Transport Canada Transports Canada

Advisory Circular

Subject: **Coordinating Response to Unruly Passenger Incidents**

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1.0 Introduction

(1) This Advisory Circular (AC) is provided for information and guidance purposes. It describes a method of an acceptable means, but not the only means, when responding to unruly passenger incidents. This AC on its own does not change, create, amend, or permit deviations from regulatory requirements, nor does it establish minimum standards.

1.1 Purpose

(1) The purpose of this document is to provide national guidelines to harmonize the response to unruly passenger incidents with the objective of a more consistent, coordinated response from all stakeholders involved.

(2) These recommended procedures and protocols represent best practices developed by members of a national working group comprised of subject matter experts (SMEs) from Canadian industry stakeholders, which includes air operators, airports, NAV CANADA, industry associations, as well as public stakeholders, Transport Canada Civil Aviation (TCCA), Transport Canada Aviation Security (AVSEC), the Canadian Air Transport Security Authority (CATSA) and law enforcement agencies.

(3) Users of the document are encouraged to collaborate with local stakeholders to plan emergency procedures that take into consideration local operational realities and site-specific constraints.

1.2 Applicability

(1) This document applies to all Canadian aviation industry stakeholders involved in responding to unruly passenger incidents, including but not limited to Transport Canada Civil Aviation (TCCA) and other enforcement personnel, law enforcement delegates, air operators and airport authorities.

1.3 Description of changes

(1) Not applicable.

2.0 References and requirements

2.1 Reference documents

(1) It is intended that the following reference materials be used in conjunction with this document:

- (a) *Aeronautics Act* (R.S.C., 1985, c. A-2)
- (b) Standard 725 of the CARs - Airline Operations
- (c) *Contraventions Act* (S.C 1992, c. 47)
- (d) *Air Transportation Regulations* (SOR/88-58)
- (e) *Canadian Aviation Security Regulations, 2012* (Section 543)
- (f) *Criminal Code of Canada* (R.S.C., 1985, c. C-46)
- (g) Transport Canada Advisory Circular 700-010: Unruly Passengers and Incidents of Interference with a Crew Member
- (h) International Civil Aviation Organization (ICAO) Annex 9 to the Convention on International Civil Aviation – Facilitation

(i) International Civil Aviation Organization (ICAO) Aviation Security Manual (Doc 8973 — Restricted)

(j) International Civil Aviation Organization (ICAO) Manual on the Implementation of the Security Provisions of Annex 6 (Doc 9811 — Restricted)

(k) International Civil Aviation Organization (ICAO) Facilitation Manual (Doc 9957)

(l) International Civil Aviation Organization (ICAO) Cabin Crew Safety Training Manual (Doc 10002)

(m) International Civil Aviation Organization (ICAO) Manual on the Investigation of Cabin Safety Aspects in Accidents and Incidents (Doc 10062)

(n) International Civil Aviation Organization (ICAO) Manual on Information and Instructions for Passenger Safety (Doc 10086)

(o) International Civil Aviation Organization (ICAO) Manual on the Legal Aspects of Unruly and Disruptive Passengers (Doc 10117)

2.2 Cancelled documents

(1) Not applicable

2.3 Definitions and abbreviations

(1) The following **definitions** are used in this document:

(a) **Police of Jurisdiction (PoJ)**: refers to local law enforcement with the jurisdiction to respond to unruly passenger incidents.

(b) **Risk**: The predicted probability and severity of the consequences or outcomes of a hazard or threat

(c) **Screening Officer(s)**: means a screening officer who is employed by the Screening Authority (CATSA), an authorized aerodrome operator or a screening contractor to perform screening.

(d) **Threat**: The potential for an act which may jeopardize the safety of the aircraft, aerodrome, or of persons or property therein or which jeopardize good order and discipline on board.

(e) **Unruly Behaviour**: (also referred to as a disruptive behaviour) is behaviour that demonstrates an unwillingness to respect the rules of conduct at an aerodrome or onboard aircraft or to follow the instructions of airport staff, screening officers, air operator crew members and ground crew which disturbs the good order and discipline at an airport or on board the aircraft.

(f) **Unruly Passenger**: (also referred to as disruptive passenger or unruly person) means a person who demonstrates an unwillingness to respect the rules of conduct at an aerodrome or on board an aircraft or to follow the instructions of the airport staff, screening officers or crew members and thus disturbs the good order and discipline at an airport or on board the aircraft.

