



简化手续专家组 (FALP)

第十四次会议

2026年4月20日至24日，蒙特利尔

议程项目 3: 关于附件9 — 《简化手续》的修订

**加强残疾人无障碍获取旅客信息和导向服务工作：
服务中断及紧急情况下的无障碍信息传达、导向与标识**

(由卡塔尔提交)

摘要

附件9 — 《简化手续》中载有关于残疾旅客待遇的一般规定。然而，在运行中断和紧急情况下，无障碍信息传达和无障碍导向及机场标识方面仍然存在巨大差距。这些方面对于确保残疾旅客在机场环境中独立、安全且有尊严地通行，是至关重要的。

当发生登机口变更、航班延误、非正常运行（IROPS）及紧急状况等各类突发情况时，如果仅以单一形式提供信息，会对残疾旅客造成格外严重的影响。同样地，由于全球尚无有关触觉导盲路径、鲜明对比标识、盲文信息及视觉显示系统等无障碍导向标识的统一要求，数百万旅客的出行和自主性因而受到限制。

为确保简化手续中无障碍性的全面实现且符合国际准则，有必要在附件9中对无障碍信息传达和导向系统做出明文规定。本工作文件提议在附件9中加入新的标准，并在Doc 9957号文件《简化手续手册》和Doc 10042号文件《国家航空运输简化手续方案范本》中，增加相应的指导。

简化手续专家组的行动:

请简化手续专家组:

- a) 审议第3节中的建议，增加新的标准，要求在服务中断时和紧急情况下提供无障碍信息传达。
- b) 审议第3节中的建议，增加新的标准，要求在机场提供无障碍导向和标识。
- c) 审议第3节中的建议，更新Doc 9636号文件：《为在机场和海运码头上的人员提供指南的国际标志》，以提高明确性和统一性，因为现有版本既未体现现代无障碍标准，也未反映当代机场环境中使用的标识系统。

1. 引言

1.1 附件9—《简化手续》中载有关于残疾人待遇的重要规定；但仍有两个关键的运行领域未覆盖在内：

1.1.1 在发生服务中断、非正常运行（IROPS）和紧急情况时保持无障碍信息通达。这项工作可以借鉴安全和安保监督模式。

1.1.1.1 此类缺失限制了各国全面实现无障碍目标的能力，并造成全球实施中的不一致。

1.1.1.2 在运行中断和紧急情况下一般高度依赖口头广播，但耳聋或耳背的旅客无法获取这些信息。另一方面，视力障碍旅客则是借助触觉或助听工具在复杂的航站楼内摸索前行，而航站楼往往缺乏适用的导向设施。

1.1.2 通过无障碍导向系统和标识，确保机场环境中的安全、独立且有尊严的通行。

1.1.2.1 Doc 9636号文件：《为在机场和海运码头上的人员提供指南的国际标志》是几十年前制定的，现已无法反映当代机场环境中使用的标识系统。该文件中的很多象形图、设计原则和无障碍元素均已过时，并不符合演变中的国际导向标识标准，包括关于残疾旅客的要求。今天的机场依靠鲜明对比标识，简化通用象形图，触觉及盲文设施，以及动态数字导向工具；而这些要素在9636号文件的现行版本中并未得到充分体现。这一空白导致实施中的不一致，阻碍了各国采用一致且无障碍的导向解决方案。因此，更新Doc 9636号文件至关重要，以确保机场的视觉传达在全球范围保持一致，与时俱进，全面满足无障碍需求。

1.2 鉴于这些问题的重要性，以及全球对全民无障碍出行的日益重视，在附件9中针对这些领域制定明确且可操作的标准，恰逢其时。

2. 讨论

服务中断及紧急情况下的无障碍信息传达

2.1 机场和航空公司主要是靠广播通知来传达登机口变更、航班延误、航班取消、安保警示和应急指令。这种做法将下列人士排斥在外：

- a) 耳聋和耳背旅客；
- b) 需要简易视觉导引的认知障碍旅客；
- c) 受感官超载困扰的神经多样性旅客；
- d) 听力失聪的老年旅客；和
- e) 不懂广播语言的旅客。

