



SUBJECT: Sport Parachuting, Part 91 Revenue Passenger Carrying, and Living History Flight Experience (LHFE) Exemption Operations Aviation Rulemaking Committee (ARC) Charter

1. **PURPOSE.** This charter establishes the Sport Parachuting, Part 91 Revenue Passenger Carrying, and LHFE Exemption Operations Aviation Rulemaking Committee (Passenger Carrying ARC), according to the Administrator’s authority under Title 49 of the United States Code (49 U.S.C.) § 106(p)(5), and as mandated, in part, by the FAA Reauthorization Act of 2024, (Public Law 118-36) (the Act). The sponsor of the ARC is the Associate Administrator for Aviation Safety. This charter outlines the Passenger Carrying ARC’s organization, responsibilities, and tasks.
2. **BACKGROUND.** Section 363 of the Act directs FAA to convene an ARC to review and develop findings and recommendations that include increasing the safety of sport parachute operations, along with codifying and uniformly applying LFHE exemption conditions and limitations.

In addition to the Section 363 requirements, the FAA will task the ARC to review National Transportation Safety Board (NTSB) recommendations aimed at providing increased regulation and oversight for other types of revenue passenger carrying operations that are currently conducted under Title 14 of the Code of Federal Regulations (14 CFR) Part 91, including but not limited to balloon and glider sightseeing flights and air combat/extreme aerobatic experience flights.¹

3. **OBJECTIVES OF THE ARC.** The Passenger Carrying ARC will provide a forum for the United States aviation community to review and develop findings and recommendations to increase the safety of passenger carrying operations that are currently conducted under Part 91.
4. **TASKS OF THE ARC.** The tasks of the ARC are to develop findings and provide recommendations that consider the following.
 - A. In accordance with Section 363 of the Act, discuss and consider –
 - i. potential regulatory action governing parachute operations that are conducted in the United States and are subject to the requirements of 14 CFR Part 105, to address—
 - a. whether FAA-approved aircraft maintenance and inspection programs that, at a minimum, consider minimum equipment standards informed by recommended maintenance instructions of engine manufacturers, such as service bulletins and

¹ See [Enhance Safety of Revenue Passenger-Carrying Operations Conducted Under Title 14 Code of Federal Regulations Part 91, Accident Report NTSB/AAR-21/03 PB2021-100910](#)

service information letters for time between overhauls and component life limits, should be implemented; and

- b. initial and annual recurrent pilot training and proficiency checks for pilots conducting parachute operations that address, at a minimum, operation and aircraft-specific weight and balance calculations, preflight inspections, emergency and recovery procedures, and parachutist egress procedures for each type of aircraft flown. In addition to the mandated requirements in Section 363, consider all revenue passenger carrying operations for this task.
- ii. The revision of guidance material contained in the advisory circular of the FAA titled “Sport Parachuting” (AC 105–2E) to include guidance for parachute operations in implementing the FAA-approved aircraft maintenance and inspection program and the pilot training and pilot proficiency checking programs required under any new or revised regulations. In addition to the mandated requirements in Section 363, consider all parachutist egress procedures for each type of aircraft flown.
 - iii. The revision of guidance materials issued in the order of the FAA titled “Flight Standards Information Management System” (FAA Order 8900.1), to include guidance for FAA inspectors who oversee an operation conducted under—
 - a. Part 91 of title 14, Code of Federal Regulations; and
 - b. an exception specified in section 119.1(e) of title 14, Code of Federal Regulations.
 - iv. In addition to the requirements in Section 363, consider guidance for FAA inspectors who oversee an operation conducted under—
 - a. Living History Flight Experience (LHFE) exemptions, and
 - b. parachute operations that are conducted in accordance with 14 CFR Part 105.
 - v. Discuss and provide recommendations for codifying and uniformly applying the conditions and limitations for the LHFE exemptions. In addition to the requirements in Section 363, consider the following for LHFE operations:
 - i. whether FAA-approved aircraft maintenance and inspection programs, that, at a minimum, consider minimum equipment standards informed by recommended maintenance instructions of engine manufacturers, such as service bulletins and service information letters for time between overhauls and component life limits, should be implemented;
 - ii. initial and annual recurrent pilot training proficiency checks for pilots conducting revenue passenger carrying operations that address, at a minimum, operation- and aircraft-specific weight and balance calculations, preflight inspections, and emergency and recovery procedures for each type of aircraft flown;

