

**WORKING PAPER****ASSEMBLY — 40TH SESSION****EXECUTIVE COMMITTEE****Agenda Item 14: Facilitation Programmes****THE ROLE OF AVIATION IN PREVENTING TRAFFICKING IN PERSONS AND THE NEED FOR MULTISTAKEHOLDER COLLABORATION IN REPORTING SUSPECTED CASES**

(Presented by the Airports Council International (ACI) and the International Air Transport Association (IATA))

**EXECUTIVE SUMMARY**

Connecting over four billion passengers on 20,000 city pairs annually and delivering huge social and economic benefits, aviation is often referred to as the business of freedom. But the affordability and speed of international civil aviation means that it can be misused by criminals who want to deny freedom to others through the crime of trafficking in persons (“human trafficking”).

The 2030 Agenda for Sustainable Development calls for immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking. In response, governments are increasingly looking to business, including the aviation sector, to support them in the fight against this crime.

This paper sets out the proactive work that the International Air Transport Association (IATA) and Airports Council International (ACI) are doing to support their members so that they are equipped to assist governments and law enforcement in the fight against human trafficking. This work complements initiatives led by ICAO. Airlines and airports are committed to training relevant staff in human trafficking awareness. However, this will only be effective if suspicions of suspected trafficking are communicated to competent authorities, so they have enough time to determine how to respond. The paper calls on States to ensure that clear reporting systems are in place and to communicate points of contact within competent authorities to airport and aircraft operators.

**Action:** The Assembly is invited to ensure effectiveness of human trafficking awareness training for airport-based staff and cabin crew as envisaged in Circular 352, IATA and ACI respectfully invite the Assembly to urge States to implement Recommended Practice 8.47 of Annex 9 – *Facilitation* – at the earliest opportunity.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective – <i>Security and Facilitation</i> .
<i>Financial implications:</i>	None
<i>References:</i>	Annex 9 — <i>Facilitation</i> (15th Edition, 2017) ICAO Circular 352, <i>Guidelines for Training Cabin Crew on Identifying and Responding to Trafficking in Persons</i> C-WP/14922 State Letter EC 6/3-19/15

<sup>1</sup> Arabic, Chinese, English, French, Russian and Spanish versions provided by ACI and IATA.

## 1. INTRODUCTION

1.1 The International Labour Organization estimated that 24.9 million people are victims of modern slavery, including human trafficking<sup>2</sup>.

1.2 A study by the United Nations Office on Drugs and Crime (UNODC) estimates that over 70 percent of trafficking victims are women and children and that 60 percent are trafficked across at least one border. Given that almost every country is affected by trafficking either as source, destination or transit point, it is realistic to assume that trafficked persons are passing through international airports and on aircraft.

1.3 The Palermo Protocol<sup>3</sup> currently has 174 State Parties. It requires each State to establish in their domestic law the crime of human trafficking both within and between countries. This supports efficient international cooperation in investigating and prosecuting trafficking in persons cases.

1.4 While governments and their law enforcement agencies have the primary responsibility for identifying, apprehending and prosecuting traffickers, they have recognized that customer-facing staff working for transportation companies, including airlines and airports, can play an important role in preventing human trafficking cases. Once trained in specific human trafficking awareness, staff can be an additional set of “eyes and ears” providing vital information where trafficking is suspected.

1.5 Cabin crew are perceived to have a particularly crucial role given that they spend more time with passengers than any other group, so once trained, are likely to be well placed to spot indicators of suspected human trafficking.

## 2. AIRLINE INDUSTRY INITIATIVES

2.1 The airline industry is committed to support governments and law enforcement agencies to prevent cases of human trafficking. In October 2017, IATA launched its #Eyesopen campaign to ensure that all airlines, irrespective of size or the jurisdiction they are based, are aware of the extent of human trafficking and have the practical tools and materials they need to get involved in anti-trafficking initiatives. More information can be found at [www.iata.org/human-trafficking](http://www.iata.org/human-trafficking). Materials provided include: *Awareness raising collateral* – to highlight the nature, scale and humanitarian consequences of human trafficking. This includes an animated film (available in multiple languages), infographics, posters, events and the use of social media.

