



WORKING PAPER

ASSEMBLY — 41ST SESSION

EXECUTIVE COMMITTEE

Agenda Item 14 Aviation Security — Policy

FACING THE RISE OF UNRULY PASSENGERS BY ADOPTING NEW MEASURES

(Presented by Brazil with the support of the 20 LACAC Member States¹)

EXECUTIVE SUMMARY

Cases of unruly passengers are an old issue for international civil aviation. However, there has been an increase in this type of report in several countries because of the Covid-19 Pandemic, in which many passengers refused to comply with aviation security rules or local health regulations.

As a result, air and aerodrome operators faced a significant challenge in enforcing these rules amidst a scenario of resumption of air operations after a long period of difficulties for the sector.

This paper brings the perception of the situation in Brazil and presents some of the actions adopted to deal with the problem.

Action: The Assembly is invited to:

- a) Recognize the relevance of the problem involving unruly passengers in air transport;
- b) Take note of some of the good practices adopted by Brazil to mitigate the issue;
- c) Encourage the Member States to work towards mitigating the problem involving unruly passengers, especially by promoting preventive actions between industry and authorities; and
- d) Invite ICAO to guide the Member States regarding campaigns designed for passengers to follow the minimum behaviour rules in aircrafts.

<i>Strategic Objectives:</i>	This working paper relates to the <i>Security and Facilitation Strategic Objective</i>
<i>Financial implications:</i>	
<i>References:</i>	

¹ Aruba, Belize, Bolivia, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay, and Venezuela.

1. INTRODUCTION

1.1 The outbreak of the Covid-19 pandemic brought to the air transport sector some unique challenges, such as the sharp reduction in the demand for air transport. Another major challenge was a significant increase in cases of unruly passengers.

1.2 Even with fewer passengers, in some parts of the world, air transport faced an increase in reports of situations involving unruly passengers, mainly due to the refusal to observe health authority guidelines.

1.3 Although it is not an aviation security rule but a health one, it should be noted that the unruly behavior of these passengers could put flight safety at risk.

1.4 Data sent to Brazil National Civil Aviation Agency (ANAC) through the Civil Aviation Security Document (DSAC) show that in 2019 (before the pandemic), 36 cases of unruly passengers were recorded. In the following year, the first year of the pandemic, even with a drastic decrease in the number of flights, 68 reports were received, followed by an even more impressive increase in 2021, with 156 reports. In the current year, in just 4 months, 84 reports were received, which shows a growing trend to the highest number ever recorded.

2. DISCUSSION

2.1 Brazil National Civil Aviation Agency (ANAC) developed, together with the industry and the Brazilian Federal Police, a document named Unruly Behavior Management Manual. This document presents the responsibilities of the institutions involved, assigns different categories and levels to unruly behavior, provides procedural guidelines and forms of notification and explains the main factors that lead to unruly behavior, as well as prevention, awareness measures, and staff training.

2.2 In addition, another important action taken by Brazil was the development of an awareness campaign on the importance of following security rules. The Brazilian Aviation Security Team (BASeT) conducted this campaign.

2.3 BASeT is a committee established on February 18, 2020, whose work planning guideline aligns with the Global Civil Aviation Security Plan (GASeP).

2.4 Among the actors involved are air operators, airport operators, and public entities such as the Department of Airspace Control (DECEA), the Federal Police, and civil aviation community institutions dedicated to improving Brazilian civil aviation security.

2.5 BASeT's objectives consist of planning and guiding the civil aviation sector through an agenda of national actions and projects on Civil Aviation Security against Acts of Unlawful Interference. This Team promotes collaborative interaction, drafting technical materials, developing joint projects on AVSEC and enabling the collection and exchange of information, data and indicators by sector agents, aiming to provide better analyses, diagnoses and definition of goals for the AVSEC system.

2.6 The campaign conducted by BASeT focused on presenting videos and cards to make passengers aware of appropriate behavior at airports and onboard aircraft involving topics such as avoiding alcohol consumption, respecting security and safety rules, following health authority guidelines, respecting the authority of the commander, amid others.

2.7 The high number of cases brought together the civil aviation industry in the Technical Security Committee (CTSAC) and harmonized the understanding of the need to change the country's legislation, allowing the application of measures against unruly passengers, such as the imposition of fines and creation of a no fly-list. Brazilian Congress recently approved this proposed legislation, allowing ANAC to regulate sanctions on unruly passengers.

3. **RECOMMENDATIONS**

3.1 Considering the importance of the present issue for international air transport, it is important that States adopt, in a coordinated manner, concrete strategies and actions aimed at reducing the occurrence of situations related to unruly passengers.

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