



Survey and draft analysis to prepare the Best Intervention Strategy “Parachuting Operations”

April 2025

Purpose of this document

The Agency is developing a Best Intervention Strategy report to address the Safety Issue SI-4023 “Risks associated with parachute operations”.

To finalise the BIS report for its incoming consultation with the Advisory Bodies (ABs), the Agency shares with the Advisory Bodies a draft analysis and a survey to get missing data and your feedback to finalise the BIS. The main questions of the survey are indicated after the executive summary, however AB members received an email with the following link to the EUSurvey tool to provide the answers: <https://ec.europa.eu/eusurvey/runner/BISPARACHUTES2025>.

The survey is opened from 10 April to 30 June 2025. In the meantime, an adhoc workshop with members from GA.COM, GA.TeB and AirOps TeB of 2 hours is scheduled on 6 May 2025 from 15:00 to 17:00 to provide you clarifications if necessary on the different data we need to collect and the draft analysis.

Executive summary of the draft analysis on Safety Issue SI-4023 “Risks associated with parachute operations”

1. What is the issue?

From 2012 to 2024 there were **87 accidents** during parachuting operations with **83 fatalities**. **23 accidents** resulted in a fatal outcome (*including the 2018 accident in France involving a wingsuiter*).

With several fatal accidents, the safety risks associated with parachuting operations need to be assessed to define potential mitigation and prevention measures.

EASA took already several actions to mitigate this safety issue:

- [Special Condition “Usage of aeroplanes for parachuting activities”, ref. SC-O 23-div-01 Issue 03 | EASA](#)
- [SIB “Use of Restraint Systems and Pilot Back Protection during Parachute Operations”¹](#)
- EASA held a workshop on parachuting operations in 2021. [The information and material](#) resulting from that workshop is available on the [dedicated community website](#).
- [Sunny Swift publication “Operations manual for parachute clubs”](#)

However, this is not considered sufficient based on the following analysis.

Most parachute flights in EU are non-commercial in nature and operated under part-NCO rules. The flights are normally conducted within the scope of an organisation created with the aim of promoting aerial sport and leisure aviation (parachuting clubs) in accordance with cover regulation article 6 (4a(c)).

¹ <https://ad.easa.europa.eu/ad/2018-18R1>



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EU regulations do not place any requirements on these organisations pertaining to flight operations, e.g. operations manual, preparing checklists, instructions to proper operations, training of pilots or risk management.

Instead, it is the individual pilot-in-command that is responsible for ensuring that necessary checklists are prepared and used (NCO.SPEC.105). The pilot-in-command also must conduct extensive risk management that is similar to the requirements of an approved air operator organisation.

Under the current regulations, the legal responsibility for the operation is assigned to a pilot-in-command that does not have de facto the operational control² for the operation, while the flying clubs that exercise the operational control has no legal responsibility for the safety of that operation.

2. Draft intervention strategies

3 different intervention strategies are currently considered to address this safety issue. Based on the feedback received (see consultation process below), EASA will finalise the BIS and based on this decide about its intervention strategy.

Intervention strategy 1 – No rule change, only SPT and survey with NCAs

This intervention strategy 1 considers that the safety issue may be mitigated by providing safety promotion material. and an assessment based on an annual survey over 3 years regarding the parachute operations’ risk picture in the Member States.

Intervention strategy 2 – Light management system and declaration for parachute NCO operations complemented with SPT

The intervention strategy 2 considers the safety issue may be mitigated by introducing proportionate requirements for a light management system and a declaration for NCO when performing parachute operations in order to address pre-flight planning and preparation (similar to rules on Declared Training Organisations, Sailplanes and Balloons). This will ensure:

1. The acknowledgement of operators on their responsibilities under the applicable safety regulations
2. The necessary approvals from the relevant operators
3. The existence of an operator is communicated to the competent authority.
4. The competent authority to fulfil its oversight responsibilities effectively.

