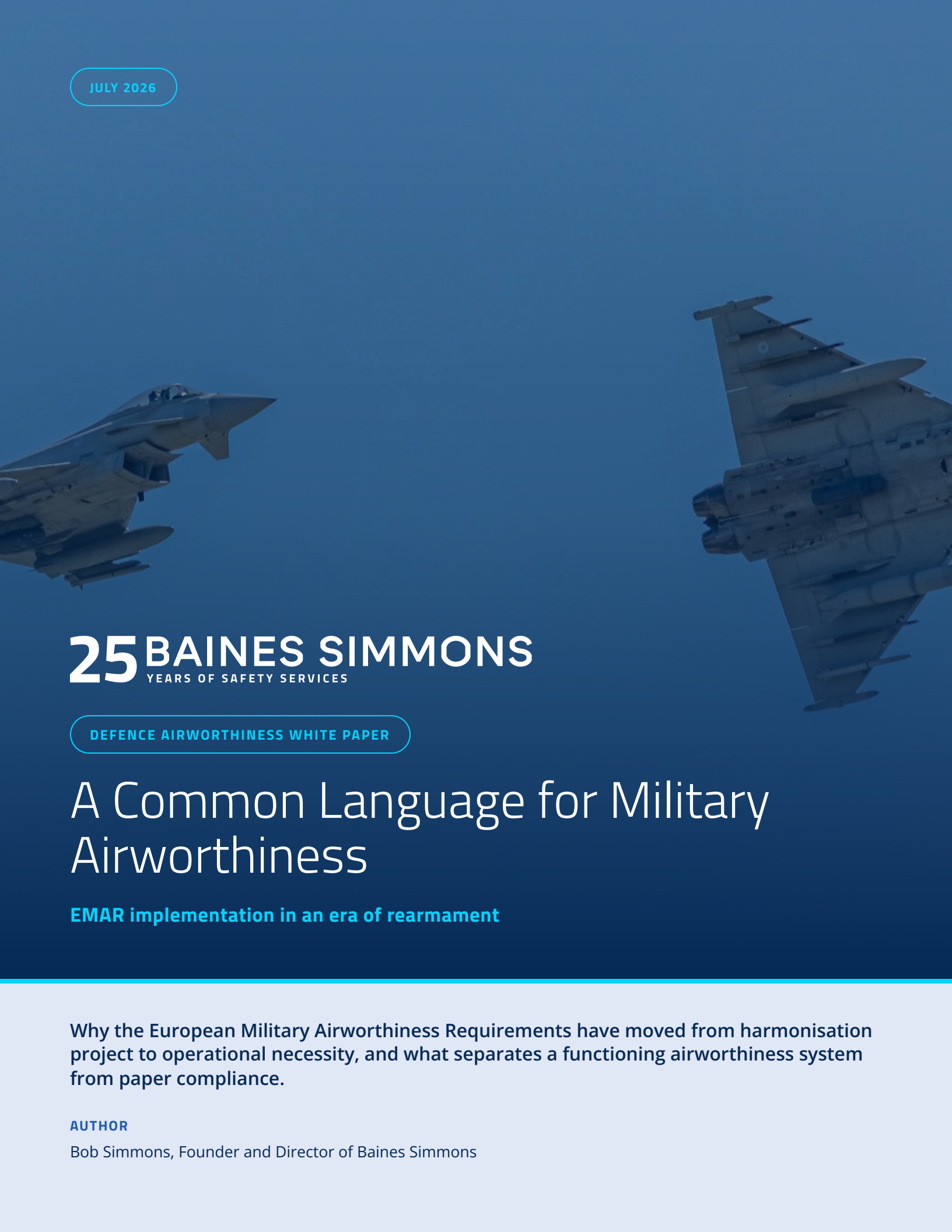


JULY 2026



25 BAINES SIMMONS
YEARS OF SAFETY SERVICES

DEFENCE AIRWORTHINESS WHITE PAPER

A Common Language for Military Airworthiness

EMAR implementation in an era of rearmament

Why the European Military Airworthiness Requirements have moved from harmonisation project to operational necessity, and what separates a functioning airworthiness system from paper compliance.