(2) The following **abbreviations** are used in this document:

(a) **CAG**: Collaborative Analysis Group

(b) **CARs**: Canadian Aviation Regulations

(c) **CASR**: *Canadian Aviation Security Regulations, 2012*

(d) **CATSA**: Canadian Air Transport Security Authority

(e) **CBSA**: Canada Border Services Agency

(f) **FSS**: Flight Service Specialist

(g) **ICAO**: International Civil Aviation Organization

(h) **NEP**: National Enforcement Program

(i) **PoJ**: Police of Jurisdiction

(j) **REU**: Regional Enforcement Unit

(k) **SOP**: Standard Operating Procedures

(l) **SITCEN**: Transport Canada Situation Center

(m) **TCCA**: Transport Canada Civil Aviation

(n) **WG**: (Unruly Passenger) Working Group

3.0 Background

(1) In recent years, there has been a rising concern for passenger and crew safety stemming from an increased frequency of unruly passenger incidents. As a result, unruly behaviour, including the assault of a crew member, aerodrome and security staff member or interference with an aircraft's operation, has been co-identified between TCCA and Industry as a high safety concern and prioritized for mitigation.

(2) This is an ongoing concern that has been discussed and mitigated since the 1990's and early 2000's by a working group consisting of industry and government experts which resulted in promotional campaigns and Canadian Aviation Regulations respecting interference with a crew member in subpart 705.

(3) While Canada's *Aeronautics Act* and *Canadian Aviation Regulations* (CARs) have rules and regulations concerning unruly passenger behaviour enshrined, enforcement of the regulations has been identified as a concern among Canadian aviation stakeholders. Canada's Collaborative Analysis Group (CAG) identified the mitigations that aim to address concerns with enforcement of unruly passenger behaviour.

3.1 Canada's 705 Collaborative Analysis Group (CAG) and the Unruly Passenger Enforcement Working Group

(1) In 2020, Transport Canada and aviation industry stakeholders initiated the 705 CAG. The CAG's goal is to identify, address, and monitor safety and security hazards and their associated risks in civil aviation to support government decision-making and manage key safety concerns. The group is a joint effort with industry partners to proactively manage risks in the aviation sector. The CAG improves safety by considering regulator actions, as well as safety enhancements adopted voluntarily by the industry.

(2) The CAG prioritized unruly passenger events as a top safety concern and initiated a risk assessment using the bowtie analysis tool. This assessment included a review of the effectiveness of the safety barriers in place to prevent the threats that could lead to an unruly passenger event, and the reactive barriers intended to minimize the impact of the consequences. Safety barriers related to enforcement of existing regulations were prioritized.

(3) An unruly passenger enforcement working group ("the WG") was formed to identify and implement mitigations to support enforcement of regulations, including this option:

(a) Collaborate with key stakeholders (operators, law enforcement, airport security, etc.) involved in the managing and responding to unruly passenger incidents to develop guidance that describes the roles, requirements and procedures so that all stakeholders can respond effectively and enforcement actions are supported.

4.0 Roles of stakeholders

(1) There are multiple stakeholders involved in the process of responding to unruly passenger incidents. To have an effective system, each stakeholder must be aware of the role that each organization plays when responding to these incidents, including each stakeholders' operational dynamics, such as the fast-paced, ever-changing nature of air operations, PoJ expected response times, etc. This strengthens the response and assists in determining the level and type of information that needs to be passed on and to whom.

4.1 Air Operators

(1) Air operators are responsible for identifying and reporting any events of unruly passengers both on board and pre-board of an aircraft. The operator will take any action as required through international conventions, regulatory measures, or its own tariffs, which may include the refusal to transport the individual(s) for an indefinite period.

(2) When warranted, the air operator will support the appropriate authorities with addressing criminal matters, and regulatory violations, including gathering sufficient evidence to pursue criminal prosecution.

(3) The responsibility for the identification and prevention of unruly and disruptive behaviour falls with each of the air operator's employees, including authorized representatives. To achieve this goal, employees receive training and communication to equip them with the skills needed to identify, manage, and prevent such behaviour. Air Operators must ensure that employees are trained in the recognition, prevention and management of unruly passenger behaviour and incidents

4.2 Law Enforcement

(1) Law Enforcement's role is to keep persons within Canada, or on Canadian Aircraft, and their interests safe and secure.

(2) Law Enforcement will assist in emergency situations or incidents and support aerodrome and air operators by responding to calls of unruly behaviour to prevent crime, enforce the law, investigate offences, and recommend charges as necessary.

(3) Law enforcement personnel assigned to an airport or aerodrome must possess a comprehensive understanding of air operator procedures and aviation security protocols. This knowledge is essential to ensure timely and effective responses to security-related incidents.

Note: Local law enforcement agencies are referred to as Police of Jurisdiction (PoJ) in this document.

4.3 Airport Authority - Aerodrome Security

(1) Aerodrome Security personnel role is to actively patrol, observe and deter behaviour which contravenes safety and security regulations

(2) Aerodrome Security personnel provide an initial response, de-escalate and take any necessary steps to control unruly behaviours.

