

FIT TO FLY

Summary Report of the Policy Debate on Alcohol and Air Travel

AN INSTITUTE OF ALCOHOL STUDIES
AND EUROCARE REPORT

August 2018





ABOUT THE INSTITUTE OF ALCOHOL STUDIES AND THE EUROPEAN ALCOHOL POLICY ALLIANCE

The Institute of Alcohol Studies (IAS) is a registered charity (number 1112671). IAS is an independent institute bringing together evidence, policy and practice from home and abroad to promote an informed debate on alcohol's impact on society. Our purpose is to advance the use of the best available evidence in public policy decisions on alcohol.

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The European Alcohol Policy Alliance (Eurocare) is an AISBL registered in Belgium and is an alliance of non-governmental and public health organisations across Europe advocating for the prevention and reduction of alcohol-related harm. Member organisations are involved in advocacy and research, the provision of information and training on alcohol issues, and services for people whose lives are affected by alcohol problems.

Eurocare's mission is to promote policies that prevent and reduce alcohol-related harm. Our message regarding alcohol consumption is that "less is better".

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EXECUTIVE SUMMARY

The incidence of drunk and disruptive passengers on flights is increasing, having risen significantly since 2013.¹ This puts the safety and welfare of passengers and cabin crews at risk, including children. Though perpetrated by a minority of passengers, the consequences of disruptive behaviour are far-reaching: 60% of adults in Great Britain who have travelled by air have encountered drunken passengers and 51% believe there is a serious problem with excessive alcohol consumption during air travel.²

Although there are existing legal and voluntary measures in place to address the problem of drunk and disruptive passengers, we found that these alone are insufficient to address the issue and should be bolstered through additional measures.

The Institute of Alcohol Studies (IAS) and the European Alcohol Policy Alliance (Eurocare) hosted a stakeholder event to investigate the nature of the problem and explore potential policy solutions. The event gathered 30 experts in the area of alcohol policy and aviation from across Europe. Speakers included a representative of Ryanair, the European Travel Retail Association, a legal expert and adviser to a UK House of Lords Committee and a representative of the Nordic Alcohol and Drug Policy Network (NordAN).

This report presents an outline of the current issues associated with alcohol and air travel, the legal framework and the policy recommendations arising from the event. Presentations and pictures from the event are available at the [Eurocare website](#).³ It also includes public opinion polling data from a survey of adults (aged 18+) in Great Britain who travel by air.

A number of potential policy solutions were discussed. Of these, we have highlighted three key recommendations which have support from the public and stakeholders, would be workable and are likely to be effective:

1. Better licensing regimes in airports, including, in the UK, the application of the Licensing Act so that premises after security are required to follow the same legislation as premises in the rest of the country.

This would better regulate the sale of alcohol in airports and place a legal requirement on staff not to serve alcohol to people who are already intoxicated as in licensed premises on the high street.

This measure received the support of 86% of GB adults who travelled by air and was opposed by only 4%,⁴ the highest level of support for any measure on which we polled the public. It is also supported by the UK House of Lords Licensing Act Committee and various local government bodies, the National Police Chiefs' Council, Airlines UK and the Association of Licensed Multiple Retailers.

1 Civil Aviation Authority (2018) [CAA calls for more prosecutions to crack down on violent and drunken airline passengers](#)
2 YouGov. Total sample size was 2016 adults, of which 1,792 have travelled by air. Fieldwork was undertaken between 13th - 16th July 2018. The survey was carried out online. The figures have been weighted and are representative of all GB adults (aged 18+).
3 Eurocare (2018) [Fit to Fly Policy Event](#)
4 YouGov survey. Total sample size was 1,792 adults who have travelled by air. Fieldwork was undertaken between 13th - 16th July 2018.



2. Empowerment of local police forces at landing airports through the application of the Montreal Protocol.

This would allow local police forces to prosecute disruptive passengers. Under the current system, it is the police in the country where the aircraft is registered who have the authority to act, meaning that the police in the landing airport can be powerless to act.

