



Market Surveillance

PPE Consumer Helmets

Final Report

JACOP 2025

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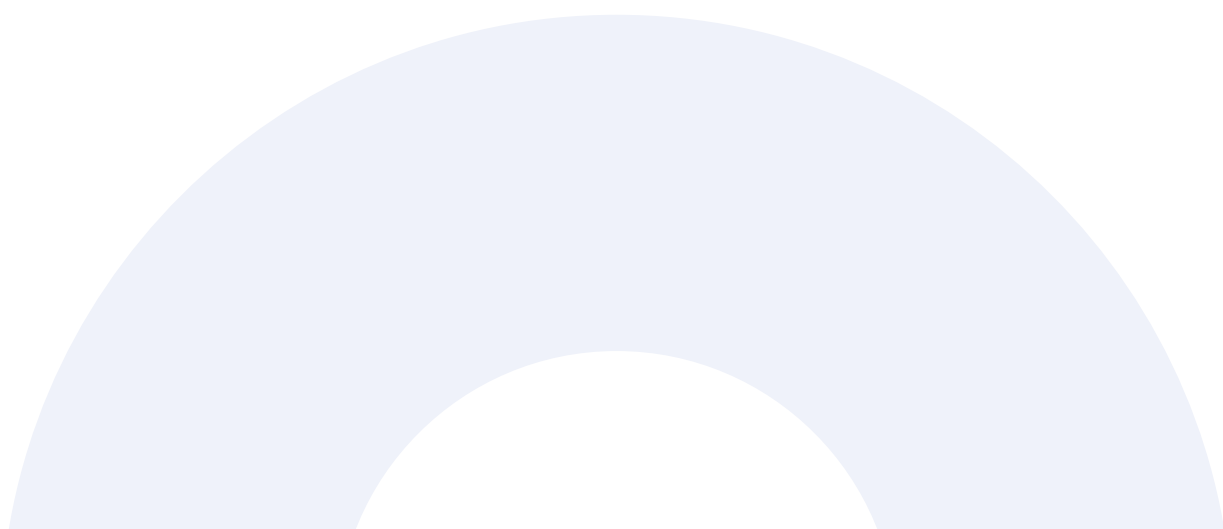
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LIST OF ABBREVIATIONS

CASP	Coordinated Activities on the Safety of Products
DoC	Declaration of Conformity
DG GROW	Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs
EFTA	European Free Trade Association
EISMEA	European Innovation Council and SMEs Executive Agency
EO	Economic operator
EU	European Union
ICSMS	Information and Communication System for Market Surveillance
JACOP	Joint Actions on Compliance of Products in the EU and EFTA countries
MSA	Market Surveillance Authority
PPE	Personal protective equipment
PSA	Product-Specific Activity

Part 1

TEST RESULTS AND RECOMMENDATIONS

EXECUTIVE SUMMARY

OBJECTIVES OF THE ACTIVITY

PSA 10 focused on assessing the compliance of consumer helmets with Regulation (EU) 2016/425 on PPE, under which the helmets covered by this activity are classified as Category II. The activity aimed to verify both formal and technical compliance of the sampled helmets with the essential health and safety requirements set by the relevant EU legislation and applicable European standards.

The PSA covered consumer helmets for cyclists, skateboarders and roller skaters, and helmets for alpine skiers and snowboarders. Testing was based on European harmonised standards EN 1078:2012+A1:2012 and EN 1077:2007 and the draft standard FprEN 1078:2025. These standards cover key parameters necessary to demonstrate a presumption of conformity, such as shock absorption capacity, retention system performance (including strength, effectiveness and ease of release), rotational shock absorption, resistance to penetration and durability.

RESULTS AND CONCLUSIONS

Of the 100 samples tested, 21% did not meet the technical requirements of the applicable testing standards. Assessments of required warnings, markings and instructions identified 65% of samples as non-compliant. By helmet type, 49 of the 70 cycling helmets tested (70%) and 21 of the 30 ski helmets tested (70%) exhibited at least one type of non-compliance. Notably, technical non-compliance was higher for cycling helmets (27%) compared to ski helmets (7%). Overall, 70% of all helmets exhibited at least one form of non-compliance, technical or formal.