AUTHOR

Bob Simmons, Founder and Director of Baines Simmons



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EXECUTIVE SUMMARY



Executive summary

Europe is rearming at a pace not seen in decades. The European Commission's Readiness 2030 initiative would mobilise up to €800 billion for defence, and NATO allies have committed to spending 5 per cent of GDP annually by 2035. That money will buy aircraft, and every one of those aircraft will need a credible airworthiness system behind it: to certify it, to keep it serviceable, and to allow allies to operate, maintain, and transfer it across borders without redoing each other's work.

The European Military Airworthiness Requirements (EMARs), developed since 2008 under the European Defence Agency's Military Airworthiness Authorities (MAWA) Forum, give defence aviation that common technical language. Adapted from the proven EASA civil rules, they now underpin national frameworks across Europe, in Australia and New Zealand, and increasingly further afield. In 2025 they proved their operational worth: when F-16s were transferred to Ukraine and Romania, three national authorities coordinated the certification paperwork through shared EMAR standards, in the Dutch Defence Minister's words "dramatically reducing administrative burden".

Adoption alone is no guarantee of benefit. Approvals remain national, the EMARs are non-binding, transposition quality varies, and the gap between a published ruleset and a functioning airworthiness system is where programmes stall and risk hides. This paper explains what the EMARs are, where adoption stands, what good implementation looks like for nations, operators, and industry, and why the safety and capability dividend justifies the effort.

The thesis in one line

A transposed ruleset is the beginning of the work. The dividend, in safety, availability, and cross-border cooperation, goes to those who build a functioning system behind the documents.



AN ERA OF REARMAMENT

Spending converts into capability only if the aircraft can be certified, sustained, and tasked.

Up to €800 billion mobilised under ReArm Europe; a NATO commitment to 5 per cent of GDP by 2035. Airworthiness is the machinery that turns that investment into flyable, transferable, allied capability.



CONTEXT

Why military airworthiness harmonisation, why now

Three forces have converged to make harmonised military airworthiness a first-order issue for defence leaders.

1. Money, at unprecedented scale

On 4 March 2025 European Commission President Ursula von der Leyen proposed the ReArm Europe plan, mobilising up to €800 billion: roughly €650 billion over four years through a national escape clause of the Stability and Growth Pact, plus a €150 billion loan instrument (SAFE) designed for joint procurement. The White Paper for European Defence, Readiness 2030, followed on 19 March 2025. At the Hague Summit on 24–25 June 2025, NATO allies committed to invest 5 per cent of GDP annually by 2035, at least 3.5 per cent on core defence and up to 1.5 per cent on defence and security-related investment. Spending on this scale only converts into capability if the aircraft it buys can be certified, sustained, and made available for tasking.

2. Europe increasingly buys and operates together

Multinational programmes have long paid a price for divergent national airworthiness systems. The A400M's military type certificate was established by France's DGA through a committee of experts drawn from seven partner nations, a bespoke arrangement of the kind common requirements are designed to streamline. A peer-reviewed history in *The Aeronautical Journal* cites reduced duplication in programmes such as Eurofighter and A400M, and an EDA study found a common approach to type certification to be "a key enabler for future collaborative activities" offering "tangible savings in terms of reduced development time, initial procurement costs". The partners will face the certification question again for the next generation of collaborative combat aircraft, and a shared baseline is the efficient answer.

3. The changing shape of certification and maintenance

Contractors sit deep inside military support arrangements, and many span civil and military work. EMAR 145 explicitly covers both military and contractor approved maintenance organisations; because the EMARs are modelled on the EASA rules, an organisation already holding a civil Part 145 approval can approach a military approval through familiar structures. On the design side, EMAR 21 covers certification of military aircraft and related products and, through Subparts J and G, design and production organisation approvals, where the consequences of Europe's rearmament spending will concentrate.

Approvals stay national, but the cost of each one can fall

Approvals still have to be won nation by nation, under each nation's transposition. Harmonisation does not change that; what it changes is the cost. An EMAR-shaped compliance system can be adapted for the next authority rather than rebuilt from scratch. And increasingly, nations go further, formally recognising each other's approvals through the EMAD R process: a structured assessment under the Military Authorities' Recognition Questionset (MARQ) that lets one authority accept the oversight work of another rather than repeat it.



Mutual recognition serves a real, practical purpose, the structured evidence base that lets two nations justify accepting each other's oversight, reducing duplication without a shared framework. But it is worth being clear about what it is: an administrative mechanism for managing national differences, not eliminating them. Each assessment must be repeated, maintained, and renewed, and as the number of adopting nations grows, so does the web of bilateral assessments required.