This is supported by two of the main stakeholder representatives: the European Travel Retail Association, which represents airport retailers, and the International Air Transport Association, which represents airlines.

3. Alcohol consumption at airports to be restricted to bars and restaurants, with alcohol bought at duty-free put in sealed containers and taken directly to the gate for passengers to pick up, or placed directly in the hold of the aircraft.

This would prevent passengers drinking cheap duty-free alcohol in the airport. 7% of GB adults who drank alcohol in airports said that they drank alcohol from duty-free.⁵ Placing duty free in the hold, or in sealed containers, would also encourage passengers not to drink duty-free alcohol onboard the plane. The practice of sealed containers is already undertaken in some airports such as in South Africa, due to security concerns around liquids and gels,⁶ demonstrating that this measure would be workable in practice.

Restricting the consumption of alcohol to bars and restaurants in the airport received the support of 74% of GB adults who travelled by air and was only opposed by 10% of GB adults.⁷ This was the second highest level of public support for measures on which we polled the public.

5 YouGov survey. Total sample size was 2016 adults, of which 1,792 have travelled by air. Fieldwork was undertaken between 13th - 16th July 2018.

6 Duty Free Shopping OR Tambo International website, [FAQ](#)

7 YouGov survey. Total sample size was 2016 adults, of which 1,792 have travelled by air. Fieldwork was undertaken between 13th - 16th July 2018.



ALCOHOL AND THE PROBLEM OF DISRUPTIVE PASSENGERS

Alcohol-related disruptive behaviour on airplanes is increasing. According to the UK Civil Aviation Authority incidents have risen significantly since 2013.⁸ The International Air Transport Association (IATA) note that there were over 58,000 reported cases of unruly passengers in the period 2007 – 2016, 17% (9,837) of which were in 2016 alone. Intoxication and consumption of the passenger's own alcohol were listed as the most frequent reason for disruptive behaviour.⁹

The IATA report also indicated that incidents are becoming more serious: 169 incidents involved restraint in 2016, up from 113 in 2015.¹⁰ IATA state that “unruly passengers remain a significant issue for the industry” and one aviation security expert has estimated that alcohol-triggered misconduct affects around 50 flights a day worldwide.¹¹ In the UK, the number of flights with one or more disruptive passengers in 2016 was 418, more than double the reports from the previous year.¹²

It is possible that the rise in reported incidents could reflect improved reporting rather than an increase in incidence. However, the concurrent rise in other figures such as arrests, does indicate a growing problem. In the UK, police made 387 arrests at airports on planes in 2016, up from 255 in the previous year.¹³ In fact it may be that cases are still under-reported: IATA believes that airlines underestimate or under-report the problem.¹⁴

A YouGov survey commissioned by the Institute of Alcohol Studies (IAS) found that 60% of Great British adults who had travelled by air had encountered drunk passengers whilst flying. Even more worryingly, the majority (51%) of adults who had flown thought there is a serious problem with excessive alcohol consumption in air travel, compared with only 35% who didn't think it was a serious problem.¹⁵

The UK media has reported several incidents of disruptive behaviour caused by alcohol recently. On 20 June 2018 it was reported that a drunk man on an EasyJet flight from Belfast to Birmingham gave a Nazi salute before attempting to grab the pilot by the throat after being asked to raise his window blind.¹⁶ On 25 June 2018 it was reported that a Jet2 flight from Birmingham to Ibiza was diverted to Toulouse so that members of a drunken stag party group who had been acting aggressively could be removed from the plane.¹⁷ On 27 June 2018 it was reported that a couple were asked to leave a flight to Copenhagen at Manchester Airport when they began swearing loudly after each drinking five pints at the free airport bar.¹⁸

8 Civil Aviation Authority (2018) [CAA calls for more prosecutions to crack down on violent and drunken airline passengers](#)