Key technical non-compliances included impact energy absorption values exceeding permissible limits, failure of the helmet retention system to maintain proper positioning and the helmet detaching or slipping off the test headform. Formal non-compliances were mainly due to missing or incorrect documentation, particularly the absence or inaccessibility of the EU DoC, incomplete or non-compliant instructions for use and inconsistencies in certification, marking and EO information. The findings underscore the need for stronger quality control in product design and manufacturing, alongside improved compliance with documentation and labelling requirements across the supply chain. Continued market surveillance remains essential.

OVERVIEW OF THE ACTIVITY

PARTICIPATING MSAs

A total of 11 MSAs from 9 EU and EFTA Member States participated in this activity.

Table 2 provides an overview of the participating MSAs.

PRODUCT SCOPE

The project examined the technical compliance of helmets against Regulation (EU) 2016/425 on PPE (Category II), assessing whether they conform with the essential EU health and safety requirements covered by the testing plan. It also evaluated formal compliance, including correct markings, warnings, instructions for use, the EU-type examination certificate and the DoC.

The scope of the PSA covered two types of consumer helmets, including helmets for cyclists, skateboarders and roller skaters, and helmets for alpine skiers and snowboarders.

TESTING CRITERIA

The testing process adhered to the requirements outlined in the relevant European standards, as presented in Table 1. Helmets for cyclists, skateboarders and roller skaters were tested for shock absorption and retention-system performance (strength, ease of release and effectiveness) against EN 1078:2012+A1:2012.

Selected samples of this category were also subjected to rotational shock absorption testing in line with FprEN 1078:2025. Helmets for alpine skiers and snowboarders were tested for shock absorption, penetration and retention performance (strength and effectiveness), against EN 1077:2007.

Table 1: Product scope

Standard	Product type
EN 1078:2012+A1:2012 FprEN 1078:2025	Helmets for cyclists, skateboarders and roller skaters
EN 1077:2007	Helmets for alpine skiers and snowboarders

SAMPLING AND TESTING

MSAs collected samples between December 2025 and January 2026, with laboratory testing conducted from February to May 2026. A laboratory meeting was held on 2-3 June 2026 to discuss results of the technical tests, as well as risks and measures.

OVERVIEW OF SAMPLED PRODUCTS

Products were sourced through both physical retail channels (16%) and online channels (84%) to reflect market availability. Samples originated from both EU and non-EU manufacturers and were selected to

cover a broad range of price points (EUR 5 to 370) and perceived quality tiers. In total, 100 samples were collected. **Table 2** outlines the number of samples collected per MSA.

Table 2: Distribution of samples by MSA (n=100)

Country	Market Surveillance Authority	No. of samples
Belgium	Federal Public Service Economy, SMEs, Self-Employed and Energy	11
Estonia	Consumer Protection and Technical Regulatory Authority (CPTRA)	5
Finland	Finnish Safety and Chemicals Agency (Tukes)	5
Germany	Government of Upper Bavaria - Competence Centre for Market Surveillance	13
Germany	State Directorate Saxony - Market Surveillance Unit	15
Germany	Tübingen Regional Council - Market Surveillance Department	12
Iceland	Housing, Construction and Planning Authority	6
Ireland	Competition and Consumer Protection Commission (CCPC)	10
Malta	Malta Competition and Consumer Affairs Authority (MCCAA)	9
Netherlands	Netherlands Food and Consumer Product Safety Authority (NVWA)	10
Sweden	Swedish Consumer Protection Commission	4

TESTING PROCESS

Testing included visual inspection, mass determination, shock absorption and retention-system performance. For cycling helmets, retention-system testing covered strength, ease of release and effectiveness, while for ski helmets it covered strength and effectiveness only. Shock absorption was tested using appropriate EN 960:2006 and EN 17950 headforms following high-temperature, low-temperature and artificial-ageing conditioning. Helmets were impacted at specified velocities, with compliance assessed against the maximum permissible peak acceleration of 250g. Cycling helmets were additionally assessed for rotational shock absorption.

Retention system strength was tested through dynamic loading of the chin strap, checking extension limits and one-hand release. Effectiveness was verified by applying a rear pull-off impact, requiring the helmet to remain on the headform. Ski helmets were additionally subjected to penetration testing.

