SECTOR LOS ANGELES–LONG BEACH INSTRUCTION 16618

MAR 11 2010

Subj: IMPLEMENTATION OF THE MARITIME DOMAIN AWARENESS INSPECTOR AND SECURITY AWARENESS TRAINING PROGRAMS

Ref: (a) Implementation of America’s Waterway Watch and Local Maritime Homeland Security Outreach and Awareness Programs, COMDTINST 16618.8
(b) DHS “Small Vessel Security Strategy”, April 2008
(c) DHS “National Plan to Achieve Maritime Domain Awareness”, October 2005
(d) DHS “National Strategy for Maritime Security”, September 2005
(f) Operational Risk Management, COMDTINST 3500.3

1. PURPOSE. This instruction formally establishes the Maritime Domain Awareness (MDA) Inspector program, as well as the supporting, but standalone, Security Awareness Training program at Sector Los Angeles – Long Beach (LA-LB). The MDA Inspector program uses trusted and highly trained Coast Guard Auxiliarists to conduct land based patrols within pre-assigned geographic zones to achieve Sector maritime domain awareness in support of all Coast Guard missions, including America’s Waterway Watch (AWW). The Security Awareness Training program is a 2.5 hour classroom instruction on what to look for as part of America’s Waterway Watch and is based on recognizing four terrorist activity indicators (Surveillance, Elicitation, Tests of Security, and Suspicious Behavior (S.E.T.S.)). It is designed for industry, community groups, recreational boaters, and the general public. The Security Awareness Training serves both as a standalone public outreach tool for AWW, as well as just one of many subjects that a MDA Inspector must successfully complete before performing patrols in support of all Coast Guard missions. These programs will be managed by Sector LA-LB active duty supervisors, using active, reserve, and auxiliary members for implementation.

2. ACTION. Sector staff, subunits, and Auxiliary flotillas shall follow the instructions set forth herein. Sector Waterways Management Division, or subsequently designated collateral duty personnel, shall maintain this instruction.

3. DIRECTIVES AFFECTED. Sector LA-LB CID memo 03-07 is cancelled.

4. BACKGROUND.

a. Coast Guard (active duty, reserve, and auxiliary) “Dock Walk” programs have existed for many years in the LA-LB Captain of the Port (COTP) zone. However, these programs were limited to accomplishing goals of specific divisions. The MDA Inspector and Security Awareness Training programs are now officially promulgated as unit wide
resources for achieving maritime domain awareness within Sector LA-LB and enabling and encouraging public reporting of suspicious maritime activities.

b. This instruction is fully aligned with references (a) through (e).

1) Reference (a) states that “Separate from AWW outreach activities, auxiliarists provide additional eyes and ears to detect and report suspicious activity while engaged on routine patrols and other missions.” The MDA Inspector program is the implementation tool to achieve this in Sector’s Area of Responsibility (AOR).

2) Reference (a) also encourages the use of Coast Guard forces, including the Auxiliary, to “provide information on types of suspicious activity that should be reported” and says, “The Auxiliary will also provide additional support to the COTP as needed in developing a local program to deliver the message to members of both the maritime and recreational boating industry.” The Security Awareness Training program, based on recognizing S.E.T.S. indicators is the implementation tool to achieve this in Sector’s AOR.

3) Reference (b) has information on identifying small vessel threats. These concepts are taught within both the MDA Inspector program and the Security Awareness Training public outreach training module.

4) The MDA Inspector and Security Awareness Training programs achieve the following components of reference (c) and (d):

(a) “Develop outreach programs to encourage members of the maritime industry and recreational boating community to report suspicious activity”;

(b) “Expand maritime community watch programs”.

5) Reference (e) highlights the need to improve upon the AWW program and cites a D13 initiative called the Citizen’s Action Network (CAN) as a possible best practice. CAN uses vetted and trained members of the public who live within view of the water to be available to answer Coast Guard call-outs seeking to verify reports for SAR, marine environmental response, law enforcement and other missions. The LA-LB MDA Inspector program is a further improvement on CAN, because it uses highly trained Auxiliary members conducting active patrols of their zones to achieve maritime domain awareness in support of all Coast Guard Missions. Further, reference (e) calls for better promotion and understanding of the AWW program which the Security Awareness Training module readily provides.