9 International Air Transport Association (2017) [Unruly and disruptive passengers](#)

10 Ibid.

11 The Independent (2016) [Airport alcohol rule changes: what you need to know about the new rules on drinking as an airline passenger](#)

12 Civil Aviation Authority, [Disruptive passengers webpage](#)

13 The Telegraph (2017) [Revealed: The growing problem of drunk and abusive fliers – and the worst routes for bad behaviour](#)

14 USA Today (2017) [Airline crews are being forced to restrain more unruly, drunk passengers](#)

15 Total sample size was 2016 adults, of which 1,792 have travelled by air. Fieldwork was undertaken between 13th - 16th July 2018.

16 Leicester Mercury (2018) [Drunk EasyJet passenger gave Nazi salute before trying to grab pilot by throat](#)

17 BBC News (2018) ['Aggressive' stag party divert Birmingham to Ibiza flight](#)

18 The Sun (2018) [Is it illegal to be drunk on a plane and how much alcohol can you take on a flight? Drinking in the air explained](#)



On 13 July 2018 it was reported that a woman was given a suspended prison sentence after drunkenly punching her husband on an EasyJet flight from Majorca to Liverpool.¹⁹

The impact of drunk and disruptive passengers

In the UK, the majority of people do not drink in airports: a YouGov survey found that only 24% of GB adults reported drinking alcohol in airports, and only 2% of adults reported drinking four drinks or more.²⁰ The European Travel Retail Association believe that disruptive passengers are a minority but that they have a disproportionate impact due to the risks they pose to safety.²¹ Accidents on airplanes are uniquely unforgiving and the worst scenarios endanger the lives of many people. Drunk and disruptive passengers distract the cabin crew from their safety duties and can cause a hazard in emergency evacuations when every passenger needs to be able to follow instructions.

Drunk and disruptive passengers also pose a safety risk to cabin crew. Disruptive passengers have been identified by cabin crew as one of their top three safety concerns, with intoxication highlighted as the main cause of disruption.²² A survey of 4,000 cabin crew, carried out by trade union Unite for BBC Panorama found that the overwhelming majority had witnessed drunk disruptive passenger behaviour and over half of cabin crew had experienced or witnessed physical, verbal or sexual abuse at the hands of drunken passengers. Panorama further reported that crew have been kicked, punched and headbutted by drunken passengers. The programme included an interview with a former cabin crew manager, Ally Murphy, who resigned in part due to the continued sexual harassment and assault she experienced from passengers. She described her experiences on the programme:

“People just see us as barmaids in the sky. I was pulled into an upper class bed by a passenger ... they would touch your breasts or they’d touch your bum or your legs or, I mean, I’ve had hands going up my skirt before. It’s rage-inducing and you shouldn’t have to deal with that.”²³

As well as having safety implications, there are significant disruption and costs associated with drunk passengers. Drunkenness on airplanes can cause flights to be diverted, causing delay and disruption and with a typical cost of £10,000 – £80,000.²⁴ They can also negatively impact on the quality of other passengers’ travelling experience, including children. Some people believe that children should have the right to grow-up in alcohol-free environments and should not have to witness drunken behaviour from adults, including during air travel.²⁵

The nature and location of the problem

Unruly passengers may begin drinking at the airport, or before arrival, either in bars, airport lounges or drinking alcohol bought in duty-free at the airport. They may then continue drinking in-flight. Drinking preflight makes it difficult for cabin crew to track individuals’ alcohol consumption and predict the tipping point at which a passenger’s behaviour becomes a safety threat. By the time cabin crew refuse to serve another drink to a passenger, it may

19 The Mirror (2018) [Drunk easyJet passenger repeatedly punched husband in ‘Sangria-fuelled’ rampage after being refused four glasses of wine](#)

20 YouGov survey. Total sample size was 2016 adults. Fieldwork was undertaken between 13th - 16th July 2018.

21 Eurocare and Institute of Alcohol Studies policy event

22 International Air Transport Association, [Unruly and Disruptive Passengers Infographic](#)

23 BBC Panorama (2017) [Plane Drunk](#)

24 Civil Aviation Authority, [Disruptive passengers webpage](#)

25 Eurocare and Institute of Alcohol Studies policy event



already be too late. This is even more difficult if a passenger is drinking alcohol bought in duty-free on the plane, as it is impossible for crew to monitor how much the passenger is drinking.

