

ACHT SUBCOMMITTEE ON TRAINING AND AWARENESS DRAFT REPORT

INTRODUCTION

In 2012, The Department of Transportation created a transportation industry stakeholder group called Transportation Leaders Against Human Trafficking (TLAHT). TLAHT called on all transportation sector leaders — including trucking, airlines, buses, truck stops, railroads and ports — to commit to employee education and raising public awareness about human trafficking, much of which takes place along the nation’s transportation networks. In response, leaders in these various industries pledged to work together to fight human trafficking through training employees to recognize and report signs of human trafficking, and raising awareness of human trafficking issues among the traveling public. To fulfill its mission, TLAHT launched a major human trafficking awareness campaign, titled “Put the Brakes on Human Trafficking.” For some transportation stakeholders, this public awareness campaign served to enhance existing anti-human trafficking initiatives that they were already employing. For others, it functioned as a catalyst, paving the way for them to mobilize their members and associates as well as launch their own targeted education and public awareness programs. Perhaps most notably, the “Put the Brakes on Human Trafficking” campaign represents the first collective effort within the transportation community to combat human trafficking. Millions of transportation employees and customers have joined together to serve as a force multiplier to enhance law enforcement’s ability to detect and deter human trafficking incidents.

Today, the transportation sector is an undisputed leader in the fight against human trafficking. With millions of people traveling through or working in the U.S. transportation system, few other industries have achieved the scope and depth of reach in this fight, as evidenced by both the abundance of public awareness and education programs spanning the transportation industry and the number of people who have been trained. The transportation sector serves as a model for other industries as to how they can help combat human trafficking. The Commissioner at the Pasco County Commission on Human Trafficking in Florida recently said that he “would challenge the convenience store industry to come together in a multi-state approach (much like the transportation industry has) to share information, and put systems in place so we can make the net a little bigger.” As more people begin to understand that human trafficking is prevalent in the United States, public awareness and education are critical to ensuring adequate prevention and assistance to trafficked persons.

Whereas the topic of training and public awareness of human trafficking in the transportation sector in the United States is fairly broad, the Department of Transportation’s Human Trafficking Advisory Committee’s Subcommittee on Training and Awareness (hereinafter “TA Subcommittee”) focused on discovering best practices within the following four main categories: (1) current existing training and awareness materials and their effectiveness; (2) displaying public awareness materials within the transportation sector; (3) the creation of effective training and public awareness materials; and (4) leveraging major public events to build public awareness. Some of the biggest challenges facing the transportation sector as it seeks to combat human trafficking center on a lack of uniform standards and practices for public awareness

initiatives (due partly to a patchwork of different state requirements related to education and training), as well as limited resources for implementation and training.

As the number of anti-human trafficking initiatives has grown in the past decade, the variety of different programs and messages limits their value and usefulness, fostering confusion and disagreement about the most effective methods for promoting human trafficking awareness and education. Different groups have different strategies for achieving the same objective, and it can undermine the collective goal. Frequently, decisions about which human trafficking awareness program to utilize are made based on limited or variable resources, such as costs of implementation, costs incurred from employee training, and internal education policies. Limited resources coupled with differing policies and procedures across the transportation modes and the numerous agencies and organizations that serve them lead to a less effective outcome than otherwise could be achieved through a comprehensive, uniform approach. Such challenges are compounded by differences in state human trafficking public awareness requirements. Many states, for example, require certain businesses to post human trafficking awareness posters and materials that are visible to customers. Some states also mandate employee training for employees in certain transportation sectors, such as truck drivers. Although all of these requirements are designed to help educate the public to recognize indicators of human trafficking and report suspected incidents to law enforcement, the requirements differ from state to state. This can make it unnecessarily difficult for national companies and organizations to implement training programs.

This report takes the view that a concerted effort is needed to help state governments and state departments of transportation identify and agree on a common set of practices to ensure that anti-trafficking initiatives are more effective and to ensure that funds and other resources allocated to stopping trafficking are used most effectively.

The TA Subcommittee undertook the following tasks to explore this topic and make its recommendations to the full committee:

1. Review of existing human trafficking training and awareness programs utilized within the transportation sector and applicable state agencies, with a specific focus on their benefits and limitations;
2. Evaluation of those elements of existing human trafficking public awareness campaigns and training programs that the transportation community, and applicable state agencies could coalesce around to unify or standardize initiatives and therefore maximize impact;
3. Assessment of key challenges faced by the various modes in the transportation sector and applicable state agencies, that need to be addressed in order to implement anti-trafficking training and public awareness campaigns. The Subcommittee explored these challenges with the purpose of developing comprehensive strategies and practical recommendations aimed at alleviating them.
4. Review of common messaging utilized in existing training and public awareness campaigns to identify any significant knowledge or information gaps considered key

to overall message comprehension and retention by members of the transportation community, the general public or potential victims;

5. Analysis of whether major public events could be more effectively leveraged by the transportation community and applicable state agencies, to foster public awareness.

The terms used in this report are:

- *Human trafficking*: U.S. law defines human trafficking as the use of force, fraud, or coercion to compel a person into commercial sex acts or labor or services against his or her will. The one exception involves minors and commercial sex. Inducing a minor into commercial sex is considered human trafficking regardless of the presence of force, fraud or coercion.
- *Transportation sector*: For the purposes of this report, the term ‘transportation sector’ refers to representatives of trucking, bus, rail, aviation, truck stops, travel plazas, maritime and port sectors, including industry and labor.
- *Applicable state agencies*: For the purposes of this report, the term ‘applicable state agencies’ refer to any state agency or law enforcement department who conduct some type of business/intersect with the transportation sector. Specifically, these types of agencies, (DOT, DMV, DPS, DOR, DOL, etc.) could play a role in becoming trained on the issue themselves, engage in anti-trafficking targeted awareness campaigns and niche-specific trainings to members of the transportation sector, recognize and report victims of human trafficking they come into contact with, as well as conduct public awareness campaigns. In addition, local municipalities could replicate many of the recommendations given to states.
- *Public Awareness*: A comprehensive public outreach effort including multiple components that contain an anti-human trafficking message and a call to action (such as reporting signs of human trafficking to a national hotline or contacting law enforcement) and is designed to increase awareness about the crime of human trafficking as well as spur the general public to report suspected incidents of human trafficking or encourage victims of human trafficking to seek help.
- *Training*: For the purposes of this report, training refers to a comprehensive instructional effort designed to train employees of the transportation sector and the general public about the nature of the crime of human trafficking.

BACKGROUND

Based on the experiential knowledge of the TA Subcommittee members as well as research conducted by the members, most transportation modes within the United States offer some type of basic training related to human trafficking education. Awareness materials are less common, although some industries are forging ahead. Amongst the transportation modes, airlines appear to be spearheading the efforts in both training and awareness materials. The TA Subcommittee specifically sought out the training and awareness materials being used, if any, by airlines, airports,

seaports, trains, buses, and ground transportation and discovered the following to be the most commonly used:

I. Existing Training Materials

A. The Blue Lightning Initiative (BLI) – Mode-specific to Airlines

BLI is a collaborative initiative between the Department of Homeland (DHS) Security Blue Campaign, U.S. Customs and Border Protection, and the Department of Transportation, to train airline personnel to identify potential human trafficking victims and perpetrators. The BLI training is available to any U.S. airlines, although DHS and DOT are considering expansion into foreign airlines. The BLI is a 17-minute video training and encourages airline employees to report suspected human trafficking through their specific airline's in-flight reporting protocol or by calling the Immigration and Customs Enforcement Homeland Security Investigations Tip Line.¹

B. Airline Ambassadors International – Mode Specific to Airlines and Airports

Airline Ambassadors International (AAI) is an NGO comprised of in part former airline employees that provides humanitarian assistance, as well as anti-human trafficking efforts in the airline industry.² AAI provides mode specific training tailored to identifying possible victims of human trafficking to frontline professionals in airports and airlines.³

C. Truckers Against Trafficking (TAT) – Mode Specific to Ground Transportation

TAT provides a 30-minute industry-specific training DVD, a TAT wallet card, available in both paper and app form, industry specific posters to hang in truck stops, rest areas, company break rooms, state agencies, etc., an informational brochure, and decals for truck windows, which contain the National Human Trafficking Hotline (NHTH) phone and text number. This program meets all the Mode-Specific Training Standards and has trained over 700,000 members of the trucking industry with its industry-specific materials, resulting in over 2200 calls into the national hotline, generating over 600 likely cases of trafficking, involving over 1100 victims ... and this is only one slice of the data pie, as no one is tracking calls into local sheriff's offices or 911 on a national basis. TAT conducted its own survey of over 1500 drivers and truck stop employees in 2016 and found that an additional 500 victims of human trafficking had been identified and reported, with only 3 percent of those calls going to the hotline. In addition, it provides all of its materials free of charge, in multiple formats; provides step-by-step implementation support; hires survivors as TAT field trainers; and has extensive relationships with law enforcement and state agencies across the nation who serve as distribution points for the information, partner with trucking on undercover operations and trainings and work to employ a victim-centered approach.

D. NATSO – Mode Specific to Truckstops

¹ <https://www.cbp.gov/border-security/human-trafficking/blue-lightning>

² <https://airlineamb.org/our-programs/human-trafficking-awareness/>

³ See *supra*, note 2.

The NATSO Foundation launched an online learning tool designed to help teach truck stop owners, operators and employees how to respond if they suspect human trafficking. The course is available free of charge to any member of the truck stop and travel plaza community. The NATSO Foundation released a “Combating Human Trafficking” toolkit to offer truck stops and travel centers a roadmap for implementing an anti-human trafficking education and awareness program at their individual locations. In releasing the toolkit, the NATSO Foundation also introduced a 50-state chart of human trafficking awareness poster laws. The chart is designed to help members understand how to comply with state laws on human trafficking awareness. This is an important tool for truck stops and travel centers, as many state laws reference businesses that provide services and amenities which many truck stop and travel plazas offer, such as overnight truck parking, food, fuel and lodging. In addition, they make a Blue Campaign fact sheet and its posters available to truck stops and travel plazas via digital download.

E. Busing on the Lookout (BOTL) – Mode Specific to Bus and Motor coach

BOTL is a training program of NGO Truckers Against Trafficking which provides a 30-min mode-specific training video, with information applicable to all segments of the bus industry, such as long distance, school buses, public transit, etc. BOTL provides step-by-step implementation support to the organizations and companies working with them. In addition to the video, partners are provided with BOTL wallet cards, available in both paper and app form, industry specific, and victim-centered posters to hang in terminals or on buses, an informational brochure, and BOTL specific decals for buses which contain the National Human Trafficking Hotline (NHTH) number. BOTL meets all of the mode-specific training standards, with over 90,000 bus industry employees trained or committed to being trained, and the NHTH is already receiving an uptick in calls from bus drivers. In addition to over 60 private companies, BOTL is working with transit partners in 10 states and student transportation partners in 19 states to ensure their bus drivers also become trained to recognize and report suspected human trafficking. While the BOTL training is designed specifically for industry personnel, coordination with bus industry partners has created opportunities for public awareness campaigns and victim-oriented education and services.

II. Existing Public Awareness Materials

A. The Blue Campaign – General awareness campaign

The Blue Campaign represents the combined efforts of the U.S. Department of Homeland Security’s (DHS) efforts to combat human trafficking. Part of the work of The Blue Campaign focuses on raising awareness, through partnerships to educate the public to recognize human trafficking and report suspected instances.⁴ The Blue Campaign promotes the ICE hotline to report suspected human trafficking and the NHTH for survivor resources.