(3) Aerodrome Security personnel liaise with aerodrome stakeholders to coordinate information sharing and any necessary actions.

(4) Aerodrome Security personnel ensure appropriate arrangements are in place for the notification and for the provision of assistance from law enforcement.

(5) Aerodrome Security personnel help facilitate the collection and sharing of critical information among the involved stakeholders during an unruly passenger incident, including reporting incidents to Transport Canada, as necessary.

4.4 NAV CANADA

(1) NAV CANADA is Canada's national air service provider, managing 18 million square kilometres of Canadian civil airspace. As part of their role to support safe air traffic service provision, NAV CANADA plays a critical function in managing unruly passenger response when incidents occur during flight.

(2) NAV CANADA coordinates with air operators and civilian and military agencies, should a flight declare an emergency and require priority handling or need to divert. NAV CANADA also obtains critical information to aid the required response upon landing.

4.5 CATSA

(1) The Canadian Air Transport Security Authority (CATSA) is a Crown corporation responsible for securing specific elements of the air transportation system, including passenger and baggage security screening. CATSA is mandated to protect the public through effective and efficient screening of air travelers.

(2) As such, CATSA plays a critical role in the identification of unruly behaviour, or potential for unruly behaviour, at the screening checkpoints.

Note: "Potential" unruly behaviour may be identified by witnessing signs of intoxication, erratic behaviour, signs of anxiety, frustration, etc.

(3) In conjunction with the Airport Authority/Airport Management, CATSA ensures appropriate arrangements are in place for the notification and for the provision of assistance from the local PoJ.

4.6 Transport Canada

(1) Transport Canada takes a multifaceted approach to supporting enforcement action against unruly passenger incidents and occurrences. The various roles are described below:

(2) National Enforcement Program

(a) The National Enforcement Program (NEP) is responsible for supporting and directing enforcement activities within Transport Canada in accordance with federal legislation and regulations. The NEP has a mandate to strengthen the delivery of the department's enforcement activities to ensure fairness, predictability, and consistency of enforcement services and investigations. The NEP is also the functional authority of the REUs.

(b) The Regulatory Analysis Division within the NEP provides functional enforcement guidance and enforceability analysis to support Transport Canada in the development of their implementation plans and processes related to unruly passenger incident response.

(c) The Investigative Services Directorate (ISD) within the NEP provides functional guidance to the REUs in relation to administrative and penal investigations and functional authorities regarding potential enforcement actions.

(3) Regional Enforcement Units

(a) Regional Enforcement Unit's (REUs) are part of the Investigative Services Directorate (ISD) of the NEP; made up of cross-modal investigators. When enforcement actions are to be taken as per the departmental enforcement standards, the case files are transferred to the Regional REU's who will then proceed with an investigation. Upon conclusion the REU will issue an enforcement response, as necessary, as per the results of the investigation.

(b) SITCEN is the central operational centre related to aviation security matters, including unruly passenger incidents deemed a threat to aviation and/or an incident involving PoJ at an aerodrome or on board an aircraft.

(c) The SITCEN collects all available and relevant information from stakeholders and disseminates it accordingly to the relevant stakeholders. Their involvement will vary depending on the severity of the incident.

(d) Transport Canada Aviation Security supports the response to unruly passengers through the availability of TCCA Inspectors at all airports in Canada. If necessary, TC SITCEN will notify AVSEC TCCA Inspectors of an incident. The TCCA Inspector is on call and available 24/7 and will liaise with other involved stakeholders and provide guidance as dictated by the circumstances.

5.0 Levels of interference with a crew member and notification requirements

(1) Canada's response levels 1-4 are consistent with ICAO and other international taxonomies. Canada's response levels are defined in CAR 705.175. Canada provides guidance on the interpretation of these levels in Transport Canada Advisory Circular 700-010: Unruly Passengers and Incidents of Interference with a Crew Member.

5.1 Level 1 incident

(1) An incident of a minor nature that either requires no action of the crew member beyond heightened awareness or is quickly resolved by a crew member, and which includes but is not limited to

(a) The use of insulting or obscene language towards a crew member,

(b) The causing of a disturbance, including verbal abuse or obscene gestures towards a crew member, and

(c) A display of suspicious behaviour.

5.2 Level 2 incident

(1) An incident of a moderate nature that is resolved by a crew member only after some difficulty and which includes but is not limited to

(a) The repetition of a level 1 incident

(b) The continuation of a level 1 incident that was unresolved

(c) The repeated failure of a passenger to comply with a crew member's safety instructions, and

(d) Belligerent, obscene, or lewd behaviour towards a crew member.