The problem of drunk and disruptive passengers is not uniform across the globe. Ryanair have highlighted the UK and Ireland as particularly problematic areas for incoming and outgoing flights, with chartered or cheap flights to southern parts of Europe, especially Spain and the Balearics, identified as problem areas.²⁶

The linear nature of air travel poses a unique problem

Unlike the high street, where people who are drinking can move freely between bars, the airport is a linear environment which means that once passengers have passed through one stage, they are not free to return to a previous stage. A typical journey might look like this:

Check in → Security → Airport Lounge → Departure gate → Airplane

In practice this can mean that the quickest and easiest way for a member of airport staff to deal with a drunk and disruptive passenger is to let them pass to the next stage quickly. Unfortunately, this means that the problem can be “exported” for the people at the next stage to deal with. This has safety implications because a disruptive passenger on a plane poses a much greater risk to safety than a disruptive passenger at security or in an airport lounge.

The effects of alcohol consumption do not tend to manifest immediately, so it can be difficult for airline staff to judge whether a person is too drunk to board a flight. Passengers tend to spend only a short amount of time at each stage, for example at the departure gate, and so it can be difficult for staff to assess whether somebody is fit to fly.

A lack of consensus amongst stakeholders as to the nature of the problem

Stakeholders at the policy event generally believed that the problem began at the stage of travel before theirs:

- ▶ Destination airport representatives reported that people arrived at their airports already drunk, creating a security risk at the airport and putting pressure on local services such as the police who had to deal with drunk and disruptive individuals.
- ▶ Airlines reported that passengers didn't have enough time to drink to excess on a short-haul flight and said their crew were trained to ensure people do not become too intoxicated. They felt the problem arose from alcohol consumed in the terminal before boarding or bought in duty-free and drunk illicitly on the plane.²⁷
- ▶ Airport retailers reported that passengers were generally not in the airport for long enough to become too intoxicated (though this is different when flights are delayed). They felt that that the problem arose from people getting drunk before they arrive at the airport, especially for very early flights which could mean that passengers arrive directly from a night out.

26 Eurocare and Institute of Alcohol Studies policy event

27 Eurocare and Institute of Alcohol Studies policy event, and International Air Transport Association (2017) [Unruly and disruptive passengers](#)



This lack of consensus about the nature of the problem was mirrored in a lack of agreement about how the problem should be solved. Generally, stakeholders made recommendations for policies which would not affect their own businesses. For example, Ryanair recommended that restrictions be placed on sales of alcohol at airports, whereas the European Travel Retail Confederation (ETRC) recommended measures such as better enforcement at the landing airports. There were few areas where all stakeholders could agree on a common solution. Moreover, the current airlines business model and the framework in which everyone operates could be part of the issue: as airline tickets become cheaper, often airports (and regional authorities) secure profitability through encouraging retail sales.

The lack of consensus amongst stakeholders clearly shows the need for leadership from governments to impel stakeholders to work together and to implement policies which may be opposed to their business interests but are beneficial to staff and passengers.

Existing legal framework

International

EU regulation on serving alcohol at airports is lax and only contains a recommendation that airlines “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”.²⁸ Thus, for the time being it is at each airline’s discretion to formulate and enforce its own boarding and serving policies.

