



PREVENTING AND MANAGING DISRUPTIVE INCIDENTS IN CIVIL AVIATION

COMPENDIUM ON BEST PRACTICES IN EUROPE



ASA
AIRPORT SERVICES ASSOCIATION



CANSO EUROPE

era
european regions airline association

AIR+E
Airlines International Representation in Europe

ENAA
European Network Airlines' Association

A4D
Airlines for Dialogue

ECA
European Cockpit Association



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Disclaimer

The data collected are the result of a survey disseminated by the European social partners to their members.

They do not claim to be exhaustive but provide useful practices to address UPAX.

The survey took into account the response freedom of respondents. Some survey questions were developed as open questions asking the respondents to give their personal vision.

The data predominantly indicate what answers respondents gave to the questions contained in the survey. They do not represent the point of view of the European social partners nor François Ballestero, the ETF project consultant.

None of these instances are responsible for using the information which this document contains. Comments in the study are those of the project consultant and do not necessarily represent the views of the social partners.

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Introduction

Should it be for business, personal, leisure or tourism reasons, the vast majority of travellers wants to have a pleasant flight and arrive at their destination in good conditions. However, some passengers may exhibit unruly and disruptive behaviour at the airport or in the plane. This behaviour is not new, but it has been increasing over the last twenty years, as shown by EASA statistics.

According to EASA, “every 3 hours the safety of a flight within the EU is threatened by passengers demonstrating unruly or disruptive behaviour. At least 70% of these incidents involve some form of aggression. Once a month the situation escalates to such a degree forcing the plane to perform an emergency landing. The number of reported incidents in 2018 shows an increase of 34% when compared to 2017”¹.

“Between 2018 to 2020 IATA started implementing a new global reporting system for safety-related incidents called IDX. Prior to this, the last full year of unruly and disruptive passenger reports was 2017 where 1 incident for every 1,053 flights was the reported incident rate. Most incidents (86%) were Level 1 that are mainly verbal in nature. These include failure to follow crew instructions. 10% of incidents were physical in nature or Level 2, which includes assault and damage to the aircraft and safety equipment. 2017 also saw a concerning increase in the severity of incidents with 3% being classified as “life threatening” or Level 3, up 2% on 2016 levels. The top 3 reported issues relate to non-compliance with safety regulations (49%), alcohol or other intoxication (27%) and non-compliance with smoking regulations (24%)”².

Several international sources (e.g. ICAO, IATA and EASA) show that, during the Covid-19 pandemic (2020-2021), there was a significant increase in incidents related to sanitary rules, in particular mask wearing.

Passengers either refused to wear it at the airport, on the plane or they did not want to put it on during the whole flight. Stressors have also increased due to the distancing and slowing down at check-in, security-check and boarding. The various sanitary regulations in the countries have also increased the nervousness of the passengers. Last but not least, the fear of being infected by other passengers also contributed to aggressive behaviour towards other passengers and crew members.

During the pandemic in 2020 and 2021, all sectors of aviation were affected by the drastic decrease in traffic. Job losses have been significant. Airport-based workers were the most affected as the ground handling sector was fighting for survival.

¹ EASA website: <https://www.easa.europa.eu/notonmyflight>

² IATA, “Even safer and more enjoyable air travel for all”

The sudden upturn in air traffic in the spring of 2022 and low employment at airports created long queues at check-in, boarding and baggage collection. These triggers led to insecurities, tensions, conflicts between passengers and with staff. Passengers exasperated by the discrepancy between the travel offers of airlines and the reality at airports, combined with the stress of flying, have led to collective discontent. Ground handling workers had to manage the problems the best they could. To avoid permanent and recurrent problems, managers should have found collective solutions, where possible with the trade unions representing the airport-based workers. Some good examples were experienced in Europe.

All these situations need answers from companies, airports, authorities and States in order passengers and staff can enjoy their air travel experience safely and responsibly.

The aim of this compendium is to show examples of good practices used within European civil aviation to prevent and manage acts caused by unruly and disruptive passengers (UPAX) against workers and passengers. Taking into account the regulatory and legal arsenal that has existed for many years, it focuses on what actors and authorities have put in place, alone or jointly.

The interest of these practices is to explore the conditions for success and the avenues that can be tried to extend these types of practices. The European social partners (ESPs) believe that a targeted prevention and an effective management of the situations encountered reduce the risks of illicit and inappropriate acts and offences.

This paper will not analyze all the legal sanctioning processes that are in place at the national level against the actions of UPAX. It will focus on those arrangements that are aimed at the safety of the flight, passengers and aviation workers.

Methodology used for the study

a) Introduction

Due to the Covid-19 pandemic, the survey was postponed in 2020. When aviation started to resume in early 2022, the ESPs decided to launch the survey in order to publish a compendium of best practices to address unruly and disruptive passenger's behaviours (UPAX).

The intention of this compendium is to raise awareness of good practices in Europe using prevention and management. It is not intended to judge these practices but rather to reflect on the conditions under which these practices can be most effective.

At the beginning, we realised that this issue has been on the aviation agenda for decades and that a large body of literature already exists, notably at ICAO and IATA levels to name only a few international organisations.

The research angle we have taken is complementary in order to find out, as far as possible, the initiatives in which the social partners are engaged together in this daily struggle for safety and for all passengers and staff to have a journey with maximum well-being in good conditions.

b) Methodological process

For our analysis, we have primarily used the systemic approach³ to organisations.

At the end of this work and in summary, our methodology can be broken down into four steps:

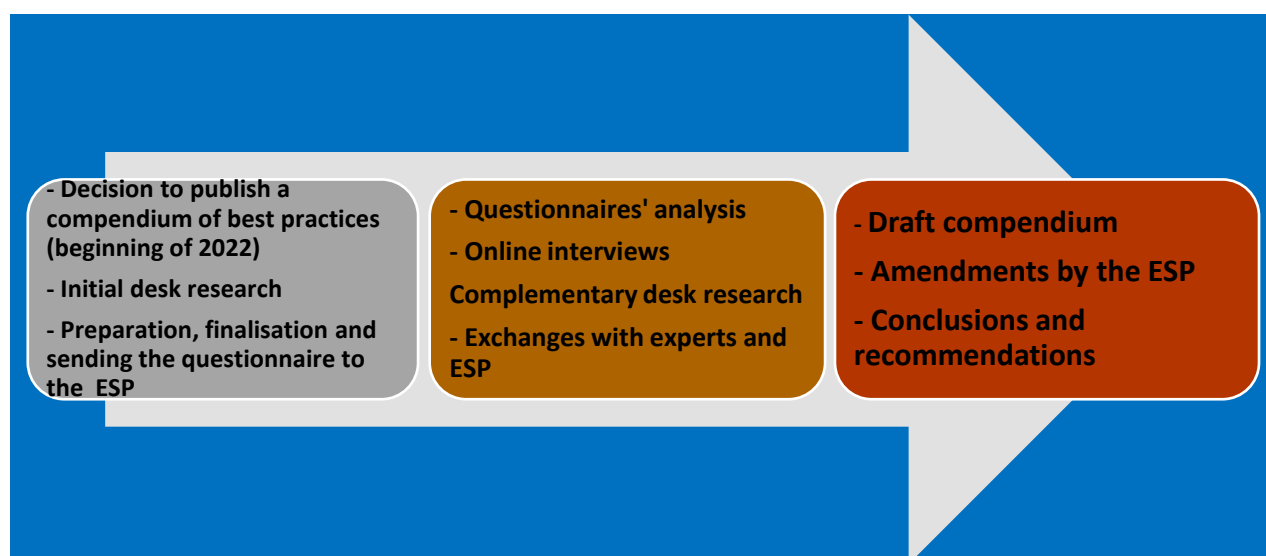
- **Analysing** many texts and regulatory framework
- **Conducting** a strategic reflection on safety linked to UPAX
- **Projecting** the possible role of the social partners in this process for safety and well-being of passengers and the support to staff because they are the frontline workers who are dealing with aggressiveness, tension and conflicts
- **Producing** recommendations for the ESPs

³ A systemic approach (SA) is a framework that sees an organization as a system composed of interdependent and interactive subsystems. Therefore, its characteristics or its parts are viewed with respect to the whole to which they belong. An organizational system is also connected to its respective environment. A SA is strategic as it helps us to think about the prevention and the management of disruptive behaviours in a more holistic context linked to safety.

However, given the time and resources available, this survey is an overview and further analysis could be done if wanted by the ESPs.

c) **The steps in the process**

The methodology used by the Consultant is a mix of desk research and a survey among some of the EU social partners (ESP) members. The questionnaire for the survey was finalised together with the ESP. It was disseminated by the ESP. It was followed by interviews.



The survey outcomes were presented at a conference organised by ETF with the other ESP on 16 September 2022. The results of the interviews and questionnaires together with the conference outcomes form the basis of this compendium.

6 questionnaires were used for the presentation of the practices.

3 additional interviews were realised with other companies and airports.

Desk research completed the analysis.

d) List of organisations surveyed and interviewed to draft the compendium

Aeropuertos Españoles y Navegación Aérea (Aena), Aer Lingus, Aéroport de Clermont Ferrand, Air France, Bologna Airport, HOP!, Irish Aviation Industry, Lufthansa Airlines, Luxair, Norwegian Air Industry and UK Aviation Industry.

We also studied the EASA campaigns (“Not on my flight” and “Ready to Fly”), the UK and Irish campaign (“One too many”) and the Norwegian and Swedish campaign (“Fly safely and Drink Responsibly”).

The collection and consolidation of all information required time, commitment and a lot of efforts from all the ESP and their members. We would like to thank all the ESP who have worked on this. Without them, this compendium would not exist.

I. REGULATORY FRAMEWORK

A. At global level

1. ICAO

1.1. Tokyo Convention and Montreal Protocol⁴

To facilitate the reader's understanding, we have reproduced below the main provisions contained in the consolidated text as the 2014 Montreal Protocol⁵ amends the 1963 Tokyo Convention⁶ and consolidates it. However, each regulation has its own life. For example, the Montreal Protocol only applies to countries that have ratified it⁷. On 30 November 2020, Members of the European Civil Aviation Sectoral Social Dialogue Committee adopted a statement to appeal the EU Member States to swiftly ratify the Montreal Protocol⁸.

⁴

https://www.unodc.org/documents/terrorism/News%20and%20Events/Consolidated_Text_1963_Tokyo_Convention-2014_Montreal_Protocol_ENG.pdf

⁵ https://www.icao.int/secretariat/legal/Docs/Protocole_mu.pdf

“The Protocol addresses the issue of rising incidents of unruly and disruptive behaviour on board aircraft by significantly improving the ability of States to expand jurisdiction over relevant offences and acts to the State of landing and the State of the operator,” declared Secretary General Liu (26 November 2019).

⁶ <https://www.icao.int/Meetings/LC35/References/Tokyo%20Convention.EN.FR.SP.pdf>

⁷ https://www.icao.int/secretariat/legal/list%20of%20parties/montreal_prot_2014_en.pdf

⁸ European Commission, Employment, Social Affairs & Inclusion, Social dialogue, Social dialogue texts database, URL: <https://ec.europa.eu/social/main.jsp?catId=521&langId=en&agreementId=5695>

The Convention on offences and certain other acts committed on board aircraft (Tokyo 1963) and the Protocol on (Montreal 2014) contain minimum provisions that States can take to regulate the punishment of offenders on board aircraft.

The texts commit the signatory States to adopting national legislation that fulfils the objectives of the Convention and the Protocol. The jurisdictions chosen cover the State of registration of the aircraft, the territorial State, the State of the operator and the State of landing. Thus, serious offences cannot escape enforcement in some countries.

The texts also specify the definition of harmful conduct on board an aircraft, namely offences against penal law and acts, which, whether or not they are offences, may or do jeopardize the safety of the aircraft or of persons or property therein or which jeopardize good order and discipline on board.

- a) Physical assault or a threat to commit such assault against a crew member; or
- b) Refusal to follow a lawful instruction given by or on behalf of the aircraft commander for the purpose of protecting the safety of the aircraft or of persons or property therein.

The responsibilities of the aircraft commander who can take measures in the event of offences or illegal acts are also specified in the texts.

Finally, the texts contain provisions concerning the recovery of damages from the unruly passenger who is disembarked.

1.2. Definition of unruly/disruptive passenger

ICAO annex 17 to the Convention on International Civil Aviation (the Chicago Convention) "Security Safeguarding International Civil Aviation of Unlawful Interference"⁹ defines a disruptive passenger as:

"A passenger who fails to respect the rules of conduct at an airport or on board an aircraft or to follow the instructions of the airport staff or crew members, and thereby disturbs the good order and discipline at an airport or on board the aircraft".