5. DISCUSSION.

a. The mission of the MDA Inspector is to achieve Maritime Domain Awareness through observing, recording, and reporting all suspicious waterway related information. Following the proven Neighborhood Watch concept, it greatly improves upon the America’s Waterway Watch program (public reporting of terrorism and suspicious activity) by using highly trained and trusted Coast Guard Auxiliary members to actively
patrol specific geographic zones in which they typically live and/or work. However, since the Coast Guard is a multi-mission service, a secondary mission of the MDA Inspector program is to support all Coast Guard activities, including search and rescue, marine safety, marine environmental protection, aids to navigation, and marine transportation system recovery after a man made or natural disaster event. The Coast Guard Auxiliary is not permitted to engage in law enforcement or intelligence operations and as such, no surveillance or intrusive activities will be conducted by MDA Inspectors. They may, however, support all missions with the situational information they overtly observe, record, and report to the active duty Coast Guard.

b. The mission of the Security Awareness Training module is to provide industry, community groups, recreational boaters, and the general public with basic knowledge on the pre-indicators of terrorist activity. While there are many indicators, the training focuses on the four most observable activities within the planning phase of an attack (Surveillance, Elicitation, Tests of Security, and Suspicious Behavior). It expands upon the singular “suspicious behavior” aspect to AWW, while keeping it easy for the public to learn and remember within a 2.5 hour classroom instruction. Several local entities, including the Federal Bureau of Investigation (FBI) and Coast Guard Investigative Service (CGIS) have reviewed and endorsed the curriculum.

6. PROCEDURES.

a. Sector Waterways Management Division, or subsequently assigned collateral duty personnel:

1) Serve as the overall Sector MDA Coordinator (SMDAC) and Security Awareness Training Coordinator.

2) Ensure appropriate training, including inspector safety, is delivered to all participants before conducting MDA patrols.

3) Coordinate as much information sharing with MDA Inspectors as permissible per current guidance including current threat levels, vessel look-out lists, security breach occurrences, marine event status, no-sail vessel lists, special operations, etc.

4) Maintain active list of Auxiliary personnel serving in the program.

5) As per reference (a) “establish partnerships and ensure consistent goals and objectives with other federal, state, and local agencies that have similar public outreach and awareness efforts.” The Sector MDA Coordinator shall work through established forums, such as the Area Maritime Security Committee and Port Intelligence Group to promote the MDA and Security Awareness Training programs and ensure consistency with partner agency efforts. The Sector MDA Coordinator shall also “establish and maintain partnerships with non-governmental organizations…” to achieve the goals of this instruction.
b. Sector Command Center:
   1) Receive patrol notifications and monitor MDA activities. Use MDA inspectors as local eyes and ears for case prosecution when available.
   2) Receive MDA patrol reports and if needed, pass the information to the appropriate Sector division or subunit.

c. Sector Intelligence:
   1) Periodically review MDA reports in support of intelligence goals.
   2) De-brief MDA inspectors when needed concerning specific reports of intelligence interest.

d. Sector Contingency Planning and Force Readiness:
   1) Add MDA Inspectors to all unit contingency plans where applicable.
   2) Consider MDA Inspector use during ICS exercises and events.

e. All Sector Staff and subunits:
   1) Use the MDA Inspectors as a valuable tool for your situational awareness and provide specific tasking through the Sector MDA Coordinator for routine or special assignments.
   2) Provide training and oversight of MDA Inspectors to recognize and report items applicable to your division or subunit, such as small vessel threats, pollution identification, vessel overloading, load-line violations, obvious facility security vulnerabilities, un-permitted marine events, etc.
   3) Receive and act upon specific MDA reports applicable to your division or subunit.

f. Auxiliary Division / Flotillas within COTP zone LA-LB:
   1) Advertise and promote the MDA Inspector program, encouraging Auxiliary members to join the Sector LA-LB program.
   2) Promote Security Awareness Training to the maritime industry, recreational boating, community groups, and the general public.
   3) Obtain Security Awareness Training for boat crews operating within Sector’s AOR.

g. Sector Auxiliary MDA Coordinator (AMDAC):
   1) Under the direction of the SMDAC, coordinate all missions of the MDA Inspector Program to maintain situational awareness in the Sector’s AOR.
2) Ensure MDA inspectors are properly trained to recognize Coast Guard missions to achieve maritime domain awareness through a local qualification procedure which at a minimum shall include Incident Command System training, basic Marine Safety training, completion of a Performance Qualification System package, and completion of a successful qualification board.

3) Maintain listings of qualified MDA inspectors.

4) Ensure all information concerning policy changes, procedures, special assignments, feedback, training, and all other information be disseminated to the MDA Inspectors expeditiously.

5) Serve as the SMDAC in the absence of that person.

h. Sector Assistant Auxiliary MDA Coordinator (A-AMDAC):

1) Serve as an assistant to the AMDAC

2) Coordinate the Security Awareness Training outreach program. Ensure trainers are knowledgeable and suitable to provide such instruction to the public.

3) Serve as the AMDAC in the absence of that person.

i. Sector Auxiliary MDA Zone Coordinators (MDA-ZC):

1) MDA Zone coordinators will be assigned as a management layer over multiple geographic zones. The current structure for LA-LB is to have three coordinators, managing eighteen total MDA zones.