B. Can You See Me? – General Awareness Program

The “*Can You See Me?*” (CYSM) campaign is a global anti-human trafficking public awareness campaign of NGO A21. The concept behind CYSM focuses on the “hidden but in plain

⁴ <https://www.dhs.gov/blue-campaign/about-blue-campaign>

sight” reality that underlies modern-day slavery. This campaign seeks to educate the public with the subtle indicators of human trafficking in order to expose a seemingly innocuous situation with the reality of the human trafficking that is occurring. As the campaign is country-specific, CYSM requires collaboration with the government and local NGOs to ascertain the specific type of human trafficking that is most prevalent in that particular country. In October 2017, CYSM was introduced at the Asia-Pacific Economic Cooperation (APEC) Transportation Working Group under the U.S. Head of Delegation to the APEC Transportation Working Group as a human trafficking public awareness initiative targeted to raising awareness in the transportation sector through APEC member countries, including the United States. Continuing in that spirit, in the United States, CYSM has collaborated with the USDOT through the “Put the Brakes on Human Trafficking” initiative to highlight both the use of transportation in facilitating the crime of human trafficking, as well as the use of the transportation sector as a platform to the millions of passengers that cross race, gender, age, and socio-economic status. In each country, CYSM has a call to action, and provides the relevant hotline in each country. CYSM materials are provided free of charge in multiple formats, and customization where possible, to include additional logos and an immediate call to action to the local transportation specific security.

Best Practices from A21’s *Can You See Me?* Public Awareness Campaign are as follows:

- Dual purpose – (1) as a tool for victim identification; and (2) general awareness and education tool
- Broad target audience – (1) Victim of trafficking; (2) general public; and (3) industry employees
- Specific to the local issues – (1) tailored to the prevalent human trafficking issues in the country/locality; and (2) industry specific
- Time Sensitive to Transportation: most transport entities only have 30 or 60 seconds to get a message across. Within that allotted time, the videos seek to include:
 - The current seemingly “normal” situation where the victim of trafficking is being exploited
 - The backstory that led up to that situation
 - A call to action on part of the viewer
 - A united front from all the partners to the campaign (NGOs, hotlines, governments, transportation industry, etc.).

While CYSM is focused on raising public awareness, the 1-2 minute videos are accompanied with training materials, which include the backstory of the depicted human trafficking scenario, indicators of human trafficking for that particular scenario, and the relevant federal law. In addition to various members of the transportation sector, the US Department of Justice has made these materials available to all specialized human trafficking federal prosecutors in the United States for use as training materials. An investor brochure explaining the basic concept of CYSM? is provided to all prospective partners and interested entities. *See Appendix ____*.(CYSM Investor Brochure).

C. DOT’s Transportation Leaders Against Human Trafficking

“The Department of Transportation’s Transportation Leaders Against Human Trafficking (TLAHT) initiative is comprised of transportation and travel industry stakeholders working jointly

to maximize their collective impact in combating human trafficking. To date, TLAHT has engaged with over 200 organizations from across the transportation industry. The partnership focuses on five key areas and connects transportation stakeholders to available resources on: industry leadership, industry training and education, policy development, public awareness, and information sharing and analysis.”⁵ As part of this initiative, TLAHT provides:

- Resources for transportation stakeholders to take action against human trafficking by issuing leadership statements, signing the TLAHT pledge, developing reporting protocols, training their employees, and conducting public awareness campaigns. [note many resources offered are Blue Campaign materials so can be repetitive]
- The Indicators of Human Trafficking in the Transportation Industry flyer includes several indicators.
- The site also includes awareness posters with the TLAHT “What You See Could Set Someone Free” counter trafficking tagline, and multimodal logos with the TLAHT “Put the Brakes on Human Trafficking” tagline.

D. Federal Motor Carrier Safety Administration (FMCSA)

The FMCSA has taken the following steps in support of human trafficking prevention and awareness:

- Conducted an environmental scan to identify existing human trafficking prevention campaigns focused on commercial motor vehicles, as well as federal agency and state-level initiatives that focus on the issue overall. Findings in the report include:
 - Commercial motor vehicle (CMV)-Related Human Trafficking Prevention Initiatives
 - Federal Agency Human Trafficking Prevention Initiatives
 - State-Level Human Trafficking Prevention Initiatives (state DMVs, county/city campaigns)
- In FY 2018, the Commercial Driver’ License Program Implementation (CDLPI) grant program awarded approximately \$430,000 in grants supporting human trafficking education, outreach, and training.
 - Georgia Department of Driver Services
 - Project Title: CDL Human Trafficking Education and Outreach Program
 - Recommended Award: \$312,576
 - Louisiana Department of Public Safety
 - Project Title: Human Trafficking Training
 - Recommended Award: \$119,769
- Per the Combating Human Trafficking in Commercial Vehicles Act, FMCSA will include new language regarding outreach on this subject in their CDLPI grant program in FY 2019. The foregoing is not comprehensive and does not include training or public awareness materials that are strictly state specific. To that end, certain modes and state agencies utilize state specific human trafficking and public awareness materials. Still, other modes of transportation and state

⁵ <https://www.transportation.gov/TLAHT>

agencies utilize their own in-house training. The following represent the current training and awareness materials being utilized if any:

III. Current Training & Awareness Materials being used by Transportation Mode

A. Airlines

- Training – Some airlines have signed a Memorandum of Understanding (MOU) with DHS and DOT to utilize the BLI training; others have not signed a formal MOU, but have incorporated BLI materials; some utilize Airline Ambassadors training; some are trained directly by Polaris; others are developing their own training materials; many are utilizing computer based training and implemented a protocol to respond to suspicions of human trafficking.
- Public Awareness – Airlines using public awareness materials are doing so in their designated space at the airport, such as in their employee breakroom; some airlines are using CYSM materials for their public awareness materials; others are using BLI posters. Some airlines report that the local law enforcement request that they be the initial point of contact vs hotline numbers and this is due to the time sensitive nature of the report.

B. Airports

- Training – Some airlines have signed a Memorandum of Understanding (MOU) with DHS and DOT to utilize the BLI training; others have not signed a formal MOU with DHS and DOT, but have incorporated BLI materials; some are trained directly by Polaris; others are developing their own training materials; many are utilizing computer based training and implemented a protocol to respond to suspicions of human trafficking.
- Public Awareness – Airports have utilized CYSM, Blue Campaign, or other NGO prepared materials specific to their locale.

C. Rail

Very few human trafficking training courses exist for rail employees, with the following few exceptions:

- *Amtrak:*
 - Training – As a result of a partnership between Amtrak, DHS, and DOT, human trafficking awareness training for frontline employees and law enforcement officers began at Amtrak in 2012, utilizing the initial DHS human trafficking awareness computer-based training and FLETC (Federal Law Enforcement Training Center) training for law enforcement officers. In 2018, The Amtrak Police Department developed and distributed a human trafficking awareness employee training video Hiding in Plain Sight

<https://www.youtube.com/watch?v=JXIFBFyZbPs>. The approximately 12-minute long video is distributed to employees via the Amtrak Intranet-based electronic learning management system. Content of the program includes signs and indicators of trafficking, scenarios based on actual encounters between Amtrak Police Officers and victims of human trafficking, and instructions on reporting suspected trafficking to law enforcement.

- Public Awareness – Amtrak displays DHS Blue Campaign human trafficking awareness PSAs, and videos provided through a partnership with DOT and A21, on video screens and kiosks located in 29 major stations on a total of 74 video screens. Amtrak also displays a video on border crossing information for customers crossing the border to and from Canada that contains human trafficking awareness information. The Amtrak Police Department has developed and distributed Security and Crime Prevention Tip cards to customers that also contain indicators of human trafficking. *See Appendix _____* (list of Amtrak stations nationally displaying the public awareness materials)
- *Santa Clara Valley Transportation Authority*: Created an approximately 10-minute video created through a partnership between the South Bay Coalition to End Human Trafficking and the County of Santa Clara Office of Women’s Policy.
- *Southeastern Pennsylvania Transportation Authority (SEPTA)*: SEPTA Police created human trafficking awareness training for all SEPTA frontline employees and distributed TAT and Blue Campaign print materials. It is important to note that the Federal Railroad Administration (FRA) has expressed interest in developing human trafficking awareness training for rail/transit/freight and will be meeting with the Amtrak Police Department to discuss content and review existing training materials at the end of the current U.S. Government hiatus. DHS’ Blue Campaign has also requested participation in the process of developing new training material for transportation partners.

D. Taxi

After repeated attempts to ascertain if the taxi industry is conducting anti-trafficking training with its employees on any kind of regional or national level, to our knowledge no such training exists, thus signaling a glaring training gap in the transportation sector.

E. Rideshare

One rideshare company has partnered with a number of anti-human trafficking NGOs to provide educational tips to drivers to identify and report trafficking victims. This company began educating their drivers on human trafficking in 2017. In 2018, educational information was sent to all drivers and riders during national human trafficking awareness month via the app and in email. Targeted information was also sent to drivers in Minneapolis around the Super Bowl and for the Super Bowl in Atlanta. Over 70 of this rideshare drivers attend Atlanta’s National Human Trafficking Institute, a partner of A21’s IAP campaign, to be specially trained on human trafficking. This information is also provided to drivers who come to green light hub locations in select cities across the United States. The educational materials this company developed with their partners for drivers is on their human trafficking landing page. The training is pushed widely to new and existing drivers, and the drivers are strongly encouraged through in-app communication and several other channels to take it, as it empowers them to act as our eyes and ears on the ground to help identify and recover victims.

They encourage all drivers to take the training but do not maintain statistics on what percentage do. Drivers are encouraged and empowered to report any suspicious incidents to the police, and to provide law enforcement with any information they have. If drivers believe someone is in immediate danger they are advised to call 911 immediately. If drivers need guidance or help on what to do, they can also reach out to either the National Human Trafficking Hotline (NHTH) or to the National Center for Missing and Exploited Children hotlines. This rideshare also requests that drivers report any suspicious incidents to them through the in-app help. They have an incident response team that is available 24/7 and is trained to deal with serious safety incidents and provide drivers with guidance in such situations. While the other rideshare company did not provide us with information, the TA Subcommittee notes that many drivers work for both companies and therefore training by one company necessarily imparts knowledge about how to report suspected human trafficking.

F. Seaports

To date, very few seaports are activated around this issue. However, the Port of Seattle is the exception via its January 2018 anti-trafficking strategy containing four key areas of focus: 1) training 2) communications and infrastructure 3) partnerships 4) policies and protocols. Moreover, they have developed a three-tier engagement plan that includes developing a training alongside its NGO anti-trafficking partner, Businesses Ending Slavery and Trafficking (BEST), joining statewide advisory committees centered around the topic, conducting public awareness campaigns, and adopting policies, protocols and codes of conduct that will pertain to all employees port-wide. In addition, Port Tampa Bay, in conjunction with the Port of Seattle and NGO partners, is in the process of creating an anti-trafficking toolkit ports will also be able to utilize.

G. Commercial Trucks and Truck Stops

- Training-The majority of carriers who have implemented anti-trafficking training policies and protocols are partners of Truckers Against Trafficking (TAT), and use their niche-specific materials. Some in the truck stop industry have also utilized TAT's training, while some use NATSO's webinar-based training.
- Public Awareness-TAT has numerous partnerships with manufacturer dealerships to display awareness materials to customers, and some truck stops use their posters as well. Other truck stops have signed MOU's with DHS' Blue Campaign and put their posters on public display. NATSO has also signed an MOU with DHS and promotes Blue Campaign posters to their members via the NATSO website.

H. Buses

- Training-The majority of commercial bus companies and school districts who have implemented anti-trafficking training policies and protocols are partners of Busing on the Lookout (BOTL), a program of TAT. Some had implemented the Blue Campaign's 5-minute video reenactment of a labor trafficking scenario taking place on a bus, but that is no longer available.

- Public Awareness-While some bus companies have participated in local awareness campaigns by using the outside of the bus to promote an anti-trafficking message, and some bus stops have followed suit ... bus terminals, bus stops, and messaging on the inside of the bus (safety videos, digital banners, posters, decals) are a largely untapped resource to date. In preparation for the Super Bowl in Atlanta in 2019, Megabus Southeast displayed BOTL created, victim-centric posters on the inside of their fleet in the hopes of victim self-identification.