5.3 Level 3 incident

(1) An incident where the safety of passengers or crew members is seriously threatened, and which includes but is not limited to

(a) Threatening a person on board or about to board the aircraft or making threats in an attempt to board the aircraft,

(b) The continuation of a level 2 incident that was unresolved,

(c) Tampering with any emergency or safety equipment on board the aircraft,

(d) Deliberate damage of any part of the aircraft or any property on board the aircraft,

(e) Injuring a person on board the aircraft, and

(f) Violent, argumentative, threatening, intimidating or disorderly behaviour, including harassment and assault

5.4 Level 4 incident

(1) An incident that constitutes a security threat and which includes but is not limited to

(a) An attempted or unauthorized intrusion into the flight deck,

(b) A credible threat of death or serious bodily injury in an attempt to gain control over the aircraft,

(c) The display or use of a weapon,

Note: Effective November 19, 2026, the display or use of a weapon will be considered a category 3 incident to align with international standards. This document will be reissued to reflect this change at that time.

(d) The sabotage of, or the attempt to sabotage, an aircraft that renders it incapable of flight or that is likely to endanger its safety in flight,

(e) Any attempt to unlawfully seize control of the aircraft, and

(f) An incident that is required to be reported under section 543 of the *Canadian Aviation Security Regulations, 2012*. (See 5.5 below)

5.5 Reporting of security incidents

(1) When responding to incidents involving unruly passengers deemed a security threat or incidents involving PoJ, air carriers must follow the requirements outlined in 5.6 (2). In accordance with Section 543 of the *Canadian Aviation Security Regulations (CASR),* such incidents must be reported to the Minister immediately in conjunction with the Canadian Aviation Regulations (CAR). Compliance with these regulations is essential to ensuring timely reporting and maintaining aviation safety and security.

(2) CASRs Section 543 (1) An air carrier must immediately notify the Minister when any of the following incidents occur:

(a) the hijacking or attempted hijacking of an aircraft

(b) the discovery, on board an aircraft, of a weapon, other than a weapon permitted under subsections 79(2.1) to (2.4) or a weapon that the air carrier authorized under section 531, subsection 533(1) or section 533.1

(c) the discovery, on board an aircraft, of an explosive substance or an incendiary device in respect of which the air carrier was not notified in accordance with subsection 80(3), other than ammunition permitted under subsections 79(2.1) to (2.4) or ammunition that the air carrier authorized under section 533.1

(d) an explosion on an aircraft, unless the explosion is known to be the result of an accident

(e) threat against an aircraft, flight, or part of an aerodrome or other aviation facility, that is under the air carrier's control; and

(f) an aviation security incident that involves PoJ in any part of an aerodrome that is under the air carrier's control.

6.0 Procedures for responding to unruly passenger incidents

(1) Planned, efficient and coordinated response to unruly passenger incidents is critical to facilitating effective and timely enforcement of unruly passenger incidents. This section includes key stakeholder's processes and requirements when responding to unruly passenger incidents.

6.1 Law Enforcement procedures when PoJ is based on-site

(1) If PoJ receives a report of unruly passenger on a domestic inbound flight:

(a) PoJ attends the location of the unruly passenger or the occurrence

(b) PoJ will liaise with air operator representative to obtain relevant information (e.g, associated to other passengers, connecting flights, baggage, etc.).

(c) PoJ will liaise with designated aerodrome representatives in case of impact to Aerodrome operations.

(d) PoJ will determine if an offence has occurred and if any person requires medical attention.

(e) PoJ will establish if reasonable grounds exist to detain/arrest unruly passenger.

(f) PoJ will determine the necessary tactics for passenger/offender engagement and removal, as necessary.

Note: The air operator is to follow their procedures for handling and removing any checked baggage.

(2) If PoJ receives a report of an unruly passenger on an international inbound flight

(a) PoJ attends the location of the unruly passenger or the occurrence

(b) PoJ will liaise with air operator representative obtain relevant information (e.g., associated to other passengers, connecting flights, baggage, etc.)

(c) PoJ will liaise with designated aerodrome representatives in case of impact to Aerodrome operations

(d) PoJ will liaise with Canada Border Services Agency (CBSA) in person(s) for Canada Customs and Immigration clearance of the unruly passenger

(e) PoJ will determine if an offense has occurred and if any person requires medical attention

(f) PoJ will establish if reasonable grounds exist to detain/arrest the unruly passenger or offender and follow their arrest/detention procedures

(g) PoJ will determine the necessary tactics for passenger/offender engagement/removal

Note: The air operator is to follow their procedures for handling and removing any checked baggage.