Furthermore, passengers involved in serious disruption during a flight may face no charges upon landing due to the multi-jurisdictional nature of air travel. Under existing international laws, it is the police in the country where the aircraft is registered which have jurisdiction over an incident that occurs during a flight. If an incident takes place when the aircraft is away from its home base, and the flight diverts or continues on to its destination, then the authorities in the country where the plane lands are powerless to act.

The Montreal Protocol 2014 is an attempt to resolve this problem by granting legal jurisdiction over these incidents to the country where the airplane lands. IATA believe this will lead to greater enforcement which will be a stronger deterrent. 22 countries must adopt the protocol before it comes into force and so far, only 12 have done so. It is expected that the required number of states will be reached by 2019.²⁹

UK

In the UK there is a maximum sentence of two years in prison or a fine of £5,000 for drunkenness on an aircraft. Where the safety of the aircraft and passengers on board has been endangered, the maximum sentence is five years. Disruptive passengers can also be required to pay the costs of diversion, which are between £10,000 – £80,000 depending on the size of the aircraft and the diversion destination.³⁰ The aviation industry has rules against drinking alcohol on a plane, other than that served by cabin crew staff. There are demands from airlines that the law should be changed to make the consumption of a passenger’s own alcohol on a plane a criminal offence to allow those who do it to be prosecuted.

28 European Commission (2014) [Commission Regulation \(EU\) No 379/2014](#)

29 International Air Transport Association (2017) [Unruly and disruptive passengers](#)

30 Civil Aviation Authority, [Disruptive passengers webpage](#)



A lot more can be done in the UK to prevent problems occurring in the first place. Part of the problem in England and Wales could be due to the fact that normal licensing laws don't apply once past security in an airport, allowing premises to operate outside of licensing laws. A House of Lords Committee considering the issue of drunk and disruptive passengers noted that "no one travelling on an international flight can fail to notice that, once they have gone through customs, control of the sale of alcohol seems to be relaxed, and the permitted hours even more so."

Because of a lack of licensing legislation, shops which would normally not serve alcohol on the high street, such as Eat or the West Cornwall Pasty Company, can serve alcohol after security. It also allows for a proliferation of airport lounges where passengers pay in the region of £20 – £30 to gain access to a bar with freely available alcohol. The alcohol is a key part of these lounges' attraction: the Gatwick website advertises "free-flowing champagne and cocktails" in their Clubrooms,³¹ and a "self-pour bar" in their My Lounge.³² Stansted Airport's website describes its lounge as follows: "The complimentary bar is well stocked with branded drinks such as wines, beer and spirits."³³

The lack of licensing laws is due to an exemption dating back several decades, though renewed most recently in 2005. The Lords Committee recommended that: "The Licensing Act 2003 should apply fully airside at airports, as it does in other parts of airports".³⁴ The UK Government responded to the recommendation stating that "any disruptive passenger behaviour is entirely unacceptable and an issue that warrants further examination" and committed to issue a consultation in 2018 on limiting the impact of disruptive passengers on the travelling public.³⁵

The change required to make the *Licensing Act* apply airside would be relatively straightforward and would not require primary legislation: Section 173 of the *2003 Licensing Act* includes a provision for the Secretary of State to make an order to revoke the *Airport Licensing (Liquor) Order 2005*, which is the most recent iteration of the exemption.³⁶

Existing measures to combat the problem

There are a number of non-legislative measures which are already in place to address the issue of alcohol-related disruption to air travel, though the evidence of the ongoing problem indicates that these alone are insufficient.