Beyond the definition, any passenger may be at risk of becoming unruly or disruptive depending on the context in which they find themselves, their perception of the situation they encounter or their psychological state.

In order to try to analyse what can happen, it is first necessary to understand that a flight in a confined space such as an aircraft and the promiscuity of this space can

⁹ <https://skylibrarys.files.wordpress.com/2016/07/annex-17-security.pdf>

be, for some, stress triggers. In addition, if the passenger has encountered difficulties in their journey through the airport (long queues, poor communication, getting delayed at the security checkpoint, feeling unfair or inappropriate treatment, for example, in the case of overbooking, etc.), some may enter the plane or airport with a high level of irritation. In such cases, it may only take frustration or misunderstanding for the passenger to become angry or aggressive.

Obviously, understanding the phenomenon does not excuse the actions or offences that may be committed. But they do highlight the importance of having trained staff to reduce tensions, to calm things down and to find the right words so that the journey of all passengers and members goes smoothly and in compliance with safety rules.

The consumption of alcohol on board requires a specific and appropriate treatment. This consumption may have already started in the airport. IATA has published a guide on the proper use of alcohol on board aircraft¹⁰. It provides the essential recommendations for its service.

¹⁰ <https://en.airport.ir/documents/11823503/12434591/Guidance-Safe-Service-Alcohol-onBoard.pdf/7d8310cc-0478-46c0-ad68-53696e30d6f5>

1.3. Levels of threat

ICAO has divided the threats in 4 levels¹¹, as follows:

Level 1 – Disruptive behaviour (verbal)

Level 2 – Physical abusive behaviour

Level 3 – Life-threatening behaviour (or display of a weapon)

Level 4 – Attempted or actual breach of the flight crew compartment

It is worth to note that each country has its own levels of threat. The following behaviour indicators include but are not limited to:

Level 1	Disruptive behaviour – Minor	Level 2	Physically abusive behaviour- Moderate
	<ul style="list-style-type: none"> - the use of unacceptable language towards a crew member: swearing or use of profane language - unacceptable behaviour towards a crew member: communicating displeasure through voice tone or rude gesture, provoking an argument or making unreasonable demands (e.g. refusal to give up on a denied request) - a display of suspicious behaviour: e.g. agitated or numb; distant and unresponsive behaviour - passenger not following crew instructions or challenging authority - violation of a safety regulation 		<ul style="list-style-type: none"> - physically abusive behaviour towards a crew member: openly or aggressively hostile action that includes physical act or contact - obscene or lewd behaviour towards a crew member: actions of an overtly sexual, lecherous or lascivious nature - verbal threats: threatening a crew member or another passenger with physical violence or bodily harm on board or while about to board aircraft, or making threats in an attempt to board aircraft - tampering with any emergency or safety equipment on board the aircraft - deliberately damaging any part of the aircraft or any property on board the aircraft
Level 3	Life threatening behaviour - Serious	Level 4	Attempted or actual breach of the flight deck – Flight Deck – security threat
	<p>Actions creating a fear of imminent death such as:</p> <ul style="list-style-type: none"> - the threat, display or use of a weapon 		<ul style="list-style-type: none"> - an attempted or unauthorized intrusion into the flight deck - a credible threat of death or serious bodily injury in an attempt to gain control of the aircraft

¹¹ ICAO Doc 9811 (Restricted) Manual on the Implementation of the Security Provisions of annex 6, which determining the seriousness of an unruly/disruptive passenger incident.

<ul style="list-style-type: none"> - physical or sexual assault with intent to injure (violent, threatening, intimidating or disorderly behaviour) 	<ul style="list-style-type: none"> - the display, use or threat to use a weapon to breach the flight deck - sabotage of or the attempt to sabotage an aircraft - actions that render the aircraft incapable of flight or that are likely to endanger its safety of flight
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2. ILO

Convention 190 - Violence and Harassment Convention, 10 June 2019¹²

This Convention protects workers and other persons in the world of work, including employees as defined by national law and practice, as well as persons working irrespective of their contractual status, persons in training, including interns and apprentices, workers whose employment has been terminated, volunteers, jobseekers and job applicants, and individuals exercising the authority, duties or responsibilities of an employer. This Convention applies to all sectors.

Each Member which ratifies this Convention shall respect, promote and realize the right of everyone to a world of work free from violence and harassment.

Each Member shall adopt, in accordance with national law and circumstances and in consultation with representative employers' and workers' organizations, an inclusive, integrated and gender-responsive approach for the prevention and elimination of violence and harassment in the world of work. Such an approach should take into account violence and harassment involving third parties, where applicable.

B. At EU level

Several European laws contain provisions that directly or indirectly regulate on-board operations related to the consumption of alcohol or drugs, smoking, the training of personnel or the management of incidents.

¹² https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C190

1. Regulation (EU) n° 965/2012 – CAT.GEN.MPA 170¹³ – Alcohol and Drugs

The operator shall take all reasonable measures to ensure that no person enters or is in an aircraft when under the influence of alcohol or drugs to the extent that the safety of the aircraft or its occupants is likely to be endangered.

2. Regulation (EU) n° 965/2012 - NCC.OP.175¹⁴ - Smoking on board

The pilot in command shall not allow smoking on board in different circumstances and areas of the aircraft.

3. Regulation (EU) n° 1178/2011 - CC.TRA.220¹⁵ – Initial training and examination

Applicants for a cabin crew attestation shall complete an initial training course...The programme of the initial training course shall cover at least...advice on the recognition and management of passengers who are, or become, intoxicated with alcohol or are under the influence of drugs or are aggressive.

4. Regulation n° 300/2008¹⁶ - Common rules in the field of civil aviation security

In its Annex on common basic standards for safeguarding civil aviation against acts of unlawful interference (article 4) it is foreseen, notably, that:

1. Without prejudice to the applicable aviation safety rules:

(a) unauthorised persons shall be prevented from entering the flight crew compartment during a flight;

(b) potentially UPAX shall be subjected to appropriate security measures during a flight.

2. Appropriate security measures such as training of flight crew and cabin staff shall be taken to prevent acts of unlawful interference during a flight.

¹³ https://www.srvsop.aero/site/wp-content/uploads/2020/06/7-EasyAccessRules_for_AirOperations-Oct2019-EASA.pdf

¹⁴ Idem

¹⁵ <https://www.easa.europa.eu/downloads/115485/en>

¹⁶ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32008R0300&from=FR>

5. Regulation (EU) n° 376/2014¹⁷ – Occurrence reporting

This Regulation aims to improve aviation safety by ensuring that relevant safety information relating to civil aviation is reported, collected, stored, protected, exchanged, disseminated and analysed. The sole objective of the Regulation is the prevention of accidents and incidents and not to attribute blame or liability to staff, who should be protected when reporting.

This Regulation lays down rules notably on:

- (a) the reporting of occurrences which endanger or which, if not corrected or addressed, would endanger an aircraft, its occupants, any other person, equipment or installation affecting aircraft operations; and the reporting of other relevant safety-related information in that context;
- (b) analysis and follow-up action in respect of reported occurrences and other safety-related information;
- (c) the protection of aviation professionals, etc.

It foresees two kinds of reporting; one is mandatory and the other is voluntary. The mandatory reports include, among others, in-flight occurrences; occurrences related to injury, emergencies and other critical situations and crew incapacitation and other crew-related occurrences.

All the mentioned occurrences may happen due to UPAX.

The legislator has provided that Each organisation established in a Member State shall establish a mandatory reporting system to facilitate the collection of details of occurrences referred to in paragraph

It is also planned that each Member State shall establish a mandatory reporting system to facilitate the collection of details of occurrences including the collection of details of occurrences collected by organisations as just mentioned.

The same process is also foreseen for the voluntary reporting system.

It is worth to note that the voluntary reporting system may also include serious incidents that may endanger the flight, passengers and crew members. It is

¹⁷ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:02014R0376-20180911&from=EN>

therefore important to seriously consider voluntary reporting as the aim is to collectively improve flight safety.

The Commission Implementing Regulation 2015/1018 of 29 June 2015 laying down a list classifying occurrence in civil aviation to be mandatorily reported according to Regulation (EU) No 376/2014¹⁸ specifies that the difficulty in controlling intoxicated, violent or UPAX is part of the mandatory reporting system.

6. Regulation (EU) 2018/1725¹⁹ - protection of natural persons with regard to the processing of personal data

This Regulation lays down rules relating to the protection of natural persons with regard to the processing of personal data by the Union institutions and bodies and rules relating to the free movement of personal data between them or to other recipients established in the Union. This Regulation protects fundamental rights and freedoms of natural persons and in particular their right to the protection of personal data.

This is important for aviation in case of UPAX or “blacklist”.

Processing of personal data relating to criminal convictions and offences or related security measures shall be carried out only under control of official authority or when the processing is authorised by Union law providing for appropriate safeguards for the rights and freedoms of data subjects.

Before publishing publicly or transferring any information to another country on a disruptive passenger, a “Data Protection Impact Assessment” should be carried out. Each country has its own system but the Regulation foresees principles for the data protection.

“Personal data shall be:

(a) processed lawfully, fairly and in a transparent manner in relation to the data subject (‘lawfulness, fairness and transparency’); (

¹⁸ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32015R1018&from=FR>

¹⁹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32018R1725&from=EN>

- (b) collected for specified, explicit and legitimate purposes and not further processed in a manner that is incompatible with those purposes;
- (c) adequate, relevant and limited to what is necessary in relation to the purposes for which they are processed ('data minimisation');
- (d) accurate and, where necessary, kept up to date; every reasonable step must be taken to ensure that personal data that are inaccurate, having regard to the purposes for which they are processed, are erased or rectified without delay ('accuracy');
- (e) kept in a form which permits identification of data subjects for no longer than is necessary for the purposes for which the personal data are processed;
- (f) processed in a manner that ensures appropriate security of the personal data, including protection against unauthorised or unlawful processing and against accidental loss, destruction or damage, using appropriate technical or organisational measures ('integrity and confidentiality')".

C. At national level

Each country has organized its legal system in a general and comprehensive way.

There are, for example, fines, contraventions, misdemeanors, crimes, etc. Each offence has different penalties which are judged by specific authorities.

The offences committed in the aviation sector are part of the law of each country according to the logic and organization of that country.

However, it is necessary to file a complaint in order to have a judgment on the severity of the acts committed and the offences.

For example, penalties can be taken at the administrative level, at the civil level or at the criminal level.

Within the framework of this work, we will not enter into the legal organization at the national level.

It is important to note here that the Montreal Protocol makes possible to deliver a passenger to authorities in the state of landing or possible diversion, for prosecution.

II. SOME EXAMPLES OF GOOD PRACTICES TO ADDRESS UNRULY AND DISRUPTIVE PASSENGER'S BEHAVIOURS

1. Aeropuertos Españoles y Navegación Aérea - Aena

Aena manages 46 airports and 2 heliports in Spain and 23 airports in other countries, including UK, Brasil, Mexico, Colombia and Jamaica. This makes Aena the world's largest airport operator by number of passengers (2019).

During the Covid-19 pandemic, there was a strong increase of offensive behaviours linked to Covid-19 travel restrictions, such as vaccination and tests certificates, health forms etc. Some of these behaviours were also linked to the new hygiene and safety standards at the airports, such as mandatory masks (Aena has been recognised with the 'Best Airport Group COVID-19 Excellence' award at the 2022 World Airport Awards, awarded by Skytrax²⁰).

These disruptions occurred mainly at the check-in desks and at gates, especially during boarding. These are the points where passengers are denied to travel when not complying with the travel regulations. During that challenging period, Aena has learned how to work even closer with all teams and partners involved.

Aena has taken the initiative to establish closer relations with airlines and all companies working at the airports in order to have a better coordination to manage passengers. Briefings at centralised level are organized; various issues are discussed and, among them, the measures to be taken to address UPAX.

In its strategy, , in addition to the info staff, Aena has specific staff to help and assist passengers with any issue or need and to solve problems in real time. They are the eyes and the ears of the airports. For instance, at Adolfo Suárez Madrid-Barajas airport, there are around 100 of them. Their role is multifunctional, they are where they are needed and they are trained to assist. This staff has been very active when crowds formed during the pandemic and tensions were very high, notably to give information on Covid-19 rules.