2.2 附件9对多形式信息传达未作规定，导致各国作业方面存在显著差异，严重影响了无障碍出行。

2.3 无障碍信息传达是简化手续的一个关键部分，尤其是在疏散、应急处置以及时间紧迫的运行变更期间。

无障碍导向与机场标识

2.4 机场环境依然复杂，通行不易。许多残疾旅客反映难在：

- a) 无触觉导盲路径；
- b) 盲文标识不统一；
- c) 无鲜明对比视觉标识；
- d) 电子信息显示传而不达；
- e) 未配备助听感应线圈系统；和
- f) 各航站楼所用象形图或布局不统一。

2.5 尽管无障碍导向对独立出行至关重要，但附件 9 中并无针对这一问题的明确要求。

与现有全球承诺保持一致

2.6 《残疾人权利公约》（CRPD）号召各国确保信息、通信、出行和物理环境的无障碍性。附件 9 与这些原则保持一致，将强化全球航空业对包容性航空旅行的承诺。

3. 建议

在附件9 — 《简化手续》第8章 G节加入新标准

3.1 新标准（无障碍信息传达）的拟议案文：

“缔约国必须确保运行信息，包括服务中断、登机口变更、延误、取消、安保状况和应急指令等，至少以两种无障碍形式，包括视、听渠道，进行传达，以确保残疾旅客通晓这类信息。”

3.2 新标准（无障碍导向与标识）的拟议案文：

“缔约国必须要求机场实施无障碍导向系统，包括鲜明对比标识、盲道，以及符合无障碍要求的信息显示，以协助残疾旅客独立通行。”

在 Doc 9957 号文件《简化手续手册》中加入无障碍性元素

3.3 建议在 Doc 9957 号文件中增加专门一节，用以规定：

- a) 服务中断期间的多形式信息传达；
- b) 紧急通告的无障碍传达；
- c) 在目视系统中使用字幕；
- d) 机场导向的国际最佳做法；
- e) 触觉、听觉和视觉导引工具；

- f) 神经多样性旅客专用安静路线;和
- g) 无障碍性的维护程序。

3.4 考虑更新 Doc 9636 号文件：《为在机场和海运码头上的人员提供指南的国际标志》，使其与现代机场的标识系统一致，包括鲜明对比的设计，通用象形图，触觉元素和协同化布局等无障碍要求。更新此文件将有助于各国实施全球统一的无障碍导向解决方案。

APPENDIX

**NEW or REVISED SARP PROPOSAL: AMENDMENT, ANNEX 9, CHAPTER 8,
 [STANDARD/RECOMMENDED PRACTICE]**

IMPACT ASSESSMENT

1. What is the problem that this proposal is designed to address?

Annex 9 —contains general provisions related to the treatment of passengers with disabilities; however, critical gaps remain with regard to accessible communication during operational disruptions and emergency situations, as well as accessible wayfinding and airport signage. Operational information is often provided through single-format audio announcements, creating barriers for passengers with disabilities and limiting their ability to move independently, safely, and with dignity within airport environments. In addition, the absence of harmonized global requirements for accessible wayfinding leads to inconsistent implementation across States and airports.

2. What alternatives to SARPs were considered to solve the problem?

None	Circular	Manual	Policy	Other (please explain)
				<i>Existing guidance material (Doc 9957 and Doc 9636) was reviewed, however, guidance alone is insufficient to ensure consistent global implementation. SARPs are required to address these gaps effectively.</i>

3a. What is the impact of this proposal on a State?

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Implementing this proposal will enhance civil aviation safety		✓			
<i>Rationale: Accessible communication during disruptions and emergencies reduces confusion, improves passenger flow, and supports safe evacuation and emergency response, particularly for passengers with disabilities.</i>					
Implementing this proposal will increase air navigation capacity and improve efficiency		✓			
<i>Rationale: Clear, multi-format communication and accessible wayfinding reduce delays, congestion, and the need for individualized assistance during irregular operations.</i>					
Implementing this proposal will enhance global civil aviation security and facilitation (taking into account impact on human rights, health and privacy, if any)		✓			
<i>Rationale: The proposal strengthens facilitation outcomes while supporting human rights and accessibility commitments.</i>					
Implementing this proposal will foster the development of a sound and economically-viable civil aviation system		✓			
<i>Rationale: Harmonized accessibility standards improve predictability and consistency for States and operators without imposing disproportionate requirements.</i>					

Implementing this proposal will minimize the adverse environmental effects of civil aviation activities			✓		
<i>Rationale: The proposal focuses on communication and wayfinding and does not have a direct environmental impact.</i>					

3b. Do the benefits of this proposal justify the cost of its implementation?