Recognition is a useful stepping stone. Standardisation is the destination.

The more efficient path is standardisation

If EMAR-based national frameworks converge toward a common baseline with minimal national differences, the rationale for bilateral recognition assessments diminishes: a certification granted under one nation's framework is, in substance, already equivalent to another's. This is the path that leads most directly toward the longer-term vision of a cross-border Military Joint Airworthiness Organisation, not through an accumulated architecture of bilateral agreements, but through the progressive elimination of the differences that make those agreements necessary.



A PRECEDENT

Civil aviation has walked this road before

This is not a novel idea. In the 1990s the Joint Aviation Authorities (JAA), established in 1970 and formalised through the Cyprus Arrangement of 1990, faced a structurally identical challenge: dozens of national authorities, each with its own certification framework, and a growing need for cross-border coherence driven by multinational programmes, most visibly the Airbus consortium.

The JAA's response was the Joint Aviation Requirements (JARs): common standards, developed by consensus, adopted nationally, and deliberately designed to minimise national differences. The JARs carried no binding legal force, they were requirements, not regulations, and depended entirely on member states choosing to implement them consistently. They did. And because they did, bilateral recognition arrangements between JAA member states became largely unnecessary: a certification in one jurisdiction was substantively the same as a certification in another, because the underlying standards were the same.

The parallel is precise

The EMARs, like the JARs before them, are non-binding requirements that depend on the quality and consistency of national transposition. The nations that adopt them as closely and as purely to the published standard as their circumstances permit, treating national deviations as the exception that requires justification, not the default, are the ones that will find the path to cross-border cooperation shortest.

The framework working in practice

The Multinational MRTT Fleet (MMF), the pooled A330 MRTT programme operated under the European Air Transport Command by the Netherlands, Germany, Belgium, Luxembourg, Norway, the Czech Republic, and now Sweden and Denmark, shows what this looks like. All MMF aircraft are certified in the Netherlands, yet they operate on behalf of multiple nations, refuel aircraft of different air forces, and are maintained through a shared arrangement built on the EMAR-based national approvals of participating nations.

This is not seamless, national authority responsibilities remain, and there is no single European military regulator. What it creates is a working model in which shared standards reduce the friction at the boundaries between national systems.





The common thread is the quality of each nation's individual transposition.

The F-16 transfers to Ukraine and Romania in 2025, coordinated across three national military airworthiness authorities through shared EMAR standards, pointed in the same direction at speed: the framework can absorb operational pressure when it has been properly implemented. Where national implementations diverge significantly from the EDA baseline, through deviations that reflect institutional preference rather than genuine operational necessity, the friction at those boundaries increases rather than decreases, and the mutual recognition case is harder to make. The nations that will benefit most are those that treat national deviations as the exception that requires justification, not the default.





THE FRAMEWORK

What the EMARs are

The starting point is November 2008, when the EDA Steering Board established the Military Airworthiness Authorities (MAWA) Forum and EU Defence Ministers tasked the harmonisation of military airworthiness across Europe.

The MAWA Forum brings together the national Military Airworthiness Authorities of all 27 EDA participating member states, is chaired and supported by the EDA, and maintains links with EASA, NATO, and industry. It is a forum of national authorities rather than a regulator in its own right; authority remains national.

The ministerial roadmap: seven objectives

- A common regulatory framework, and common certification processes.
- A common approach to organisational approvals, and common certification and design codes.
- A common approach to the preservation of airworthiness, and arrangements for recognition between authorities.
- Eventually, a European Military Joint Airworthiness Authorities Organisation (EMJAAO), which remains a roadmap objective rather than an existing body.

The core deliverable is the EMAR set: military adaptations of the proven EASA airworthiness rules, deliberately structured so that each EMAR mirrors its civil counterpart.

