



WORKING PAPER

FACILITATION PANEL (FALP)

ELEVENTH MEETING

Montréal, 13-16 January 2020

Agenda Item 6: Other matters

**THE IMPORTANCE OF PUBLIC AWARENESS CAMPAIGNS FOR
THE PREVENTION OF UNRULY AND DISRUPTIVE INCIDENTS**

(Presented by the International Air Transport Association (IATA))

SUMMARY

The growing frequency and severity of unruly and disruptive passenger incidents remains a significant concern for both States and airlines. With demand for air travel expected to double by 2035, with many first-time flyers, it is essential that passengers are made aware of prohibited conduct onboard flights and the possible legal consequences of unruly and disruptive behavior.

This paper highlights the importance of effective public awareness campaigns as per existing Annex 9 Standards, in helping to prevent unruly and disruptive incidents. It contains an action item proposing the ATC request the Secretariat to review if States have such campaigns in place and advocates for greater collaboration with industry, giving examples of two ongoing campaigns that could form the basis of similar initiatives in other jurisdictions.

Finally, the paper suggests an amendment to Annex 9 to reflect the recent publication of updated ICAO guidance on the legal aspects of unruly and disruptive passengers.

Action by the FAL Panel:

The FAL Panel is invited to consider the proposals described in this paper and agree that Annex 9 be amended, as set out in the Appendix.

1. INTRODUCTION

1.1 Unruly and disruptive behavior committed by a small minority of passengers has become a significant issue facing airlines and crew around the world. Such behavior includes physical assault of other passengers or cabin crew, harrasment, refusal to comply with safety instructions, making threats that could jeopardize the safety of the flight and other acts that impact good order and discipline onboard.

1.2 In 2017, IATA reported that there was 1 incident for every 1,053 flights (2016: 1 incident for every 1,424 flights) The proportion of very serious Level 3 (life threatening) and Level 4 incidents (attempted breach of the flight deck door) increased sharply in 2017, which is a matter of concern.

Together with data from individual civil aviation authorities, these statistics demonstrate the increasing prevalence and severity of unruly and disruptive passenger incidents.

1.3 Dealing with this issue requires a comprehensive, multi-stakeholder approach based on prevention and management of incidents and a strong international legal deterrent.

1.4 Significant work has been done recently on enhancing the international legal deterrent with the recent entry into force of the Montreal Protocol 2014 and the publication of new guidance in ICAO Doc 10117 Manual on the Legal Aspects of Unruly/Disruptive Passengers.

1.5 However, deterrent relies on passenger awareness of prohibited conduct and the legal consequences of such acts and offenses. The importance of public-facing campaigns in the prevention of incidents is recognized in Standards set out within Annex 9 Section 6 that establish the role of States in this regard (see the table below).

Annex E. Unruly passengers

6.44 Each Contracting State shall, to deter and prevent unruly behaviour, promote passenger awareness of the unacceptability and possible legal consequences of unruly or disruptive behaviour in aviation facilities and onboard aircraft.

6.45 Each Contracting State shall take measures to ensure that relevant personnel are provided training to identify and manage unruly passenger situations.

Note— Guidance material on the legal aspects of unruly/disruptive passengers can be found in Circular 288 — Guidance Material on the Legal Aspects of Unruly/Disruptive Passenger

2. DISCUSSION

2.1 The recent growth in the severity and frequency of unruly and disruptive incidents and the expected doubling of passenger numbers by 2035 mean that it is critical that public awareness campaigns envisaged in Annex 9 Standard 6.44 are in place.

2.2 Two recent examples of high profile and innovative initiatives involving States and Industry that could a basis for campaigns in other jurisdictions are outlined briefly below.

a) European Union Aviation Safety Agency (EASA) #Notonmyflight Campaign – EASA data highlights that every three (3) hours the safety of a flight within the European Union is threatened by passengers demonstrating unruly or disruptive behaviour. At least 70% of these incidents involve some form of aggression. At least once a month the situation escalates to such a degree forcing the plane to perform an emergency landing or diversion.

EASA was concerned both by the increase in the number incidents and that they have a direct impact on both the safety of crew and passengers. To reach out to airlines and passengers, EASA joined forces with IATA to promote the “#NotOnMyFlight” campaign. The campaign which features an innovative video, draws attention to examples of unruly behaviour, and the consequences that passengers face. It has been endorsed by many European airlines, airports and other organizations. More information can be found at <https://www.easa.europa.eu/notonmyflight>.

b) Industry Code of Practice on Disruptive Passengers (UKICP) and One Too Many (OTM) Campaign, United Kingdom (UK) - The UK Civil Aviation Authority (CAA) had reported a 325% increase in disruptive passenger incidents between 2013-2017. In 2015, airlines, airports, the police, the CAA, government officials and airport retailers met to consider the problem. It was clear that there were many examples of good practice, but there was not a co-ordinated national approach to the issue. This means that passengers did not receive consistent messaging and good practice was not widely shared.