- B. Discuss and provide recommendations that consider changes to regulations and requirements for revenue passenger carrying operations that are conducted under 14 CFR Part 91 utilizing § 119.1(e) exceptions including, at a minimum, balloon and glider sightseeing flights, flights with other intended purposes conducted under the premise of student instruction or training flights (e.g., combat and aerobatic experience flights, tours not conducted in accordance with 14 CFR Part 136). Consider the following:
- i. whether FAA-approved aircraft maintenance and inspection programs, that, at a minimum, consider minimum equipment standards informed by recommended maintenance instructions of engine manufacturers, such as service bulletins and service information letters for time between overhauls and component life limits, should be implemented;
 - ii. initial and annual recurrent pilot training proficiency checks for pilots conducting revenue passenger carrying operations that address, at a minimum, operation- and aircraft-specific weight and balance calculations, preflight inspections, and emergency and recovery procedures for each type of aircraft flown;
- C. In carrying out its duties, the ARC will consider—
- i. findings and recommendations of the NTSB, as relevant, and specifically such findings and recommendations related to parachute operations, including the June 21, 2019, incident in Mokuleia, Hawaii;
 - ii. findings and recommendations that consider the NTSB’s accident report “Enhance Safety of Revenue Passenger-Carrying Operations Conducted Under Title 14 Code of Federal Regulations Part 91,”²
 - iii. recommendations of previous relevant aviation rulemaking committees that considered similar issues;
 - iv. recommendations from industry safety organizations, including, at a minimum, the United States Parachute Association;
 - v. appropriate use of data for modifying behavior to prevent accidents;
 - vi. data gathered from aviation safety reporting programs;
 - vii. the need to accommodate diversity of operations and mission sets;
 - viii. accommodations necessary for small businesses; and
 - ix. other issues as necessary.

² NTSB Enhance Safety of Revenue Passenger-Carrying Operations Conducted Under Title 14 Code of Federal Regulations Part 91: <https://www.nts.gov/investigations/AccidentReports/Reports/aar2103.pdf>

- D. Provide information on the costs, benefits, or potential cost-savings of the recommendations, where applicable.
 - E. The FAA may assign additional taskings related to revenue passenger carrying operations.
 - F. Submit the findings and recommendation report to the FAA in phases, according to the following schedule:
 - i. The recommendation report for paragraph 4(A) is due October 31, 2026.
 - ii. The recommendation report for paragraph 4(B) is due February 26, 2027.
- The recommendation reports should detail the findings and recommendations that address the identified objectives and tasks as appropriate. The FAA requests that the ARC provide any available data to support the recommendations.
- G. The Industry Co-Chairman sends the recommendation report to the FAA Co-Chairman and the Executive Director of the Office of Rulemaking.
 - H. The FAA Co-Chairman determines when the recommendation report and records, pursuant to paragraph (8), will be made available for public release.

5. ARC PROCEDURES.

- a. The ARC acts solely in an advisory capacity by advising and providing written recommendations to the FAA Co-Chairman.
- b. The ARC may propose related follow-on tasks outside the stated scope of the ARC to the FAA Co-Chairman.
- c. The ARC may reconvene following the submission of the recommendation report for the purposes of providing advice and assistance to the FAA, at the discretion of the FAA Co-Chairman, provided the charter is still in effect.