The EMAR set at a glance

Document	What it covers	Civil counterpart	Current edition
EMAR 21	Certification of military aircraft, related products, parts and appliances, and design and production organisations	Part 21	Ed 3.0 (2025)
EMAR M	Continuing airworthiness requirements	Part M	Ed 2.1 (2024)
EMAR CAMO	Continuing airworthiness management organisations, including safety management system requirements	Part-CAMO	Ed 1.0 (2023)
EMAR 145	Maintenance organisations, military and contractor	Part 145	Ed 2.0 (2024)
EMAR 66	Military aircraft maintenance licensing (MAML)	Part 66	Ed 1.0 (2014)
EMAR 147	Maintenance training organisations	Part 147	Ed 1.1 (2014)



Supporting documents (EMADs)

Around the EMARs sit the European Military Airworthiness Documents (EMADs). EMAD 1 provides common definitions and acronyms; EMAD 20 harmonises military use of EASA's AMC-20 material; the EMACC Handbook provides common certification and design criteria; and implementation guides exist for EMAR 21, M, 145, and 147/66.

The most consequential is **EMAD R**, which describes recognition, the process by which one authority evaluates another to assess whether it can use that authority's certifications and approvals within its own processes, through a structured analysis of MARQ responses derived from ICAO Doc 9734 and Doc 9760.

One characteristic shapes everything else: the EMARs are non-binding requirements, not regulations. Each state decides whether and how to transpose them, deviation is permitted, and there is no central enforcement. The value a nation extracts depends almost entirely on the quality and currency of its own implementation.



ADOPTION

The state of adoption

Adoption across Europe is broad, and each nation transposes under its own name.

The United Kingdom's Military Aviation Authority (MAA), established in 2010 following the Haddon-Cave Review into the 2006 loss of Nimrod XV230, incorporates EMAR material into the MAA Regulatory Publications: EMAR 21 through the RA 5800 series, alongside equivalents to EMAR M and EMAR 145. France, with dual authorities DSAÉ (continuing airworthiness) and DGA (initial airworthiness), publishes EMAR/FR transpositions. Germany's Luftfahrtamt der Bundeswehr translates the EMARs into national law as DEMARs. Italy implements through AER(EP) publications, Spain as PERAMs, Sweden as SE-EMAR, and Belgium as BMARs. Norway has adopted EMAR as the basis of its rules, republishing them as NOR MAR. Finland has issued FIN EMAR 145 approvals, and the Netherlands MAA has transitioned to the EMARs.

The EMARs “proved to be a very good toolbox for bilateral recognition.”

Czech Republic military airworthiness authority, on a multinational helicopter training centre

Partial adoption is a sovereign choice with consequences

Adoption is rarely total. The UK reviewed EMAR 66 and EMAR 147 in 2015 and 2019 and published its decision in June 2020 not to implement them, judging the safety benefit negligible against significant cost. That reasoning is defensible, and it still narrows the common language in maintenance licensing between the UK and full adopters.

The framework has travelled well beyond Europe

Australia became the first non-EU nation to implement EMAR-based regulation, introducing the Defence Aviation Safety Regulation (DASR) on 30 September 2016 and forming the Defence Aviation Safety Authority (DASA). New Zealand implemented the EMARs as the NZDF Defence Aviation Rules (DARs), and DASA has issued a public recognition certificate for the New Zealand MAA, a concrete example of the recognition mechanism working between two EMAR-based systems.

Speaking at the EDA Military Airworthiness Conference in October 2025, the Dutch Defence Minister said partners from eight nations are already implementing or aligning with the EMARs, Australia, Canada, Colombia, Japan, New Zealand, the UAE, Saudi Arabia, and South Korea, and noted that NATO now uses EDA documents developed under the EMAR framework. No authoritative public tally of completed recognitions exists; the examples above are the visible edge of the process.

2016

Australia becomes the first non-EU nation to adopt EMAR-based regulation (DASR).

8

Nations beyond the EU implementing or aligning with the EMARs, as of October 2025.

27

EDA participating member states represented on the MAWA Forum.



BEYOND AIRWORTHINESS

The civil–military crossover, and TSAMA

There is a further dimension to the civil–military crossover, and it sits outside the MAWA Forum entirely. The EMARs, by design, do not cover flight operations, air traffic management, aerodromes, or crew licensing. These are the domains where EASA's rules apply to civil aviation, and where military aviation has historically operated under national rules with little harmonisation pressure.

The EDA has begun to address this gap through a separate initiative: the Total System Approach to Military Aviation (TSAMA), approved by the EDA Steering Board in February 2018. TSAMA is not a MAWA Forum activity, and

therein lies both its significance and a structural question worth asking. Using EASA regulations as its foundation, it produced the European Military Aviation Safety Reference for Military Air Transport Operations (EMASR-MilAirTrOps): a harmonised safety reference covering the flight operations domain, validated through a pilot case with the European Air Transport Command as partner.