Yes	No	Not sure	Not applicable
✓			

4a. What is the impact of this proposal on **Industry**?

	<i>Strongly Agree</i>	<i>Agree</i>	<i>Neutral</i>	<i>Disagree</i>	<i>Strongly Disagree</i>
Implementing this proposal will enhance civil aviation safety		✓			
<i>Rationale: Multi-format communication improves passenger management during disruptions and emergencies.</i>					
Implementing this proposal will increase air navigation capacity and improve efficiency		✓			
<i>Rationale: Accessible wayfinding reduces operational bottlenecks and reliance on staff assistance.</i>					
Implementing this proposal will enhance global civil aviation security and facilitation (taking into account impact on human rights, health and privacy, if any)		✓			
<i>Rationale: Clear and accessible information supports orderly passenger movement and compliance during critical situations.</i>					
Implementing this proposal will foster the development of a sound and economically-viable civil aviation system		✓			
<i>Rationale: The proposal promotes scalable and proportionate measures aligned with modern airport operations.</i>					
Implementing this proposal will minimize the adverse environmental effects of civil aviation activities			✓		
<i>Rationale: The proposal focuses on communication and wayfinding and does not have a direct environmental impact.</i>					

4b. Do the benefits of this proposal justify the cost of its implementation?

Yes	No	Not sure	Not applicable
✓			

5. How long would it take for States and Industry to implement this proposal?

Already implemented	0-1 years	1-2 years	2-5 years	5-10 years	More than 10 years
			✓		

6. Financial implications of the proposal

<p>The cost impact on States would include: Policy/procedure updates, coordination, oversight, and awareness/training related to multi-format communication and accessible wayfinding provisions.</p>
<p>The cost impact on the industry would include: Incremental costs to enhance multi-format communication and accessible wayfinding/signage (e.g., improved displays, signage, pictograms, tactile/Braille elements), often aligned with existing modernization and digital wayfinding upgrades.</p>

IMPLEMENTATION TASK LIST AND OUTLINE OF GUIDANCE MATERIAL

1. IMPLEMENTATION TASK LIST

1.1 Essential steps to be followed by a State in order to implement proposed amendments¹

- a) For States that already implement measures related to accessible communication and wayfinding, no immediate action may be required.
- b) For other States, the essential steps would include:
 - Review existing national legislation, regulations, policies, and procedures related to facilitation and the treatment of passengers with disabilities.
 - Conduct a gap analysis between existing national provisions and the proposed Annex 9 Standards on accessible communication during disruptions and emergencies, and accessible wayfinding and signage.
 - Decide whether new provisions or amendments are required to align national frameworks with the proposed Annex 9 Standards.
 - Develop or amend national provisions, as appropriate, to address identified gaps.
 - Formally adopt the amended provisions through the applicable national processes.
 - Implement the adopted provisions by relevant entities (e.g. airports, operators, service providers).
 - Establish or adjust oversight and supervision mechanisms, as appropriate, to monitor implementation and continued compliance.

¹ Amendment of a format or clarification nature are not allowed in this Appendix.

Legislation, regulations, policies, procedures, training, implementation, modification, supervision, assessment, compliance, gap analysis, consideration,

2. STANDARDIZATION PROCESS

2.1 Effective date: ■ [Month/Year]: to be completed by Secretariat

2.2 Applicability date: ■ [Month/Year]: to be completed by Secretariat

3. SUPPORTING DOCUMENTATION:

3.1 ICAO documentation:

Title	Type	Publication date
	Manual/Other Guidance Material/Web page	

3.2 External documentation:

Title	External Organization	Publication date

4. IMPLEMENTATION ASSISTANCE TASKS

Type	Global	Regional
[Seminar/Symposium/Workshop/etc.]		

**5. UNIVERSAL SECURITY AUDIT PROGRAMME (USAP)
OR UNIVERSAL SAFETY OVERSIGHT PROGRAMME
(USOAP)**

5.1 [No] [additional] protocol questions required under USAP [USOAP].