In addition, each Aena employee has to undertake a new online training on airport culture. Apart from making every employee accountable for the passenger experience, they learn to assess different situations and the way to speak to different passengers when some stress is visible in order to de-escalate if needed. Empathy is key at this training Aena has also negotiated with most of its partners a clause in their contracts that foresees that all airport staff should follow this training.

²⁰ <https://www.aena.es/en/press/aena-worlds-best-airport-group-for-excellence-in-managing-the-covid---19-pandemic.html>

Besides its partners, to address the UPAX, Aena cooperates at different levels with the National Police, the “Guardia Civil” and the Municipal Police.

In case of difficult situations, Aena provides a help hotline for psychological support and a specific inbox for employees.

Aena recently joined the EASA “Ready to fly” campaign to address UPAX, consisting of specific messages, displayed on airport screens and through social media channels.

Roberto Martín Davara, Aena, Head of Facilitation and Passenger Experience, commented: *“Trained staff and close cooperation with airport partners is key when dealing with UPAX”*

2. Aer Lingus

With the support of airport and national authorities, Aer Lingus developed a Disruptive Passenger Policy (DPP) in 2006 in collaboration with staff unions to deter disruptive passenger behaviour. This policy, endorsed by the Chief Executive, is regularly reviewed in light of disruptive passenger events on the ground and in the air. (non-adherence to mask wearing requirements was an example of a recent trend following the Covid-19 pandemic although this has receded as governments amended their policies).

Customer facing staff and crew are trained to implement this policy as part of their duties. Disruptive passenger events are categorised in order of severity using the IATA classification system and submitted as occurrence reports to the Appropriate Authority in Ireland for action.

As part of the policy Aer Lingus supports criminal prosecutions undertaken by law enforcement agencies. Crew and staff are supported through the legal process including the provision of witness statements and appearance in criminal courts to give witness evidence.

Trends and best practices in disruptive passenger behaviour are regularly reviewed at internal company review meetings, airport stakeholders and national fora.

A training syllabus in line with the DPP is delivered to crew and staff as part of their initial and recurrent training programme. Regular feedback is provided in cases of significant disruptive passenger events. Training and support programmes are regularly reviewed to ensure that they remain current in line with the company policy. These programmes include support for the wellbeing of crew/staff who have been involved in significant disruptive passenger behaviour events.

Criminal penalties for disruptive passenger behaviour are in many cases inadequate and do not act as a deterrent. Alcohol contributes significantly to disruptive behaviours both terminals and on aircraft inflight. Airport operators could play a much stronger coordinating role at airport level given they operate the bars/restaurants and retail outlets.

3. Aéroport de Clermont-Ferrand Auvergne (SEAFCA)²¹

From the beginning of 2022, at SEAFCA, queues became longer, causing anxiety, irritation, tension and even aggression. It should be pointed out that these phenomena were accentuated after the two years of the pandemic, which led to a reduction in staff. The social partners at SEAFCA reacted by negotiating a company agreement containing, among other things, provisions related to the quality of life at work.

This concept should be understood as a feeling of well-being at work, perceived collectively and individually.

Among the provisions regarding the improvement of working conditions and health at work, the social partners have agreed to set up a social barometer. This will enable employees to express their perceptions on a number of subjects related to working conditions and quality of life at work once a year by means of an anonymous and voluntary questionnaire. The results should lead to an action plan to improve the quality of working relations and conditions. These actions could take the form of awareness-raising, training and coaching on topics such as sleep, nutrition and stress management.

In order to strengthen the feeling of security at work, SEAFCA offers employees the possibility of having recourse to an external psychological hotline.

Following the increase in incivilities towards its staff, which are a source of irritation, SEAFCA has undertaken to distribute a poster campaign aimed at users and to set up training to help agents and "passage" supervisors to deal with these incivilities. Administrative assistance will also be provided for all procedures in the event of aggression.

Arnaud Boucheix, CGT union delegate, commented: *"This agreement is a step in the right direction. However, it is on the curative side. The preventive question is not addressed at all. It is good to have a social barometer, to carry out poster campaigns, to do training. But we need to hire staff at check-in, boarding and baggage handling. Without this, passenger incivilities will continue, and even increase if traffic develops"*

4. Air France (AF)²²

Many factors (pandemic, digitalisation, costs, passenger density, lack of staff, queues, baggage, non-respect of safety rules, alcohol, etc.) are leading to an increase in Passenger Customer Incivilities (PCI) which encompass violence, aggression or harassment against staff or other passengers.

²¹ This report only contains the view of the union "CGT"

²² The following text only contains the views of 2 unions: FEETS-FO and CFDT-Air France; we have asked the views of the AF management, without success.

Prior to 2019, management's willingness to take into account the needs of employees and to pursue a policy of recognising PCI did not produce the expected results.

In the meantime, the French labour law reform has stimulated company agreements. This policy has led AF to negotiate and conclude two agreements with the trade unions directly related to unruly and disruptive passenger's behaviours.

The first agreement (signed on 6 March 2019) covers ground staff²³. Procedures are provided for, the measurement of incivilities, risk prevention (work organisation, customer awareness, staff training, information and prevention materials), support for staff, their possible care, including legal, as well as the setting up of "incivility referents", etc. An Observatory, made up of the signatories of the agreement, is responsible for monitoring the application of the agreement, working on ways of developing the measures and proposing local versions of the Observatory.

This agreement mainly includes the handling of incivilities but also the issue of prevention, which is mentioned in the agreement. To date, according to the trade unions, the prevention aspect remains the least active.

A lot of work needs to be done, especially in terms of solid training on how to deal with incivilities and how to avoid being hit on the ground.

Vincent Dufraisse, FO-FEETS delegate, said: *"ICPs can no longer be ignored. Everything is there to generate incivilities. AF is obliged to take them into account. It must work with us on management and prevention. But there is still a lot to do. It's a question of working on the customer's journey. The lack of personnel must also be pointed out"*.

The second agreement (signed on 15 September 2020) applies to all employees who consider themselves to be victims of harassment or violence²⁴. This agreement emphasises prevention through information, awareness-raising and staff training. Reporting procedures are put in place: listening, examination, treatment, disciplinary measures and protection measures. The agreement is accompanied by six annexes that help implement the agreement. A Monitoring Committee made up of the signatories is to study the indicators listed in the appendix to the agreement and ensure the relevance of the awareness-raising and training measures.

These two agreements therefore constitute the internal framework of a willingness on the part of management and the signatory trade unions to take this issue seriously. They complement international conventions, European law and French criminal and administrative law by focusing on the reality of AF. They must therefore really come to life in the post-Covid period that has opened in 2022.

²³ "Agreement on the prevention of external incivilities and the assistance for Air France ground staff"

²⁴ Prevention and Action against Violence and Harassment at Work

For Silvia Gonzales, Deputy Secretary General of the CFDT-Air France²⁵, *"the Agreement against Violence and Harassment at Work is absolutely essential because what is difficult to combat is what is invisible because sexism and harassment are invisible. Communication is essential to raise awareness and move the issue forward. The protection of victims and the removal of predators complete the arsenal to fight against this scourge of which women are most often the victims. This type of violence is mainly directed against women"*.

Education through communication (information and training) and also through punishment (respect and application of the law) are two sides of the same problem.

5. Bologna Airport

Since April 2019, Bologna Airport Representatives (AdB) have taken part to the EASA campaign on Unruly pax and videos on this subject are constantly broadcast in the terminal monitors.

During these years, Airports experienced a considerable escalation in unruly behavior of passengers (verbal-physical attack) also due to Covid restrictions. There were also some internal tensions and this led to several requests by Company and Trade Unions to increase the number of policemen in the airport.

In summer 2021, there was an alarming escalation of physical violence of passengers against workers. This led the trade unions to organize a strike in October 2021 to ensure that the safety issue of workers was addressed also to local Institutions in order to stop this trend of unacceptable behaviors.

Then, a working group, promoted by ENAC (Italian Civil Aviation Authority) and composed by AdB (Aerodrome operator), Police and Trade Unions finalized and implemented the following project:

- a) In case of aggression or in case of dangerous situations, the workers can call an emergency number of AdB Control Security Room available 24h/24, 7days/7. The Adb Security Agents register the call and ask the fundamental information about the event; then they activate a dedicated software alerting the security, Police and the Financial Police in order to send immediate assistance and support to the workers in danger.
- b) All the Adb security agents were informed and trained on this procedure and a specific user manual was sent to them.
- c) Two army soldiers are present in the airport and their office is located close to the check-in area in order to guarantee immediate assistance in case of aggression

²⁵ It should be noted that the CFDT-Air France has adopted a CFDT Charter of commitment to the prevention of sexist and sexual violence at work

- d) A revision of the Airport Regulations, containing the aggression alert form procedure, was dispatched to the entire airport community.
- e) A monitoring and supervising group meets every month to update and assess the effectiveness of the new system and a general assessment is planned to take place in Autumn 2022.

From their side, the Trade Unions collect figures of unruly/disruptive events to be discussed during the monitoring group meetings in order to improve the activities and the effectiveness and efficiency of the system.

Safety at work, supplement to the Site Protocol for Bologna G. Marconi Airport

Already in September 2018, the Municipality of Bologna, the Metropolitan City of Bologna, Bologna Airport and trade unions from CGIL, CISL, UIL and UGL signed a protocol²⁶ in which it is recognised that the parties attach paramount importance to the issue of safety at work and the protection of workers' health.

An addendum to the protocol was signed in July 2022²⁷ which states that following some cases of physical aggression by passengers against airport operators (from the manager, handlers and other companies), a dialogue was started between the airport and the trade unions in order to identify some solutions and corrective measures to the situation with the support of the Prefecture of Bologna, ENAC and the police forces present at the airport (State Police and Guardia di Finanza).

At the beginning of 2022, through a round table promoted by ENAC, a process was launched which saw the collaboration of the airport, the handlers, the Police and the trade unions in order to agree on a better system of management of crisis situations that could lead to an aggression at the airport.

Since 10 April, a structured and coordinated system for reporting and responding to episodes of violence has been in place. This system is supported by all parties, not least because of its usefulness in this first experimental period.

The airport confirms the training commitment made to its staff (passenger reception and conflict management) and undertakes to continue the passenger information campaign already started in 2019.

The Metropolitan City of Bologna and the Municipality of Bologna back the initiative. They commit themselves to support, within their competences, the information and training

²⁶ <https://www.er.cgil.it/documenti/27-09-2018-protocollo-d-intesa-cgil-cisl-uil-aeroporto-marconi-bologna/viewdocument/232.html>

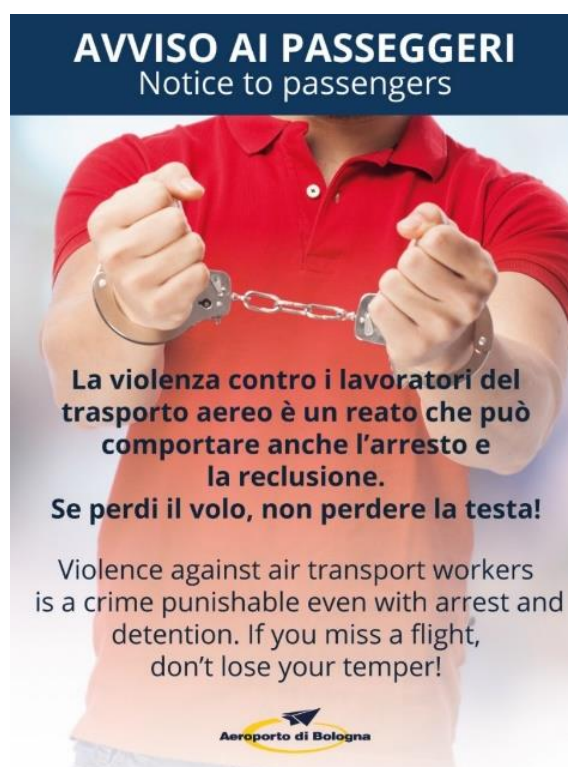
²⁷ <https://www.bolognametropolitana.it/Engine/RAServePG.php/P/28401BOM0100>

initiatives, maintaining a constant monitoring of the situation and promoting dialogue with the public security authorities.

The Parties will meet at the meetings of the Joint Observatory which normally meets every 6 months.