The EMASR documents constitute, in effect, the military equivalent of the EASA flight operations rules, an aligned, total-system safety framework that extends the EMAR logic from the aircraft and its maintenance into the operation of the aircraft itself.

The opportunity this creates is significant, and underexploited

An organisation implementing the EMARs is, by that act, building a management system architecture that is structurally compatible with the EMASR approach. The integrated management system at the core of a well-implemented EMAR system, covering safety risk management, compliance monitoring, safety assurance, and safety promotion, is the same framework the EASA rules embed in civil flight operations through Part-ORO and Part-SPA. The connection is not incidental: it is the consequence of a deliberate design philosophy, in both MAWA and TSAMA, to mirror the proven civil model.

An organisation that implements the EMARs thoughtfully, with the EMASR framework in view, is not just building an airworthiness system, it is laying the foundations of a total aviation safety management system that spans the aircraft, its maintenance, its operation, and eventually its integration with the wider air system. Whether TSAMA's position outside the MAWA Forum is a structural gap or a deliberate division of labour is a question the EDA will need to resolve as the framework matures.

The nations and organisations that see both opportunities, EMAR implementation and EMASR alignment, and plan for them together from the outset, will arrive at a significantly more capable and coherent total safety system.



IMPLEMENTATION

What good implementation looks like

In our work across national authorities, operators, and industry, implementation challenges cluster into four distinct journeys, and each fails in its own way.

01 The nation transitioning from a legacy system

This is regulatory system development, organisational redesign, and workforce transition run concurrently, and the timescales are real. The Australian Defence Force spent 2015–2016 preparing before implementing the DASR across 2016–2018, a deliberate multi-year effort. Nations that treat transition as a document-drafting exercise discover too late that publishing a ruleset transfers no competence to the people who must operate it.

02 Tempo drift against the current EDA editions

Military airworthiness authorities are typically small, resource-constrained organisations, and keeping pace with a framework that saw major approval batches in November 2024, May 2025, October 2025, and April 2026 requires deliberate effort. The gap between a national publication and the current EDA edition is rarely indifference; it reflects the realities of small authority workloads. What it requires is a mechanism for tracking amendments and a plan for closing gaps, because divergence, however understandable, quietly erodes the recognition case a nation has worked hard to build.

03 The operator, including multinational units

For an operator, the EMARs arrive chiefly through EMAR M and EMAR CAMO, the requirements governing continuing airworthiness and the organisations that manage it, with CAMO adding SMS requirements. Multinational units can implement the requirements directly: the Heavy Airlift Wing at Pápa in Hungary and the NATO AWACS unit at Geilenkirchen have both undertaken EMAR programmes covering EMAR 21, 145, and M. The failure mode is treating continuing airworthiness as an administrative layer around the fleet rather than the system that determines whether aircraft are available and safe to task.

04 Industry: suppliers, maintainers, and OEMs

The door is open. In May 2024, L3Harris's avionics repair station in Grand Rapids became the first US repair station awarded EMAR 145 certification; General Atomics achieved EMAR/FR 145 approval from France's DSAÉ for MQ-9A/B component maintenance, a French approval, because EMAR-based approvals are granted nation by nation. For organisations already holding civil approvals, the family resemblance buys a familiar structure and a reusable quality system. The remaining distance is the real work: the military additions, the deviations of the specific authority, and the amendment tempo. The failure mode is assuming civil equivalence, transplanting a Part 145 or Part 21 system unchanged, then losing currency after the award.

The pattern is consistent across all four journeys

Good implementation treats the EMARs as an operating system for airworthiness decisions, invests in the competence and culture of the people who run it, and maintains currency against the EDA baseline. Poor implementation produces a shelf of impressive documents and an organisation that behaves exactly as it did before.



DELIVERY VS COMPLIANCE

What separates delivery from compliance

The organisations that extract lasting value from the EMARs share three characteristics that cannot be found in the framework documents themselves.

01 **A deliberate approach to culture**

The EMARs are a technical standard, but airworthiness systems are operated by people, who behave according to the culture they work in. An implementation that treats the workforce as a resource to be trained rather than a community to be led produces a compliant document set and a workforce that carries on as before. The most consequential decisions are about what it means, in this organisation and this country, to own an airworthiness obligation, and that cannot be added later.