6.2 Law Enforcement procedures when PoJ is based off-site

(1) If PoJ receives a report of an unruly passenger on a domestic inbound flight:

- (a) PoJ attends the location of the unruly passenger or the occurrence
- (b) PoJ will liaise with air operator representative to obtain relevant information (e.g., associated to other passengers, connecting flights, baggage, etc.)
- (c) PoJ will liaise with designate Aerodrome representatives in case of impact to Aerodrome operations
- (d) PoJ will determine if an offence has occurred and if any person requires medical attention
- (e) PoJ will establish if reasonable grounds exist to detain/arrest unruly passenger and follow their arrest/detention procedures
- (f) PoJ will determine the necessary tactics for unruly passenger/offender engagement and removal as necessary.

Note: The air operator is to follow their procedures for handling and removing any checked baggage

(2) If PoJ receives a report of an unruly passenger on an international flight inbound

- (a) PoJ attends the location of the unruly passenger or the occurrence
- (b) PoJ will liaise with air operator representative to obtain relevant information (e.g., associated to other passengers, connecting flights, baggage, etc.)
- (c) PoJ will liaise with designated aerodrome representatives in case of impact to Aerodrome operations
- (d) PoJ will liaise with CBSA for Canada Customs and Immigration clearance of the unruly passenger
- (e) PoJ will determine if an offence has occurred and if any person requires medical attention
- (f) PoJ will establish if reasonable grounds exist to detain/arrest the unruly passenger/offender and follow their arrest/detention procedures
- (g) PoJ determine the necessary tactics for passenger/offender engagement/removal

Note: The air operator is to follow their procedures for handling and removing any checked baggage

6.3 Air Operator incident response procedures at check-in

(1) When, at check in, a passenger, or any other individual, displays unruly behaviour such as, but not limited to:

- (a) Use of insulting or obscene language to air operator staff or any other person
- (b) Verbal threats of physical violence against air operator staff or any other person
- (c) Displays obvious signs of intoxication from alcohol or narcotics

(2) The agent immediately advises their manager/supervisor of the situation and call for local security or PoJ IF the situation is escalating prior to arrival of the manager.

(3) The agent must not engage in any verbal response or other behaviour that may escalate the situation.

(4) The agent should take detailed notes of the incident for the purposes of reporting the incident, as necessary, particularly for any potential investigation that could follow.

(5) The supervisor/manager will make the decision on whether the unruly passenger will be allowed to travel and complete a report (or document in writing) that records the decision.

(6) If the passenger returns to the check-in counter after being refused check-in due to unruly behaviour, they cannot be allowed to check-in without the approval of the air operator's security department, or equivalent.

Note: Throughout the process, possible medical and mental health conditions should be considered when investigating the situation.

6.4 Air Operator incident response procedures at the gate

(1) At the departure gate, operator personnel should assess the immediate area to identify individuals waiting to board the flight who may pose a problem during the boarding process or on board due to unruly behaviour displayed at the time including but not limited to:

- (a) Use of insulting or obscene language to air operator staff or any other person
- (b) Verbal threats of physical violence against air operator staff or any other person
- (c) Displays obvious signs of intoxication by alcohol or narcotics

(2) Throughout the boarding process, all air operator personnel should always be vigilant and aware of the conditions of passengers attempting to board a flight. Assessments should be made of every passenger who approaches the gate for boarding.

(3) If any personnel identify a person displaying any of the above behaviours, they should:

- (a) If safe to do so, approach the individuals involved and assess the situation. If warranted, attempt to diffuse the situation using de-escalation techniques.
- (b) If the situation cannot be diffused, contact the supervisor or duty manager for assistance in managing/diffusing/controlling the situation.
- (c) Should the situation continue after attempts from the manager, contact aerodrome on-site security, PoJ, and air operator security, if warranted.

(4) Constant communication between air operator personnel on site and their Operations Command Centre (OCC) Duty Manager is necessary when a passenger is denied boarding.

(5) The decision to deny entry to the passenger is made by the check-in agent manager/ duty manager at the airport at the gate. The flight crew is typically not involved in the decision and should be advised and briefed on the rationale once a decision has been made to either deny or allow the boarding. This ensures the flight crew can focus on flight preparation and ensuring a safe flight.

(6) All resources are to be utilized to prevent any passenger at risk of causing an issue in-flight from entering the bridge to board their flight.

6.5 Aerodrome security incident response procedures

(1) Upon notification of an incident on Aerodrome property involving unruly behaviour, aerodrome security is a key stakeholder involved in the initial response, the de-escalation and, if required for the immediate safety and security of the public, physical intervention

(2) Response procedures vary by incident. Refusal to cooperate with aerodrome security personnel, criminal offense or non-criminal offense, must be assessed according to procedures.

(3) Aerodrome security personnel will work with involved stakeholders in determining corrective action.