- b) *Guidance* – once aware of human trafficking, airlines need to know what specific actions they can take to make a difference. To support this, IATA has produced comprehensive guidance materials that supplement Circular 352 *Guidelines for Training Cabin Crew on Identifying and Responding to Trafficking in Persons* jointly developed by ICAO and United Nations Office of the High Commissioner on Human Rights (OHCHR).
- c) *Training* – IATA has launched a free e-learning module that airlines can integrate easily into existing customer service and security training programs for ground, flight and cabin crew. A more comprehensive e-learning and class-room based training are also offered.

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<sup>2</sup> <https://www.ilo.org/global/topics/forced-labour/lang--en/index.htm>

<sup>3</sup> UN Protocol to Prevent, Suppress and Punish Trafficking in Persons agreed at Palermo (2000)

2.2 In June 2018, the IATA Annual General Meeting unanimously approved a resolution against trafficking in persons (see Appendix A). This denounces the crime of human trafficking and strongly encourages airlines to get involved in anti-trafficking initiatives, including the provision of awareness and reporting training for customer-facing staff. IATA is also instructed to work with other groups in the aviation value chain, such as airports, to raise awareness and share best practice.

### **3. AIRPORT INDUSTRY INITIATIVES**

3.1 Airports play a strong role in helping to recognize and report signs of human trafficking. For instance, restrooms are often the only place where traffickers allow victims to be alone. Airports have introduced solutions such as posters, hotlines and panic buttons allowing victims to communicate in time of need.

3.2 The Twenty-sixth ACI World General Assembly in 2016 passed a Resolution that affirmed the commitment of airports to assist in combatting human trafficking both through training and raising awareness to the traveling public (Appendix B).

3.3 This year, ACI produced a Handbook titled “Combatting Human Trafficking”. This Handbook provides some real-life examples of the work that airports are undertaking to help in the fight against human trafficking. It also presents useful information and materials for their use to continue and strengthen the combined efforts in awareness, training and reporting.

3.4 Some of the initiatives taken by individual airports include:

- a) Houston Airport System implemented a human trafficking detection and victim-assistance programme, in line with Houston City Council’s efforts to end modern-day slavery. Houston Airport has implemented training modules for all airport, airline and tenant employees in cooperation with US Customs and Border Protection (CBP). It also has visible human trafficking awareness campaign messages.
- b) Hartsfield-Jackson Atlanta International Airport featured more than 80 pieces of artwork from students and professional artists that addressed the issue of human trafficking. The project educated over 100,000 visitors through the artwork, public service announcements and opportunities for training airport employees, vendors and ancillary workers.
- c) Airports such as Hartsfield-Jackson Atlanta International Airport, Toronto Airport, Port of Seattle and Calgary International Airport have held awareness campaigns to alert airport workers, travellers and local communities and urge them to send in information.

### **4. PARTNERING WITH STATES AND LAW ENFORCEMENT AGENCIES**

4.1 While raising awareness and training staff are critical, these initiatives will only be effective in preventing human trafficking if there are complementary actions taken by States and their security and law enforcement agencies relating to reporting of suspicions and follow-up.

4.2 The timely reporting of suspected cases of human trafficking to the appropriate competent authority is critical, so they can determine if and how to respond. This differs by State and even by airport.

4.3 The process for communicating suspicions of trafficking identified by cabin crew during flights is particularly important. Different aircraft types are fitted with different air to ground communications systems and different airlines have different procedures (e.g. in some cases pilots will liaise with their central operations department whereas others may seek assistance from their representative at the destination or report via air traffic control). Multiple stakeholders are involved in getting the information about suspected trafficking to those able to investigate and take further action.

4.4 This highlights the need for simple and discrete reporting mechanisms to be in place and communicated to aircraft operators and airports such that competent authorities can handle the tip offs about suspected trafficking. The civil aviation authority in each State is well placed to convene the various stakeholders and establish and communicate the appropriate procedures for contacting law enforcement to entities operating in that jurisdiction.

4.5 The United States is a best-practice example of how an integrated framework approach has been established under its Blue Lightning Initiative (BLI). Launched in 2013, BLI is a multi-agency program involving the Customs and Border Protection, Department of Transportation and Department of Homeland Security. The BLI trains airline personnel to identify potential traffickers and human trafficking victims, and to report their suspicions to federal law enforcement. It provides training support materials and awareness raising collateral. The BLI's real-time reporting mechanism gives law enforcement the ability to research and analyse information, and to coordinate an appropriate and effective response.

