

2011 Port Security Grant Justification – Tennessee Wildlife Resources Agency

Port Area	Sector Ohio Valley
State	Tennessee
Applicant Organization	Tennessee Wildlife Resources Agency
Investment name	NASBLA's Boat Operations And Training
Investment Amount	\$78,000.00

I. Background

- **Area of Operations:**

- **COPT Zone:** Sector Ohio Valley
- **Eligible port area:** Nashville, Tennessee (TN)
- **Physical address:** Tennessee Wildlife Resources Agency (TWRA)
Ellington Agricultural Center
5107 Edmondson Pike
Nashville, TN 37204

- **Point(s) of Contact for Organization:**

The Executive Director is the organization's authorizing official for entering into grant agreements.

Ed Carter, Executive Director, phone – 615-781-6552
TWRA
Ellington Agriculture Center
P.O. Box 40747, Nashville, TN 37204
Email: Ed.Carter@tn.gov

Point of Contact for the management of the project:

W. Glenn Moates, Boating Division Assistant Chief phone – 615-781-6682
TWRA
P.O. Box 40747, Nashville, TN 37204
Email: Glenn.Moates@tn.gov

- **Ownership or Operation:**

The operation of the project will be by the Tennessee Wildlife Resources Agency (TWRA), Boating Division. The TWRA is a Tennessee state agency and is the sole regulatory authority for boating safety as directed by the Tennessee legislature. The TWRA will respond to emergencies upon the request of the Tennessee Emergency

Management Agency (TEMA) and when encountered by commissioned officers in course of their duties.

- **Role in Providing Layered Protection of Regulated Entities:**

The TWRA is a Tennessee state agency and is the sole regulatory authority for boating safety as directed by the Tennessee legislature. The commissioned officers of TWRA are trained in emergency vessel operation and maritime law enforcement. In addition to their regular job duties, TWRA officers will respond to emergency situations or adjunct law enforcement when encountered or directed. TWRA officers and other state and local maritime enforcement agencies regularly patrol the Nashville port area providing layered security to MTSA-regulated facilities of the Port of Nashville and all waters that provide access to navigable ports of entry. TWRA has statewide jurisdiction on all navigable waterways and public access facilities such as public boat ramps.

In the Captain of the Port Ohio Valley Area Maritime Security Plan, Nashville Tab F, the TWRA is listed as a permanent member of the Area Maritime Security Committee (AMSC) and is committed to the responsibilities and objectives of the committee. In the plan TWRA is listed as an agency with tier 1 response at all Maritime Security (MARSEC) levels.

Within the boundaries of the Sector Ohio Valley port of Nashville are 85 Tennessee counties. The TWRA maintains a law enforcement presence in all 85 counties and is prepared to respond to suspicious activity, breaches of security, and transportation security incidents.

The U.S. Coast Guard (USCG) and the State of Tennessee are seeking to enter into a memorandum of understanding (MOU) regarding the enforcement of maritime safety and security zones. This agreement authorizes TWRA peace officers to enforce maritime safety and security zones within waters where TWRA has concurrent jurisdiction. Under the MOU, TWRA Law Enforcement Division provides layered security at all MTSA-regulated facilities in Tennessee.

Tennessee state law provides that TWRA officers are authorized to enforce federal regulations in connection with homeland security related activities.

- **Important features:**

Within the boundaries of the COTP Ohio Valley Nashville Zone is approximately 600 miles of navigable water on the Cumberland and Tennessee Rivers alone. There are nine Dams with navigation Locks covered in the Nashville AMSP. Six on the Tennessee River and Three on the Cumberland River, five (5) railroad bridges and 16 major vehicular Bridges (Interstate & two lane) cross the Cumberland and Tennessee Rivers in the Nashville zone.

There are 11 power generation plants and Three Nuclear Power facilities located within the Nashville zone.

The Nashville AMSP covers the Port of Nashville, TN; Clarksville, TN; Chattanooga, TN; and the Port of Knoxville, TN. All of these ports are similar in characteristics and centrally located to move shipments by water, train or truck throughout the United

States. Nashville also has three passenger vessels that can carry in excess of 1500 passengers on short tours of the area. The passenger vessel “General Jackson”, located in Nashville can accommodate 1,347 passengers and is the largest operating passenger vessel in the U.S. Several passenger vessels operate in the Chattanooga area on short day trips and there are several passenger vessels that transit the Knoxville area at various times and recreational boaters gather during University of Tennessee home football games.