(4) In all cases, aerodrome security personnel will document the incident and follow established procedures to ensure TC SITCEN notification.

6.6 Air Operator procedures for denial of unruly passengers

(1) The following procedures apply for air operators when a passenger is denied boarding at the pre-board stage

(a) Inform the passenger of the decision and provide the basic rationale that their behaviour makes them a safety concern for the rest of the passengers and crew, and they cannot board as a result.

(b) If necessary, based on how the passenger responds, advise PoJ and request their assistance.

Note: At an airport without PoJ onsite, the air operator can contact aerodrome security personnel, who will then follow the internal procedures to notify PoJ

(c) Locate, offload and return the passengers checked baggage, if they checked any bags or items.

(d) A report detailing the context and rationale of the denial to board should be submitted. If PoJ were involved, reference the officer who responded by badge number and name.

(e) The OCC is to be advised of the incident and if deemed necessary, the in-charge flight attendant and pilot-in-command as well.

(2) On-board denial: If a passenger boards an aircraft, but is subsequently denied travel by the crew, the following procedures apply

(a) Air operator personnel may be required to escort the passenger back to the departure lounge.

(b) An air operator ground agent will receive and record the full details of the denial by the flight crew and/or any other parties involved in the decision.

(c) If the passenger refuses, air operator personnel can attempt to de-escalate the situation by:

(i) Informing the passenger that if they do not follow crew instructions, (e.g., stop the unruly behaviour) PoJ will be/has been called,

(ii) Asking passengers to remain seated and dispersing passengers to other seats, if necessary and possible.

(iii) Using any other suitable de-escalation technique learned in training

(3) If the behaviour continues, upon arrival of PoJ, procedures described in section 6.1 or 6.2 apply. As it relates specifically to PoJ response when the passenger is still on board, air operator crew personnel should expect the following:

(a) Upon their arrival at the aircraft door, expect PoJ to seek basic information required to inform them of the nature and seriousness of the situation.

(b) To ensure proper identification, a crew member will likely be asked to take PoJ to the unruly passenger(s) as opposed to providing a seat number, description, pointing etc.

(c) PoJ may ask for crew members to begin identifying potential witnesses.

6.7 Air Operator notifications

(1) The air operator manager or supervisor on duty must notify the following groups and departments immediately after the decision to deny boarding is made.

- (a) Air operator Operational Command Centre (if applicable)
- (b) Air operator Local Management (i.e. Station Manager)
- (c) Air operator Security Department
- (d) Transport Canada SITCEN (when PoJ are also notified)

(2) Notifications can be made initially with a phone call but is to be followed up with an e-mail notification. A full statement of the facts is be reported to the operator's security department, or as stated in the operator's Standard Operating Procedures as soon as possible following the conclusion of the incident.

(3) Statements are required from any air operator staff that were involved, regardless of their level of involvement. Examples include, but are not limited to:

- (a) Check in agent(s) or crew member(s) dealing directly with the passenger(s)
- (b) Check in agent(s) or crew member(s) who witnessed the incident
- (c) Managers and/or Supervisors who had direct contact with the passenger(s)

6.8 Aerodrome Security incident response procedures

(1) Aerodrome Security supports incident response as follows:

- (a) Provide initial response, de-escalation and, if required for the immediate safety and security of the public, physical intervention.
- (b) Initiate request for PoJ if the unruly behaviour is a criminal offence or if the unruly passenger refuses to collaborate with aerodrome security personnel.
- (c) If the unruly behaviour is not a criminal offence, aerodrome security personnel will work with involved stakeholders to determine the appropriate response (e.g., denial of boarding, expulsion from airport property).
- (d) Document the incident and take reporting actions as per procedures to ensure notification to Transport Canada.

6.9 NAV CANADA unruly passenger incident response procedures

(1) The NAV CANADA response to an unruly passenger incident involving aircraft is multi-layered depending on the situation and the information available to the controller or Flight Services Specialist (FSS) at the time of receipt of a call.

- (a) NAV CANADA will receive a call from an aircraft to advise them of the situation.
- (b) The controller or FSS will attempt to obtain as much of the following information as is available at the time:
  - (i) Nature of the situation, including the number of passengers involved,
  - (ii) Identification and type of aircraft,
  - (iii) Point of departure,
  - (iv) Position and altitude,
  - (v) Estimated time of arrival,

(vi) Number of persons on board,

(vii) Amount of fuel remaining,

(viii) Any instructions or requests from the pilot

(c) If the pilot declares an emergency and requests an immediate diversion or landing, the aircraft will be rerouted and given priority to land. ATS or the operator will make the necessary arrangements for law enforcement to meet the aircraft at the gate or remote off-stand holding depending on perceived threat level.