In parallel to the laboratory testing, MSAs carried out formal checks of accompanying documentation and safety instructions and a visual assessment of markings.

TEST RESULTS

OVERVIEW OF THE TEST RESULTS AND MAIN FINDINGS

Of the 100 samples tested by the laboratory, 79% passed the technical assessments described above, while 21% failed at least one requirement, as shown in **Figure 1**. The main technical non-conformities identified were energy absorption values following impact that exceeded the permitted limit, failure of the helmet retention system to keep the helmet on the headform, or the helmet slipping off the test headform.

When checked for warnings, markings, and instructions, 35% of the samples were compliant, while 65% were not, as presented in **Figure 2**. Formal checks were ongoing for one sample at the time of writing this report. Non-compliances were primarily due to a missing or inadequate EU DoC, incomplete instructions for use, missing or incomplete EU-type examination certificate traceability and inconsistencies in certification, marking and EO details.

In total, 70% of the samples did not meet at least one technical or formal requirement, as shown in **Figure 3**.

Figure 1:
Outcome of laboratory testing (n=100)

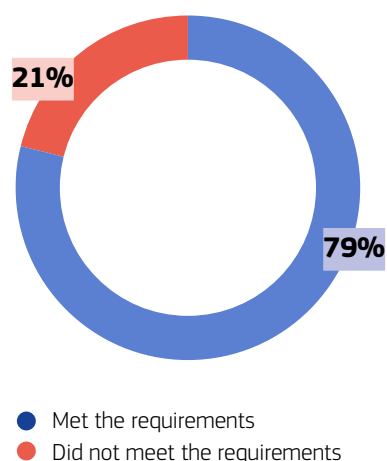


Figure 2:
Outcome of formal checks of warnings, markings and instructions (n=100)

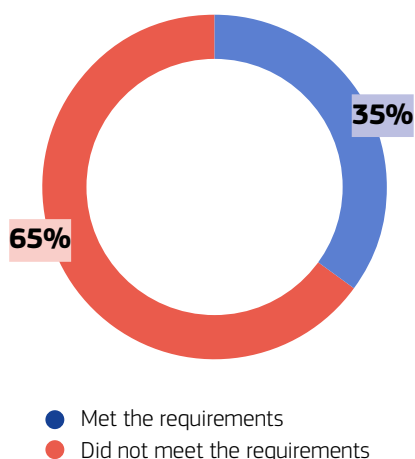
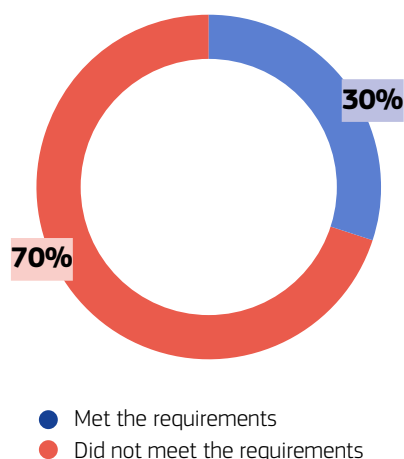


Figure 3:
Overall outcome (n=100)



RESULTS PER STANDARD AND PRODUCT TYPE

Figure 4 provides an overview of technical and formal assessment results by standard and helmet type. Overall, 49 of the 70 cycling helmets tested (70%) and 21 of the 30 ski helmets tested (70%) were non-compliant. Technical non-compliance was identified in 19 cycling helmets (27%), primarily due to insufficient shock absorption, whereas only 2 of the 30 ski helmets tested (7%) showed similar failures. Notably, all samples met the rotational impact requirements of FprEN 1078:2025,

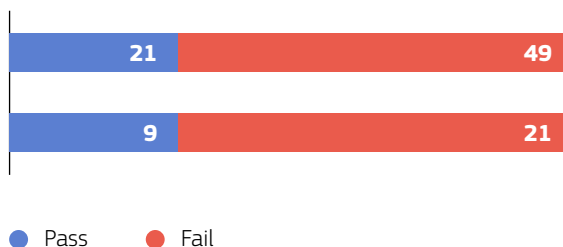
despite failing the linear energy absorption test under EN 1078:2012+A1:2012. Formal non-compliances were more widespread, affecting 45 cycling helmets (64%) and 20 ski helmets (67%).