Developing measures to address these issues are aiming at enhancing the safety of parachuting operations under NCO rules and addressing the current regulatory gaps that place undue responsibility on individual pilots without adequate support or oversight from the responsible organisations.

Intervention strategy 3 – SPO for all parachute operations complemented with SPT

The intervention strategy 3 considers that the safety issue may be mitigated by requirement that the parachute operations can only be performed under the SPO scope.

² Note: the term “operational control” is used here in a wider sense than definition in Annex I to Reg 965, point (91): ‘operational control’ means the responsibility for the initiation, continuation, termination or diversion of a flight in the interest of safety’



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All parachute clubs will have to comply with the SPO rules, i.e they will have a management system, an organisation and planning of parachuting flights adequate to prevent the safety events which occurred so far with these parachute clubs operating so far under the NCO OPS rules. This will ensure a level playing field in the EASA Member States.

The below table provides an indicative content of each intervention strategy and their possible timelines.

Action #	Title	Action type	Year 1	Year 2	Year 3	Year 4
Intervention strategy 1 – No rule change, only SPT and annual MAB survey						
1.2	Operational control including pre-flight planning and preparation	SPT	Development	Implementation	Assessment of action effectiveness	
3	Pilot and Jump master communication and coordination	SPT				
4	Jump master and individual skydiver safety briefing	SPT				
6	Annual MAB survey over 3 years to assess the risks for parachute operations especially on NCO and to get information on mitigation actions at Member State level	Study	Implementation			
Intervention strategy 2 – Light management system and declaration for NCO operations complemented by SPT						
1.1	Rulemaking “Option 2 - Light management system and declaration for NCO operations”	RMT	NPA	Opinion	IR/AMC/GM	Implementation
1.2	Operational control including pre-flight planning and preparation	SPT	Development	Implementation	Assessment	
3	Pilot and Jump master communication and coordination	SPT				
4	Jump master and individual skydiver safety briefing	SPT				
Intervention strategy 3 – High risk SPO for all parachute operations						
1.1	Rulemaking “Option 3 – High risk SPO for all parachute operations”	RMT	NPA/Opinion	IR	Implementation	
1.2	Operational control including pre-flight planning and preparation	SPT	Development	Implementation	Assessment	
3	Pilot and Jump master communication and coordination	SPT				
4	Jump master and individual skydiver safety briefing	SPT				

3. Survey template

The survey is accessible in the EUSurvey tool with this link:

<https://ec.europa.eu/eusurvey/runner/BISPARACHUTES2025>). Here below is the general list of questions for information.



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Questions to be answered either by the NCA or a parachute club or a parachute association	Answer
1. Questions for NCAs on the current situation	
1.a Are parachute operations in your country only authorised as an high-risk SPO operations in your Member State?	Yes / No
1.b How many NCO parachute operators are in your country?	
1.c How many SPO parachute operators are in your country?	
1.d Do you have national associations representing parachute clubs? If yes provide the name(s)	
1.e Do you organise workshop(s) on safety risks with parachute operations? If yes, which frequency?	
1.f How many inspectors do you have to oversight parachute operations? Answer to be broken-down per NCO and SPO operations when relevant	
1.g Is there a report providing general information on the parachute activities in your country? If yes, please provide here the link or send it to impact.assessment@easa.europa.eu	
2. Questions for Non Commercial Operations (NCO) parachute clubs or associations of parachute clubs on the current situation	
2.a. Total employees	
2.b. Number of pilots	
2.c. How many flights per year in average?	
2.d. How many jumps per year in average?	
2.e. Do you have procedures to ensure that the pilot-in-command has necessary information to perform a safe flight? If yes, please provide such procedure(s).	
2.f. If you have such procedures, what is the number of hours spent per year to review and update them?	
2.g. Do you participate or organise safety workshop(s)? Please indicate the name(s) and web link(s).	
2.h. Is there a report providing general information on the parachute activities of your club or your association in your country? If yes, please provide here the link or send it to impact.assessment@easa.europa.eu	
3. What are the positive and negative impacts of the following intervention strategies?	
This question is split in 2 parts: one for a high level qualitative statement and one to quantify with evidences the qualitative statement. Preliminary impacts are indicated in annex to provide some early assessment of the pros and cons for each intervention strategy: they will be refined and substantiated with the answer to this survey.	