IV. Others

A. Mode-Specific Associations

Associations play a critical role in helping to reach members of the transportation sector and applicable state agencies, as they are major conveners of both groups, provide their members with the latest regulatory updates, and are typically the ones who advocate for legislative change on behalf of their particular industry. Airline associations, such as the National Air Carrier Association, Airlines for America and the International Air Transport Association, have served as conveners for awareness dissemination, encouraged their members to sign the BLI MOU, passed resolutions for their members to sign highlighting the industry's commitment to the issue, and have even included the necessary tools and materials needed to allow them to meet the commitments of the resolution.⁶ Similarly, all major national trucking, and now busing associations, along with the 50 state trucking associations have officially partnered with Truckers Against Trafficking, allow TAT to present at their annual conferences, actively challenge their members to become TAT trained and registered, partner with TAT on their coalition builds, are members of anti-trafficking statewide task forces, and advocate legislatively on behalf of relevant anti-trafficking bills that intersect with CDL holders. In addition, national associations like, the American Association of

⁶ **NACA (National Air Carrier Association):** Blue Lightning Initiative members meet with NACA airline members annually to discuss issues and training methods related to combatting human trafficking. They report Allegiant Airlines, a NACA member, is an industry leader and has been a source of information in this effort. NACA indicated a desire to be more involved, especially on policy efforts in DC.

A4A (Airlines for America): Many A4A members attend the annual IATA Cabin Ops Safety Conference. While not all have signed the Blue Lightning MOU, human trafficking training is provided to crew and ground staff. Members also receive quarterly updates on the ICAO Guidelines for Training Cabin Crew on Identifying and Responding to Trafficking in Persons and any related topics on human trafficking. A4A has facilitated meetings with representatives from DHS on the Blue Campaign, with DOT/DHS/CBP on the Blue Lightning Initiative, as well as with DOT on the Transportation Leaders Against Human Trafficking Initiative.

IATA (International Air transport Association): In June 2018, the IATA membership adopted an Annual General Meeting Resolution (<https://www.iata.org/pressroom/pr/Pages/2018-06-05-03.aspx>) which highlights the industry's commitment to the issue of Human Trafficking. The IATA goal is to ensure that all members have access to tools and materials needed to allow them to meet the commitments of the resolution. These include: a video (<https://youtu.be/QWTNYRaPXnc>) which highlights in multiple languages the ways traffickers misuse airline services; extensive guidance materials and training (<https://www.iata.org/policy/consumer-pax-rights/Documents/human-trafficking-guidelines-v1.pdf> and https://www.iata.org/iata/Human_Trafficking/index.html) as well as advocacy and inflight reporting mechanisms that begin to address the need for discrete and simple reporting mechanisms inflight so that traffickers are not aware law enforcement has been notified. IATA reports it is working with governments and law enforcement to determine how and to whom these tip offs should be reported and is communicating these to member airlines.

Motor Vehicle Administrators (AAMVA) develop model programs in motor vehicle administration, law enforcement and highway safety. The association also serves as an information clearinghouse in these areas and acts as the international spokesman for these interests. AAMVA was responsible for including information from Truckers Against Trafficking in its model CDL Manual, which is distributed by all 51 jurisdictions. In addition, AAMVA assisted TAT in making key contacts at a host of DMV offices across the nation in order to have points of contact (POC's) to assist survivors in obtaining drivers licenses. AAMVA also personally assisted in ensuring two survivors were able to obtain a driver's license after many previous unsuccessful attempts. Likewise, the Commercial Vehicle Safety Alliance (CVSA), a nonprofit association of local, state, provincial, territorial and federal commercial motor vehicle safety officials and industry representatives, focuses on improving driver and vehicle safety by providing guidance to organizations that enforce commercial motor vehicle inspections and certify inspectors. Besides allowing TAT a speaking platform at their conferences, the CVSA has asked its law enforcement members to utilize TAT's 38-minute law enforcement training DVD, and/or their 4-hour in-depth law enforcement training session. In addition, they encourage their members to distribute TAT materials at all weigh stations, ports of entry, rest stops, bus terminals and the like, as well as conduct campaigns that ensure material distribution during roadside inspections.

B. Applicable State Agencies

Law Enforcement Training-While the majority of local, state and federal officers are not required to receive anti-trafficking training currently, there are a host of training resources available.

- The Federal Law Enforcement Training Center is currently updating their anti-trafficking training materials, but had previously offered a four-module, 40-minute, interactive course that DHS officers had utilized.
- The FBI provides an on-line human trafficking awareness training program that is available through their "Virtual Academy." The program is scenario-based and includes signs and indicators of human trafficking. The FBI also provides instructor-led training in various locations on an ad hoc basis.
- The Maryland Human Trafficking Task Force (MHTTF) provides an in-depth training for law enforcement in the United States, consisting of one day of general information on the nature of human trafficking and a second day on human trafficking case management and best practices. The Task Force also hosts a three-day human trafficking investigators seminar where prosecutors and investigators have the opportunity to network and learn from each other.
- Truckers Against Trafficking offers a free-of-charge 38-minute law enforcement training DVD in an effort to help educate all levels of law enforcement across the nation to recognize, investigate, and prosecute human trafficking. TAT also provides a 4-hour in-depth law enforcement training delivered by its deputy director and a survivor-leader, in order to train law enforcement officers to understand human trafficking and ways it overlaps with prostitution; recognize trafficking indicators at inspection and interdiction stops; and implement a victim-centered approach in interactions with potential victims.
- The Texas Department of Public Safety offers its *Interdiction for the Protection of Children (IPC) program*, which is based on a multidisciplinary approach that partners

child protective services, local prosecutors, officers, and nonprofit organizations to rescue victims and support their recovery. Law enforcement officers learn about resources in their community, and trainees from other disciplines understand how officers identify and rescue children. At the end of the two-day training, there is a team in the community that will work together for long-term success. Officers have rescued 351 missing, exploited, and at-risk children and opened 158 criminal investigations since the IPC program was implemented in 2009. Nationwide, they have trained over 7,800 students in 14 states and Ontario, Canada.

- The Colorado Human Trafficking Council (CHTC) developed training standards and curricula on human trafficking for a wide range of sectors, including law enforcement. Subject matter experts representing various law enforcement agencies developed Human Trafficking Investigations: An Introductory Course. This interactive program is designed primarily for patrol officers but is also appropriate for any law enforcement personnel looking for an introductory course on human trafficking. This training program provides foundational information on identifying and responding to human trafficking, with case studies rooted in the Colorado context. In 2018, the law enforcement training program was launched in Colorado and 18 law enforcement personnel from across the state were trained to facilitate the Law Enforcement program. During this first year, 425 law enforcement personnel were trained.

C. Law Enforcement Targeted and Public Awareness Campaigns

Law enforcement officers are an excellent resource, particularly when engaging in targeted awareness campaigns to specific sectors within transportation. Truckers Against Trafficking (TAT) has enlisted their help in reaching the trucking industry via a targeted awareness campaigns since 2012. Currently, TAT is working with 10 law enforcement and state agencies to distribute TAT materials during interdiction stops (DPS, Highway Patrol, DOT/MVE, State Patrol, DMV). TAT works with 17 law enforcement agencies to visit the truck stops within their states to distribute TAT materials. 32 agencies, including State Patrol, Highway Patrol, Department of Transportation and Department of Public Safety, are currently stocking weigh stations, ports of entry and rest areas with TAT materials. In addition, for several years state troopers from MI, OH, IN and IL have utilized TAT materials to form a multi-state initiative in educating motorists about the signs of human trafficking and to enforce laws that crack down on traffickers.⁷

In the UK, CYSM has partnered with law enforcement in the United Kingdom, from Kent and Essex, to Border Force to raise awareness and encourage victim identification. In the United States, CYSM materials were provided to all Internet Crimes Against Children (ICAC) taskforces nationally, and the United States Attorney's Offices nationally. Various ICAC commanders showcased the videos online, and have used the accompanying training material as part of their training program.

D. State Agency Training

⁷ https://whtc.com/news/articles/2019/jan/09/michigan-state-police-joins-human-trafficking-awareness-effort/?fbclid=IwAR1_pUMFinAJ19nvx0tRqLL1WmSbCCvPSWihlhRcjvdt34bn9KT0PVpiXv0

In addition to training law enforcement officers, state agency employees who intersect with members of the transportation sector, as well as with potential victims of human trafficking, need anti-trafficking training, but very few resources exist. In 2017, Tennessee Driver Services Center logged two separate incidents where employees were able to identify and assist potential victims of human trafficking.⁸

One exception includes the *Pennsylvania DOT*, who recently launched the following initiatives to combat human trafficking through their agency.

- Interactive, 10-minute, web-based training available to all employees (mandated for all driver license center employees and focused primarily on trucking via TAT materials)
- Distributing TAT wallet cards at all driver license centers
- PSAs on all social media channels and the televised Motor Vehicle Network
- Act 105 of 2014: Pennsylvania’s comprehensive anti-trafficking legislation
- Partnering with other transportation entities to spread awareness
- Trained over 15,000 employees by July 2018

E. Public and Targeted Awareness Campaigns

While the following is not uniform across the nation, some state and local authorities are currently displaying and distributing public (and targeted) awareness materials where they have jurisdiction over a brick and mortar location. For example, TAT works with 18 state agencies to ensure every commercial driver’s license (CDL) issued or renewed, includes a TAT wallet card (DMV, DOR, State Police, DPS and DOL). In addition, 11 DMV’s currently share an anti-trafficking PSA in their waiting room.

ANALYSIS

I. **Knowledge Gaps**

While the subcommittee was not able to conduct a comprehensive survey of the actions of each state agency or transportation stakeholder to address human trafficking training and awareness, this report primarily draws from a list of resources compiled by USDOT staff, as well as from the combined knowledge (and research efforts) of subcommittee members, as to best practice examples and a general overview of what agencies and modes are doing in relation to training and public awareness.

⁸ A young lady came into the Summer Ave. Driver Services Center location, and at the time was 15 years old. She attempted to obtain an ID in another name for someone that was 18 years old. The examiner felt uneasy and that the girl did not look like she was 18. The district manager at the time was at the station and the examiner got her involved. THP Criminal Investigative Division was then called. They were able to obtain a list of men that the young lady had been forced to sleep with and they arrested several individuals.

At the Fayetteville Driver Services Center, a lady walked up to the counter where the manager was sitting. When the manager asked her how she could help her she just kept saying, “I stole my son’s laptop.” the manager had her step to the side and the lady repeated it several more times before she finally said that she had escaped from sex trafficking in Alabama and ran to Tennessee. After talking to her a few minutes, the manager called a THP trooper. THP took the lady in the break room to talk with her and ask her questions. They contacted the Lincoln County Investigator. Other officers started coming into the station and after talking to her they took her to a safe place.

More knowledge is also needed in regards to where training gaps exist, as well as in what capacity each state agency or local municipality intersects with modes of transportation, revealing opportunities for targeted awareness campaigns. In addition, we need to know how both sectors (agencies/municipalities and transportation modes) intersect with victims. This information could reveal additional training, public and targeted awareness campaign opportunities. With the preceding caveats in mind, the TA subcommittee have identified the following knowledge gaps:

A. Basic understanding

The most common knowledge gap of transportation personnel is the lack of understanding of human trafficking at the most basic level, and the myth that it does not exist in the United States or in their community. Understanding of how human trafficking presents in the United States is also important, to counter the myth of kidnapping. For example, a statewide study in Colorado found that 98% of residents surveyed are aware of human trafficking but do not believe it is affecting their state, community or family. One particular airline operation's dispatch personnel relayed that if they received a report of suspected trafficking, they would take no action because they do not believe it threatens aircraft security. Other airlines report that information on human trafficking is not contained in their Flight Operations Manual, Flight Attendant Manual and/or Airport Operations Manual (or similar manuals) that would provide a basic understanding or guidance on how to respond to a human trafficking allegation.