Daniela Modonesi, FILT-CGIL, Chair of the ETF Ground Staff Committee commented: *“The issue of UPAX has increased during the COVID-19 pandemic not only on flights but also at airports. Front-line workers keep facing new challenges as the way of travelling changes. Since insults and attacks on workers must not be tolerated, the industry needs to address this issue within social dialogue in order to achieve a safer environment for all, passengers and workers”.*

Marco Verga, Bologna Airport HR Director, added: *“In a so complex situation due to UPAX, in Bologna we thought that the best solution was to promote a close collaboration with all airport players. So, we reached an agreement between Airport Company, Italian Civil Authority, Handling Companies, State Police and Trade Unions that has given to all airports operators a useful tool to face rapidly possible attacks. We also decided (first Airport in Italy) to insert the risk of manage UPAX in our official company document of safety risks”.*



6. Drink Responsibly

a) “One Too Many” Campaign in the UK

Building on the UK Aviation Industry Code of Practice on UPAX, IATA, the UK Travel Retail Forum, Airlines UK and the Airports Operators Association has launched, in 2018, the “One Too Many” Campaign to bring the main aviation industry partners together to raise awareness of the need to fly responsibly.

Airlines have a zero-tolerance practices to UPAX and staff and each passenger have the right to fly free from violence and offences.

This campaign reminds passengers of the costs of drinking to excess when travelling by air. Passengers take the risks of being denied boarding, of paying heavy fines, of going to prison, of having an airline ban, etc.

The campaign will be promoted through digital screen signages, notices, leaflets and through the social media (Facebook, Twitter and Instagram).



b) « Fly Safely, Drink Responsibly » Campaigns in Norway and Sweden

Alcohol intoxication is identified as a factor in around 27% of unruly and disruptive passenger incidents. Therefore, campaigns to make passengers aware of possible personal consequences of such behaviours is a way to reduce offences before and during the flights. It is a way to drink responsibly.

For this reason, at 2019 Christmas holiday season, IATA supported by airports group Avinor, the Civil Aviation Authority of Norway and the Federation of Norwegian Aviation Industries, has launched a new passenger awareness campaign called “Fly Safely, Drink Responsibly”.

Just after, in 2020, IATA has launched a similar campaign in Sweden supported by airport Group Swedavia, the Civil Aviation Authority of Sweden and the Swedish Aviation Industry Group.

Both campaigns encourage passengers to think carefully about their alcohol consumption before boarding flights.

In both campaigns, all stakeholders, partners in the campaigns, work together through digital screen signages in their national airports, supported by social media campaigns (Facebook, Twitter, Instagram).

Both Norwegian and Swedish campaigns are based on the “One Too Many” campaign that has been raising awareness of responsible drinking in the UK and Ireland.



7. EASA

EASA has been organizing two campaigns on UPAX; the first one in 2019 was called “Not on my flight” and the second one in 2022 is called “Ready to Fly”.

Information on the 2 campaigns below are extracts from the EASA website with additional information provided by the EASA Safety Promotion Team.

a) Not on my flight

“The facts: It's bad and it's getting even worse”

Every 3 hours the safety of a flight within the EU is threatened by passengers demonstrating unruly or disruptive behaviour. At least 70% of these incidents involve some form of aggression. Once a month the situation escalates to such a degree forcing the plane to perform an emergency landing.

The number of reported incidents in 2018 showed an increase of 34% when compared to 2017.

Occurrences involving UPAX from the European Central Repository that were reported by operators from the EASA Member States in accordance with the definitions in Regulation (EU) 376/2014.

UPAX threaten your safety!

These incidents have a direct impact on both the safety of crew and of passengers. Any kind of unruly or disruptive behaviour whether related to intoxication, aggression or other factors introduces an unnecessary risk to the normal operation of a flight. An intoxicated person will not be able to follow safety instructions when needed, aggressive behaviour distracts the crew from their duties. Physical violence results in injury and it's a traumatic experience for everybody on board and if a member of the crew gets injured, their capacity to act in case of an emergency is reduced.

What is unruly behaviour?

- *Excessive drinking during or before the flight*
- *Use of drugs or mixing them with alcohol during or before the flight*
- *Not complying with crew instructions*
- *Being violent both verbally and physically*
- *Distracting the cabin crew from their duties*

It's time we do something about it!

Even though the number of UPAX is small considering the total number of people flying, the impact of their actions can have a disproportionate effect both on the smooth operation of the flight and, most importantly, on its safety. The rise in serious unruly passenger behaviour is a great concern to the aviation community and particularly to Airlines.

Every passenger and cabin crew member has the right to a safe flight, free of violence and other behaviours that might put them at risk. Travelling should be an enjoyable experience where passengers treat each other and the cabin crew with the respect that they deserve.

Let's stop this kind of behaviour right away!"



More information: <https://www.easa.europa.eu/notonmyflight>

b) Ready to Fly

“As Europeans start their summer holidays, and air travel rebuilds after the start of the COVID-19 pandemic, not every journey has been as smooth as wished for.

Getting back to pre-COVID-19 air travel volumes is a complex task and EASA is working with airlines, airports and industry to ensure flying remains safe despite these challenges.

EASA has launched a "Ready to Fly" Campaign in a collaborative effort involving organisations from across the aviation industry to help ease your journey. We have put together a few tips for the steps in your journey. The main rule to remember though is:

✓ **Please be kind to all staff and fellow passengers**



Although COVID restrictions have eased in many situations, wearing medical masks is still the best way to protect you and others from catching COVID-19 and some countries and airlines therefore require you to wear a mask on the aircraft and other forms of transport. Please check the rules in place at all steps of your journey to make sure you are prepared.

✓ **Check, Know, Think, Go – tips to ensure safe travel**

EASA has put together some tips to help passengers have a safe and smooth journey. Take a look at the tips to prepare for your travel:

- Ready to go - Follow our tips for a smooth journey
- On the way - Check the latest information and help to minimise disruption
- At the airport - Be ready for each step in your journey through the airport
- On the aircraft - Crews are well trained professionals who are there for your safety, please follow their instructions”

More information: <https://www.easa.europa.eu/light/topics/ready-fly>

John Franklin, EASA, commented: *“The COVID pandemic has certainly led to an increase in unruly passenger events. This particularly puts more pressure on front line staff who already face many challenges as operations increase. The latest Ready to Fly campaign was designed with ETF, ACI, IATA and other industry partners to promote good behaviours to passengers and to encourage organisations to provide as much support to their staff as possible when handling challenging situations”.*

Industry material: <https://www.easa.europa.eu/community/content/managing-passenger-journey>

8. HOP!

HOP! has observed a recurrent failure to respect basic safety rules in the aircraft; tensions arise with baggage that is too big or too heavy, with the failure to respect rules with animals travelling, with the consumption of alcohol or tobacco, etc. Disputes between passengers and with cabin crew sometimes turn into physical aggression, intimidation or even verbal or sexual harassment.

During the COVID period, non-compliance with health rules also led to undesirable behaviours.

For all these reasons and following the diversification of UPAX in the flight, HOP!, with the help of a consulting firm, developed a special training course for their cabin crew in order to deal with UPAX. They train them to defuse any situation using verbal and behavioural skills. They also train them to take action and put restraints on UPAX' level 3 as a last resort. All cabin crew receive this training and have to be trained in order to use the toolkit.

The training started in September 2021 and will be completed by the end of this summer. The e-learning training will begin in November 2022.

Of course, HOP! uses the legal framework and tools to de-escalate tense situations. All cabin crews have to follow the training and they receive a toolkit with all the tools, which is in each aircraft. Legislation is being addressed in training.

The procedures are implemented in the Flight attendant OSP Manual. Practical information sheets are included in the Flight Attendant OSP Manual and the toolkit. Cabin crew also receive a guide.

They are also encouraged to report all incidents (including level 1).

The internal procedure aims at calming passengers down, listening, solving the issue, keeping control, and helps cabin crew to also remain calm.

If the situation escalates to level 3, the passenger may be given a warning text which may be followed by restrictions or restraints on him/her, and/or the police being called. The unruly and disruptive passenger will be delivered to the authorities at destination.

HOP! has a partnership with an aeronautical doctor that can assist any crew member that needs some support after a critical event. They are also implementing a peer's program for the cabin crew, and all the managerial cabin crew team has been trained to detect any psychological distress. Besides they have an on-line platform where cabin crews can call a psychologist for a few sessions, which is paid by the company.

Cabin crews are very satisfied with the training they receive and the support given.

Séverine Moreau Dupuy, HOP! Cabin Safety Manager, commented *“UPAX is an issue that concerns all areas related to flying. If we manage to have a coordinated, transversal action, where each element of the chain intervenes adequately, we will limit the risks of danger for everyone”*.

9. Irish Aviation Industry Declaration to Tackle Unruly Passenger Behaviour

In October 2019, 14 organisations operating within the Irish aviation industry signed a joint declaration, committing to tackle disruptive passenger behaviour on flights. The signing of the joint declaration took place as part of an industry forum organised and chaired by the Irish Aviation Authority (IAA), the industry safety regulator, as part of the EASA campaign “Not-on-my-Flight”²⁸.

The organisations who have signed the agreement are: Ryanair, Aer Lingus, Dublin Airport, Cork Airport, Shannon Airport, Ireland West Airport Knock, Donegal Airport, Kerry Airport, the Commission for Aviation Regulation, Stobart Air and SAS Ireland (Scandinavian Airlines Ireland Ltd.), CityJet and ASL.

Signatories have pledged to work together to prevent and minimise the number of disruptive passenger incidents and promote:

1. A zero-tolerance approach to disruptive behaviour where safety is a risk
2. The identification, pre-emption, management and reporting of disruptive incidents
3. The responsible sale and consumption of alcohol; also informing passengers that excessive alcohol consumption may lead to unruly behaviour; and

²⁸ <https://www.iaa.ie/docs/default-source/default-document-library/declaration.pdf>

4. Ongoing education and communication with passengers to continue to raise awareness of the risks associated with disruptive behaviour

They also agreed to give a robust and consistent support to employees, notably through adequate training.

The Irish Aviation Authority's Head of Corporate Affairs Paul Brandon said there is growing concern at the increasing frequency and severity of these incidents. He added: *"That's why the Irish Aviation Authority is collaborating with other organisations in the Irish aviation sector to put measures in place to reduce these incidents. Even though the number of UPAX is small considering the total number of people flying, the impact of their actions can have a disproportionate effect both on the smooth operation of the flight and more importantly on its safety."*²⁹

10. Lufthansa Airlines

Besides the established toolset, consisting of de-escalation, support through the Lufthansa Group Security Desk, contracted security companies and authorities, Lufthansa Airlines put additional measures to the test to address unacceptable passenger behavior at Frankfurt Airport, as well as within Lufthansa Airlines in the first phase of the pandemic.

In 2020 and 2021, one of the main drivers of the increase of unruly events was the violation of the mask mandate. Crews were advised to follow a zero-tolerance approach and report violations to the authorities. In 2020 security personnel was instructed to check compliance with the mask mandate at the gate of critical flights and to approach guests who were not wearing masks. However, no significant effect could be observed. Hence, the measure was discontinued.

In general, mainly cabin crew are trained in dealing with UPAX as part of their regular initial and recurrent training scheme. It consists of theoretical (classroom and Web Based Training) and practical exercises which include verbal de-escalation, the use of a warning letter as final de-escalation tool and restraint training. Handling of severe cases is regularly assessed and lessons learned are integrated into a continuous improvement approach to the trainings.

In addition, Lufthansa organized mental support for cabin and cockpit crew. This support is given by the CISM (Critical Incident Stress Management) team, which intervenes on request in case support is needed. Crews are further advised to discuss unruly incidents during the debriefing process.

²⁹ <https://www.iaa.ie/news/2019/10/02/irish-aviation-industry-signs-declaration-to-tackle-unruly-passenger-behaviour>

Alexander Lutz, Lufthansa Manager Political Relations & Negotiations, commented: “At Lufthansa, we experience that disruptive and unruly passenger behavior is a significantly rising phenomenon: Based on increasing levels of aggression and willingness to use violence, particularly triggered by misuse of alcohol as well as dissatisfaction with operational difficulties. Moreover, the enforcement of legal mask mandates was and still is the reason for various conflicts, too. In addition to risking the integrity of our staff, this issue also represents a considerable entrepreneurial cost factor. This is due to delays, especially caused by the need to taxi back, the unloading of guests and luggage, and, in the most extreme cases, necessary emergency landings”.

11. Luxair practice against UPAX

In addition to the unruly passenger's policy in flight, Luxair has developed a reflection on the risks that exist in the passenger's journey from the moment they arrive at the airport (in Luxembourg or abroad) until the moment they board the plane. There are mainly 4 places: at check-in, at security check, in the airport and at boarding.

