detail of ground inerting. It was then judged impractical. ×

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Slide 11

European Aviation Safety Agency The novelty : flammability reduction (2/3)

- In the course of 2003, Boeing decided to propose this system on new production airplanes, and to make a similar system available for retrofit to in-service aircraft.
 On 17th February 2004, the FAA Administrator announced that the FAA intended to develop rulemaking that would propose requiring the introduction of flammability reduction measures on all affected large transport airplane. The press release also stated that the FAA proposal would also prompt a retrofit of 3 800 Airbus and Boeing airplanes (the US fleet) over 7 years.
 FAA finally published the corresponding NPRM on 18th of November 2005.
 FASA bad taken a much simpler view considering that most of
- November 2005. EASA had taken a much simpler view, considering that most of the problem is due to heat transfer to the fuel tank. The necessary energy for ignition to cause an explosion decreases when temperature increases and all recent events occurred on heated tanks. The requirement to minimize flammability by eliminating unnecessary heat transfer into the tanks was induced into CS-25 by Amdt 1.

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European Aviation Safety Agency The novelty : flammability reduction (3/3)

In 2004, EASA/JAA drafted a Regulatory Impact Assessment (RIA) on the subject, extract of the conclusion:-"On the basis of this RIA, it is considered that a production cut-in is justified, with regard to the safety benefit. It is, therefore, recommended that the necessary rulemaking be initiated, as quickly as possible, to require the introduction of FRS into all new production aircraft with high flammability fuel tanks by 2008. At this time, a full retrofit is not considered justified. The additional costs to industry (in addition to the production cut-in costs of FRS) are high when compared to the additional safety benefit in terms of hull losses prevented. However, in the absence of a case for mandating a full retrofit programme, further consideration could be given to a solution based on each affected manufacturer's position for their individual models."

Note : the RIA did not take into account the FAA NPRM and some of its consequences on costs and benefits. Flammability Reduction

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The FAA NPRM (1/2)

ne NPRM introduces into Part 25 the certification requirements r the Flammability Reductions Means (FRM) in a new Appendix K di rules permitting the determination of the flammability cposure (Appendix L). Those requirements are generally similar the Special Condition used to certify similar systems on the eing 747 and 737, which is harmonised with EASA.

Those requirements would be applicable to future designs, basically requiring a FRM on anything except for aluminium wing tanks. Fuel tanks installed within the fuselage contour or made of non conductive material (composite) would be required to have a

For in-service aircraft, the NPRM is introducing requirement for operators through changes in Part 91, 121, 125 and 129 (for N-reprised to the service of the service of the service of the service reprised to the service of the late. An alternative to the FRM is offered, as fuel tanks can be made 'explosion proof' (able to withstand the effect of an explosion) by embodiment of an Ignition Mitigating Means (IMM) – an unlikely solution.

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Slide 14

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The FAA NPRM (2/2)

- As for SFAR 88, this retrofit is applicable to aircraft carrying more than 30 pax or a payload of 7 500 lbs; however, this rule apparently excludes 'airplane designed solely for all-cargo operations'. This affects the centre tanks of Boeing 707, 727, 737, 747, 757, 767, 777 and Airbus A300, A310, A320 and A330/340.
- The NPRM defines the date for having the modification, ranging from December 2012 to December 2014. To avoid the classical asymptotic curve toward the final date characterizing retrofits, it is also required that each operator will have retrofitted 50% of its fleet at mid-term.
- TC holders are required to develop design solutions, through a new Subpart I introduced into Part 25, dealing with continued airworthiness and safety improvement (not suitable for CS 25).
- All TC holders are required to submit a flammability exposure
- Other intermediate conditions apply for current certification projects. February 6, 2006 Elammability Reduction



February 6, 2006

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Slide 13

Slide 15

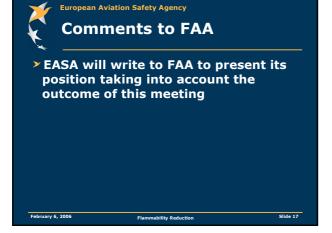
Issues raised The main question is probably: should EASA take a different course from FAA?

- ★ Are the implementation costs justified by the expected safety enhancement?
- Are there any alternatives (e.g. limiting heat input, by reducing pack running on ground)?
- ★ Is the efficiency of the FAA proposed measure sufficient to deal with the risk?
- Could a different course by EASA lead to additional liability / responsibility questions?

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★ Are the applicability criteria sufficiently justified?:
 → passenger versus cargo aeroplanes
 → 30 pax or 7500 lbs payload

Slide 16



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Summary-conclusions

- ndustry regrets that EASA does not launch a study on the effectiveness of FAR 88, but maybe industry can commission study itself fectiveness of many aspects of FAA NPRM proposed measures is uestioned
- tioned Ignition is an issue to be considered in validating the effectiveness NPRM generates considerable comments ost estimates

 - dent rates ctiveness of SFAR 88 usion of freighters
- * Exclusion of freighters * Etc. RIA should also consider safety of mechanics EASA RIA should be updated before closing date of NPRM Industry regrets that EASA does not formally comment the FAA NPRM EASA will establish its final position towards the extend of retrofit based on the updated RIA represented

February 6, 2006

the updated RIA Harmonisation is essential EASA will discuss industry concerns with FAA colleagues Industry will formally request EASA to comment on NPRM

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Slide 18



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Attachment 1

Outline of EASA rulemaking framework for **Fuel tank Safety**

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The maintenance instructions can only be modified with the approval of the competent authority.

Slide 22

Slide 24

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European Aviation Safety Agency The regulatory framework for fuel tank safety issues

Maintenance rules:

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- ★ Maintenance Training
 - Part-145 145.A.30(e) and Part-M M.A.706 require personnel to be competent and this competence to be evaluated in view of their tasks.
 This is part of the organisation's expositions that is approved by the competent authority.
- * Control of aircraft configuration

 - Control of aircraft configuration
 Part-M M.A.301 requires operators to control the configuration of their aircraft and to have an embodiment policy for non mandatory modifications and for repairs
 Furthermore, M.A.304 requires modifications and repairs to be accomplished in compliance with Part-21. The resulting maintenance data will then become maintenance data that needs approval to be changed.

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Slide 23



Maintenance rules:

February 6, 2006

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> Shared responsibility

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- \star In the EU system, the responsibility is shared between the operators, the maintenance organisations and the design organisations.
- * The safeguards are already built into the European structure and it is not planned to redistribute the responsibilities.