(d) The collected information, as outlined in paragraph 6.9(2)(b), is provided to the Operations Duty Manager in the Area Control Centre (ACC)

(e) NAV CANADA will also coordinate with civilian and military agencies to manage the situation when a pilot reports the following:

(i) Interference Level 1-4,

(ii) Unruly or disruptive behaviour,

(iii) Hijacking,

(iv) Other suspicious activity,

6.10 CATSA unruly behaviour incident response procedures

(1) Section 602.46 of the Canadian Aviation Regulations states that no air operator or private operator shall transport a person if at the time of check-in or at boarding the actions or statements of the person indicate that the person may present a risk to the safety of the aircraft, persons or property. As such, CATSA plays a critical role in the identification and management of unruly behaviour.

(2) Unruly Behaviour at a checkpoint can include, but is not limited to, any of the following behaviours:

(a) Physical harm to persons or property has occurred (e.g., punching, slapping, throwing objects at a person with significant force),

(b) Injury to screening personnel or other persons has occurred,

(c) Deliberate damage to CATSA, or aerodrome property has occurred,

(d) Verbal and non-verbal threats to cause serious physical injury to screening personnel or others, or to cause damage to CATSA or aerodrome property; or

(e) Use of, or threatening the use of, a weapon.

(3) The following process is for responding to incidents involving an air operator passenger exhibiting Unruly Behaviour to a Screening Officer at a pre board screening checkpoint

(a) The Screening Officer will initiate emergency procedures as set out in the Standard Operating Procedures (SOPs) and call the Supervisor (as defined in the SOPs)

(b) The Supervisor will:

(i) Initiate emergency procedures (if not already done)

(ii) Close the screening line or checkpoint, as appropriate

(iii) Manage the situation as per documented, aerodrome-specific containment procedures,

(iv) Call CATSA's Screening Operations Centre, CATSA Regional Management, Air operator, and the relevant airport authority including PoJ if necessary.

(v) Advise Air operator that the person has shown Unruly Behaviour and provide details of the passenger's behaviour,

(vi) Report the situation to the Transport Canada SITCEN as a critical incident, describing the type of Unruly Behaviour.

(c) PoJ shall decide whether further action is needed (i.e., recommendation of charges).

(d) Air operator may elect, in its sole discretion, to deny boarding to the person, or to permit it if applicable requirements have been met.

(e) CATSA will archive CCTV images (available at Class I and II airports) and electronic and paper documents relating to the incident.

6.11 Transport Canada Aviation Security Operations incident response requirements

(1) Responding to and managing unruly behaviour in an aviation context will often necessitate the use of the *Civil Aviation Security Regulations, 2012 (CASR)* in conjunction with the CARs when a threat is made. This section describes that intersection and CASR requirements for reporting incidents to the Minister and serves as a reminder for Air Operators that when a threat is made on board an aircraft, the CASR must be applied in conjunction with the CARs. Compliance with the CASRs ensures that security threats are managed appropriately and that regulatory requirements are met.

(2) Under CASR Section 543, air operators must immediately report any security threat against an aircraft, flight, aerodrome, or any other aviation facility under their control (i.e., check-in counter, gate, ramp, on board, etc. This also includes any aviation security incident involving PoJ within their designated area at an aerodrome.

(3) These reports must be submitted to the Minister of Transport Canada promptly, ensuring timely action and follow-up. Security threats constitute those listed under 5.6 (2) in this document, including any situation where PoJ, are called to respond.

(4) When a security threat is identified, air carriers must coordinate with relevant authorities in the following manner

(a) Notify the pilot-in-command and follow internal security protocols.

(b) Immediately report the incident to the Minister as required under CASR Section 543.

(c) Coordinate with law enforcement and aviation security agencies for appropriate action.

(d) Ensure that all reports are documented and submitted as per regulatory guidelines.

(5) Not adhering to CASR Section 543 could pose significant risks to aviation security. Air carriers are required to establish clear reporting mechanisms to ensure an effective response to security threats as well as safety threats. This section intends to clarify the obligation of air carriers when handling threats, including unruly passenger behaviour resulting in PoJ response, to promptly report incidents to the Minister as required under Section 543. Strict adherence to these requirements enhances aviation safety and security and ensures regulatory compliance.

6.12 Procedures if a flight diversion is required

(1) If an unruly passenger situation jeopardizes the safety of the flight, it may be necessary to divert the flight to protect the safety and well-being of crew and passengers.

(2) If an unruly passenger event occurs in-flight and a diversion is required, the following high-level procedures can be followed to understand where the aircraft should be directed for processing at the diverted landing aerodrome.

(a) The air operator will inform NAV Canada as per section 6.9 of the pilot's intentions in response to the situation.