Luxair's cabin crew (who are on the plane) are directly informed if a passenger has behaved inappropriately during the entire ground journey. It should be noted that at home base Luxembourg all the ground staff involved are Luxair employees, except for the security staff who work for a security company. Luxair has set up a risk assessment system on the ground, which leads to an assessment before any departure. This system requires all departments in Luxembourg and abroad to be trained in its Policy for UPAX.

Similarly, Luxair is trying to set up a traceability system for passengers with inappropriate behaviour in their call center in order to be able to identify those who might continue this type of behaviour in the airport and on the plane in full respect of the GDPR legislation.

The legal framework is as follows: there is a national law incorporating the Tokyo Convention and the Montreal Protocol, there is a national security plan, including the different levels of misbehavior, and the Luxair policy that follows.

When Luxair identifies the causes of unacceptable behaviour, prevention work is paramount.

Among other tools, there is a policy for staff which can take different forms (psychological support, training on conflict resolution, restraint, etc.), a procedure for warning cards and warning letters for unruly and UPAX, refusal of alcohol on the plane for intoxicated passengers, etc. Luxair also distributes flyers to passengers to make them aware of the importance of respecting safety rules and staff.

Every incident is reported and the captain must be informed as soon as there is tension in the aircraft.

Every level 2 incident is subject to a warning letter to the passenger.

Each level 3 incident involves a complaint with the police, decision making by senior management and reporting to the national civil aviation authority.

If applicable, every incident with a passenger on the outbound journey is followed by a cabin crew briefing for the return journey; thus, enabling the development of a preventive approach for the return journey.

From an organisational point of view, Luxair organises a Weekly Airline Meeting where each department is present (including the Security Department) and the various incident reports are presented for discussion and decision making (prevention and/or resolution). Once a quarter, Luxair holds a Safety Action Group meeting where the most serious reports are analysed in more detail.

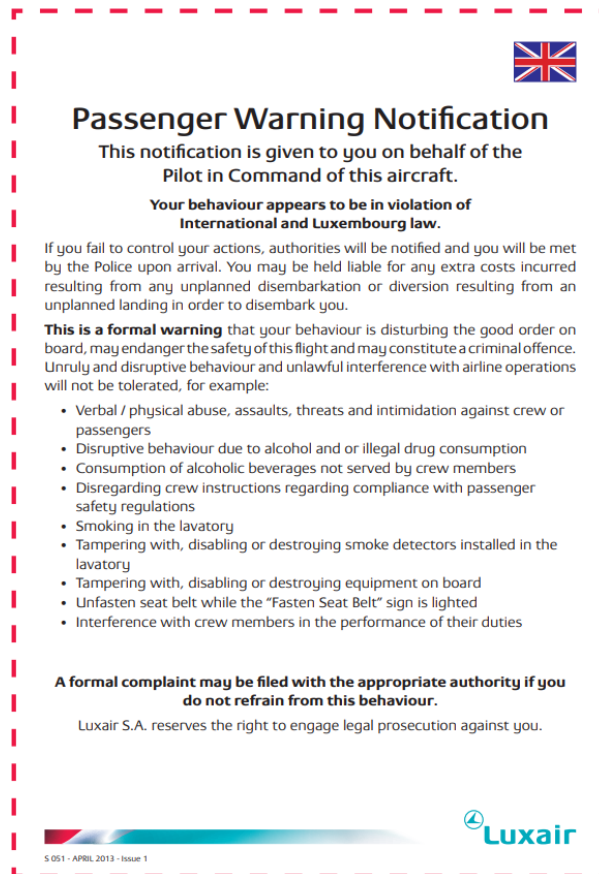
During the COVID restrictions, some passengers did not want to wear masks. Luxair cabin crew distributed them a 'Silent Card' explaining the risks incurred by the passenger if he or she did not comply with the rules established by the various countries concerned (on departure and arrival).

Finally, each new front-line Luxair employee (cabin crews, pilots, ground staff) receives an initial theoretical and, for cabin crew, practical training session during which the topic of unruly and UPAX is addressed.

Cabin crew and pilots also receive a yearly security and unruly passenger recurrent training where actual events are presented as case studies. The topic is also addressed in the yearly CRM courses with the support of Human Factor Management.

It is worth noting that all procedures set out by Luxair on these policies have been validated by the trade unions.

During our interview, Melanie D'Alimonte, Head of Cabin Crew said: "*Safety and security on board is everyone's mission. We are a team and we all have to be united. It is important to listen to the staff. With their feedback, we can improve the safety and security culture*".



12. Norwegian air industry

UPAX are a threat to aviation safety. They can also create insecurity among the other travellers. Challenging situations arise daily. How professionally the staff handles the situations could have an impact on the companies' reputation.

In addition, aviation has been hard hit by the pandemic. Psychology in the air and on the ground will be on offer to everyone who is interested, both those who have a job and those who are without, but are interested in strengthening their skills.

Therefore, the Norwegian aviation industry is collaborating to develop the course Psychology in the air and on the ground. The goal is to strengthen the employees' competence in handling UPAX. The initiative is supported by both the management and the shop stewards' organizations at the partners. The goal of the course is to deal with undesirable events before they get out of control.

"Task" is developing the course in collaboration with the industry (Avinor, Flynor, Norwegian, Menzies Aviation, Avarn Security) and psychologists from Moment. The course is developed with support from the Directorate for Higher Education and Competence in cooperation with representatives from the workers unions, and will be ready for the course start after the summer holidays 2022.

Anneli Nyberg, Parat Vice-President, added: *«In an industry under pressure we can see that this kind of training hasn't been prioritized, even though it is of great importance for the workers. Handling UPAX can be very difficult, both in the situation and afterwards. I hope this course will make our members more confident in the situation itself, but also give tools and help to process the stress and anxiety an episode with UPAX can trigger».*

More information: <https://task.no/fly-og-bakkepersonell-laerer-psykologi-for-a-kunne-handtere-uregjerlige-passasjerer/>

13. UK Aviation Industry

In the summer of 2015, airlines, airports, the police, the CAA, government officials and a major airport retailer met to consider the problem. They agreed that there is not a co-ordinated national approach to the issue and they decided to adopt an industry code of practice on UPAX.

This voluntary code of practice has been developed by members of Airlines UK, the Airport Operators Association, the Airport Police Commanders Group, the Association of Licensed Multiple Retailers and the UK Travel Retail Forum. The purpose of the Code is to create a common, consistent approach that co-ordinates and enhances existing efforts to prevent and minimise disruptive passenger behaviour.

The code contains some clear principles:

- All passengers are responsible and accountable for their own behaviour.
- Disruptive behaviour cannot and will not be tolerated.
- Reducing disruptive behaviour is a shared responsibility of all partners on the ground and in the air

Signatories to this Code commit to working together to prevent and minimise the number of disruptive passenger incidents. These commitments cover:

1. their approach to disruptive behaviour (pre-empting disruptive behaviour; communicating incidents to the other relevant partners; reporting to police, which is supporting the partners, which will investigate and take actions; denying boarding and other measures to UPAX, reporting to regulators, discussing the issue in airport forums, airports preventing the consumption of any alcohol that is brought into the airport, etc.)
2. supporting employees (providing the necessary procedures, guidance, tools, training and post incident support for the employees, providing input into the training provided by each signatory if requested, the police assisting any of the partners dealing with a disruptive passenger incident)
3. the sale and consumption of alcohol (staff training to practice the responsible selling of alcohol; airports will seek to ensure the sale or supply of alcohol is responsibly to avoid alcohol intoxication or excessive alcohol consumption; advising passengers not to open and consume alcohol before or during their flight; inside the airline, limiting, stopping the sale or serving alcohol maybe decided if necessary; cooperating with the

police; in the apron where alcohol is sold, to have a Designated Premises Supervisor responsible for the selling or supplying of alcohol, etc.)

4. educating and communicating with passengers (promoting responsible and considerate behaviour among air passengers; communicating to passengers what disruptive behaviour is and why it is unacceptable; educating passengers about the specific law around behaviour on-board and penalties that can result from disruptive behaviour; educating passengers about the industry standards around the consumption of alcohol on-board aircraft).

More information: <https://www.aoa.org.uk/wp-content/uploads/2016/07/The-UK-Aviation-Industry-Code-of-Practice-on-Disruptive-Passengers-FINAL.pdf>

Tim Alderslade, Chief Executive of the British Air Transport Association, and Ed Anderson, chairman of the Airport Operators Association, said in a joint statement: *“We are committed to ensuring passengers have a consistently safe and enjoyable experience when travelling and to providing a safe and pleasant work environment for our employees... Ultimately, we need the message to go out that all passengers are responsible for their own behaviour and that causing disruption on board an aircraft is an illegal offence which can carry a heavy penalty, such as a travel ban, fine, or even a prison sentence³⁰”*

Oliver Richardson, Unite the Union National Officer, Chair of the ETF Civil Aviation Section commented: *“The approach to UPAX in the UK is based entirely on a voluntary industry code of practice. Sadly, this has proven to be inadequate in stopping the rise in incidents. Clearly there needs to be a complete review of both the measures to deal with such passengers and the legal basis of action against them. No person should go to work feeling that they are inadequately protected from abusive and violent behaviour.”*

³⁰ <https://www.glasgowtimes.co.uk/news/14650461.drunk-passengers-to-be-stopped-at-departure-gates-and-airport-alcohol-sales-to-be-reviewed/>

III. GOING TOWARDS A SAFETY CULTURE INSIDE THE AVIATION INDUSTRY

A. INTRODUCTION

The few examples of the practices explained in this compendium show a wide range of arrangements to reduce incidents caused by UPAX.

As recommended by IATA³¹, a two steps approach will reduce these incidents:

1. Stronger and more effective deterrent, because it has a policy and practical role in preventing such incidents. Those passengers who become unruly need to know there are serious consequences to their actions;
2. Communication on the types of prohibited conduct on board flights and their consequences by government and aviation regulators. This communication should be done through media, social media and on physical sites inside the airport (screens, posters, leaflets, etc.).

Being informed is a first step but passengers should be aware that enforcement action can be taken if they do not follow the rules or behave in an inappropriate manner.

However, an evaluation made by Katherine Di-Anna Bell³² shows that the search returned 103 report numbers (ACNs) with events occurring from January 1999 to October 2020.

“Out of the 103 disruptive passenger ACNs that were analyzed, 69 received ‘no action’. For the purpose of this study, ‘no action’ means that the aircraft was not met by police, and no arrest was made. The 69 reports were comprised of both level 1 and level 2 disruptive passenger ratings”.

One of the reasons given was that the Tokyo Convention did not foresee prosecution to be taken in the country where the aircraft landed (this was corrected by the Montreal Protocol - MP14). Although, this is not the only reason; lack of congruency between stakeholders and lack of communication, which led to not acting sooner, were often mentioned. “A zero-tolerance policy would be enforced if there were a robust safety culture”³³.

B. THE SAFETY CULTURE IN THE AVIATION INDUSTRY

The policy of prevention and management of disruptive acts by airlines and airports is part of a more general approach to a safety culture specific to each stakeholder.

Indeed, all the measures that are taken to respect discipline and good order, the well-being of passengers and the safety of the flight have their origin in this policy.

³¹ <https://www.iata.org/contentassets/b7efd7f114b44a30b9cf1ade59a02f06/tackling-unruly-disruptive-passengers-strategy.pdf>

³² “An evaluation into the causes of perpetual disruptive passenger behavior” (2022): <https://link.springer.com/article/10.1007/s12198-021-00243-5>

³³ Ibidem

“Safety Culture is the way safety is perceived, valued and prioritised in an organisation. It reflects the real commitment to safety at all levels in the organisation. It has also been described as “how and organisation behave when no one is watching”³⁴.

This definition (among others) is interesting because it involves managers, pilots, cabin crew, air traffic management staff, ground employees, security teams, trade unions, other stakeholders and the passengers. Everyone, in cooperation with his/her colleagues, should be committed to be responsible and accountable for the safety at the ground and at the air.

The safety culture influences values, norms, beliefs and behaviours and proposes ways forward to behave in case of standard and unusual situations.

It is the responsibility of the organisations to develop an organizational framework for safety and to define the different degrees of responsibility at all levels of the organization with regard to passenger and crew safety. Processes, safety management system (foreseeing a correct identification and assessment of identifying hazards), key indicators, regulation areas, communication channels, and red lines between acceptable and unacceptable behaviours must be clearly defined.

In other words, it is a collective and individual responsibility in which the principles of a just culture should be applied, notably in case of reporting.