02 **A structured approach to maturity**

Approval is a point in time; performance is a trajectory. The best organisations measure their own progress honestly, from a system that exists, through one that is fit for purpose and consistently applied, to one that demonstrably improves outcomes. A programme not designed around that progression tends to stall between the second and third stages: approved, but not yet operating.

03 **Measuring what the system delivers**

Implementation is a significant national investment. The return, in aircraft availability, maintenance efficiency, safety performance, and regulatory confidence, is real and quantifiable. Programmes that build in the means to measure those returns from the outset generate the evidence that sustains political and command support through the harder phases. Those that do not lose momentum precisely when they need it most.



THE RETURN

The safety and capability dividend

The case for doing this well is written in the framework's claimed benefits and, increasingly, in operational experience: procurement and certification efficiency, improved safety and reduced aircraft losses, increased fleet readiness and reliability, cost reduction through smarter asset management, wider supply chain competition, the elimination of ineffective maintenance, and logistical efficiencies. The EDA's own study on common type certification quantified the direction of travel: tangible savings in development time and initial procurement cost, and a key enabler for collaborative activity.

The framework is also proving it can flex under pressure. MAC25, held in The Hague on 8–9 October 2025 under the theme "Airworthiness in Crisis" and the motto "Mission first, Safety always and EMARs forever", presented the first document giving national authorities a common approach, with guidelines and derogations, for crisis situations. It drew directly on lessons from Ukraine, including combat damage and degraded maintenance conditions, and was developed in less than a year. A framework that can produce a common crisis-derogation approach at that speed is a living system.

"EMARs don't just make cooperation easier, they save time, resources, and ultimately, lives. They are the common language that allows our military aviation partners to operate together."

RUBEN BREKELMANS, DUTCH DEFENCE MINISTER, MAC25



HOW WE HELP

A connected approach

Training across the full EMAR journey

Our portfolio spans TR112 Introduction to EMARs; courses on EMAR 145, EMAR CAMO and M, EMAR 21 design and production organisation approvals under Subparts J and G, and EMAR 147/66 maintenance training and licensing. We also offer training developed specifically for the staff of EMAR-aligned military airworthiness authorities, covering each of the EMARs from the regulatory perspective, and how to function as an effective EMAR-based regulator: not just the requirements a regulator must apply, but how to engage with the regulated community to build the authority, credibility, and relationships that determine whether oversight genuinely improves safety.

Proven in the Southern Hemisphere

For the Australian Defence Force, we supported preparation for the DASR transition, including EMAR 147/66 implementation support and the drafting of two DAR 66-compliant training modules. For the New Zealand Defence Force, our scope extended well beyond training: we supported the drafting of expositions and procedures across DARs 21, M, and 145, applying an explicitly benefits- and performance-focused philosophy throughout.

Results presented jointly by Baines Simmons and the NZDF at the 2023 MAWA Forum Conference, not a consultant presenting a methodology, but an operator and its partner saying: this works, and here is what it delivered.

Removing the most common source of programme failure

Exposition and procedure development is consistently the workstream that causes delay, produces the most rework, and is hardest to recover once behind. Our programmes use **TrustFlight SmartDocs** an aviation-native platform, as the standard environment for all document development: every draft, review cycle, and approval managed in a single auditable system, with AI-assisted drafting accelerating production without displacing the expert regulatory judgement behind every decision. For those who prefer a traditional approach, the documents are built to be ready for that transition whenever the time is right.



THE PLATFORM

One platform, four capabilities

Baines Simmons is a capability of TrustFlight, and the surrounding capabilities matter to an EMAR implementation, because an airworthiness system is more than its consultants.



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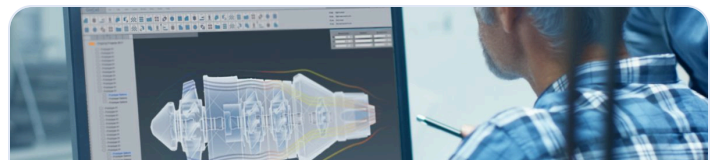


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Specialist aviation safety consulting and EMAR implementation, with direct involvement in the EDA's MAWA Forum.