(b) Once known, the air operator will inform the aerodrome of the situation warranting the diversion.

(c) In coordination with the aerodrome, NAV CANADA will confirm with the aircraft where it is to be marshalled after landing and issue appropriate taxi instructions. The aerodrome's decision will consider whether the passengers have received security screening prior to departure. (For example, the flight may have departed from a CATSA non-designated airport) This information must factor into the decision to ensure those passengers do not enter sterile areas of an aerodrome.

(d) As per local procedures, the aerodrome, or air operator will advise PoJ and coordinate their response, including directing PoJ to where to meet the aircraft.

7.0 Situational Threat Risk Assessment process

(1) To assist Canadian airport authorities in the development of emergency and incident response procedures, the Canadian Airports Council (CAC), the Air Transportation Association of Canada (ATAC), Airport Law Enforcement SMEs and the Canadian Air Transport Security Authority (CATSA) developed the guidance document, *Guidelines for the Development of Incident Management and Emergency Response Procedures at Screening Checkpoints.* Chapter 4 of the document describes the Situational Threat Risk Assessment process (TRA) that can be used as a tool to assess a situation involving unruly passengers.

(2) To guide the process of determining the actual threat risk level of an unruly passenger incident, Aerodrome stakeholders can collaborate to complete a TRA. A TRA ensures stakeholders have an opportunity to participate in the risk determination and have a voice in determining the appropriate response and action taken, which may include enforcement.

8.0 Evidence gathering techniques

(1) A critical component of enforcing unruly passenger incidents is ensuring that the proper evidence has been collected. This section provides guidance on how to collect that evidence effectively and efficiently.

(2) The following procedures apply regardless of whether PoJ is on site or off site.

(a) Stakeholders work together to establish and secure the identity of the offender

(b) PoJ conducts the investigation, and may require the following support regarding evidence collection:

(i) Summary of the occurrence/offence (who, what, where, when, how etc.)

(ii) Provide a contact list of:

(A) Flight Crew,

(B) Witness(es),

(C) Victim(s),

(D) Offender(s).

(iii) Information on whether video evidence exists (e.g., cell phones videos) from other passengers, airport CCTV, etc.

(iv) Collect CCTV from the airport authority if available.

(v) Secured item(s) previously secured by air operator personnel or other stakeholder personnel involved in an incident (e.g., alcohol bottles, drug, paraphernalia, vapes, cigarettes, or any other items used in the commission of an offence.)

(vi) Other information requested for PoJ for their investigation.

Note: If witnesses cannot wait for PoJ response, collect their contact information and inform them that PoJ will follow up as necessary as part of an associated investigation.

(3) Request witnesses remain on the scene until PoJ, or other enforcement arrives.

(4) While awaiting response from law enforcement, begin collecting witness names and contact information to share with law enforcement upon arrival.

9.0 What to do when awaiting Law Enforcement response

(1) While awaiting response from PoJ, stakeholders are encouraged to follow this guidance, especially if PoJ is located off site and the response times are longer:

(a) De-escalation: Utilize de-escalation techniques as per local procedures or training programs

(b) Keep yourself safe: Regardless of the situation, it is important to keep yourself safe. Remember, Law Enforcement cannot “Agent-ize” civilians; that means unofficially give them law enforcement duties or authorities of a PoJ

(c) Keep eyes on the unruly passenger(s) and keep track of offenders, witnesses, etc. as best and as safely as possible

(d) Collect all evidence that you believe may be relevant to the incident and potential future enforcement activity. If you are unsure, collect it anyway and the PoJ can determine if it is relevant enough to maintain

(e) Collect witnesses contact information, *if safe to do so*, for handover to the PoJ upon their arrival.

10.0 Information management

(1) Not applicable.

11.0 Document history

(1) Not applicable.

12.0 Contact us

For more information, please contact:

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We invite suggestions for amendments to this document. Submit your comments to:

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Original signed by

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Appendix A -

Additional Information: Training and Resources

(1) Transport Canada's Advisory Circular 700-010*: Unruly Passengers and Incidents of Interference with a Crew Member* is guidance to provide air operators with additional information to help them in the development of their procedures and training programs related to unruly passengers and incidents of interference.

(a) This document provides information related to recognizing and managing incidents of unruly behavior, including:

(i) Key Regulatory Provisions,

(ii) Information on Refusal to Transport,

(iii) Preventing and Managing Incidents,

(iv) Training Program Considerations, and

(v) Determining what constitutes Level 1-4 unruly behavior.

(2) IATA Unruly Passenger Strategy (v3 2023) Even safer and more enjoyable air travel for all: A strategy for reducing unruly and disruptive passenger incidents

(a) This document outlines IATA's strategy with the objective of reducing the number of unruly passenger incidents