“Staff working in the aviation industry, at all levels, have a safety responsibility and are key to a safe system. A safe aviation system requires events that affect or could affect aviation safety to

be reported fully, freely and in a timely manner as needed to facilitate their investigation and the implementation of lessons learnt. Just Culture lies at the heart of an effective reporting system and such a system is needed in all aviation organisations to maintain and improve aviation safety”³⁵.

Do the good principles in this type of Declaration hold true in practice? The answer seems to be more nuanced. In a study published by the London School of Economics in 2015³⁶, clear differences affecting reporting were apparent between airlines, across a number of dimensions (notably promotion structures, ease of reporting; safety culture and rapport with ‘the safety guys’). Amongst the 39 pilots who were interviewed, there were some clear

³⁴ Definition given by Skybrary : <https://skybrary.aero/articles/safety-culture>

³⁵ <https://transport.ec.europa.eu/system/files/2016-09/signed-declaration.pdf>

³⁶ “Investigating Reporting Culture Amongst Pilots: A Briefing Study”: <https://www.lse.ac.uk/business/consulting/assets/documents/Investigating-Reporting-Culture.pdf>

notions of airlines where safety culture is exemplary and ones where they would prefer not to work!

“The commercial pressures that permeated every aspect of reporting and information flow. This resulted in mixed messages for pilots regarding the industry’s commitment to safety and safety reporting. There were strong perceptions that commercial pressures on the industry and the marketisation of the regulator influenced likely responses to reports, thereby influencing reporting in the first place. Pilots also experienced commercial pressures more directly, on their careers and job security; and on the safety-related decisions they took daily and the likelihood they would formally report safety matters”.

This corroborates Katherine Di-Anna Bell's assessment³⁷ on the UPAX that in the debate that exists in the aviation industry about safety versus service, *“perception exists that some airlines may tend to prioritize customer satisfaction and service over the enforcement of some safety and security procedures”.*

Free reporting, without blame and without pressure, is the condition for improving the processes within the organisation. The permanent analysis of tense situations created by undesirable passengers' behaviours, their evaluation in their degree of severity and the actions taken by the organisation should enable the organisation to become a learning organisation.

However, reporting must be followed by actions commensurate with the acts committed. Otherwise, the effects of the various measures taken by ground and cabin staff would be perceived as weak and would significantly limit the desired impact.

C. THE QUALITY OF COMMUNICATION

Communication is an important part of an organisation's safety culture strategy.

First of all, it is to give the workers a sense that their interventions towards UPAX are part of a safety approach and that they are supported by their management. This clearly means that the management must inform all its staff about the measures put in place to promote the safety policy that the organisation is developing (values, principles, processes, structures, places of exchanges, responsibilities, organisation of feedbacks, training, staff support, etc.). Ideally, when possible, the trade unions should adhere to/validate the organisational model presented.

³⁷ Ibidem

In concrete terms, mechanisms should be put in place so that airport staff and cabin crew can communicate, before passenger's board, about the behaviours of UPAX. This will assist cabin crews to prepare prevention tools already at boarding gate and to see at that time if there are more restrictive measures to take. Before taking action, cabin crews need to know whether they have the firm support of the airline to take measures that may include not boarding the passenger.

Similarly, crew members on a return flight need to know if passengers were disruptive on the outbound flight. This does not automatically mean that they will be disruptive on the return flight (as the context will not be the same or the trigger will not be present on the return) but at least the information will be known and the team will act accordingly.

With all of this in place, it is possible to adopt a robust safety culture.

IV. PREVENTING AND MANAGING DISRUPTIVE INCIDENTS

The questionnaires and interviews we carried out aimed to analyse the initiatives that companies and airports have taken (jointly, if possible, with trade unions) to prevent and manage unacceptable situations caused by unruly and UPAX.

This means that we have not delved into all the mechanisms put in place by these organisations with regard to all the components of a safety culture strategy; if a company has addressed certain aspects of their strategy to combat the effects of disruptive behaviours, this does not mean that they do not have a more elaborate systemic safety culture strategy in place. To take the training practice, for instance, the same company may have proposed to create dialogue structures or a safety management system as well.

All practices provide answers to specific issues encountered on the ground and in the aircraft. They complement each other. They reflect what is best at a given time in a given situation for the concerned company but “the map is not the territory”³⁸. In our interviews, we understood that they are evolving and that airports and carriers are planning to improve or change what they do today.

So, the situations that are analysed in this brochure reflect what exists today in September 2022.

In the future, new ways of doing things may emerge.

³⁸ This phrase was coined by the Polish-American philosopher and engineer Alfred Korzybski. He used it to convey the fact that people often confuse models of reality with reality itself. According to Korzybski, models stand to represent things, but they are not identical to those things.

For the sake of clarity and simplification, we have broken down the practices into 6 kinds of initiatives:

1. Partnership and Cooperation
2. Collective agreements
3. Integration
4. Training
5. Campaigns
6. Staff support

1. Partnership and Cooperation

The protagonists of this approach considered that the problem of disruptive behaviours is complex and there is a loophole or an organizational vacuum that needs to be filled. For instance, the UK code of practice (UKCP), the Irish Aviation Declaration (IAD) and the Bologna Airport practice (BAP) belong to this type of practices.

In the IAD and the UKCP, the players wanted to address the issue by coordinating several aspects of it:

- the actors involved in the passenger journey and their respective influences on the prevention of illegal acts and therefore on safety;
- a joint analysis on the risks;
- some clear principles notably about responsibilities of partners and of passengers in any case of disruptive incident;
- joint commitments for their initiatives: a joint approach, staff support, rules for the sale and consumption of alcohol and educating and communicating with passengers.

All these provisions are written in a voluntary declaration or protocol that has been adopted by the respective partners.

Interesting to note the influence of the EASA campaign ‘Not on my flight’ for the IAD.

At Bologna airport, the starting point was different because it was firstly a question of guaranteeing the health and safety of workers at the airport and then protecting them, in particular, from UPAX, whose numbers have been increasing in recent years.

The partners, working with the airport authorities, looked together for a more effective system to deal with crisis situations when aggressions are committed; a more structured and coordinated system. A much faster and more efficient communication procedure has been put in place and security and police can intervene more quickly on the ground.

This procedure is official and is part of the airport rules. Public and private stakeholders build it!

The local authorities recognise this procedure, through an addition in 2022 to a cooperation protocol signed in 2018. This addition also stipulates that training will be given to staff on, among other things, conflict management and that the passengers' information campaign will continue.

Beyond the dimension of the two initiatives (UK, national level and Bologna Airport, local level), the search for synergy with other partners should be noted because it is probably one of the keys to success in combating a phenomenon that appears during the passenger journey and in the plane.

In the Irish and the UK experience, a large number of relevant stakeholders are part of the experience but trade union organizations do not seem to participate; in any case, they do not appear in the signatories.

In the experience of Bologna airport, trade unions were one of the triggers for the 2022 addendum added to the 2018 Protocol, following a strike caused by attacks on staff. Therefore, they are committed to the new system that they helped to create.

Special attention should be given to the voluntary nature of the British and Irish commitments and the mandatory nature of the process implemented in Bologna.

The inclusive aspect of cooperation should make it possible to exchange information on the situations encountered on a day-to-day basis and, together, to adapt the tools put in place to deal with the problems as best as possible.

They should also create fast information channels for immediate intervention when necessary, during the airport journey, boarding and before take-off as well.

2. Social Dialogue and Collective Agreements

Among other things, this specific negotiation practice, which includes the behaviour of UPAX, leads to the signing of a company agreement. This is an agreement between the employer and the trade union representatives. It aims to adapt the general rules to the specificities of the company, i.e. to its activities and context. The two agreements within Air France and the draft agreement at Clermont-Ferrand airport fall into this category of practices.

At Air France, in addition to the employer's representative, the agreement concerning ground workers has been signed by four trade unions (CFDT, FO, CFE-CGC and UNSA). The agreement against violence and harassment at work was signed by 3 trade unions (CFDT, FO and UNSA).

At Clermont-Ferrand airport, in addition to the employer's representative, the agreement was signed by the unions "CGT and CFDT".

Staff and employers will then agree on the implementation of general rules and practical arrangements to prevent and manage situations of tension with UPAX.

These agreements play a regulatory role in the company. Everyone should be able to refer to it, either for information or in the event of a dispute. They only apply to the company under consideration.

The systems put in place to prevent and manage disruptive behaviours are more or less developed depending on the situation; sometimes they are highly developed in terms of processes (e.g. management of tensions when they are present and the procedures to be followed, or support for employees who are victims of aggression or offence); other times, they focus on objectives to be achieved or to be constructed (measurement of incivilities at Air France or creation of a social barometer at Clermont-Ferrand Airport).

The trade unionists we interviewed on the situation of ground workers emphasised the importance of the prevention work that must be carried out and which is insufficient today. They also consider that the staff shortages in airports do not allow passengers to be satisfied, which would reduce unruly behavior.

All the agreements we have seen contain a clause to monitor their implementation. This is very important for the feedback, evaluation and possible adaptation and evolution of the measures taken. The real success of this type of agreement is the participation of workers in established processes, their follow-up and the decisions that will be taken to improve the flight safety and well-being of workers. The quality of monitoring and social dialogue is the real key to success in this type of practice.

3. Integration

By integration, we mean that the airline or airport has adopted integrated provisions, specific to its reality and context, which ensure the prevention and management of behaviours that is not respectful of rules and discipline. Luxair, Aer Lingus and AENA are part of this type of practice.

The three prevention and intervention models (Luxair, Aer Lingus and Aena) are different but are highly effective.

Aer Lingus developed a Disruptive Passenger Policy (DPP) in collaboration with staff unions to deter disruptive passengers' behaviours. This was a major step in their strategy. This DPP is used inside airports and aircrafts. It concerned all categories of staff. A process is established to regularly review it at internal level and also with other stakeholders.

Luxair has set up an immediate cabin crew information system (who are in the aircraft) if passengers become disruptive at the airport. Thanks to their safety management system, which allows passengers to be traced, a real-time assessment is made before any flight

departure. This is possible, especially since all ground personnel (except security check personnel) are part of Luxair.

Aena received the Best Airport Group Covid-19 Excellence Award in 2022, because sanitary and passenger information arrangements were made quickly to ensure the most enjoyable passenger journey in difficult conditions. It wasn't easy, however. But the role of the staff and especially of the specific staff who help and assist passengers was central during the "Covid" period but also in relation to the prevention of disruptive behaviours. They are the ones who intervene immediately when tensions arise and help solve problems; whether individual or collective when gatherings are formed.

Luxair provides, where possible, that information on a disruptive passenger on the outbound flight to be communicated to the return flight personnel. This allows to anticipate possible difficulties while knowing that a passenger can be unruly on the way and behave normally when returning (it depends on what happened to the outbound). At the organizational level, Luxair reviews weekly the incidents reporting that took place during the past week. On a quarterly basis, more serious incidents are analysed in more detail. These meetings improve prevention and management. This is an important point for social dialogue to know that all the procedures relating to UPAX are validated by the trade unions.

With the Covid crisis, Aena has learned to work more closely with other stakeholders to have better coordination to manage passengers. This concerns airlines but also other organisations. The organization of regular briefings makes it possible to settle concrete questions related to UPAX.

Both Luxair and Aena collaborate with the police, airport authorities and other authorities that ensure passenger safety.

4. Training

All organisations promote training; they either already run the courses (as required by EASA rules) or they announce that they are going to run them (this is the case of voluntary initiatives).

At Lufthansa, for example, training consists of theoretical (classroom and Web Based Training) and practical exercises which include verbal de-escalation and restraint training. Handling of severe cases is regularly assessed and lessons learned are integrated into a continuous improvement approach to the trainings.

At HOP!, all cabin crew follow the training and receive a toolkit with all the tools, including the legislation, the procedures, practical information sheets and a guide. The internal procedure aims to train cabin crew on de-escalation including; listening, solving the issue, keeping control and stay calm while helping the passenger to calm down. In case of escalation, deterrent measures are taken.

In the case of Aer Lingus, training is integrated into the DPP and cabin crews and ground staff are given a syllabus.

In addition to the basic training, cabin crew and pilots in Luxair also receive a yearly security and unruly passenger recurrent training which allows participants to analyzing actual case studies.

In Norway, psychology training in the air and in the ground are offered to all employees to handle UPAX.

AENA, Airport de Clermont-Ferrand, Air France, Bologna Airport, Brussels Airlines, Nova Airlines AB, etc. have also developed their own training program.

Some of these trainings are part of the negotiations with the trade unions (or validated by the trade unions); others are only managers' initiatives.