Testing of similar products was previously conducted under CASP 2021, which identified comparable levels of technical non-compliance among consumer helmets.¹

Figure 4: Overview of test results per standard (n=100)

EN 1078:2012+A1:2012; FprEN 1078:2025
(Helmets for cyclists, skateboarders, and roller skaters)

EN 1077:2007
(Helmets for alpine skiers and snowboarders)

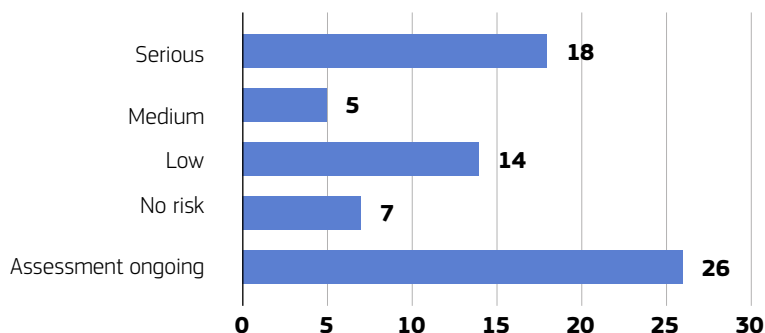


RISK ASSESSMENT AND MEASURES

RISK ASSESSMENT

MSAs assessed the risks of non-compliant samples by identifying potential safety hazards and evaluating their likelihood and severity. Results are presented in **Figure 5**.

Figure 5: Levels of risk (n=70)



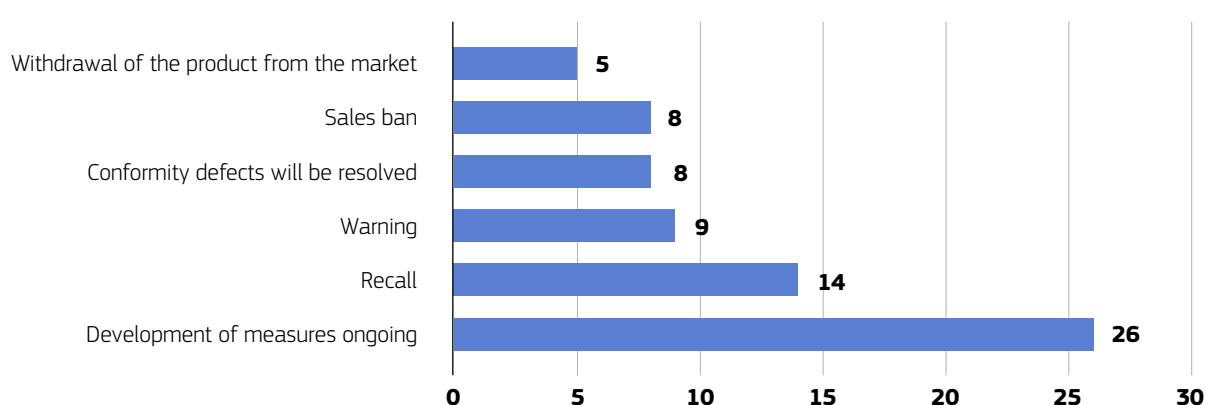
¹ [CASP 2021, Coordinated activities on the safety of products - Publications Office of the EU](#)

MEASURES

Measures taken or envisaged for non-compliant samples are shown in **Figure 6**. In line with the MSAs' working methodology, action typically begins with engagement with the EO on a voluntary compliance basis, allowing the EO to remedy non-compliance before formal measures are applied. Measures included sales bans, recalls, warnings and withdrawals of products from the market².

MSAs registered the samples tested in the ICSMS.³ At the time of writing this report, 49 samples were registered. Samples posing serious risk were reported on Safety Gate.⁴

Figure 6: Main measures adopted for non-compliant products (n=70)



CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

Of the 100 samples tested, 70% were found to be non-compliant based on laboratory testing and checks of warnings, markings, and instructions. Of these, 21% failed due to technical deficiencies and 65% showed formal non-compliances. Technical non-compliance was notably higher for helmets intended for cyclists, skateboarders and roller skaters (27%), compared to helmets for alpine skiers and snowboarders (7%). However, when the results of the formal assessments are also taken into account, the overall

non-compliance rate was identical for both helmet categories (70%). Overall, the non-compliances observed highlight the need to strengthen quality control in product design and manufacturing and to improve compliance with documentation and labelling requirements throughout the supply chain. Continuous market surveillance is essential.