Any interaction with individuals who work in public transportation provides an opportunity for identification and assistance, and as such, all personnel would benefit from basic human trafficking training. Even if at the time of interception there is insufficient evidence to suggest the existence of exploitation, employees can give out cards with relevant numbers to call should the individual later realize that she or he were actually being trafficked.

B. Labor Trafficking

Most training materials focus on sex trafficking with less emphasis on labor trafficking. While some trainings do provide the signs of labor trafficking, there is a gap in providing more contextualized, detailed information about labor trafficking. More labor-trafficking-specific materials in general are needed, as well as a better understanding of how various modes of transportation intersect with it, and how agencies -- as well as industry -- can help address it. Transportation and agency personnel need to understand where labor trafficking occurs, the indicators that it is present and what to do to address it.

Hand-in-hand with labor trafficking is the various forms of labor trafficking and the immigration implications. While statistics from Polaris evince that a greater percentage of labor trafficking victims entered the United States legally, the under reporting of labor trafficking generally, makes it difficult to reach many conclusions about labor trafficking within the United States as a whole.

C. Human Trafficking via Informal Bus Routes

There is also a knowledge gap in the use of bus routes to facilitate both sex and labor trafficking of foreign victims. Among the Chinese immigrant communities in the United States, there is a system of informal buses that operate to this demographic, locally known as “Chinatown buses” (Polaris Project Report 2018).⁹ This industry was inceptioned in 1997 in New York City to cater to the Chinese immigrant restaurant workers who couldn’t afford the normal transit fares. (Transportation Division 2009).¹⁰ It became a vessel for traffickers to transport victims along the west and east coasts for labor as well as sexual exploitation (Polaris Project 2018).¹¹

According to a report conducted by an investigative journalist,¹² it was found that these networks of buses are linked to various “*Illicit Massage Businesses*” where traffickers or recruiters fraudulently distribute business cards to low-earning Chinese women and lure them into better financial prospects in massage parlors (Polaris Project 2018).¹³ A good example would be *United States of America v Susan Lee Gross*,¹⁴ where traffickers transported victims by bus from New York City’s Chinatown to Washington DC’s Chinatown to such a ‘massage parlor’.¹⁵

These buses are also used to facilitate labor exploitation. There are over 40,000 Chinese restaurants that are linked to various underground recruitment agencies that use these informal buses such as the “Chinatown bus”¹⁶ to help job seekers (potential victims) find jobs at these restaurants.¹⁷ Often times, these recruitment agencies will give potential victims a slip of the bus routes and job destination, with no proper job description or wage information (Truthdig, 2016).¹⁸ Upon arrival, their new employers will force these workers to work in restaurants for little or no wages and more than 12 hour work days (Truthdig, 2016).¹⁹ Since 2007, the National Hotline has reported 595 similar cases of potential Labor Trafficking (Polaris Project Report 2018).²⁰

The legality of the complete operation of these buses afford protections to those who may be utilizing them to facilitate exploitation. Requiring training and public awareness for the operations of these buses are absolutely necessary to reach this marginalized group of potential victims of trafficking.

D. Public perception

⁹ Rochelle Keyhan, ‘Human Trafficking in Illicit Massage Businesses’ (Polaris Project, 2018) 40

¹⁰ New York City Department of City Planning, Transportation Division. (2009). *Chinatown Bus Study*. Accessed through: <http://www.nyc.gov/html/mancb3/downloads/cb3docs/chinatown_final_report.pdf>

¹¹ Brittany Anthony, ‘On-Ramps, Intersections, and Exit Routes: A Roadmap for Systems and Industries to Prevent and Disrupt Human Trafficking - Transportation Industry’, (Polaris Project, July 2018) 19

¹² Pang, A, ‘Who’s in the Kitchen at Chinese Restaurants?: An Investigative Report, Part 1.’ (Truthdig, November 2, 2016). Accessed through: <<https://www.truthdig.com/articles/whos-in-the-kitchen-at-chinese-restaurants-an-investigative-report-part-1>>

¹³ Rochelle Keyhan, ‘Human Trafficking in Illicit Massage Businesses’ (Polaris Project, 2018) 40

¹⁴ *United States of America v Susan Lee Gross*, Criminal No. : 1 : 1 2-CR-435-CMH (2012)

¹⁵ Rochelle Keyhan, ‘Human Trafficking in Illicit Massage Businesses’ (Polaris Project, 2018) 40

¹⁶ *Ibid*

¹⁷ Brittany Anthony, ‘On-Ramps, Intersections, and Exit Routes: A Roadmap for Systems and Industries to Prevent and Disrupt Human Trafficking - Transportation Industry’, (Polaris Project, July 2018) 19

¹⁸ Pang, A. ‘The Secret Cost of Chinese Buffets, Part 2’ (Truthdig November 17, 2016). Accessed from <<https://www.truthdig.com/articles/the-secret-cost-ofchinesebuffets-part-2>>

¹⁹ *Ibid*

²⁰ Brittany Anthony, ‘On-Ramps, Intersections, and Exit Routes: A Roadmap for Systems and Industries to Prevent and Disrupt Human Trafficking - Transportation Industry’, (Polaris Project, July 2018) 19

Some business owners serving the transportation industry expressed concerns that posting certain types of human trafficking awareness materials at their location will frighten customers by creating a false idea that there is an existing human trafficking problem related to their business. For example, businesses that serve the traveling public, including families, frequently express concerns about posting graphic images or language on posters, particularly in restrooms. Businesses want to avoid giving customers and employees the impression that they are in an unsafe environment.

Even in the creation of awareness materials, some business owners expressed concern that the use of their business, facility, or property, somehow translated that they were somehow supporting human trafficking. Still others were in disbelief that certain human trafficking situations occurred in the United States, and needed empirical evidence in support of the existence. Even an increase in the basic understanding across the board will assist in persuading both direct transportation stakeholders as well as tangential entities, for the need for everyone to be involved.

Further, some businesses struggle with an inaccurate public perception that they ignore human trafficking activity. The general apprehension is that displaying posters or other public awareness materials could instill fear in customers. While the business owners have an innate desire to help vulnerable people, they also have a vested financial interest in their business and are highly focused on crime prevention. Crime is bad for business.

E. Trafficking vs. Smuggling

Port employees, along with border patrol agents, need to be able to distinguish the difference between smuggling and trafficking, know what questions to ask a potential victim to help determine which crime (or both) has been/is being committed, should be equipped with a list of service providers (including legal aid) to aid in victim assistance if the victim participated in the crime of smuggling but was intercepted before trafficking began. They also need an understanding of how they can work with employees of various modes of transportation to close loopholes to both smugglers and traffickers.

F. Undocumented Immigrants and Trafficking Victims

Many foreign victims of trafficking, both with and without valid documents to be present in the United States, are often overlooked as possible trafficking victims for a number of reasons. Many traffickers threaten foreign victims with immigration consequences, and victims are often not cognizant of the various visas under the U.S. immigration regulations which permit legal status for foreign victims of trafficking. Much of the general population, including those in the transportation sector, are unaware of the dynamics between foreign victims of trafficking and their traffickers, as well as the foreign victims potential reluctance to trust anyone in a position of authority, especially if their originating country's government involved corruption. This knowledge gap likely overlaps with labor trafficking, as the vast majority of labor trafficking victims in the United States are foreign.

G. Reporting possible incidents of Human Trafficking.

Some airline personnel, particularly pilots, fail to report suspected cases of trafficking because it was not mentioned in their training. The protocol of some airlines, however, is mentioned in their Flight Operation Manual. In addition, some airline personnel reported that when calling tips into the BLI hotline, if they cannot provide enough details or data rich information, the feeling is that the tip is ignored. Moreover, there is no feedback on information provided by airline personnel. Most airlines employ a protocol to report human trafficking incidents through their corporate command center, where the incident is first documented, and then notification made to a hotline.

It is also unclear how various hotlines who receive reports of suspected human trafficking, as well as 911 lines, and other reporting entities are working together, if at all, to ensure each report is investigated.

H. Niche-specific Training.

Niche-specific training still needs to be created for: maintenance/rest area personnel, toll workers, rail employees, port employees and taxi personnel. State agency employees who work at licensing counters or brick and mortar locations also need victim identification training, including human trafficking indicators, evaluation, tip lines, etc. To create the most effective paths of engagement and ensure the training and materials are attentively received, additional input on the various modes of transportation/agency infrastructures and where and how training should be conducted.

Ideally, the identification of and information on local service providers should also be included in these niche-specific training to enable each agency or law enforcement department to know who to contact for help with specific needs, in addition to contacting the NHTH.

I. Law Enforcement Training

While law enforcement training resources exist, the majority of local, state and federal officers are not required to receive anti-human trafficking training. On a national level, more information is needed on which and how many law enforcement agencies are actually conducting anti-trafficking training and what existing training programs are being used. Do the trainings being utilized emphasize a victim-centered approach? What is the broader need? Are these agencies aware of the training being provided or available to members of the various transportation entities they interact with and is there a way to build coalitions between law enforcement and these groups so they're actively seeking to build private-public partnerships?

II. Efficacy of Existing Training and Awareness Materials

Drawing on the knowledge of each member's expertise in both the transportation industry and the human trafficking field, the committee established standards and best practices for mode-specific training programs, state agency training programs, public awareness campaigns, and targeted awareness campaigns (campaigns that specifically target victims). Committee members then conducted independent research of existing materials in specific transportation sectors to

determine which programs met the established minimum standards. Programs which meet all or most of these standards are strong, while others that meet only a few of the standards will have a benchmark to strive for to improve of their programs.

The following table indicates the minimum standards used to determine the efficacy of existing training and awareness materials:

Mode-Specific Training	Public Awareness	Targeted Awareness
1. Industry specific (scenario based)	1. Broad reach (universal)	1. Niche-Specific
2. Clear call to action	2. Uniformity of messaging	2. Uniformity of messaging
3. Efficient (time/cost implementation)	3. Captivating visually	3. Captivating visually
4. Increase calls/reports	4. Clear call to action	4. Clear call to action
5. Captivating visually	5. Increase calls/reports	5. Increase calls/reports
6. Accessible format	6. Accessible format	6. Accessible format
7. Survivor informed	7. Free of charge	7. Free of charge
8. Provides tools for implementation of public/targeted awareness campaign	8. Multi-lingual options (Spanish)	8. Multi-lingual options (Spanish)
9. Support implementation provided	9. Survivor informed	9. Survivor informed
	10. Meet state law posting requirements	10. Meet state law posting requirements

Using the standards outlined by the committee, the following examples of programs were found to meet all or most of the required standards:

A. Mode-Specific Training

Truckers Against Trafficking delivers its own training program for the trucking industry which meets all mode-specific standards. TAT’s program is an efficient 30 minute program available on DVD and provides extensive materials for distribution in truck stops, rest areas, break rooms, state agencies, etc. as well as decals with the national hotline number for placement in truck windows. TAT has trained over 700,000 truckers on victim identification resulting in a marked increase in reports to the national hotline and ultimately an increase in the arrest of perpetrators and the release of victims. Adding credibility and effectiveness to the training program, TAT employs survivor leaders as field trainers of their national programs. In addition, all of TAT’s materials are provided free of charge and in multiple formats making it accessible to any business large or small. Lastly, TAT has partnered with law enforcement and state agencies across the nation to educate, equip, empower and mobilize the trucking and busing industries to combat human trafficking as part of their everyday jobs.

B. State Agency Training

Texas Department of Public Safety-Interdiction for the Protection of Children (IPC) is a multidisciplinary collaboration with child protective services, local prosecutors, law enforcement officers, and nonprofit organizations to rescue victims and support their recovery. Law enforcement officers learn about resources in their community, and trainees from other disciplines understand how officers identify and rescue children. The two day training is designed for long term success by connecting officers with a team from the community to assist with ongoing efforts to combat the crime in their community.