The purpose of the UKICP is to create a common, consistent approach that co-ordinates and enhances existing efforts to prevent and minimise disruptive passenger behaviour. The signatories have agreed to a set of principles and commitments and regular meetings are convened. Full details of the UKICP can be found at <https://www.aoa.org.uk/wp-content/uploads/2016/07/The-UK-Aviation-Industry-Code-of-Practice-on-Disruptive-Passengers-FINAL.pdf>.

A key element of educating and communicating with passengers has been a UK government-endorsed awareness campaign called “One Too Many” (OTM). Involving 20 airports in summer 2019, OTM uses high profile physical advertising within the airport environment, targeted social media and traditional media to highlight the personal consequences of unruly behavior. Some examples of the campaign materials are shown in Appendix A. IATA has strongly supported this campaign. Of note is the decision by World Duty Free to introduced sealed plastic bags for all alcohol sales, irrespective of the destination. This initiative was aimed at reducing the incidence of alcohol purchased at airport duty free being opened and consumed prior to or during flights.

It is too early to determine the effectiveness of the OTM campaign. However, the results do show some positive trends. In 2018, the CAA reported a slight reduction to 413 incidents (2017: 417) on a 3% increase in traffic. Individual airports reported significant results. For example, Manchester Airport saw a 23% reduction in incidents of disruptive behaviour according to Greater Manchester Police figures, and Glasgow Airport reported a 52% decrease in outbound alcohol-related offences.

2.5 These campaigns, together with efforts by ICAO and member States to enhance the international legal deterrent and efforts by airlines and the industry to prevent and manage incidents, will further enhance safety and facilitate an even more enjoyable flight experience for all.

3. RECOMMENDATIONS

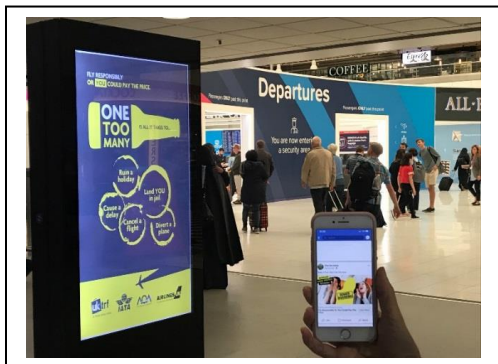
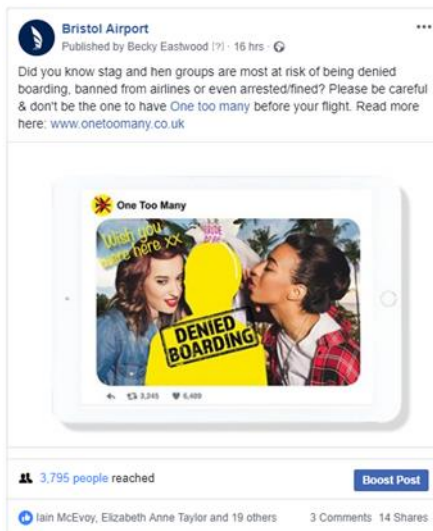
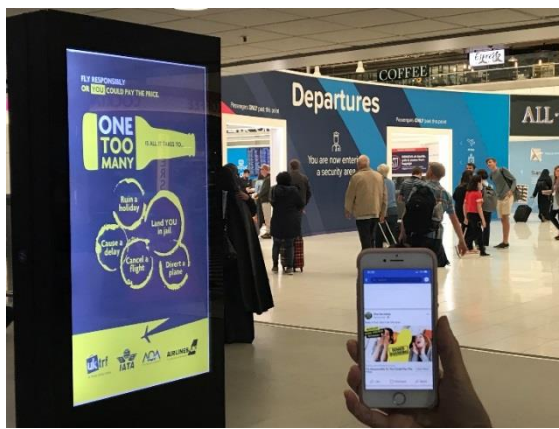
3.1 The Panel is invited to consider the proposal to request that the ATC, through the Secretariat, to:

3.1.1 Review how States are currently complying with Standard 6.44;

3.1.2 As a result, determine what further action is required in order to incentivize and support States in launching awareness campaigns or endorsing and participating in existing ones, including industry-led initiatives; and

3.1.3 Amend Annex 9 as set out in Appendix B.

APPENDIX A – EXAMPLES OF CAMPAIGN MATERIALS FROM ‘ONE TOO MANY’ (UK)



APPENDIX B

Amend Annex 9 as follows:

**CHAPTER 6. INTERNATIONAL AIRPORTS —
FACILITIES AND SERVICES FOR TRAFFIC**

E. Unruly passengers

6.44 Each Contracting State shall take measures to ensure that relevant personnel are provided training to identify and manage unruly passenger situations.

Note.— *Guidance material on the legal aspects of unruly/disruptive passengers can be found in ~~Circular 288~~—Guidance Material Doc 10117, Manual* on the Legal Aspects of Unruly/Disruptive Passengers.

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