² The corrective measures are those provided by the MSAs by the deadline of 28 July 2026. While measures are continuing beyond this date as part of an ongoing process performed by the MSAs, a cut-off date was established for the purposes of reporting.

³ ICSMS is the EU's secure platform where MSAs share product test results and non-compliance findings to coordinate enforcement and keep unsafe non-food products off the market. According to Regulation 2019/1020, all products for which an in-depth check of compliance has been carried out must be entered into the platform.

⁴ Safety Gate is the EU Rapid Alert system for dangerous non-food products. According to Article 26 of the General Product Safety Regulation (GPSR), all products posing serious risk must be reported in the system.

RECOMMENDATIONS AND MESSAGES TO STAKEHOLDERS

Recommendations for economic operators

- Economic operators (including manufacturers, importers and distributors) remain responsible for product safety, according to their role as specified in Regulation (EU) 2016/425.
- Economic operators should comply with all statutory requirements regarding labelling, instructions for use and warnings, so that both their customers and MSAs receive the necessary information to verify whether the helmet is compliant and can be used safely.
- Ensure that helmets for cyclists and alpine skiers placed on the market meet the relevant European safety requirements laid down in EU legislation and, where adopted, those in harmonised standards EN 1078 and EN 1077.
- Be aware that placing unsafe or non-compliant PPE on the market may result in recalls, penalties and liability for damages.
- Even if the helmet is compliant, it must fit properly to ensure its protective efficiency is optimised. This should be demonstrated more clearly to consumers, particularly in the context of online retail.
- Be aware that the existence of lighting systems and other accessories might have a negative effect on the protective properties of the helmet.
- Ensure that the date of manufacture is clearly indicated and that helmets are not placed on the market or made available beyond any specified period of use.

Recommendations for consumers

- Wearing a helmet is an effective protective measure that can reduce the severity of injury.
- Buy only CE-marked helmets, accompanied by a manufacturer's proper instruction manual, including a link to or the EU Declaration of Conformity itself. Non-CE-marked helmets may not provide the expected safety performance.
- Make sure to select the proper helmet size and follow the manufacturer's tips concerning fitting. If the helmet does not fit right, it does not protect right.

- Helmets have an expiry period. Do not use them after this period, even if they look new and undamaged, as the protective performance might be affected. Look for the expiry period in the user manual.
- Remember that helmets subjected to severe impact, e.g., during an accident, should be discarded due to loss of protective performance, even if you do not see external damage.
- Do not buy second-hand helmets because their protective performance cannot be guaranteed.

Recommendations for the MSAs

- Increase the frequency of consumer helmet assessment due to the large number of non-compliant products available on the EU market. Do both:
 - Formal checks;
 - Performance testing (particularly mechanical properties).
- Encourage broader MSA participation in joint actions related to PPE.
- MSAs should expand their communication efforts for consumers and economic operators using the assets already developed in past joint actions.
- Cooperate with and train customs authorities to increase awareness of how to identify potential non-conformities.
- When and if possible, participate in standardisation working groups.