Officers have recovered 351 missing, exploited, and at-risk children and opened 158 criminal investigations since the IPC program was implemented in 2009. Nationwide, they have trained over 7,800 students in 14 states and Ontario, Canada.

C. Public Awareness Campaign

Can You See Me?(CYSM) is a global public awareness campaign developed by A-21. The campaign serves as a tool for both victim identification, and awareness and education for the general public and industry employees, as well as a tool for victims to self-identify. CYSM effectively combats human trafficking through public engagement using familiar, everyday scenes, specific to local issues where trafficking exists, and asking the audience to act by calling a confidential hotline. Though initiated by A-21 the campaign gains traction by partnering at a global and local level with government bodies, public and private institutions and businesses. It is through these targeted partnerships that the campaign is able to access the necessary range of channels and territories (both international and domestic) to extend the reach and deliver the impact necessary to fulfill its goals. The program's 30-60 second videos are designed to deliver an impactful message with a clear call to action for the traveler.

D. Targeted Awareness Campaign

Busing on the Lookout (BOTL), a Truckers Against Trafficking program, has developed an awareness campaign that specifically targets victims and potential victims using signage for the insides of buses and bus terminals. With the help of a survivor leader, the poster's design and language delivers a brief and effective victim-centered message. Further, BOTL has partnered with Coach USA/Megabus to provide ticket vouchers to survivors through the NHTH. The posters target the victim by asking a simple, relatable question, a brief explanation and then a call to action.

E. Measuring Effectiveness

While the training programs mentioned above shared some of their impact data, in general, tracking impact around a public awareness campaign is extremely difficult, even in partnership with local or national hotlines and law enforcement agencies. However, CYSM did receive the following feedback in regards to their program in the UK.

Between March 2016 and March 2017, Kent and Essex increased reporting of human trafficking related crime by 300-400 percent, and from June 2016 to December 2017, we

increased our victim identification by 1200 percent. The CYSM campaign was instrumental in assisting in that increase, along with other efforts of the police.
- Cristina Gavrilovic, Anti-Slavery Partnership Coordinator, Kent and Essex Police

The subcommittee has found that impact and effectiveness can be more easily measure around a one-time event such as the Super Bowl or major sporting event, where a start and end date is determined in advance, and all entities are prepared to roll out awareness materials in a concerted uniform effort in a particular location. *See Appendix ___* (IAP Impact Report 2018)

III. Challenges and Opportunities in Displaying Human Trafficking Public Awareness Materials Within the Transportation Section

A. Opportunities

Businesses operating within the transportation sector operate in almost every community in the United States serving millions of customers on a daily basis. As such, the transportation sector has a unique opportunity to raise public awareness on a massive scale to ensure that customers/travelers can help identify and appropriately report suspected incidents of human trafficking. Because many victims of human trafficking are moved across state lines and through all modes of transportation, the transportation sector can play a key role in targeting public awareness to potential victims who may be in need of help or support but unsure of where to call. Many private businesses operating within the transportation space also intersect with a number of other industries, such as restaurants, coffee shops, hotels and convenience stores. The intersection of these industries allows for large-scale cross-pollination of public awareness efforts between the various industries. For example, airline passengers frequently stop at a restaurant, coffee shop or other store located within the airport terminal on the way to their gate. Similarly, travelers frequent myriad restaurants, coffee shops, and in some cases, shopping centers, to reach their train gate. Truckstops and travel plazas generally operate multiple profit centers in a single location, including restaurants (both quick-serve and sit-down), hotels, convenience stores, truck washes and repair shops.

Transportation providers have a unique opportunity to establish public awareness programs that make transportation services available free of charge to someone who is a potential victim of human trafficking and seeking help or seeking to return home but who many not be in a position to purchase such transportation.

B. Challenges

Inaccurate View that Businesses Don't Care

Businesses operating within the transportation sector, specifically private businesses, struggle against an inaccurate public perception that they turn a blind eye to human trafficking activity. Although thousands of proactive business owners devote substantial resources to combating human trafficking, others are discouraged from doing so due to concerns about how they are presented in the public and in the media. The reality is that beyond business owners'

innate desire to help vulnerable people, they all have a vested financial interest in their business and are highly focused on crime prevention for any type of crime. Crime is bad for business.

Public communications focused on human trafficking and the transportation sector should focus on the positive role that the members of the transportation sectors are playing in combatting this crime. Messaging should focus on how the transportation community is taking a united stand to combat this crime and the key steps that the industry sector has taken in recent years to combat this crime so as to hold the entire transportation sector up as a leader in the fight against human trafficking.

Engaging the national and state trade associations representing each mode of transportation is key to engaging the individual members of that mode and elevating a specific public awareness program. Trade association members are more likely to engage in a specific public campaign if they know that the industry's support is behind it.

Businesses that fully understand the safety risks to their employees and customers, as well as the financial and legal exposure associated with human trafficking incidents, may be more likely to engage in this issue.

Fear of Negative Association

Transportation-related businesses often have concerns that posting certain types of human trafficking awareness materials at their location will frighten customers by creating a false idea that they have a human trafficking problem. Businesses serving customers that include families or mother's traveling with children, for example, frequently express concerns about posting graphic images or language on posters, particularly in restrooms. Businesses care about the safety of their employees and their customers and do not want customers to think that they are in an unsafe place.

Human trafficking awareness materials must take into account the desire of any member of the transportation business community not to frighten or offend its core customer base. Human trafficking awareness materials must come with a variety of options so that individual businesses can determine which awareness materials will work best at their location. For example, although national business operations often prefer a standardized approach to their awareness materials to ensure consistency across all locations, many regional and local operations prefer materials that take into account the nuances of their state, locality and customer base. Similarly, some transportation-related businesses have the ability to speak to multiple constituencies. Truckstops, for example, frequently will place public awareness materials that speak to truck drivers in a driver lounge or on a loyalty program kiosk but also post different awareness materials that target the general public in other parts of their facility.

Patchwork of State Laws

A growing number of states are passing human trafficking public awareness laws that establish human trafficking awareness poster mandates. These poster mandates vary significantly from state to state. While some contain specific language about content and the type of business in which they must be placed, others are vague and unclear. Because the transportation sector operates in all 50 states, differing state requirements make it extremely difficult for businesses to

comply. This is especially true of those businesses that are national brands and seeking uniformity across all of their locations.

States that mandate public awareness poster laws should at a minimum expressly state that existing human trafficking awareness posters developed by U.S. federal agencies (such as the U.S. Department of Transportation's Put the Brakes on Human Trafficking awareness campaign or the U.S. Department of Homeland Security's Blue Campaign) meet any required state or local poster mandate.

State agencies should be discouraged from spending valuable resources to recreate public awareness materials and instead urged to refer to the existing resources and materials already available both from the public and private sector.

IV. Major Public Events

Major public events, if leveraged strategically, can provide unique opportunities to provide training and awareness to industries that normally would not be engaged, including transportation sectors. Many events and forums in the United States tend to be state specific. However, major public events tend to bring the issue to a national level. To have as much coverage as possible, the targeted audience should consist of both the general public, as well as potential victims. In referencing major public events, there is a split between: (1) events specific to human trafficking; and (2) events where human trafficking may be prevalent [major sporting events]. Both types of events should ideally include a proposal to create awareness and provide a call to action; partnerships with the national hotline, various modes of transportation and local businesses to leverage timing and distribution of materials before, during and after the event; uniform, repetitive and ubiquitous messaging; and private advertisement.

While both types of events should encompass the factors noted above, the strategy and approach will vary from where the focus of the event is specific to human trafficking or where exploitation may potentially increase as a result of the event. Major public events can be truly leveraged to start best practices for the transportation section because of the finite nature of the event. The beginning and end nature of the event is appealing to the transportation sector which may have competing interests for manpower and advertisement space. With the plethora of various philanthropic causes flooding the public arena, each "good cause" often compete with others for advertisement space, especially where free or low-cost space is sought. Where a particular event such as the National Human Trafficking month has been firmly promoted by the Government, and accepted by the country, this is likely the best opportunity to utilize advertisement to highlight the issues and to also educate the public. At times, transportation sectors may continue the public awareness campaign even after the major event has concluded, especially if they are able to witness tangible success during the event specific time period. As noted in later sections, even if there is some general increase in human trafficking at a particular event, human trafficking is occurring around us every day and not just at a particular event. For the transportation industry where competing interests are constant, the proper use of a major public event to highlight human trafficking, might be the best way to introduce the need for training and public awareness into this very important issue.

A. Human Trafficking Awareness Specific Events

While the criminal act of human trafficking has been in existence, the concept of human trafficking and how it manifests in modern times has caught attention mainly in the last two decades. In 2000, the United States passed the Trafficking in Victims Protection Act, which criminalized certain human trafficking violations under the federal law, and also established the Office to Monitor and Combat Trafficking in Persons, within the U.S. State Department. The understanding of the crime of human trafficking, or modern-day slavery, has expanded globally with key days, months, and events specifically created to raise awareness about this crime. Key events include but are not limited to the following:

- National Slavery and Human Trafficking Prevention month – month of January (USA)
- National Human Trafficking Awareness Day – Jan 11 (USA)
- World Day Against Trafficking in Persons (UN resolution) – July 30
- International Human Rights Day – December 10
- Anti-Trafficking Day (EU) and Anti-Slavery Day (UK) – October 18

Because the concept of human trafficking is multi-faceted, complex, and often overwhelming, it is important to approach transportation sectors with a simple, and doable strategy in the role that they can play in combatting and curtailing this crime. Ownership and responsibility of the transportation sector must also be emphasized as the transportation sector is educated that they unwittingly might be facilitating the crime through acts of omissions and sheer ignorance. The key however must focus on the practical and the feasible. Events which are nationally, or globally recognized, as an officially commemorated event, are more likely to be recognized by industry as well, especially U.S. specific events such as National Slavery and Human Trafficking Prevention month and National Human Trafficking Awareness Day. Transportation stakeholders are more willing to invest resources as participants of those events.

Human trafficking specific events will necessarily delve more deeply into the substantive information about human trafficking, and therefore, public awareness segments should also provide substantive depth as well. In order to truly leverage such events to build public awareness, as well as to create training opportunities, a strategic plan should be created in advance and include: (1) proposal (such as a webinar or training opportunity); and (2) timing of approach to ensure that the proposal can be realized on the anticipated date. Because of the event specific nature of such training and awareness opportunity, timing and coordination is key.

B. Events where Human Trafficking May be Prevalent

In recent years, there has been an increase in concerted training and public awareness for human trafficking at the Super Bowl. While studies have shown that sex trafficking likely does increase at the Super Bowl, there is no study to suggest that this is the largest event where sex trafficking occurs. Rather, one can surmise that this is the largest national sporting event where most anti-human trafficking efforts are focused on by both law enforcement and non-governmental organizations (NGOs), and consequently private entities as well.

Studies and experiential discussions have shown that sex trafficking increases in general, although the rate of increase is unclear, at any large gathering, including but not limited to major sporting events, trade shows, stock shows, and conventions. Indeed, the common denominator in all these events are the gathering of large groups of men. While some literature also discusses labor trafficking at large events, most subcommittee information was specific to sex trafficking at major events in the United States. However, we would be remiss if the possible increase in labor trafficking at major events was not addressed. There is suggestion that sporting events may also attract labor trafficking because of new construction since “[o]ften times around a big sporting event, there is new construction or an increase in demand for hotel services.”²¹ Service providers for labor trafficking survivors “hear from survivors every day what it is like to be a human link in a cruel and profiteering business supply chain that allows us to have a clean hotel room on vacation, at a sporting event or get food at a restaurant.” *See supra* note 1.