"Safety in aviation is a lifecycle, not a point solution.", Karl Steeves, CEO, TrustFlight



CONCLUSION

The EMARs have crossed a threshold



What began in 2008 as a harmonisation roadmap is now the working airworthiness language of much of Europe, of Australia and New Zealand, and of a growing circle of partners beyond. The 2025 rearmament decisions have raised the stakes: nations committed to spending at least 3.5 per cent of GDP on core defence will need every efficiency that common requirements, adaptable approvals, and recognition between authorities can deliver, and the F-16 transfers to Ukraine and Romania have shown those efficiencies are real when it counts.

The gap between a transposed ruleset and a functioning airworthiness system is where programmes stall, where risk accumulates, and where the anticipated benefits go unrealised. It is also where experience matters most, not familiarity with the documents, but understanding of the human, organisational, and cultural dynamics that determine whether those documents describe a system that actually runs. That understanding is not transferable in writing. It is, however, available to the organisations that seek it out before the hard work begins.

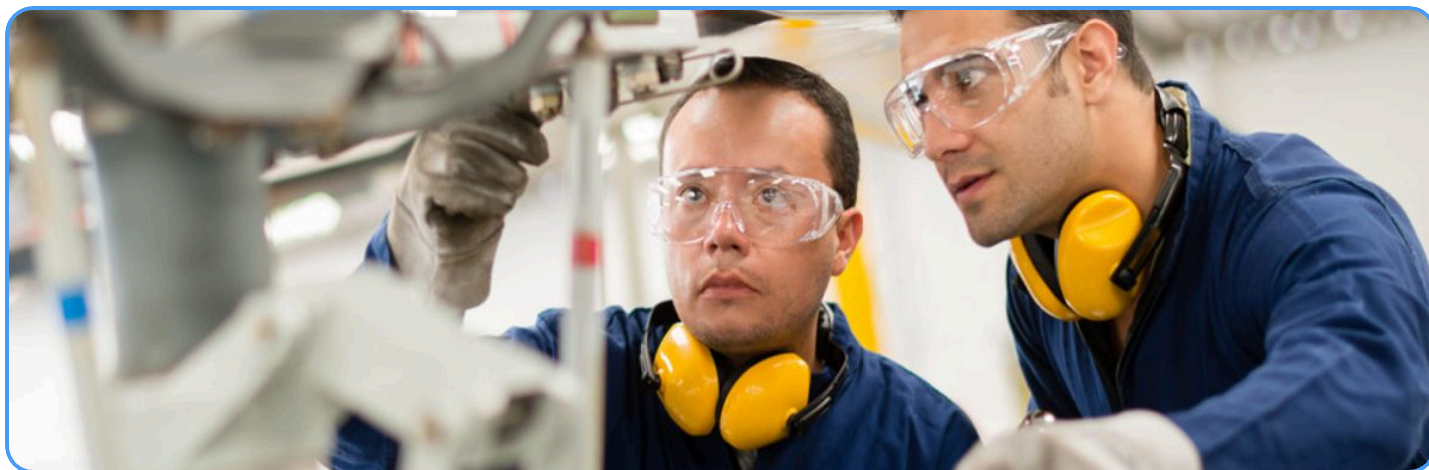
The framework's non-binding nature places the burden of value squarely on each nation and each organisation. The dividend goes to those who build functioning systems behind the documents: competent people, honest compliance monitoring, currency with the EDA baseline, and a culture that treats airworthiness as an operational enabler rather than an administrative tax. That work is demanding, it is achievable, and it has been done.



ABOUT

About Baines Simmons

Baines Simmons is a specialist aviation safety consulting and training company, founded in 2001, serving more than 750 civil and defence organisations worldwide, with direct involvement in the EDA's MAWA Forum. Baines Simmons is the training and expertise capability of TrustFlight, the Aerospace Safety Intelligence Platform, working alongside TrustFlight's technology, security, and crisis management and response capabilities to support aviation organisations across the whole safety lifecycle.



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750+

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Ready to start, or ready to improve?

Whether you are planning a transition from a legacy system, strengthening an implemented framework, or pursuing an EMAR-based organisational approval, talk to our defence airworthiness team, or begin with TR112 Introduction to EMARs.

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YEARS OF SAFETY SERVICES

Baines Simmons is the training and expertise capability of TrustFlight, delivering specialist aviation safety consulting, EMAR implementation, and regulatory training to civil and defence organisations worldwide since 2001, with direct involvement in the EDA's MAWA Forum.

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