6. ARC ORGANIZATION, MEMBERSHIP, AND ADMINISTRATION. As prescribed in Section 363 of the Act, the Administrator will appoint members that are:

- a. Representatives of industry, including manufacturers of aircraft and aircraft technologies;
- b. Air tour operators, parachute operators or organizations that represent such operators; and
- c. Aviation safety experts with specific knowledge of safety management systems and flight data monitoring programs under 14 CFR Parts 135 and 105.

The provisions of the August 13, 2014, Office of Management and Budget (OMB) guidance, “Revised Guidance on Appointment of Lobbyists to Federal Advisory Committees, Boards, and Commissions” (79 FR 47482), continue the ban on registered lobbyists participating on Agency

Boards and Commissions if participating in their “individual capacity.” The revised guidance allows registered lobbyists to participate on Agency Boards and Commissions in a “representative capacity” for the “express purpose of providing a committee with the views of a nongovernmental entity, a recognizable group of persons or nongovernmental entities (an industry, sector, labor unions, or environmental groups, etc.) or state or local government.” For further information, refer to the OMB Guidance at 79 FR 47482.

Membership is limited to promote discussion. Attendance, active participation, and commitment by members is essential for achieving the objectives and tasks. In general, Passenger Carrying ARC members shall be appointed for the duration of the Passenger Carrying ARC. When necessary, the ARC may set up specialized and temporary working groups that include at least one ARC member and invited subject matter experts from industry and government.

Other federal government agency subject matter experts may be requested to participate as Observers and to provide technical support to the members.

- a. The Sponsor, the Associate Administrator for Aviation Safety, will designate the FAA Co-Chairman. The FAA Co-Chairman will:
 - 1) Select and appoint industry members and the FAA participants,
 - 2) Select the Industry Co-Chairman from the membership of the Passenger Carrying ARC,
 - 3) Ensure FAA participation and support from all affected lines of business,
 - 4) Provide notification to the members of the time and place for each meeting, and
 - 5) Receive any status report and the recommendations report.

 - b. Once appointed, the Industry Co-Chairman will:
 - 1) Coordinate required Passenger Carrying ARC meetings in order to meet the objectives and timelines,
 - 2) Establish and distribute meeting agendas in a timely manner,
 - 3) Keep meeting notes, if deemed necessary,
 - 4) Perform other responsibilities as required to ensure the objectives are met,
 - 5) Provide status reports, as requested, in writing to the FAA Co-Chairman, and
 - 6) Submit the recommendation report to the FAA Co-Chairman and the Executive Director of the Office of Rulemaking.
- 7. PUBLIC PARTICIPATION.** Passenger Carrying ARC meetings are not open to the public. Persons or organizations outside the Passenger Carrying ARC who wish to attend a meeting must get approval in advance of the meeting from the Industry Co-Chairman and the FAA Co-Chairman.

- 8. AVAILABILITY OF RECORDS.** Subject to applicable Freedom of Information Act Exemptions pursuant to Title 5 U.S.C. section 552, the FAA will make records provided by the ARC to the FAA available for public inspection and copying. Available records will be located at the Office of Flight Standards Service, FAA Headquarters, 800 Independence Ave. SW, Washington, D.C. 20591. Fees will be charged for information furnished to the public according to the fee schedule published in 49 CFR Part 7.

You can find this charter on the FAA Committee Database website at:

http://www.faa.gov/regulations_policies/rulemaking/committees/documents/.

- 9. DISTRIBUTION.** This charter is distributed to: Office of the Associate Administrator for Aviation Safety, the Office of the Chief Counsel, the Office of the Assistant Administrator for Policy, International Affairs, and Environment, and the Office of Rulemaking.

- 10. EFFECTIVE DATE AND DURATION.** The ARC is effective upon issuance of this charter and will remain in existence for a maximum of two years, unless the Administrator suspends, terminates, or extends the charter earlier.

Issued in Washington, D.C. on April 8, 2026.



Bryan Bedford
Administrator