II. Strategic and Program Priorities:

- **Investment Abstract:**

TWRA proposes to facilitate the training of 60 port members a year from multiple agencies throughout the region over a 1 year period in boat operations through a nationally recognized standard of training entitled “Boat Operations and Training”(BOAT) recognized by the US Coast Guard and provided by the National Association of State Boating Law Administrators (NASBLA), a non-profit organization that represents all 50 states and six U.S. Territories . TWRA, with over 30 maritime law enforcement officers stationed in the region, will partner with other federal, state, and local agencies to provide a force multiplier in the prevention, detection, apprehension, and response and rescue for the waterways and commerce in and around the Port of Nashville waterways.

Through this national standard of training recognized by the United States Coast Guard in accordance with Section 70132 of title 46 USC regarding the Credentialing Standards, training and certification of State and local support for the enforcement of security zones, the Department of Homeland Security can be confident that the maritime security mission in and around these ports are being executed in a true spirit of cooperation and to one specific standard that the Coast Guard supports. This grant will close a significant gap in resources available to the Coast Guard in the execution of the ports and waterways, and allow the Captains of the Ports to utilize and employ a true force multiplier in security zone enforcement and critical infrastructure protection.

The BOAT program offers three courses that will be utilized to train 20 members in each course per year:

Basic Crew Member Course (BCM): provides a course of instruction to give maritime law enforcement and emergency responders a BASIC learning framework in order to become more proficient with skills necessary to operate in the maritime environment. A key element of this course will be the preparation of participants to become qualified in the tasks necessary for response to maritime safety and security operations, and Coast Guard/FEMA recognition in the national qualification database maintained by and through NASBLA.

The Basic Crew Member (BCM) Course, as part of the entire Boat Operations and Training (BOAT) Program, was created to establish a national standard of training, qualification,

credentialing and typing of emergency responders throughout the maritime domain. It is the purpose of this course to establish basic understanding of maritime rescue operations, and provide the skills necessary to execute missions safely. Secondly, and equally as important, it is the purpose of this course and the entire BOAT Program, to enhance the safety and response capabilities throughout the country, as graduates will be able to provide a true force-multiplier to the United States and the Coast Guard specifically.

Boat Operator for Search and Rescue Course(BOSAR): provides a course of instruction to give maritime law enforcement and emergency responders a learning framework in order to become more proficient with skills necessary to operate in the maritime environment and conduct search and rescue operations. A key element of this course will be the preparation of participants to become qualified in the tasks necessary for response to maritime safety and security operations, and Coast Guard/FEMA recognition in the national qualification database maintained by and through NASBLA.

It is the purpose of this course to establish a uniform and standardized understanding of maritime rescue operations, and provide the skills necessary to execute missions safely.

Tactical Operator's Course(TOC): This course is designed to enhance the country's port security capabilities by providing students with the knowledge and skills necessary to appropriately react to threats in the maritime community. Training offered will be the same tactics, techniques and procedures that the U.S. Coast Guard uses to train its boat operators, and will ensure seamless integration into security operations amongst federal, state, county, local and tribal maritime law enforcement officers and agencies.

Participants will become familiar with interagency security coordination and the response required of agencies operating cooperatively within the maritime domain. Instruction will demonstrate methods for identifying threats to high-value assets and critical infrastructure within the port environment. Finally, after completing the course, participants will demonstrate abilities necessary to properly use defensive and protective boat tactics.

This course is intended for local, state, and federal law enforcement officers assigned to the maritime community and is specifically targeted towards personnel assigned to waterborne response teams, marine units, or port security agencies or departments. This training consists of five modules, practical exercises, and a knowledge based assessment.

