



FACILITATION PANEL (FALP)

FOURTEENTH MEETING

Montréal, 20 to 24 April 2026

Agenda Item 6: Other Facilitation matters

A EUROPEAN COORDINATED APPROACH TO ADDRESS UNRULY AND DISRUPTIVE PASSENGERS

(Presented by the Observer from the European Union)

1. INTRODUCTION

1.1 Unruly and disruptive passenger behaviour continues to present an increasing operational and safety challenge to the global aviation system. Although incidents involve a small proportion of passengers, their consequences can be significant, including operational disruption, safety risks and adverse effects on aviation personnel wellbeing.

1.2 Data collected by national aviation authorities and the European Union Aviation Safety Agency (EASA) indicate both increasing frequency and severity of incidents in recent years. These trends underscore the need for sustained and coordinated action at national, regional and international level.

2. DISCUSSION

2.1 The **Montréal Protocol 2014 (MP14)** plays a pivotal role in addressing the issue of unruly passengers. A key priority must therefore be the widest possible ratification and implementation of the MP14. MP14 addresses jurisdictional gaps by enabling States of landing to prosecute unruly passengers, thereby strengthening the international legal deterrent framework.

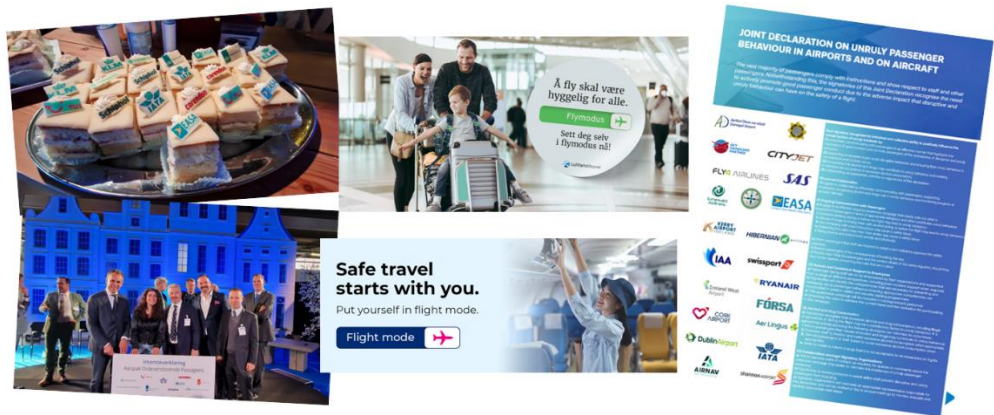
2.2 In 2016, all ICAO Member States committed through ICAO Resolution A39-9, *Promotion of the Montréal Convention of 1999* to ratify MP14 as soon as possible.

2.3 While progress has been made, ratification and implementation remain under consideration in a number of States. Broader adoption would reinforce the global message that unruly passengers and disruptive behaviour carries consequences, enhance legal certainty for operators and crew while also supporting consistent enforcement across jurisdictions.

2.4 A universal implementation of MP14 would greatly benefit the entire aviation community, notably in the area of facilitation. Global alignment with MP14 should therefore be promoted through all relevant ICAO fora, including the Facilitation Panel.

2.5 **European activities and experience to date:** Since 2019, EASA and European national authorities have implemented a series of coordinated initiatives in response to the rise in incidents, including awareness campaigns and structured cooperation between authorities and industry. This collaboration has also involved IATA, other associations including ACI and the European Regional Airlines Association (ERAA) as well as staff representative organisations such as the European Cockpit Association (ECA) and the European Transport Workers Federation (ETF).

2.6 Several European States have established national charters or multi-stakeholder frameworks involving aviation authorities, airlines, airports, law enforcement and other partners. These include Finland, France, Ireland, the Netherlands, Norway, Spain and Sweden.



2.7 EASA started addressing this issue in 2017 and launched the “Not on my flight” campaign in 2019. Following this, the rate of occurrences slightly decreased and the level of concern about the issue began to diminish. However, as air travel recovered from the COVID-19 pandemic incidents rose again. This led to a series of additional campaigns in 2021, 2022 and 2023. These efforts were positively received by aviation stakeholders but also highlighted challenges for aviation authorities in reaching passengers. The key lesson is that passenger communication must be carried out in collaboration with airports and airlines to effectively reach the right audience.



2019 - Not on my Flight



2022 - Ready to Fly



2023 – Ready for Summer

2.8 Experience from these campaigns has demonstrated that effective mitigation requires:

- early and visible **prevention measures**;
- **targeted training** for crew and airport personnel;
- **simplified reporting and post-event staff support**; and
- a credible and enforceable **legal deterrent**.

2.9 **Looking ahead – a coordinated European campaign for the summer of 2026:** Building on previous initiatives, EASA and European authorities are preparing a coordinated campaign for summer 2026 aimed at strengthening passenger awareness and reinforcing support for aviation staff.

2.10 The campaign seeks to deliver consistent messaging across Member States, promote awareness of legal consequences under MP14, encourage airlines, airports and authorities to visibly support staff facing disruptive behaviour, reduce passenger journey stressors and prevent escalation of situations where possible.

2.11 It would consist of a range of different media (posters, videos, GIFs, etc.) that authorities, operators and airports could use to provide common messages to passengers at different phases of their journey from booking to the airport and then throughout their journey. It would also include reach out to national media in local languages to help reach as many passengers as possible with the message that bad behaviour on aircraft and at airports is unacceptable.





2.12 Experience has shown that authorities alone cannot effectively reach high-risk passenger groups; cooperation with operators and airports is essential.

2.13 Alignment by other Contracting States with similar seasonal or coordinated campaigns could enhance the global impact and reinforce Annex 9 objectives.

2.14 Unruly and disruptive passenger behaviour is not solely an operational matter but a facilitation, legal and workforce sustainability issue.

2.15 European experience indicates that sustainable mitigation requires a robust and harmonised legal framework through MP14, coordinated awareness campaigns, strong cooperation between authorities and industry and systematic support for aviation personnel.

2.16 The Facilitation Panel provides an appropriate forum to encourage wider ratification and implementation of MP14 and to promote coordinated approaches consistent with Annex 9. Specifically, the Facilitation Panel is invited to:

- a) take note of the information described in this paper, with particular focus on the need to make all possible efforts in accelerating the ratification and implementation of the Montréal Protocol 2014 (MP14); and
- b) encourage ICAO Contracting States to launch similar actions as the coordinated European campaign planned for summer 2026 aimed at strengthening prevention, awareness and enforcement measures relating to unruly passengers.

— END —

ⁱ Images throughout this report: Photo/ Image Credits: EASA, Traficom Finland, Irish Aviation Authority, CAA Norway.