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Questions to be answered either by the NCA or a parachute club or a parachute association	Answer
3.a. Qualitative statement on the workload	
3.a.1. Intervention strategy 1 - No rules change, SPT to address lack of pre-flight planning and preparation for NCO operations and NCAs study with reporting to EASA over 3 years.	Positive or negative and high or medium or low
3.a.2. Intervention strategy 2 - Light management system and declaration for NCO parachute operations	Positive or negative and high or medium or low
3.a.3. Intervention strategy 3 – Mandatory high risk SPO for all parachute operations	Positive or negative and high or medium or low
3.b. Quantitative statement on the workload	
3.b.1. Intervention strategy 1 - No rules change, SPT to address lack of pre-flight planning and preparation for NCO operations and NCAs study with reporting to EASA over 3 years.	What would be the impact in Working Hours? - First year of implementation - Following years
3.b.2. Intervention strategy 2 - Light management system and declaration for NCO parachute operations	What would be the impact in Working Hours? - First year to be compliant - Following years
3.b.3. Intervention strategy 3 – Mandatory high risk SPO for all parachute operations	What would be the impact in Working Hours? - First year to be compliant - Following years
3.c. Qualitative statement on the safety impacts	
3.c.1. Intervention strategy 1 - No rules change, SPT to address lack of pre-flight planning and preparation for NCO operations and NCAs study with reporting to EASA over 3 years.	Positive or negative and high or medium or low
3.c.2. Intervention strategy 2 - Light management system and declaration for NCO parachute operations	Positive or negative and high or medium or low
3.c.3. Intervention strategy 3 – Mandatory high risk SPO for all parachute operations	Positive or negative and high or medium or low
4. Other inputs	
4.a. Do you have another intervention strategy or comments to propose?	[Text]



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Annex on survey Part 2: preliminary high level impact per intervention strategy

Pros	Cons
Intervention strategy 1 – No rule change, only SPT and annual MAB survey	
<ul style="list-style-type: none"> • The example of Member States where fatal accident occurred shows that the current regulation does not prevent a MS to implement specific policies to address the risk with parachute operations. • SPT may help to raise awareness. • An annual MAB survey over 3 years may help to get better information on the current risks and trends for parachute operations especially on NCO and to get information on mitigation actions at Member State level 	<p>Safety risks may remain high because all this is based on voluntary actions.</p>
Intervention strategy 2 – Light management system and declaration for NCO operations complemented by SPT	
<ul style="list-style-type: none"> • Safety risks may decrease more than in “intervention strategy 1” thanks to a light management system mandated for NCO parachute clubs (similar to management system requested for Declared Training Organisation, Balloons and Sailplanes operations) • Low additional workload to develop and comply with the light management system and declaration process for parachute clubs and for NCA to oversee them <p>Low additional workload to organise and to plan the parachuting operations for</p>	<p>Safety risks may still exist in comparison with “Intervention strategy 3”</p>
High risk SPO for all parachute operations	
<p>All parachute clubs have to comply with the SPO rules, i.e they will have a management system, an organisation and planning of parachuting flights adequate to prevent the safety events which occurred so far with these parachute clubs operating so far under the NCO OPS rules. Level playing for all countries.</p>	<ul style="list-style-type: none"> • The NCAs and parachute clubs will require additional resources to cover SPO requirements and oversight responsibilities, for the MS who have not declared today that parachute operations are high risk SPO operations. • Some parachute clubs under NCO might decide to stop their activity if they consider they do not have the resources to comply with the SPO requirements.