Duty Free World Council Code of Conduct

In 2015 the Duty Free World Council created the Self-Regulatory Code of Conduct for the Sale of Alcohol Products in Duty Free & Travel Retail. Parts of the code include measures such as promotions at airports not encouraging excessive consumption, and guidance around not selling to people who are intoxicated.³⁷

31 Gatwick Airport website, [Airport Lounges](#)

32 Gatwick Airport website, [My Lounge](#)

33 Stansted Airport website, [Stansted Airport Lounge](#)

34 House of Lords Select Committee on the Licensing Act 2003 (2017) [The Licensing Act 2003: Post-legislative Scrutiny](#)

35 UK Government (2017) [The Government Response to the Report from the House of Lords Select Committee on the Licensing Act 2003](#)

36 Eurocare and Institute of Alcohol Studies policy event

37 Duty Free World Council (2015) [Self-Regulatory Code of Conduct for the Sale of Alcohol Products in Duty Free & Travel Retail](#)



UK Aviation Industry Code of Practice

In 2016, in response to the problem of drunk and disruptive passengers, the UK Aviation Industry Code of Practice on Disruptive Passengers was created by retailers, police and airlines, and supported by the UK Government. The voluntary code establishes a framework for partners to take a “zero-tolerance approach” through the identification and management of disruptive passengers. It sets out guidelines for preventing disruptive behaviour through the responsible sale of alcohol, training and support for employees and communication with passengers about the problems of excessive consumption.³⁸

The Code of Practice is important as a recognition of the issue and an attempt to bring key stakeholders together to address a problem which affects each of them differently. However, there are indications that it does not work effectively: The cabin crew survey carried out by Unite and Panorama found that 1 in 4 cabin crew hadn’t heard of the Code of Practice and, of those who had, fewer than 1 in 4 thought it was working.³⁹ Similarly, the Code of Practice states that airport staff must advise passengers that they are not permitted to drink alcohol bought at duty-free on the plane, however Panorama filmed duty-free staff telling a customer, in a response to a question about whether they could drink on the plane, “officially probably not, unofficially, I think you’ll get away with it”.⁴⁰

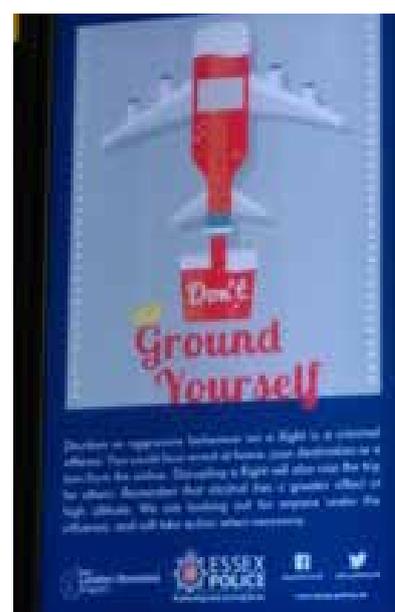
Airport-specific initiative

A case study of Campus Watch at Glasgow Airport was presented at the policy event. It is a multi-stakeholder initiative supported by local police, including an information campaign at the airport, tied in with a media campaign intended to change passengers’ mindsets. The scheme also means alcohol is no longer available for self-service in Glasgow airport lounge. A key part of the initiative is an SMS-based information exchange mechanism among airport staff such as police, retail and bar staff, to alert staff to potentially disruptive passengers. An example a message would be:

“Glasgow Airport Campus Watch Alert: NO MORE ALCOHOL TO BE SERVED TO JOHN SMITH TRAVELLING TO LONDON HEATHROW AT 2025. HE IS ABOUT 6FT, IN HIS 60S WEARING A BLUE CARDIGAN AND JEANS. POSSIBLY TRAVELLING WITH OTHER PASSENGERS ALSO”

Other airports are carrying out information campaigns to inform passengers about the consequences of excessive alcohol consumption in air travel, such as the poster in Stansted Airport depicted in figure 1.