Recommendations for the European Commission

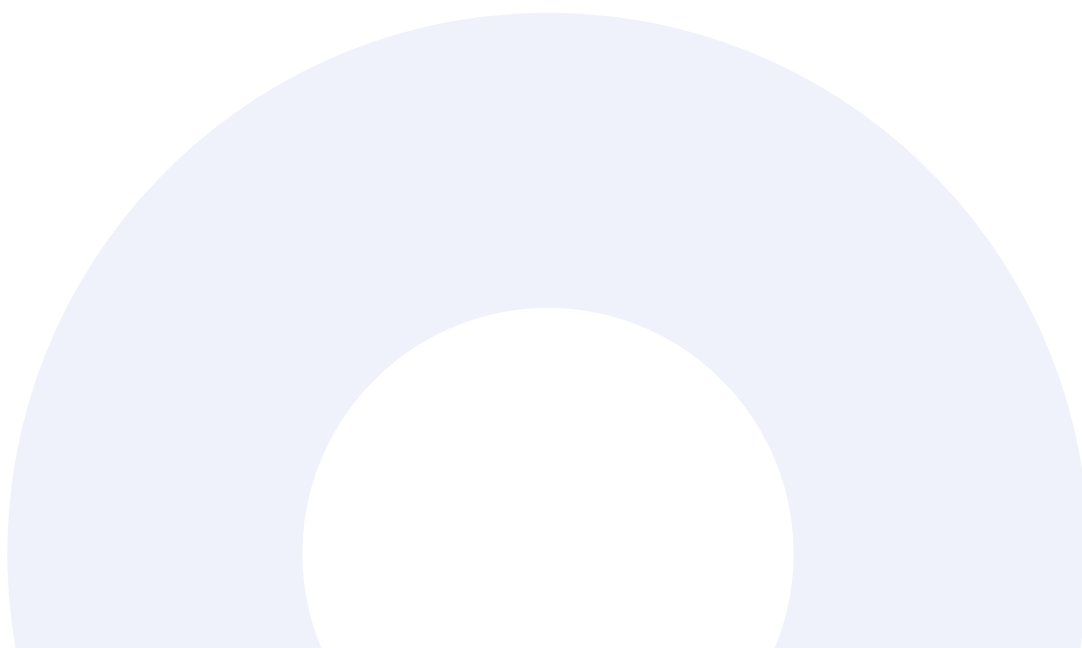
- Support continued testing joint actions in the PPE sector in light of the high number of non-compliant helmets identified on the EU market.
- EU-wide cooperation and information exchange between MSAs and customs should be further strengthened, for example by introducing a dedicated tool (e.g. a shared web-based database). MSAs require information about how prohibitions on product entry at EU borders are communicated and enforced across Member States.
- Increase the visibility and accessibility of Safety Gate for consumers.

Recommendations for notified bodies

- Verify that the existence of lighting systems and other accessories does not have a negative effect on the protective performance of the helmet.
- Create a recommendation-for-use sheet concerning the interpretation of measurement uncertainty.
- The requirements of "durability" should be better described. For example, helmet damage that does not exceed the limits specified by the relevant test requirements, but which raises potential safety concerns, should be classified as a fail.

Recommendations for standardisation organisations

- Revise the standard EN 17950 with respect to the specification of the test headform in order to have more consistent results when the test method is applied to consumer helmets.
- Helmet attachment systems (e.g. ski goggles) and lighting systems should be verified for safety (impact, electrical, etc.) and included in the standard.
- Develop stricter requirements for construction of shells for cycling helmets to reduce the risk of insufficient shock absorbing capacity.
- Develop requirements and test methods for measuring the maximum force needed to open the ski goggle fastening buckle, to prevent strangulation (in case of hooking by a ski lift).
- We tested 23 helmets for rotational shock absorption, and none of them failed, which was comparable with the results of the CASP 2021 testing campaign. This may indicate that the test requirements are not sufficiently demanding and do not reflect what is needed to offer consumers sufficient protection from brain injury in bicycle accidents.
- Be aware that the existence of lighting systems and other accessories might have a negative effect on the protective performance of the helmet. Include testing on these features.



Part 2

WHAT IS JACOP?

The JACOP initiative aims to organise Joint Actions on Compliance of Products in the EU and EFTA countries, fostering collaboration among Market Surveillance Authorities (MSAs). The primary objectives include conducting joint product testing, assessing risks and harmonising operational methodologies. Through open dialogues, knowledge-sharing, and engaging external stakeholders, the project contributes to a secure Single Market. Key focuses involve evaluating product risks, implementing timely measures and ensuring regulatory alignment.

JACOP 2025 INCLUDES 11 PRODUCT-SPECIFIC ACTIVITIES COVERING 9 SECTORS

PSAs test different types of products to assess their compliance with existing legislation and regulations and take appropriate actions. The products are selected and

collected by the market surveillance authorities involved and are examined using an agreed testing plan.