2) Coordinate with active duty supervisors to ensure complete geographic zone information is readily known by MDA Inspectors including the existence of marinas, public waterfront areas, and regulated facilities and vessels.

3) Ensure consistent patrol coverage is maintained within their assigned zones with a minimum goal of one patrol per week in each zone.

4) Ensure MDA Inspectors within your zones have proper orders designating them to this duty.

5) Ensure patrol notifications and patrol reports are being submitted as required.

j. Sector MDA Administrative (MDA-A):

1) Ensure proper entry of all reports into MISLE and divisional reports.

2) Maintain proper supplies to support the program.

3) Schedule all Security Awareness Training and arrange classroom logistics as necessary.
k. Sector MDA Training Officer:

1) Assist AMDAC with maintaining the local qualification procedure. In addition, encourage additional training such as additional ICS courses or other qualifications.

2) Develop training curriculums for MDA Inspectors, including MDA academies.

3) Assign training topics for members to present at monthly training.

4) Track training progress for each MDA Inspector.

l. Sector MDA Inspectors:

1) The safety of you and the public you serve is a number one priority. All MDA Inspectors shall use Operational Risk Management (ORM) in the performance of their duties (reference (f)). Inspectors must employ the Green Amber Red (GAR) model prior to conducting a patrol and continuously thereafter while on patrol. The patrol can only be conducted if the GAR model result is Green. Conditions must be completely safe to conduct this mission. If at any time your assessment places you in an amber condition or if there is any doubt as to the safety/security of yourself, a vessel, or facility, STOP, SEEK SAFETY, and DO NOT PROCEED further. Report your action and situation to the Sector Command Center immediately.

2) Be qualified per local procedures to conduct MDA Patrols with a minimum goal of one patrol of assigned zone per week. Patrols should be conducted at a variety of times to observe all operational phases of vessels, facilities, marinas, and public waterfront areas.

3) Observe the maritime domain in an overt (open) manner. Covert operations, law enforcement, and intelligence gathering activities are not allowed. Inspectors will merely observe, record, and report what they encounter while patrolling their assigned zones. When observing suspicious activity, pictures, vessel numbers and other information is critical.

4) Record the maritime domain through written, photographic, and/or video methods. The MDA Inspector shall conduct consensual interviews, as necessary, to meet maritime domain awareness in the patrol zone. Further, the MDA Inspector should maintain a listing of useful contacts within the zone. The list of contacts will both document normal zone conversation stops and provide domain knowledge for any substitute zone inspectors.

5) Report immediately to the Sector Command Center any seemingly credible information regarding the security or safety of the COTP zone. Routine reports shall be made at the end of the patrol. MDA Inspectors must always have constant communications capability with the command, either through cellular phone and/or radio.
6) Act as the eyes and ears of the Captain of the Port. Since MDA Inspectors typically live and/or work in the zones they patrol, they are in a unique position to know what is “normal” and what is an anomaly. The training received by an MDA Inspector will then provide the tools necessary to report credible information to the proper authorities in a timely fashion.

7) Develop relationships with public, private, and industry stakeholders to ascertain information to obtain situational awareness. MDA Inspectors will support unit, district, and National MDA objectives.

8) Promote America’s Waterway Watch by visiting vessel operators of all types (recreational, towboats, inspected vessels, fishing vessels, etc), marine operators, and marine dealers.

9) Be known and be seen. The purpose of this presence is to increase the availability of the Coast Guard to the public and maintain familiarity with vessel and facility operations and recognize suspicious activities as a deterrent and to recognize other mission areas such as vessels operating despite no-sail CG-835, complacent facility guards, obvious facility vulnerabilities, oil sheens, overloading, load lines, ATON discrepancies, unpermitted marine events, etc. MDA Inspectors are to report all contacts made on the MDA Inspector Patrol Form. MDA inspectors should not initiate contact with vessel or facility operators on compliance issues, but notify the appropriate active duty supervisor or command center.

10) Professional Presence: Foster a positive customer service relationship with all contacts. Carry military or auxiliary identification at all times and be in Operational Dress Uniform when conducting patrols. It is the utmost importance that your demeanor and actions are not characterized as harassment or covert operations. You must be more than ethical and not accept favors, discounts, etc over the established Coast Guard code of conduct gift definition of items exceeding twenty-five dollars.

m. Security Awareness Trainers:

1) Be qualified to conduct training as determined by AMDAC.

2) Promote training to industry, community groups, recreational boaters, and the general public. Maintain listing of groups trained.

R. R. LAPERRIERE
Captain, U. S. Coast Guard
Commander, Sector Los Angeles–Long Beach