We have three thoughts on all these trainings:

- a) *The duration and form of training.* While all actors agree to organise theoretical and practical training, the duration of the training is important for the results targeted and obtained. During our interviews, we understood that some programmes are seen in a few hours, online, and that others take more time in person.

It was also often reported to us that there was an intention to transform online courses into face-to-face training.

When it comes to changing behaviours in stressful situations, it seems to us that training on real cases requires practice which should take a little more than a few hours as the response given by the employee to the unruly passenger can create a redoubling of stress (even if the intention was to calm down the situation). It is more relevant to practice this kind of situation in a face-to-face classroom.

- b) *Communication about UPAX.* It was reported to us that good communication between the ground, including boarding, and the cabin and between cabin crews on outbound and return flights improved the management and handling of difficult situations. For example, a passenger who is intoxicated by alcohol in the airport terminal and who has purchased alcohol in a duty-free shop could cause serious problems in flight, or even force a landing in order to disembark.

The information that would arrive at the boarding gate before the flight would allow, for example, the denial of boarding for the passenger in this state. In the absence of such information, de-escalation techniques may not be able to bring the situation back to normal.

- c) Cabin crew and boarding staff are consistently pressured to ensure the on-time performance of the service, closing the door on time, and start their procedures (boarding, safety checks, etc.) on time. This pressure can cause and increase

pressure in the plan and at the boarding gate instead of reducing it, particularly if workers are asked to make up for previous delays.

Pinar-Chelso and Fernandez-Castro³⁹ found that performance to manage situations of UPAX was positively correlated with emotional intelligence, ability, and experience.



This is an example of a “Restraint Kit” which contains A vacuum blanket in a bag (for the intervention on the passenger), one pair of handcuffs and key, two single-use soft restraints (soft handcuffs), two straps (for blocking the passenger in the seat), one roll of adhesive tape (to consolidate if necessary) and a strap cutter.

5. Campaigns

Campaigns are an important tool to communicate with wider audiences, also beyond the specific campaigns’ issues.

The importance of aviation safety awareness, the essential role of prevention and management, the need to respect the rules and their consequences in case of disruptive behaviours, the potential to take deterrent measures - all of these issues can be communicated on the basis of publicly visible campaigns and to mobilise actively stakeholders, staff and passengers.

Clarity about what a campaign is intended to achieve is paramount to success.

³⁹ Pinar-Chelso MJ, Fernandez-Castro J (2011) A new scale to evaluate disruptive passenger management by cabin crew: implications for crew resource management and quality of service. *Aviation Psychol Appl Human Factors* 1(1):21–30. <https://doi.org/10.1027/2192-0923/a00009>

All the campaigns we have identified – EASA and Drink Responsibly, which includes the campaign “One Too Many” and “Fly Safely, Drink Responsibly” in Norway and Sweden, are very clear in their objectives.

EASA campaigns have led, notably, to a Declaration on the issue signed by the Irish aviation industry and the launch of a passengers’ awareness in Aena against the risks of unruly and disruptive behaviours.

According to IATA⁴⁰, on the One Too Many Campaign UK, *“There are signs that this campaign, combined with the UK code of Practice, was having an impact; 2018 disruption figures were down, with some airports seeing incidents down by 30%. This is an example of best practice for any state and airline that maybe facing issues with UPAX on specific routes or at specific airports”*.

In our view, the best way forward is first to intensify efforts to make these campaigns even more successful and to experiment how to best use these broad thematic campaigns against UPAX. Learning by doing is often useful, notably after having assessed successes and failures compared to the objectives pursued, and having formulated recommendations on how to improve the campaign.

Campaigns of this kind need to be repeated and cannot be subject of one time shot.

States, public authorities, companies, airports, social partners should launch campaigns of this type.

It is important to stress that trade unions are taking part in the EASA campaigns.

6. Staff Support

A strategy to combat abusive behaviours in aviation must include a component that supports workers. First and foremost, deterrent measures are a good protection for the workers concerned. If the law is not enforced, all the communication techniques taught and used in front of an aggressive passenger may prove useless.

The situations we presented in the airports also show that the collective dissatisfaction of travelers causes tensions on the ground. The Covid-19 pandemic has accentuated this phenomenon and the airport crisis of 2022 has also been a factor of great dissatisfaction. This resulted in attacks on ground staff.

In addition, alcohol consumption often starts on the ground and it is the ground staff who are the first to suffer violence.

⁴⁰ <https://www.iata.org/contentassets/b7efd7f114b44a30b9cf1ade59a02f06/tackling-unruly-disruptive-passengers-strategy.pdf>

Our study has shown us that there is a growing awareness of the need to protect ground staff more and more. Initiatives are being taken to set up collective reporting mechanisms for the quickest possible intervention. Training is also necessary. However, prevention and management initiatives should be generalized. For instance, excessive consumption of alcohol before the flight should not be tolerated and intoxicated people should not be allowed to enter into the aircraft.

It is also necessary to take into account that the first protection of the cabin crew in flight is the de-escalation; this is why it is important, when necessary, not to embark passengers who could be dangerous during the flight.

In addition to the enforcement of the law, the practices developed by the organisations we interviewed or analysed offer a wide range of possibilities, such as:

- administrative, legal and juridical support, including in court;
- mental health support for staff by external psychologists through, notably, an external hotline;
- partnership with a specialist doctor on the spot;
- peer programmes to talk about the problems experienced with colleagues who can understand and help to overcome them;
- internal debriefings where the staff can express their situation after the incidents;
- the nomination of “incivility referents” or “trust personnel” inside the company;
- In addition, and even upstream, organizational and collective measures are also taken which make it possible to anticipate incidents in the future and to develop action plans.
- These are, for example:
- Safety Management System (called differently in companies) which measures and anticipates the problems, especially after receiving incident reports and analyzing them;
- Specific Critical Incident Management team which can give support, including at organizational level;
- procedure to intervene as quick as possible – for instance, an emergency phone number, the activation of a dedicate software alerting security and police for an immediate intervention;
- Social Observatory which can make proposals to improve the well-being of the workers after the incidents.

This whole panoply of provisions shows that the problem of UPAX is serious for flight safety, for the safety of passengers and for the safety of the workers concerned.

Without this personnel support, it would be impossible to operate civil aviation at the level of security it has today.

The role of trade union organizations in this support is necessary.

Indeed, they are often the ones who alert the services to the collective dimension of the problems experienced by the workers attacked. Good social dialogue facilitates the measures to be taken and implemented.

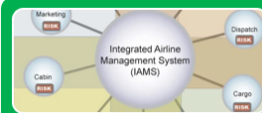
To Sum Up



Cooperation and Partnership



Social Dialogue



Integration



Training



Campaigning



Staff Support

V. CONCLUSIONS

Throughout this study, we were able to appreciate various parameters that fall within the scope of prevention and management of disruptive behaviour.

We focused in particular on the role of the social partners, on the search for dialogue and cooperative practices.

Our study is far from being exhaustive, as it focuses on certain practices that have been developed. However, it seems to us that these practices reflect what exists in most companies faced with these offences.

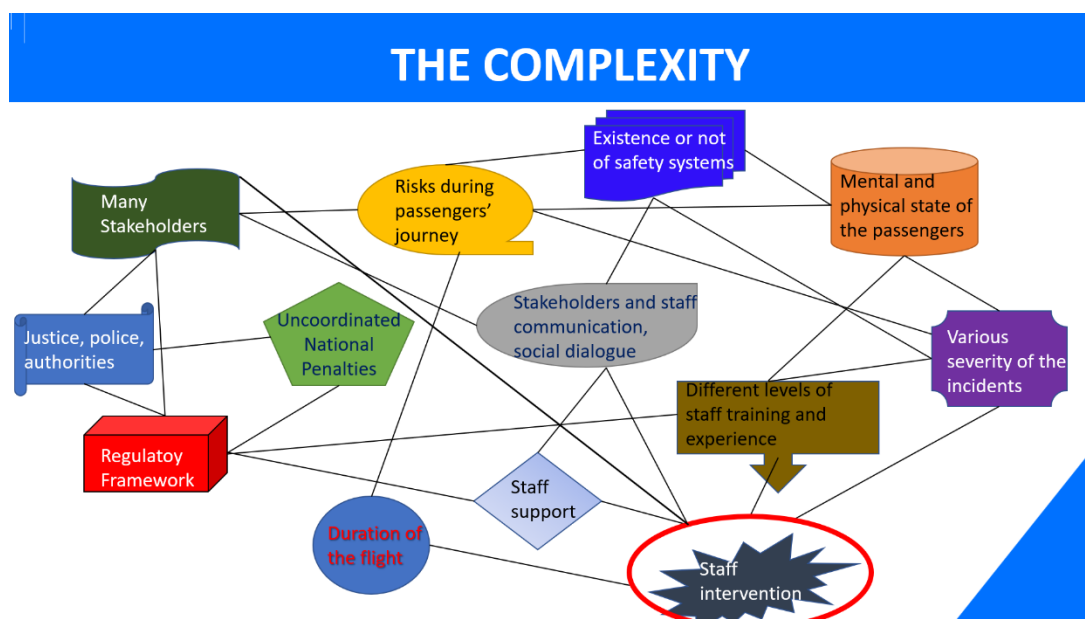
We have drawn some conclusions which we hope will be useful for future actions taken by the European social partners.

1. Complexity of preventing and managing disruptive behaviour

The context for preventing and managing unruly and disruptive behaviours is complex as there are multiple factors to be considered:

- Conventions, regulations, legislation from various sources (global, European, national)
- Different national penalties that do not have the same effect on unruly people
- Numerous stakeholders who may intervene with different strategies, with or without coordination, whose decisions do not necessarily coincide (airports, airlines, independent handlers, retail outlets, bar/restaurants, trade unions, local police, public authorities, etc.)
- Critical stages in the passenger's journey and the risks that emerge (collectively and/or individually): queues, delays, cancellation, check-in, security check, bars/restaurants, embarkment, overbooking, etc.
- Personal situations influencing passengers: mental health issues, intoxication to alcohol, drugs, stress, negative emotions, indiscipline, etc.
- Violent acts of passengers of varying severity: ICAO 4 levels of gravity
- Poor communication at different levels: between stakeholders, between staff
- Duration of the flight
- Trained or untrained staff: diverse levels of training and of experience
- More or less developed staff support
- Etc.

This representation of the situation is incomplete and some aspects are not included in our analysis. This introduces unpredictability in situations that would be encountered. The mistake would be not to integrate all of these dimensions into the future plans.



2. From this complexity arises the need to develop a global vision of the prevention and management of disruptive behaviors

All parties and individuals involved in deterring/preventing/managing/punishing disruptive or even dangerous behaviours are bound by the obligation to ensure that no threat is posed to the safety of flights and the well-being of other passengers and staff. Similarly, the duties of staff cannot be hindered by passengers who disrupt order and discipline or who do not respect security instructions.

It is therefore in the interest of airports, ground handling companies, airlines, retail businesses (cafes, restaurants, duty free, etc.), police, public authorities and trade unions to work together to develop a safety culture specific to their context. It is not just a question of a collective network approach, but of making an effort to dialogue in order to establish the best mechanisms and synergies for applying a "zero tolerance policy".

This means, among other things, that systems must be put in place to identify UPAX as soon as they enter the airport and inform the police and the airline concerned. This type of mechanism aims to trigger a procedure of vigilance, prevention or intervention. These mechanisms are particularly aimed at situations of intoxication by alcohol or drugs.

It is important to remember that passengers who are in this state must be prevented from entering the aircraft because the risks are too high for safety.

This multiple dialogue and the partnerships and cooperation that result from it are a framework in which each airport, each business, each company should take part (to varying degrees depending on the context).

Nevertheless, each of these organizations has to develop its own policy, with its own processes, mechanisms and tools to ensure security within its organization. All the measures taken must contribute to the safety of flights, passengers and aviation workers.

This is why we must also consider the complex dimension of this issue within the airport itself, the businesses and the companies.

Some questions should be answered:

- Have we created a safety management system?
- Have we set up internal communication channels?
- Do we respect the principles of just culture?
- Are the employees and their representatives involved in all processes?
- Do we organize training that goes beyond the minimum level required by law?
- Are there support measures for workers who have been assaulted, harassed, verbally, physically, sexually or psychologically abused?
- Have information campaigns been set up for all workers on the prevention and management of unruly and disruptive behaviours?
- Are there discussion groups, feedback and peer exchanges?