Major public events, including events where human trafficking may be prevalent, may be key opportunities not only for victims to be identified and perpetrators investigated, but for public awareness to be maximize to a captive audience who may not otherwise be available for the messaging. While there are debates about the use of funds concentrated at major sporting events, whereas human trafficking occurs daily even where there are no major public events, using such events to highlight the occurrence of human trafficking can be assurance that funds are being used in maximum capacity to not only increase the likelihood of the discovery of human trafficking victims, but also to use the opportunity to raise awareness to large groups of people. While the Super Bowl for example may not be the largest one-time sex trafficking event in the United States, “the Super Bowl is one of the most-watched sporting events in the world” with millions of viewership.²² Thus, entities interested in curbing human trafficking, and in particular sex trafficking, have leveraged The Super Bowl fairly effectively for training and public awareness. Similar efforts however, is still needed to reach other events where human trafficking occurs, and especially where studies have shown a correlation between the likely increase of sex trafficking and a public event such as the Consumer Electronics Show, or Memorial Day weekend at Myrtle Beach,²³ or events where survivors have specifically testified based on first-hand experience, such as boxing matches generally.

Major public events involving the increase of human trafficking is especially relevant for the transportation sector, because of the travel required for both participants, perpetrators, and victims. The suggested increase in “new-to-town” sexual solicitations online suggest that victims have traveled/been transported for the event in question. Events such as major sporting events, or conventions, necessarily mandate travel by the participants as well, so advertisement in key modes of transportation which are used by individuals traveling to the event, are also a key opportunity to not only educate generally, but also to potentially identify victims.

²¹ Amy, *Sex Trafficking Increases Around the Super Bowl. Truth Or Myth?*, Huffington Post (Dec. 5, 2016) https://www.huffingtonpost.com/ariel-zwang/sex-trafficking-increases_b_9163046.html

²² History.com Editors, *Super Bowl History*, A&E Television Networks (May 11, 2018) <https://www.history.com/topics/sports/super-bowl-history>

²³ *See generally*, Kyle Miller, et. al., *Do Public Events Affect Sex Trafficking Activity?*, Auton Lab, Carnegie Mellon University, arXiv: 1602.05048v1 [stat.AP] (Feb. 15, 2016) (measuring the correlation of increase of online “new-to-town” advertisements to large events).

In these types of major public events which are not human trafficking specific, the strategy must carefully consider how to highlight the issue of human trafficking without distracting from the actual event to obtain partnerships with the stakeholders. Unlike the first type of events where the central focus is the human trafficking issue, the main issue here is the event in question, with human trafficking added as a cautionary note. Therefore, in such events, the public awareness segments may not necessarily contain significant substantive information about human trafficking, but use prominent individuals specific to that major public event as a vehicle of communication to the general public awareness. However, the substantive materials can still be presented in the form of training to key frontline professionals in the best position to recognize potential victims of trafficking, including those in the transportation service and hospitality industry. In order to truly leverage such events to build public awareness, a strategic plan should be created in advance with a goal in mind. For example, where a sporting event may include an opportunity for human trafficking, the following may apply:

- Proposal – short awareness video created to raise awareness and provide a way for the viewers to report human trafficking
- Partnerships – partnership with hotline, partners with modes of transportation and venues around the particular event to distribute awareness material, and also ensure that materials are distributed for a set time leading up to an event, at the event, and for a set time after the event. These partnerships are also ideal opportunities to provide training and to receive data on the success of the awareness event.
- Training – in-depth training with partners
- Timing – Materials distributed in advance, timing coordinated with all partners, etc.
- Any action plans subsequent to the event to effectuate change.

C. Messaging during the Major Public Event

The following are considerations for public awareness messaging in major public events.

Proposal and Timing

As previously noted, because major public events are time specific, the actual proposal for the public awareness event specific to a major public event must be well coordinated. The proposal should be submitted to the deciding entity well in advance to coordinate efforts. A21's global "It's a Penalty" (IAP) campaign targets specific sporting events around the world, with a prevention and awareness campaign to bring attention to the crime in cities where the incidence of human trafficking has the potential to rise due to the sheer number of people in the surrounding area.²⁴ At the 2019 Super Bowl, IAP enlisted high-profile NFL players as well as USA soccer players– all of whom feature in a 30 second film shown in-flight by American Airlines and British Airways with a potential to educate 39.2 million people worldwide. The leverage here is gained by using

²⁴ A21's "It's a Penalty" (IAP) campaign is a global public awareness campaign, harnessing the power of sports to raise awareness about child exploitation and human trafficking. Understanding that human trafficking and child exploitation necessarily crosses borders, IAP raises awareness globally and has run campaigns for the World Cup, Olympics, Ruby Sevens, Commonwealth Games, and the Super Bowl. For purposes of this report, only IAP's involvement in major U.S. sporting events will be discussed.

an eye-catching quick film delivered by high-profile individuals and distributed to a large targeted audience. The timing of messaging for these events is key for maximizing effectiveness of the campaigns. Materials should be distributed well in advance and coordinated with all partners. A21's IAP campaign was launched during the months of January and February leading up to the Super Bowl and following the event.

Partnerships

Collaborating with the national hotline, local businesses and specific transportation sectors will maximize leverage in public events. Moreover, partnerships provide broader outreach of the message, and use of each entity's network. For instance, A21's IAP partnered with 8000 Uber and Lyft taxi drivers in the city and trained them to identify and report exploitation and trafficking, and 2500 taxis displayed *It's a Penalty's* materials within them. Events specific to human trafficking awareness provide an opportunity for local businesses to get involved through advertising the event and distributing relevant materials. Further, these events provide a national platform for businesses to not only engage in combating the crime but also add value to the business by illustrating a commitment to support the community. A21's IAP also partnered with local anti-human trafficking NGOs the International Human Trafficking Institute, the Soap Project, and Hilton hotels to provide training and to provide awareness materials to Hilton hotels. As a result of the collaborative effort, hotels recognized some minors from NCMEC's missing children's list, and one teenager was actually found and recovered in one of the hotels during such an outreach event.

In addition, partnerships can be formed between NGOs and law enforcement around major events. For example, NGO, In Our Backyard, has worked for the last 10 consecutive years to eradicate sex trafficking surrounding the Super Bowl through partnerships with top law enforcement, local nonprofits, and government agencies in host cities across America. IOB was honored to come alongside leaders already doing incredible work to stop human trafficking in Atlanta, including the International Human Trafficking Institute, Wellspring Living, the Dream Center, the Salvation Army and others. Highlights of our Linking Freedom In Our Backyard operation in Atlanta 2019 include:

- Engaged more than 400 volunteers in anti-trafficking education and advocacy
- Throughout the Atlanta metro, six-hundred convenience and corner stores were equipped to recognize and report human trafficking. An additional 1,281 are being trained through partnerships with the Georgia Association of Convenience Stores and Atlanta Retailers Associations.
- Store managers and clerks provided two very valuable tips on missing children from IOB's materials, which were immediately turned over to law enforcement and the National Center for Missing & Exploited Children for further investigation.
- 15,000 Missing Children's books were distributed predominantly to convenience stores and official Super Bowl volunteers throughout the Atlanta Metro.
- 13 of the 34 children in IOB's Missing Children's book were recovered within one week of Super Bowl.
- Through collaborative efforts, IOB placed 1,200 Freedom Stickers in restrooms stalls during its outreach event, creating a pathway of FREEDOM for those trapped in HT.
- IOB released a 3 minute film showing the effectiveness of our Freedom Stickers ahead of Super Bowl LIII, which has been acclaimed as one of the best HT films ever

- produced. • IOB's work was featured by BBC America, CNN Freedom Project, NPR, and others.
- IOB provided six qualified leads and 123 tips on victims of trafficking to law enforcement.
 - FBI, in partnership with IOB and many other agencies, announced 169 arrests, including 26 alleged sex traffickers and 34 who allegedly attempted to engage in sex acts with minors and 9 recoveries of minor victims in their 11-day pre-Super Bowl operation.
 - 13 IOB volunteers participated in nine strip club, street, bus, and online outreach events with Dream Center ATL. Seven adult victims left their situations through their efforts.

Uniformity of Messaging

Uniformity of messaging for national public events will be key so that the general public is given a consistent message regardless of the geographical location. Additionally, messaging should be simple and pithy to grab the general public's attention and focus on key points. To that end the following should be considered:

- Similar theme
- Consistent number to contact for assistance
- Short message - 30 or 60 seconds for a video
- Unity of organizations supporting the message
- Compelling messaging and captivating images (but with sensitivity to survivors)
- Survivors consulted and approved

Repetition of Messaging/Ubiquitous Messaging/Placement of Messaging

When messages are repeated, it is more likely for someone to recall it and also be urged to take action. Repetition of messaging has several angles. A video on a video loop creates repetition. Messaging throughout all modes of transportation, and in all different places creates repetition as well. Placement of messaging, in addition to the repetition, is also important. Places where messages can be repeated and widespread:

- Taxis/ground transportation - Many taxis now have video screens with ads or even messages from the mayor. A short informational video bulletin on trafficking could be added to the video chain, which often repeats several times during the course of a journey. The repetitive nature of these video loops could significantly increase awareness of trafficking not only by the victims, but also by others who could learn to spot victims. Helplines would of course be included.
- Shuttles to rental cars, parking, or other shuttle service - print advertisement during the event in question, i.e. entire month of January for human trafficking awareness month, or for weeks leading up to and after the sporting event.
- Buses and bus terminals (longer travel)
- Airlines/Airports - in flight magazines and videos; videos and advertisement at the airport
- Train terminals/onboard trains
- City subways and buses - general city subways and buses

- Restrooms

Media – Press Conference/Social Media

Press releases provide a strategic opportunity for the main message to be broadly spread in a timely fashion. This will allow the awareness piece to be seen by those in the immediate vicinity via the local paper and television news. This can also lead to a larger audience seeing the message if the press release is picked up by other outlets around the country. Issuing a press release with the support of a coalition or a group strengthens the messaging as it showcases inclusion and collaboration. Issuing a press release in conjunction with social media releases can highlight the trafficking issue without detracting from the main purpose of the event. Major social media platforms such as Twitter, Facebook, and Instagram provide a quick way to share a compelling photo and tagline to quickly educate individuals. When done in coalition and partnerships, the message can have broad reach of all coalition members, each with their own niche of followers.

RECOMMENDATIONS

J. Key Elements and Core Messaging

While both awareness and training materials will have similar key elements and core messaging, awareness materials will be broader and more overarching, whereas training will be more specific and detailed. Moreover, the target audience for awareness materials in the transportation sector will vary from the target audience for human trafficking training.

A. Public Awareness

Public awareness materials in the transportation sector target an audience that is broad, with fleeting attention span, and with the only known commonality as physical presence in the transportation mode. In accordance with this audience, human trafficking public awareness materials should have broad reach, so to the degree possible be focused for a universal audience. In order to reach the universal audience, and to be as inclusive as possible, materials should be made available in multiple languages and address ADA requirements for deaf and hard-of-hearing. Because materials for the general public is required to be concise, ideally 30 or 60 seconds in length where video messages are concerned, a compelling and clear message must be conveyed to ensure that even where messages are short, the audience will be more likely to retain the message. To that end, repetition and visual uniformity of messaging across all forms of transportation would also further this same goal. Uniformity of the messaging and materials, almost to the point of “brand recognition” would further this goal, so that even where the messaging is brief, the uniformity and repetition would serve to consistently further the message.

Awareness materials are important not only as a preventative method for human trafficking, but also for purposes of victim identification. Thus, it is extremely important that awareness materials accurately reflect how human trafficking is facilitated in the United States, and break the stereotypes that are often sensationalized in movies. In order for the public to truly become informed of how human trafficking presents in the United States, realistic scenarios must

be shown. In addition to educating the public, in order to maximize the awareness materials, a clear call to action by the public is encouraged. Such a call to action gives the general public a stake in the anti-human trafficking movement, to highlight their part in being a part of the solution. The call to action should provide where and how to report suspected human trafficking (i.e. The National Human Trafficking Hotline, or local law enforcement), as well as a list of the information which should be reported (i.e. description of the events and persons involved).