Figure 1: Alcohol awareness poster at Stansted Airport



38 BATA, ALMR, UK Airport Police Commanders, AOA, UK Travel Retail Forum, Travel Retail (2016) [The UK Aviation Industry Code of Practice on Disruptive Passengers](#)

39 BBC Panorama (2017) [Plane Drunk](#)

40 Ibid.



Airline-specific initiatives

Ryanair initiate civil action against disruptive passengers to provide a deterrent to alcohol-related problems. On certain routes where there is known to be a problem, Ryanair also have a policy of separating passengers from alcohol they've bought in duty-free at the boarding gate.⁴¹ They also send out emails to passengers in advance of certain flights, to warn passengers about anti-social behaviour, for example with this message:

“Boarding gates will be carefully monitored and customers showing any signs of anti-social behaviour or attempting to conceal alcohol will be denied travel without refund or compensation.”⁴²

41 Eurocare and Institute of Alcohol Studies policy event

42 The Sun (2018) [Ryanair warns passengers duty free booze is banned from cabin on Ibiza flights](#)





RECOMMENDATIONS

Several recommendations emerged from the policy event, which saw discussions amongst stakeholders about the potential advantages and disadvantages of each policy option identified. The policies can be categorised into three separate areas: prevention, enforcement and education. Please see figures 2–4 for a summary of these discussion points.⁴³

Prevention

Policy	Advantages / Disadvantages
Better licensing regimes in airports. In the UK this would mean eliminating the loophole which allows for an exemption for alcohol outlets airside at airports from the Licensing Act.	<p>This is supported by 86% of GB adults who have travelled by air and opposed by only 4%.</p> <p>It is supported by various police forces and the National Police Chiefs' Council, local councils, airlines and the Association of Licensed Multiple Retailers. It was recommended by the House of Lords Committee. It would not require primary legislation.</p>
A restriction on the sale of alcohol at the airports at certain times. For example, before 9am/10am and after 11pm.	<p>This was supported by 55% of GB adults who have travelled by air and opposed by 24%.²</p> <p>It is supported by Ryanair.</p>
A limit to the number of drinks that passengers are allowed to purchase in the airport. For example, by using boarding cards to control consumption.	<p>This is supported by 67% of GB adults who have travelled by air and opposed by only 15%.³</p> <p>It is supported by Ryanair.</p> <p>ETRC believed that this system would not be workable in the short term due to issues with IT compatibility.</p>
Alcohol consumption at airports to be restricted to bars and restaurants. For example, duty-free alcohol to be sold in sealed bags and collected at departure gate or put directly in the hold.	<p>This is supported by 74% of GB adults who have travelled by air and opposed by 10%.⁴</p> <p>Similar measures are in place in some airports – such as in South Africa, due to security concerns around liquids and gels – indicating that this measure would be workable.⁵</p>
Better prevention and management of incidents. For example, through multi-stakeholder approaches such as the Glasgow Campus Watch.	<p>This measure is supported by ETRC.</p> <p>This system is already in place in some locations.</p>

Figure 2: Preventative policy options

⁴³ All statistics included in these figures are taken from: YouGov survey. Total sample size was 2016 adults, of which 1,792 have travelled by air. Fieldwork was undertaken between 13th - 16th July 2018.



Enforcement

Policy	Advantages / Disadvantages
Enhanced international cooperation acting as a legal deterrent (Enforcement of Montreal Protocol 2014) – this would give police at the landing airport the power to prosecute disruptive passengers.	<p>Supported by ETRC and IATA. This is one of the few solutions which is supported by most stakeholders in this area.</p> <p>This would likely provide an effective deterrent.</p> <p>It would empower local police forces to prosecute.</p>
Making it an offence to consume alcohol onboard aircraft not served by the cabin crew – this would allow cabin crew to monitor passengers’ alcohol consumption.	<p>Supported by Airlines UK.</p> <p>This is supported by 59% of GB adults who have travelled by air and opposed by 20%.⁶</p> <p>This would be similar to the offence of tampering with a smoke alarm onboard a plane, acting as a deterrent, empowering cabin crew and increasing self-policing.</p>
Breathalysing of passengers suspected of being drunk at departure gates.	<p>This is supported by 64% of GB adults who have travelled by air and is opposed by 18%.⁷</p> <p>It would be successful in preventing drunk passengers from boarding aircraft.</p> <p>This would require additional staff time at the boarding gate and slow the boarding process.</p>