3. Social Dialogue is a guarantee of a shared policy

To be effective, any safety issue linked to disruptive behaviors needs the meaningful participation of workers and their representatives. Workers have much to gain from a successful safety culture including just culture. As frontline workers, they also know the most difficult situations created by UPAX. Employers should integrate this knowledge base. They also have much to gain to include workers and their representatives in the process, in a way or in another.

Worker participation means that workers are involved in establishing, operating, evaluating, and improving the safety programs together with the employers in order to develop the “zero policy tolerance”. Individually and collectively, they are accountable for the prevention, the recognition and the management of the UPAX.

This active participation, through social dialogue, is a guarantee for the success of the measures adopted and their implementation. Finding meaning and commitment are key for the success of policies, programs, training and campaigns.

In an effective safety culture to address UPAX, trade unions:

- Are encouraged to participate and feel comfortable providing input and reporting cases.
- Have access to information they need to participate effectively.
- Have opportunities to participate upstream and implementation.
- Do not experience retaliation when they raise safety concerns; report hazards; propose solutions, including collective solutions

4. Training

We stress that all the best communication tools will not be of much use if intoxicated, aggressive, threatening or violent passengers, harassing other passengers or staff already in the airport, are not prevented from boarding the aircraft. There is therefore a need for good coordination, through an effective reporting mechanism between all stakeholders involved in the passengers' journey.

Beyond the legal obligations through EASA regulations, all personnel who are in contact with passengers must receive information and follow a training programme. This applies to ground staff, cabin crew and pilots.

These programmes must be based on the needs the staff has to perform their tasks correctly, i.e., for instance, for ground staff that passengers arrive at the boarding gate smoothly and easily, and for cabin crew that the flight is conducted in a safe, orderly and disciplined manner without risk to anyone.

Training should be directly related to the risks encountered and the knowledge and strategies needed to address disruptive passenger behaviours. Given the particular nature of the possible situations, and the stress they may cause, regular practice with exercises is necessary to master the use of the tools. This also helps the staff to not take personally the attacks that may be directed against them.

Let's mention the risks that ground staff may encounter with passengers. They are in the apron, at check-in, at security-check, in bars and restaurants, during the journey and at boarding. Particular issues arise with delays, cancellations, overbookings, and when staff are required to cancel or amend a passenger's journey.

Relationships with passengers can be face-to-face, with a small group or with a crowd of disgruntled passengers.

The tools and techniques to be learned should be related, first and foremost, to the safety objectives of the airport and other companies. Communication techniques should be taught on one-to-one relationships (de-escalation, conflict management, negotiation) as well as public speaking skills to secure a crowd or simply to explain a decision or a situation.

The risks faced by cabin crew are similar but especially with individual passengers and in a restricted space which is the aircraft in the air, which can already be a stress factor for some people.

Therefore, communication techniques (de-escalation, conflict management, negotiation and also firmness on the respect of safety instructions) must be adapted to the context of an aircraft. In addition, cabin crew must also be trained to restrain a passenger who becomes dangerous and to protect themselves.

All of the proposed training courses cannot only be given once. This is why we have proposed that they should be part of a training programme with practical exercises; as it is only through a combination of theory/reflection/practice/assessment that these subjects

are gradually integrated by the personnel (initial training, recurrent training, professional development). While cabin crew and pilots regularly undergo disruptive passenger training, this could be expanded to better include communication and de-escalation skills. For other aviation staff, most have little or no training on these issues at all or have training only once in their careers. For all staff, this training should be regular and mandatory.

5. Campaigning

Organised campaigns in the sector show that the most effective prevention campaigns focus mainly on either reducing risks or strengthening protective factors.

Risk reduction in the examples we have analysed has been about developing responsible behaviour for passengers or otherwise facing penalties. This was the case, for example, in relation to excessive alcohol consumption.

The protective factors have focused on behaviours that prevent unruly behaviour. This is exemplified by the "Ready to Fly" campaign, which shows passengers the right things to do to have a pleasant experience before, during and after their flight.

Eradicating the abuse of alcohol is proving to be an arduous task as there is a social tolerance in the society up to a certain degree. Bars and restaurants inside the airports can encourage intoxication through advertising or special offers on alcohol, and such practices do not help.

In order to change some behaviors, through awareness, campaigns should be primary organized by public authorities in general and be launched through press and social media (notably for health and well-being reasons). As a matter of fact, this kind of campaigns against alcohol is very rare when they require continuous investment.

Campaigns based on threats and fear (e.g. imprisonment, punishments or fines) have little influence on behaviour if these threats are not carried out. It is therefore imperative that these threats are implemented where necessary for safety in aircraft.

It is also important to educate people about the negative consequences of their behaviour for the safety and well-being of other passengers and staff (e.g. not following instructions, smoking in the toilets or alcohol or drug intoxication as it is foreseen in the "Not on my flight" campaign). In addition, it is equally important to run campaigns to promote positive, non-violent, respectful behaviours.

Deciding on risk reduction and/or protective factors' strategies is something preferably to do together with other stakeholders in order to have multiplier effects in terms of creativity, amplitude, impact and results. This will make a difference, including people who can bring support to the cause and frontline workers who are experiencing the problem. This coalition will develop ownership of the common efforts.

The messages should be clear and focused, based on the target group, the places where the campaign will be implemented and the various medias chosen. This will be unable to establish strong objectives together with appropriate strategy and tactics.

Bars and restaurants inside the airports have an important role to play in these awareness campaigns.

6. Staff support

In situations of aggression or non-compliance with safety rules, the appropriate support from the employer keeps the staff, working on the ground or in the cabin, in suitable psycho-social working conditions. The work will continue to be done safely, more efficiently and more comfortably. Workers remain focused on their performance because they have established a relationship of trust with their employer. This support also keeps morale high and allows for the retention of quality personnel to fulfill their assigned missions. This support is part of the permanent arrangements of the organization concerned and must be activated as soon as an aggression has been committed. It must be part of a safety culture strategy.

As we have seen in the course of this qualitative survey, some violence against staff is very serious and the support responses provided must correspond to the damage suffered.

In the first instance, the role of middle management is important, as they can organize individual supervision for the workers concerned, possibly followed by immediate first-line coaching.

Of course, individual support cannot be limited to this intervention alone, as the consequences can be physical, emotional, professional, administrative, medical and legal. To address this, companies have provided for the intervention of experts such as psychologists, occupational doctors or lawyers. Collective mechanisms are also put in place, such as regular meetings of committees or expert working groups focused on safety, which analyze in depth the risks and the prevention and management mechanisms to counter these risks and support the personnel.

To deal with emotional trauma and in addition to interventions by external psychologists, peer-to-peer talk groups offer a high degree of buy-in and commitment from affected staff to move towards a path of progressive recovery. Colleagues who have experienced similar things also explain their experiences and progress and become references and even models for other staff members. Peer counseling can be done one-on-one or in small groups.

Before or after the event, some support measures are also structural, such as the implementation of safety management systems, specific critical management teams or immediate intervention mechanisms in case of violence.

After critical events, measuring the impact of the measures taken can be useful to get feedback from workers on what they have experienced (social observatory or social barometer, for instance).

Quality social dialogue is necessary for the support system to function fully under good conditions, as the aggressions experienced by people can have social consequences.

7. A swift and widespread ratification of the Montreal Protocol (MP14)

On several occasions in this study, we have noted the importance of deciding to prosecute passengers who endanger the safety of aircraft. However, we have mentioned that the main reason why few judgments are rendered is due to the lack of international regulation on this issue.

Until 2020, the lack of uniformity of national legislation (on assessment, relevance and legal decisions) did not allow the prosecution of passengers who endanger the safety of aircraft beyond the country of registration of the aircraft. This meant that offenders could continue their journey without any restrictions.

The 2014 Montreal Protocol (MP14), which aims to close this loophole, entered into force in 2020. Indeed, the texts commit the signatory States to adopting national legislation that fulfils these situations. The jurisdictions chosen cover the State of registration of the aircraft, the territorial State, the State of the operator and the State of landing. Thus, serious offences cannot escape enforcement in some countries. It is therefore a real deterring instrument to enable prosecution and legal action against passengers disrupting a flight through their behaviour, delivering him or her in the state of landing or possible diversion.

However, as said, the provisions of the MP 14 are only applicable between the countries that ratified it. Unfortunately, to date, only few EU countries and beyond have ratified this Protocol.

It is therefore essential that all European countries and from other continents swiftly ratify the MP14 to protect the safety of aircraft, passengers and crews and ensure uniformity in the prosecution of UPAX.

8. And tomorrow...

Such a complex issue has a long history and many reflections, proposals and actions have already been undertaken in many levels. The practices we analyzed showed a great diversity of excellent things.

Reading back the comments made by the experts, it is very clear that this topic concerns everyone and all parties have responsibilities and must be involved if the goal of "Zero

Tolerance Policy" is to be fully achieved. Networking, dialogue, cooperation and partnerships are avenues that have been explored and that should be expanded or even generalized because the actors have realized, particularly through crises, that it is together that we can best solve this serious problem. The idea is to create a framework less stressful for the passengers and for the staff. This means that collective and at the same time individualised approaches are to be considered together.

Attention to what has worked well in one's own organization and in other organizations, especially similar ones, does not prevent each organization from developing its own original initiatives. Sometimes combinations of practices can work very well too.

The planning of strategies and tactics for the practices to be implemented, whatever they may be, must also be in line with the company's policy and integrate the context and the environment.

During the course of our study, we have seen how important communication is between stakeholders and between different categories of staff. The most extreme example that was experienced during the pandemic and during the summer of 2022 is that of crowd phenomena, where the slightest rumor, the slightest incident can provoke a shift to aggressiveness or even violence.

The anticipation of multiple risks is therefore at the heart of strategies and planning because this issue of UPAX has an increasing impact on operations, staff and cost.

We note a constantly renewed attention on this subject by the professionals despite all the experience acquired. This is due to an increase in the number of aggression cases, a diversification of the factors of violence and stress and situations of dissatisfaction, individual and/or collective.

In conclusion, we would say that the future is not written and that the European social partners are determined to be committed actors in the fight against unruly and disruptive behaviours in aviation.

They have just given concrete expression to this commitment with the signing of a statement adopted at their conference on 16 September 2022 in Brussels on this subject⁴¹.

We are convinced that the implementation of the contents of this statement will contribute to the reduction of these unacceptable and damaging incidents.

⁴¹ <https://www.etf-europe.org/wp-content/uploads/2022/09/Joint-statement-I-EU-civil-aviation-social-partners-on-unruly-passenger-behaviour-.pdf>



Annex I – Statement of EU civil aviation social partners on unruly passenger behaviour

The issue of unruly or disruptive passengers has existed for decades, but since the beginning of the COVID-19 pandemic and the requirements to comply with COVID-19 safety measures, we have seen a sharp increase in the quantity and severity of disruptive passenger incidents in airports and in the aircraft. These incidents have a negative effect on passengers, employers, and workers, and must be addressed with urgency.

This phenomenon is not going to stop and dramatically escalated with the increased level of COVID-related measures and restrictions, and the severe lack of staff in the aviation sector, which increase passengers' irritability and aggressivity. From an operational perspective, such incidents cause longer queues and missed flights, as well as significant delays and additional costs to airlines and ground handlers. Furthermore, the increased level of stress and complexity due to restrictions and lack of staff has led to an escalation of verbal and physical violence, and attacks on aviation workers with direct passenger contact on ground and in-flight, and in particular the disproportionate impact on women workers, who make up most of the frontline workers.

There are many causes for passengers to become violent, including intoxication, COVID-19 related restrictions, document requirements, passenger expectations, and unexpected rules leading to levies for passengers.

As social partners, we aim to pursue a safe working environment for our members and strive to find a solution to the increasing challenge in the sector. Together we commit to creating a safe environment for both workers and passengers in the airport and in the aircraft by:

- Reminding all passengers that they are responsible for their own behaviour and they need to be “fit to fly”.
- Cooperating with national authorities and regulators on these matters
- Cooperating with local police and security services to address incidents quickly
- Providing information to passengers reminding them of the consequences and illegality of verbal and physical abuse on aviation workers
- Making sure that financial consequences are severe enough to prevent unruly behaviour

- In the most severe cases, stopping repeat offenders from engaging in abusive behaviour through banning them from airports or airlines
- Providing training to staff in order to deescalate disruptive passengers, recovering service, and managing aggressive behaviour
- Ensuring staff have the support to deal with mental and physical health issues stemming from disruptive passenger incidents

As an industry we will not stand for abusive behaviour against aviation workers, and today we commit to addressing this issue collectively with all aviation stakeholders.

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