To have the most comprehensive impact from awareness materials, ideally the messaging should resonate to potential victims of trafficking, as well as the general public. Consequently, the messaging should be survivor-informed, which necessarily includes being trauma-informed. The US Department of State (2017) states “[t]he use of graphic language or shocking imagery to depict human trafficking promotes myths and misconceptions about this crime and can re-traumatize survivors.”²⁵ The idea is to motivate community members to act without inducing fear. Moreover, various types of human trafficking in the United States should be shown, to include both labor and sex trafficking, and the various types of each given the many types of labor and sex trafficking, i.e. pimp controlled, illicit massage parlors, debt bondage, domestic servitude, agricultural, construction, forced begging, etc. Such a breadth serves a dual purpose in that it educates the general public about the wide array of human trafficking within the United States, as well as includes the voices of survivors of the different forms of trafficking. Moreover, such diversity also breaks stereotypes of who can be a victim of human trafficking, to include male sex trafficking victims, both foreign and U.S. citizen victims, LGBTQI community, various ethnicities, minors and adults. The profile of a human trafficking victim is not the only stereotype, but also demographically of where human trafficking may be occurring. Understanding that human trafficking can occur anywhere and to anybody should be a key message for any awareness messaging. Consistent with the goal of broad and overarching reach, the awareness materials should engage community at all ages, and be easily understood through imaging and simple language.

Many states require anti-human trafficking awareness posters to fulfill certain signage requirements under the law which can differ from state to state. *See Appendix ___* (Legal signage requirements by state). As previously noted, the element of uniformity is key for successful messaging. However, as most entities would likely want to only use one type of awareness material, awareness posters should maintain uniformity, except where certain deviations are needed for state law compliance purposes.

B. Training

Unlike public awareness materials, where the attention of the targeted audience may only be a few minutes at the most, and where the audience is broad, human trafficking training materials will be for a set time, with a focused agenda, and to employees in the transportation sector. The degree of training will depend on the employee audience.

²⁵ United States Department of State, *Engaging Survivors of Human Trafficking, “Don’ts”*. Retrieved from <https://www.state.gov/j/tip/rls/fs/2017/272009.htm>

Audience Specific

General transportation employees should be provided with the very fundamentals of human trafficking. The basic level should include the reality of human trafficking within the United States, as well as the various forms of human trafficking, and a summary of the applicable criminal law.²⁶ If time permits, basic myths and stereotypes should be dispelled. This training can be a component of a general annual training or new employee training, and be presented in a computer module format. While in-person training is always ideal, it may not be feasible for a transportation industry that is providing human training as one facet of a larger employee training to provide live training from a specialist and/or survivor.

Training for frontline professionals however would be much more comprehensive. Frontline professionals are employees in the transportation industry who are likely to come into contact with victims of trafficking in the course of their employment. In the transportation sector, such employees would include airline attendants, railway ticket collectors, truck drivers, bus depot ticket sales, etc. Most often, the frontline professionals would include those with the most contact with the customer or passenger, who may be a trafficker or a potential victim of trafficking. Human trafficking is a crime which involves the movement of individuals for purposes of exploitation, and by its base nature necessitates the use of some form of transportation in order to facilitate the exploitation. For example, many truck drivers have encountered trafficking victims seeking help at truck stops. Many potential victims of trafficking use buses, as a budgetary form for travel. Consequently, these frontline professionals are in a unique position to potentially come into contact or to assist potential victims of trafficking during the course of the exploitation. Because human trafficking is a crime that is hidden but in plain sight, in-depth training is required in order to see beyond the obvious superficial layer of what appears to be “normal” passengers in transit.

In addition to the fundamentals of human trafficking, such in-depth training should also include the many types of human trafficking in the United States, along with the indicators of trafficking, both general as well as industry and/or trafficking specific, for frontline professionals. As these frontline professionals may also come into contact with a trafficking victim, training should also include survivor sensitivity, as well as trauma informed approach,²⁷ by for example taking into account cultural, ethnic, and gender issues when engaging with a potential victim. Victims of human trafficking, depending on the type of trafficking involved, may also not *appear* to want assistance, at least initially. Complexities of victim identification in human trafficking cases, and the layered dynamics between the trafficker and victim should explained, to increase understanding of the victim, as well as increased identification. Such understanding is consistent with a trauma informed approach when interacting with a human trafficking victim.

²⁶ The depth of the general trafficking overview will depend on the allotted time, but can include profile of traffickers, profile of victims, trafficking venues, dynamics of human trafficking between victims and perpetrators, potential victims of human trafficking, complexities in disclosing trafficking, understanding human trafficking victimization, and the applicable state and federal law.

²⁷ The five general principles of trauma-informed care are: safety, trustworthiness, choice, collaboration, and empowerment (<https://www.ovcttac.gov/taskforceguide/eguide/4-supporting-victims/41-using-a-trauma-informed-approach/>) citing Harris, M. & Fallot, R. (2001). *Using trauma theory to design service systems. New directions in mental health services*, Jossey-Bass, 89, Spring.

In order to provide accurate training, scenario-based training using actual cases of human trafficking that were identified/thwarted on that specific form of transportation is encouraged so that the frontline professional can be able to better understand how a trafficking situation may present itself during the course of employment. These scenario-based training, should be survivor sensitive in that the focus should mainly be on the transportation situation, in which indicators were noticed, without the gratuitous need to go into the personal story of the survivor.

Training for transportation security personnel may also be even more in-depth than frontline professionals, in that in addition to the above, security considerations and protocols should be in place.

Transportation Industry Specific

Human trafficking training in the transportation sector must extend beyond understanding human trafficking generally, and must also provide employees with the proper response tools once a possible situation has been identified. The protocols and procedures will vary from the specific transportation industry as well the modes of transportation. Response to a possible human trafficking situation on an air flight will vary vastly from where a taxi driver may encounter. The protocols and practice will vary in each situation. Safety considerations will also differ for both the potential victim, as well as the reporting employee will vary depending on the mode and industry involved.

Likewise, transportation hubs will also have different standard operating procedure and response from the modes of transportation, as well as depending on the type of transportation hub at issue. This portion of the training should involve industry specific personnel who have established a protocol in order to ensure that the matter is further investigated, taking into consideration safety concerns of both the potential victim and employee(s) involved, available, victim resources, privacy concerns, and legal considerations stemming from the investigation.

Partnerships and Format

Ideally, training for frontline professionals would be in person and conducted by: (1) a human trafficking “expert” and/or survivor consultant; and (2) an industry specific expert with knowledge of protocols. While this type of dual expert knowledge training would be the ideal standard, realistically, time and resources may require alternate delivery formats, such as video or computer based training. In such a situation, it is still recommended that at least one part of the training be conducted in-person. Where training cannot be conducted in-person, it should still be available to be implemented in a format that the transportation providers can support within their existing technology infrastructure, such as computer-based training, video, print, train the trainer, etc.

Notably, a survey of the trainings conducted at the Colorado Department of Transportation (CDOT), resulted in the discovery that a one hour training was best received. While difficult to cover all necessary training information, the 1 hour module was slightly modified to specifically

address situations that maintenance and traffic personnel may encounter, such as viewing suspicious activity on traffic cameras, or coming to the aid of a stranded motorist.

Reporting

Training should also provide practical guidance on how to respond to situations that are not necessarily industry specific, i.e. “a simple phone call - can be anonymous, no follow up required.” Providing a clear list of what to report, such as description of victim(s), trafficker(s), take photographs if possible, and instructions not to intervene, can also be included, as well as the best place to report the situation. It is important to note that this would fall under general training, as industry specific training would likely provide a set protocol.²⁸

II. Types of Print and Digital Material for Transportation Stakeholders

While the previous section focused on the substance of the training and awareness materials, this section addresses the creation of the materials in the way to best showcase them. While not exhaustive, the following represents the key points that the T&A Subcommittee in its experience has determined should be considered in the creation of training and awareness materials:

- Multimodal and Industry Specific
- Visually Captivating and Survivor Informed
- Accessible
- Uniform
- Cost Sensitive

Clear overlap of the listed considerations exists. For example, the recommendation to create multimodal material is in part due to cost sensitivity, as well as to maintain uniformity. However, the recommendation to create multimodal materials also go beyond being cost-effective or uniform.

A. Multimodal and Industry Specific

The aim of both training and awareness programs is to educate about human trafficking. Such education needs to include both general understanding of how human trafficking may present in the United States, as well as in the specific transportation industry. To that end, the foundation of training materials should be multimodal, and not industry specific, and showcase how human trafficking presents generally with or without the transportation element, or regardless of which transportation mode is presented. The base multimodal training module should contain the core messaging recommended above, with additional slides specific to each mode of transportation added as a supplement. This would ensure that the both general human trafficking training and industry specific is provided to transportation industry employees.

²⁸ A comprehensive training program should include guidance on where to report incidences of suspected human trafficking. The TA Subcommittee recognizes that this issue goes beyond the scope of training and awareness, and implicates a broader discussion for the Committee. Upon further discussion and determination, this section on reporting will be modified to include clearer guidance.

The aim of public awareness materials is quite often multi-faceted. Industry specific materials highlight how human trafficking may present itself in that specific transportation mode. Therefore, while signs of trafficking may be generally present itself in a similar fashion, i.e. exertion of control by a “boyfriend,” that particular type of control may present differently depending on the mode of transportation. At the same time, public awareness materials in the transportation sector is not just to showcase how industry specific trafficking may present, but also to provide general education to the wide array of passengers and consumers, that utilizes the transportation sector in the United States – that is, virtually every type of person in the United States. Consequently, human trafficking public awareness materials can both be industry specific and multimodal when used in the transportation sector.

B. Visually Captivating and Survivor Informed

Due to the wide audience spectrum available in the transportation sector, many advertisements are posted. In order to capture the attention of passengers and foot traffic in these areas, visually captivating awareness materials are key. Moreover, individuals receiving training are more likely to be engaged and retain information when the information is presented in a captivating manner. Simultaneously, the materials should be survivor sensitive and not sensationalized. Therefore, the balance between captivating, but not sensational, is ideal and can be obtained through survivor input. Because ideally, awareness materials should appeal to both the general public as well as potential victims of trafficking, survivor input is also key to attain this goal.

C. Accessible-Uniform-Cost Sensitive

The issues of accessibility, uniformity, and cost sensitivity are intertwined. Transportation is ultimately an industry where the main goal is the facilitation of movement of goods and passengers from one location to another. This necessitates modes of transport, whether rail, motor, plane, ships, etc., as well as the various entities that facilitate the modes, such as train stations, rest stops, airports, seaports, etc. In training and raising awareness of human trafficking, in order to make it palatable for industry, use of cost-effective materials are key. Thus materials which are provided at no cost to industry, which are uniform and easy to implement will be most appealing. Making materials accessible, in multiple languages, and Americans with Disability Act (ADA) compliant will incentivize industry to easily adopt such training and awareness materials. Providing materials in a digital format, can easily address cost issues, as well as accessibility.

Uniformity of messaging not only assists in costs, but also subtly sends a message that is easy to adopt and can be easily associated with human trafficking. For example, the slogan “see something, say something” is now associated with possible terrorist or danger activity. Likewise, “hidden but in plain sight” is quickly becoming the understanding for human trafficking. Uniformity is also key because repetition makes an issue easily recognizable.

A21’s CYSM campaign provides guidelines in creating materials in a manner which are visually captivating and compelling, as well as victim-centered, and is an example of best practice. *See Appendix ____* (Can You See Me? Campaign Guidelines 2017).

III. Display of Public Awareness Materials by State and Local Authorities

Applicable state agencies can display public (and targeted) awareness materials wherever they have jurisdiction over a brick and mortar location. For example, DMVs, or any kind of licensing agency, provide an excellent space to not only display targeted awareness materials (to commercial drivers), but also to the general public (at counters, on walls, via monitors, etc.). Rest areas along our nation's highways, weigh stations, any kind of terminal (bus or rail) a state or local agency has purview over,²⁹ ports of entry (office buildings, inspection hubs, airports), all provide spaces for targeted and/or public awareness materials to be hung. Public transit buses and trains can be used to share information via interior and exterior signage, passenger safety announcements and on tickets and schedule-related apps. In addition, state and local authorities can use their websites, apps, newsletters, email communications/blasts, etc., to further distribute this information electronically, as well as highlight industry members/companies in their state who have implemented anti-trafficking training.