4.6 The importance of reporting mechanisms to complement human trafficking awareness training was recognized by the Facilitation (FAL) Panel during its tenth meeting in September 2018. Proposals were made to amend Annex 9 - *Facilitation* to the Convention on International Civil Aviation, with a specific Recommended Practice (RP) 8.47 relating to the reporting of suspected human trafficking:

**8.47 Recommended Practice** — *Contracting States should take measures to ensure that procedures are in place to combat trafficking in persons, including clear reporting systems and relevant competent authorities' points of contact for airport and aircraft operators.*

4.7 The 217th Session of the ICAO Council has adopted the amendment 27 to Annex 9. The effectiveness date of this new Recommended Practice is October 2019 and applicability is effective from February 2020.

4.8 Finally, while airlines and airports are keen to assist in the fight against human trafficking, it is important to reiterate that their staff are not law enforcement officers. Their role is simply to observe and report behaviours which are consistent with potential human trafficking to law enforcement in a discrete manner and in accordance with their company procedures. The specific behaviours witnessed and reported by staff on board or on the ground are unlikely to be offenses, so it is the sole responsibility of law enforcement to determine if and how they will respond to the behavioural analysis and information provided and investigate accordingly.

## APPENDIX A

### IATA AGM RESOLUTION AGAINST HUMAN TRAFFICKING



#### RESOLUTION AGAINST TRAFFICKING IN PERSONS

RECOGNIZING that trafficking in persons is a grave crime and a form of modern day slavery involving the recruitment, transportation and harboring of a person and the exercise of control, direction or influence over their movement for the purpose of exploitation;

EXPRESSING CONCERN that transnational criminal groups and individuals are exploiting the interconnected air transport system to facilitate trafficking in persons;

ACKNOWLEDGING that, while the responsibility to detect, apprehend and prosecute offenders rests with government authorities, airlines can play a role in combatting trafficking in persons by raising the awareness of staff and training on how to report concerns to the appropriate authorities;

EMPHASIZING that all stakeholders in the air transport system should work collaboratively with government authorities and civil society to prevent and suppress trafficking in persons;

The 74<sup>th</sup> IATA Annual General Meeting:

1. denounces trafficking in persons;
2. encourages member airlines to train relevant operational staff with the objective of enabling them to recognize potential trafficking situations and deal with these in accordance with company policy and, where appropriate, report these to government authorities;
3. calls on government authorities to establish clear, practical and discreet mechanisms for the reporting of potential trafficking in persons activity in the air transport system;
4. calls on airport operators, ground handling agents and other air transport system stakeholders to work collaboratively with government authorities and civil society on initiatives for the prevention and suppression of trafficking in persons, including with respect to reporting and awareness-raising programs.

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## APPENDIX B



### PREVENTION OF HUMAN TRAFFICKING

The Twenty-sixth ACI World Annual General Assembly:

*Recognizing* that human trafficking is a form of modern-day slavery. It involves the recruitment, transportation, harbouring and/ or exercising control, direction or influence over the movements of a person in order to exploit that person.

*Recognizing* that every year, millions of men, women, and children worldwide are lured with false promises of well-paying jobs or are manipulated by people they trust, but instead are forced or coerced into prostitution, domestic servitude or forced labour.

*Noting* that only a small proportion of traffickers are apprehended; the United Nations Office on Drugs and Crime (UNODC) report for 2014 identifies 34,000 people prosecuted with 13,000 convicted; the International Labour Organization estimated that almost 21 million people are victims of forced labour.

*Recognizing that* since air transport is a commonly used mode of transport for traffickers, airlines and airports are ideally positioned to assist, both through training of their own staff in recognizing and dealing with trafficking situations and by providing information to the public to raise awareness.

*Noting* that all stakeholders in aviation including ACI's member airports can play a critical role in the fight to suppress human trafficking activity through education, vigilance and a strong reporting culture.

*Acknowledges* with regret that some measures may not be cost-effective or may not be permitted by local regulation; nevertheless,

*The General Assembly resolves to:*

Promote awareness and training through the following actions:

- a) Affirm the commitment of airports to assist in combatting Human Trafficking
- b) Affirm that ACI should continue to promote awareness of Human Trafficking through media and at industry fora
- c) Urge ACI and other parties to provide access to training materials and materials for distribution
- d) Incorporate training into airport staff security awareness programmes on how to detect and report the signs of Human Trafficking
- e) Support the activities, where possible, of governments, charities and non-governmental organizations who are involved in the prevention of Human Trafficking