Figure 3: Enforcement policy options

Education

Policy	Advantages / Disadvantages
Changing the mindset of passengers before and during air travel, including through a targeted communications campaign on the consequences of disruptive behaviour.	<p>Supported by ETRC.</p> <p>Some airlines and airports are already undertaking these initiatives – there should be systems in place for them to share best practice.</p>

Figure 4: Education policy options



CONCLUSIONS AND KEY RECOMMENDATIONS

There is general agreement amongst stakeholders that alcohol consumption creates a problem for air travel, though the exact nature of the problem, and potential solutions, are disputed. Many of the recommendations which emerged from the policy event do not have the support of all stakeholders, highlighting the conflicting objectives of organisations that work in this area.

The ongoing nature of the problem indicates that existing voluntary measures such as the voluntary codes of practice and airport-specific or airline-specific actions are not, in themselves, sufficient to address the issue.

There were areas of agreement and, in particular, consensus amongst all stakeholders that for any solution to be successful, it would require stakeholders with competing interests to work together to develop a collective approach, facilitated by governments. Where stakeholders are unwilling to act – for example if it is not in their commercial interest to do so – governments should not be afraid to impel action through legislation.

Key recommendations

We believe that the recommendations which will be most effective, and which have the most support from stakeholders and the public are:

- ▶ Better licensing regimes in airports, including, in the UK, the application of the *Licensing Act* so that premises after security are required to follow the same legislation as premises in the rest of the country.
- ▶ Empowerment of local police forces at landing airports through the application of the Montreal Protocol.
- ▶ Alcohol consumption at airports to be restricted to bars and restaurants, with alcohol bought at duty-free put in sealed containers and picked up by passengers at the gate or put directly in the hold of the aircraft.



APPENDIX

Speakers

The Chair, Katherine Brown

Chief Executive, Institute of Alcohol Studies, London

The Institute of Alcohol Studies (IAS) is a London based NGO that aims to improve the scientific understanding of alcohol and policies to reduce associated harms.

Before joining IAS Katherine worked for the UK Central Office of Information promoting public health information campaigns. Katherine holds a MSc in Global Health and Public Policy from the University of Edinburgh and is currently studying part-time for a Doctorate in Public Health at the London School of Hygiene and Tropical Medicine. Her area of research interest is the role of corporations and managing conflicts of interest in public health policy.



Diarmuid Ó Conghaile

Director of Public Affairs at Ryanair

Ryanair is the largest network in Europe, with over 230 million passengers in 37 countries, making it largest by passenger volume.

Diarmuid joined the company from the Dublin Airport where he was General Manager of Strategy, Planning and Economic Regulation. He is responsible for engagement with European institutions and European governments.



François Bourienne

Commercial Director at Glasgow Airport and representative of the European Travel Retail Confederation

European Travel Retail Confederation (ETRC), the industry association for the duty-free and travel retail industry in Europe composing of national and regional association as well as corporate members (retailers, suppliers across key product categories).

Francois came from the Nuance Group, a leading Swiss-based travel retailer. He is now Vice President Aviation Affairs at ETRC.





Sarah Clover
Legal Adviser to the House of Lords inquiry into the Licensing Act

Sarah is an expert in the Hospitality and Leisure Industry. Chair of the West Midlands Region of the Institute of Licensing, she provides advice and representation to Local Government, Licensees, Residents, pub companies and the Police.



Lauri Beekmann
Executive Director of Nordic Alcohol and Drug Policy Network (NordAN)

NordAN was established in September 2000 and has grown to 90 member organisations in all the eight Nordic and Baltic countries.

Nordic Alcohol and Drug Policy Network (NordAN) has been working on the alcohol and air travel since 2012, calling on airline companies to rethink their policies on alcohol. Lauri has decades of advocacy experience in the area of alcohol policy.





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