PSA 1
FERTILISERS



PSA 2
**INSULATING MATERIALS
IN CONSTRUCTION
PRODUCTS**



PSA 3
**HAZARDOUS
SUBSTANCES
IN GADGETS**



PSA 4
COSMETICS



PSA 5
RADIO TOYS



PSA 6
**CONSUMER
TEXTILE CLOTHING**



PSA 7
**LIFTS AND SAFETY
COMPONENTS OF LIFTS**



PSA 8
**GAS
APPLIANCES**



PSA 9
**PPE HELMETS
(PROFESSIONAL)**



PSA 10
**PPE HELMETS
(CONSUMER)**

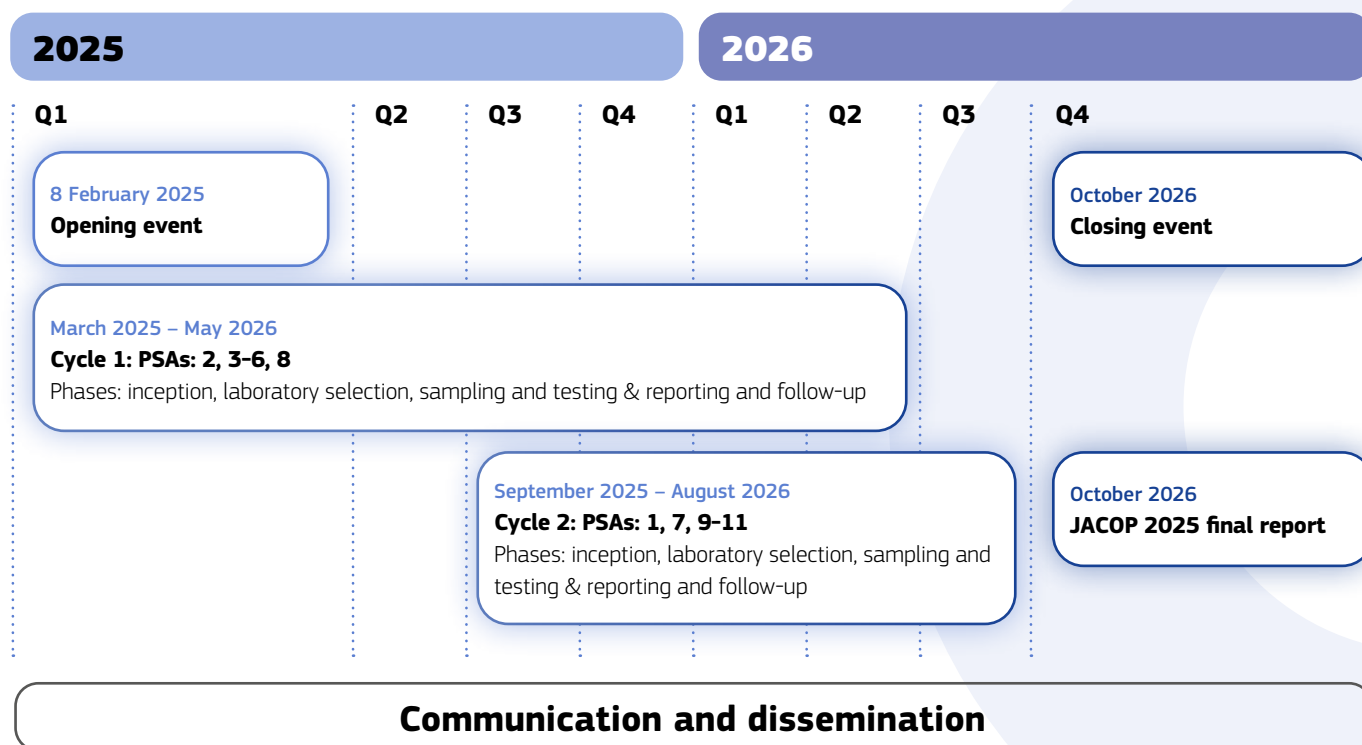


PSA 11
**PPE FOOTWEAR
(PROFESSIONAL)**

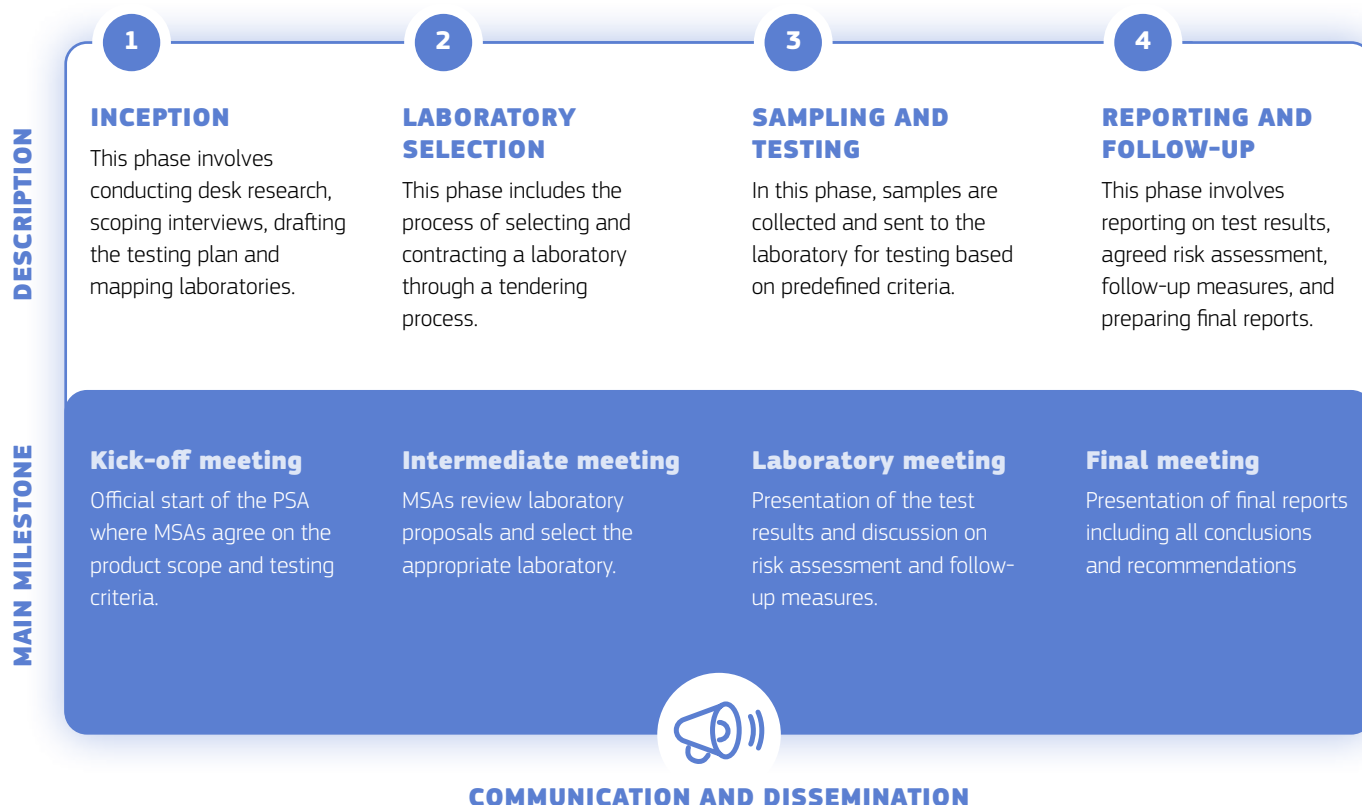
ROLES AND RESPONSIBILITIES



WORK PLAN AND TIMELINE



PROJECT PHASES



Communication and dissemination activities involve raising product safety awareness among MSAs, consumers, and economic operators through targeted campaigns, media engagement, and influencer involvement, focusing on compliance education.

PROCESS



COMMUNICATION ASSETS

For all 11 PSAs:



Article summarising the main findings of the testing activity. The article includes at least 1 image.



One **social media** visual based on the infographics.



One-page infographic summarising the main findings of the testing activity.



One infographic and one social media visual covering the entire JACOP 2025 project.

These communication assets are available in 23 EU languages + Norwegian and Icelandic.

For 3 PSAs:

PSA 4 - Cosmetics, PSA 8 - Gas Appliances, PSA 10 - PPE Helmets (Consumer)



Short **video** for social media promotion.

COMMUNICATION CHANNELS

The communication assets are disseminated using:



National and specialised media across the EU27.



Online and social media platforms.



Influencers on social media.



MSAs' national communication channels.



JACOP 2025 newsletter – a four-issue series showcasing the campaign's progress, key milestones, and major achievements.

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Directorate-General for Internal Market,
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Email: GROW-H4@ec.europa.eu

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