



ASSEMBLY — 42ND SESSION

EXECUTIVE COMMITTEE

Agenda Item 12: Facilitation Programmes

DISRUPTIVE AND/OR UNRULY PASSENGERS

(Presented by Uruguay and supported by 19 Member States of the Latin American Civil Aviation Commission (LACAC))²

EXECUTIVE SUMMARY

This working paper presents a review of the progress achieved by the South American Region managing the issue of disruptive and/or unruly passengers.

At a meeting held in Brasilia in 2024, an online presentation was made by the European Aviation Safety Agency (EASA) entitled: “EU-Level Activities on Unruly Passengers”, covering a discussion of the challenges, strategies and progress made in the management of disruptive passengers in aviation, with a focus on Europe and on EASA initiatives.

In turn, the Group of Experts on Policy, Economics and Legal Matters in Air Transport (GEPEJTA) introduced a draft resolution prepared by the ad hoc group regarding disruptive and/or unruly passengers, which was analysed by the delegations attending the meeting.

Action: The Assembly is invited to:

- encourage all stakeholders and other regions to raise awareness and share experiences in the establishment of procedures and protocols for the regulation of disruptive and/or unruly passenger behaviour at airports, in compliance with the international Standards and Recommended Practices contained in Annex 9 — *Facilitation* to the Chicago Convention and Doc 10117, *Manual on the Legal Aspects of Unruly and Disruptive Passengers*;
- raise awareness among States of the need to share best practices in order to standardize and improve staff training on how to prevent and manage conflicts with unruly or disruptive passengers at air terminals; and
- promote the collection of statistical data on disruptive and/or unruly passenger behaviour incidents worldwide and share such data to determine the effectiveness of any measures in place.

Strategic Goals:

This working paper relates to all ICAO Strategic Goals.

¹ Spanish version provided by Uruguay.

² Belize, Bolivia (Plurinational State of), Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of)).

<i>Financial implications:</i>	
<i>References:</i>	Convention on offences and certain other acts committed on board aircraft (Tokyo, 1963) (Tokyo Convention); Protocol to amend the Convention on offences and certain other acts committed on board aircraft, done at Montréal from 26 March to 4 April 2014 Circ 288, <i>Guidance Material on the Legal Aspects of Unruly/Disruptive Passengers</i> Annex 9 — <i>Facilitation</i> Doc 10117, <i>Manual on the Legal Aspects of Unruly and Disruptive Passengers</i>

1. INTRODUCTION

1.1 Disruptive and unruly behaviour is an increasing occurrence in commercial aviation, and one that is often not systematically recorded or sanctioned with due rigour. Given its potential to endanger safety, it is essential that effective measures are taken both to prevent such behaviour and to reduce its frequency through coordinated and regulatory actions that effectively lead to a penalty.

1.2 Progress has been made at the regional level with regard to the concept or definition of “passenger”, expanding the range of its application to extend from the moment the person buys a ticket until they leave the destination airport; however, there are more reprehensible or risky types of behaviour, depending on the time and place in which such misbehaviour occurs.

1.3 Despite the existence of the aforementioned agreements, and national or regional laws, regulations and procedures, there is no provision regarding the extended scope of the concept of “passenger”, as defined above.

2. OBJECTIVES

2.1 The objective of this working paper is:

2.1.1 to promote the participation of States from other regions so that they are aware of the progress made in the South American (SAM) Region in relation to the concept of “passenger” to determine when reprehensible conduct occurs, sharing experiences on the adoption of effective procedures and sanctions for this type of conduct within airports, both before and after the flight;

2.1.2 to raise awareness among States of the need to share best practices in order to standardize and improve staff training on how to prevent and manage conflicts with passengers exhibiting unruly or disruptive behaviour in air terminals; and

2.1.3 to properly collect, analyse and share data on incidents with disruptive and/or unruly passengers.