Many states have already passed legislation mandating the posting or distribution of public awareness materials in major transportation hubs, as well as mandating training for CDL holders.

- **Arkansas: Act 922** requires the completion of a human trafficking prevention course for the issuance of a Class A CDL.
- **California: AB 2034 and SB 970** require various businesses, including intercity passenger rail or light rail stations, bus stations and truck stops to post information about human trafficking and provide at least 20 minutes of human trafficking awareness training to all employees.
- **Colorado: HB1018** requires that its CDL schools implement anti-trafficking training for future CDL holders.
- **Georgia: SB 104** expands locations where human trafficking hotline posters must be included to government buildings, provided, however, that in the case of leased property, this paragraph shall only apply to public restrooms that are a part of such lease for exclusive use by the government entity. In addition, every government entity shall, on the homepage of its website, provide an identified hyperlink to the model notice that is on the Georgia Bureau of Investigation website.

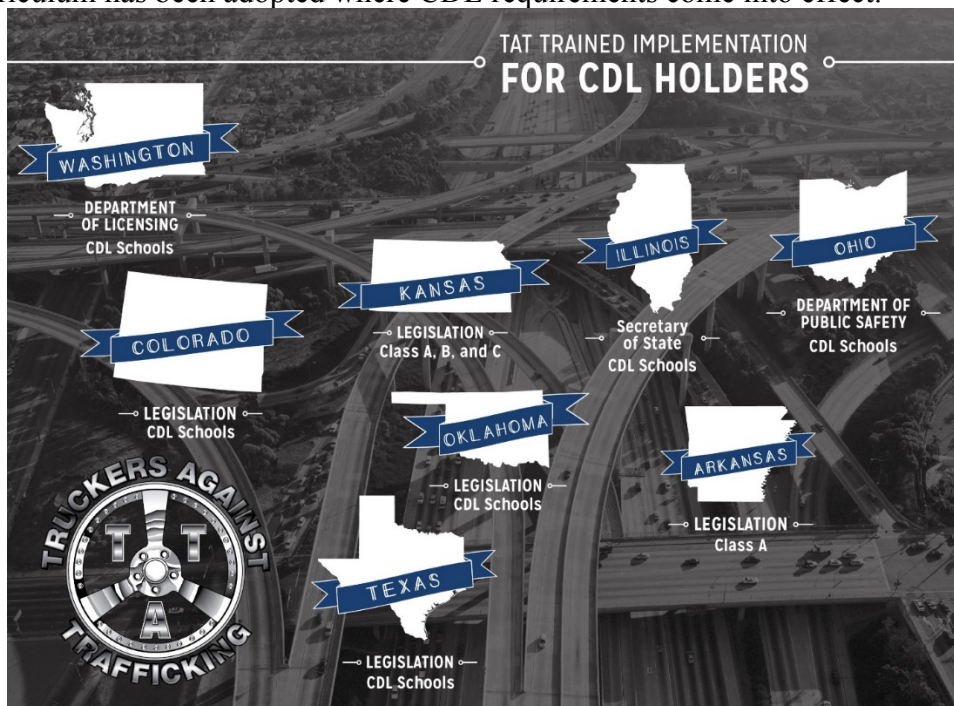
²⁹ Greyhound owns over 200 bus stations throughout the United States. Other than Greyhound stations, buses in major cities may use established transportation terminals combined with airports or train services. These transit terminals could be privately owned, such as Union Station in Washington DC or South Station in Boston which are both owned by Ashkenazy Acquisition, a private equity firm; or publically owned, such as the Port Authority Bus Terminal in New York owned by the Port Authority of New York and New Jersey or Union Station in Denver owned by the Regional Transportation District; or a hybrid, such as the Salesforce Transit Center in San Francisco that serves as the city's primary bus terminal and is owned by the Transbay Joint Powers Authority, a public-private partnership established to design, build, operate and maintain the Bay Area's transit system. Whether owned privately or publicly or a combination of both, most of these stations lease space to other businesses, such as restaurants and shops, that could also post signage. Beyond stations or terminals, many intercity buses operate on a curbside pick-up/drop off model.

- **Illinois: HB 1677** provides that the Secretary of State shall include in its commercial driver's license curriculum and study guide information on the human trafficking problem in the State.
- **Kansas: SB 40** Requires applicants for the issuance or renewal of a commercial driver's license to complete training approved by the attorney general in human trafficking identification and prevention.
- **Kentucky: HB 524** includes promoting human trafficking involving commercial sexual activity in the definition of criminal offense against a victim who is a minor. Requires public schools to post the National Human Trafficking Reporting Hotline. Requires the Department of Highways to post the National Human Trafficking Resource Center hotline number in all rest areas.
- **Louisiana: Act 361** Requires the National Human Trafficking Resource Center hotline information to be posted in airports and bus terminals.
- **Maine: HB 890** requires the Secretary of State to inform commercial drivers about human trafficking prevention, provides a commercial driver's license issued or renewed by the Secretary of State must be accompanied by information that outlines how to recognize human trafficking and how to report human trafficking and includes a telephone number for a national human trafficking hotline.
- **Maryland: SB 220** requires the Police Training Commission to require that the entrance-level and in-service police training conducted by the State and each county and municipal police training school include specified training relating to the criminal laws concerning human trafficking and the appropriate treatment of victims of human trafficking.
- **North Carolina: SB 257** requires certain businesses, transportation station, rest area, welcome center, JobLink center and licensed hospitals to prominently display public awareness sign created and provided by the North Carolina Human Trafficking Commission that contains the National Human Trafficking Resource hotline information.
- **Oklahoma: HB2651** requires that its CDL schools implement anti-trafficking training for future CDL holders.
- **Oregon: SB 375** enables non-profit entities to distribute trafficking posters containing hotline and other information to the Department of Transportation, the State Parks and Recreation Department and the Travel Information Council. Upon the receipt of sufficient funding, the state agencies must develop rules for administering a program to distribute these posters. Creates the Department of Transportation Human Trafficking Awareness Fund. Creates the State Parks and Recreation Department Human Trafficking Awareness Fund.
- **Rhode Island: SB 73/HB 5300** requires any public or quasi-public transportation agency to display a public awareness sign that contains the state and national human trafficking resource center hotline information in every transportation station, rest area, and welcome center in the state which is open to the public.
- **Texas: HB 29 TX/ S 1569** codifies the 11 recommendations of the Texas human trafficking task force, including recommendations to improve Texas' response to human trafficking, including enhanced penalties for traffickers, providing prosecutors with additional tools for prosecution, improving victim protections, and addressing training needs. Requires the Texas Higher Education Coordinating Board (THECB),

by rule, to require each public junior college offering a commercial driver's license training program to include as a part of that program education and training on the recognition and prevention of human trafficking. Requires the Texas Workforce Commission (TWC), by rule, to require each career school or college offering a commercial driver's license training program to include as a part of that program education and training on the recognition and prevention of human trafficking. Adds representatives from the Department of Licensing and Regulation, the Office of Court Administration of the Texas Judicial System, the office of the secretary of state and the Texas Commission on Law Enforcement to the state human trafficking prevention task force. Requires the Department of Transportation to distribute informational materials regarding the recognition and prevention of human trafficking to commercial driver's license applicants and allows the department to coordinate with organizations that specialize in the recognition and prevention of human trafficking to provide this information.

In addition, **Ohio** changed an *administrative* ruling through their Department of Public Safety requiring a 1-hour class on human trafficking for students enrolling in a CDL course. The state of **Washington** also made an *administrative* change through its Department of Licensing, by requiring its CDL schools to implement anti-trafficking training.

TAT's curriculum has been adopted where CDL requirements come into effect.



Moreover, applicable state agency employees should receive niche-specific training in order to knowledgeably instruct/converse with both targeted audiences and the general public about the materials on display or being distributed, how they can access more information and how to identify victims of human trafficking they may intersect with and the appropriate reporting protocol.

IV. Leveraging of Financial Resources to Expand Public Awareness and Training

Financial resources should be used to incentivize state agencies, NGOs or private industry (i.e. CDL schools, etc.) to implement existing training programs (and protocols) with a proven track record, or create niche-specific training where training gaps still exist (maintenance/rest area personnel, toll workers, rail employees, port employees, taxis/Uber/Lyft drivers, and victim identification training for state agency employees who work at licensing counters, or brick and mortar locations).

For example, the Combating Human Trafficking in Commercial Vehicles Act incentivizes CDL schools to implement anti-trafficking training into their programs via grant monies distributed through the Federal Motor Carriers Safety Administration (FMCSA). For the 2018 fiscal year, FMCSA awarded about \$430,000 in grants through their Commercial Driver's License Program Implementation program in support of human trafficking education, outreach, and training.

Most public transit systems have a funding relationship with the Federal Transit Administration (FTA), whether they receive funds directly from the FTA or indirectly as a pass through from state departments of transportation. The FTA recently launched a \$4 million safety program to address and prevent human trafficking on transit, improve public safety, and reduce crime. Under the new initiative, the competitive grants will, in part, support innovative solutions devised by transit agencies to eliminate human trafficking on their systems and support public awareness campaigns. Grantees can use the funding for public awareness programs and innovative strategies to address human trafficking and other public safety issues.

Other agencies should consider evaluating their grant, compliance and technical assistance programs to determine where incentives can be built into current structures to encourage or help facilitate transportation stakeholders throughout the country to train their employees. These incentives could include allowing grantees to bill anti-human trafficking training time or related costs to their grants, adding anti-human trafficking curriculum to pre-existing training programs or indicating that anti-human trafficking training will be viewed as a positive indicator on certain grant applications. Wherever a federal agency exists with mode-specific oversight, something similar could be done.

Grants to agencies could also help cover the costs associated with public information and awareness campaigns, including bolstering the necessary technology where applicable. It will be important to designate the target audience for such campaigns, however, as an information campaign targeting the general public may look different than an information campaign designed to reach victims or potential victims.

Moreover, it is imperative that all law enforcement officers, (whether federal, state or local, and not just specialized task forces), receive proper anti-trafficking training to equip them with the ability to recognize human trafficking cases (in the field, roadside, during an interview, etc.) and respond with a victim-centered approach. Funds should be made available to ensure all sectors of law enforcement have access to such training. In the case of transit centers and terminals in urban

areas, private companies may be staffing security guards on site who could be the first point of contact for a victim in need or a concerned community member. While major terminals, such as Port Authority in New York City, has a police department on site with a specialized youth division that works specifically with missing and runaway youth that may be hanging out or traveling through the largest bus terminal in the country (and has identified thousands of youth being trafficked or at risk of being trafficked as a result), most do not have that level or sophistication of staffing. However, they all have some type of security and those employees should receive training.

In addition, funds should be made available to form and support the ongoing work of local coalitions between law enforcement, industry stakeholders, victim advocates and service providers, so that no law enforcement officer is in doubt regarding the protocol his or her agency employs on how to respond with a victim-centered approach, has access to the means necessary to assist recovered victims, and is able to help close existing loopholes that traffickers routinely exploit. This could be especially important in urban areas that have designated transit police departments.

Furthermore, the entity that runs the National Human Trafficking Hotline (NHTH) should receive greater assistance to do so. The current grantee receives \$1.75 million to operate the NHTH, less than half of the actual annual cost of operating the NHTH at current volumes. Not only would additional funding ensure that anyone who contacts the Hotline receives a timely and effective response, but it also supports the expansion of Hotline services, which offer survivors greater opportunities to access assistance. Additionally, the data collected through the Hotline is continually and efficiently evaluated and appropriately shared, so that hotspots, routes and networks traffickers utilize, are routinely detected and disrupted.