- **How the Investment Supports One or More of the PSGP Priorities:**

This investment project supports the below listed priorities:

NASBLA's Boat Operations and Training (BOAT) program will provide to emergency responders learned skills in tactical boat operations for prevention, detection, response and recovery capabilities. Tactical boating knowledge will ensure the success of an outcome while also providing to the responder's personal safety. Having a unified training course that is recognized Nationwide will provide consistency in boating tactics which will be realized in operation integrity. Put simply, this program will address a significant gap in the maritime security capabilities for this port area, by using existing resources as a force multiplier for the

Coast Guard to protect and defend high value assets and critical infrastructure, and deter and prevent potential attacks on our nation's economic lifeline.

Through this training, TWRA officers and its partners will enhance the region's **maritime domain awareness** by becoming more aware of unusual circumstances and report security risk findings to partner law enforcement agencies and facilities. While their primary missions in the AOR cross many areas, they will also be providing layered security elements to the port including ongoing surveillance. Most importantly, this training will provide the critical element of protection for especially hazardous cargo, critical infrastructure, and high value assets, and directly address the priorities of the COTP and the sub-section 70132 of title 46 USC by providing the credentialing, training and certification of State and local partners.

III. Impact

- **How the Project Offers the Highest Risk Reduction Potential at the Least Cost:**

In one of the nation's most critical and highest risk ports with thousands of economically essential high value maritime assets moving in and out of the port area, this agency seeks this grant to enhance the Nashville port security capabilities by providing our officers and our partner agencies with the knowledge and skills necessary to appropriately protect high value assets and react to threats in the maritime community. Through this regional coordination and as part of a national initiative to standardize training, typing, and credentialing of waterborne response teams, the National Association of State Boating Law Administrators (NASBLA) BOAT Program will teach the same tactics, techniques and procedures that the U.S. Coast Guard uses to train its boat operators, and will institutionalize the regions seamless integration into security operations amongst federal, state, county, local and tribal maritime law enforcement officers and agencies. Recognized by the USCG, FEMA, FLETC and DHS as the national standard, this grant and the training we will sponsor will create a true force multiplier for this port, and throughout the country.

Additionally, this training will be conducted in cooperation and coordination with other ports across the country, as one singular standard of training and credentialing supported and endorsed by the United States Coast Guard.

- **Current Capabilities Similar to This Investment:**

There are agencies within the port areas who may have received similar or "tactical" boat training, but this program is the only nationally recognized exportable course by the USCG, The USCG is a lead agency in operator tactical training. Officers in our region need to be trained in order to be included as a force multiplier and to provide consistency and cooperation with other agencies and the USCG by maintaining a credible standardized capability factor in the protection of port infrastructure and commerce.

IV. Funding and Implementation Plan:

- **Investment Funding Plan**(estimated costs):

IED & WMD Prevention, Protection, Response, and Recovery Capabilities	FY 2011 PSGP Request Total	Match	Grand Total
BOAT Program	\$78,000.00	N/A	\$78,000.00
Total	\$78,000.00	N/A	\$78,000.00

- **High-level Timeline, Milestones and Dates, for Investment Implementation:**

Milestone 1: Train 20 personnel each in BCM, BOSAR, and TOC courses in year 1 of the project for a total of 60 students.

V. Budget:

<u>Budget Category</u>	<u>Federal Amount</u>	<u>Non-Federal Amount</u>
A. Personnel	_____	_____
B. Fringe Benefits	_____	_____
C. Travel	_____	_____
D. Equipment	_____	_____
E. Supplies	_____	_____
F. Consultants/Contracts	<u>\$78,000.00</u>	_____
G. Other	_____	_____
Total Direct Costs	_____	_____
H. Indirect Costs	_____	_____
* TOTAL PROJECT COST	<u>\$78,000.00</u>	_____
 Federal Request	 <u>\$78,000.00</u>	

Non-Federal Amount

- **Narrative:**

The Boat Operations and Training (BOAT) Program establishes a national standard for the training, qualification, credentialing and typing of maritime law enforcement and rescue personnel. While the BOAT Program is not mandatory, adoption and implementation of the program will provide a true national standard for the purpose of maritime interoperability at the federal, state and local levels. Standardization ensures maritime agencies can interact together and will bolster their ability to act as force multipliers nationwide.

Adapted from the U.S. Coast Guard's boat forces training framework, the BOAT Program is comprised of vital maritime training and management components, including:

- System Policy
- The Training and Qualification Process
- Boat Crew Qualification Tasks
- Program Manager Roles and Responsibilities
- Boat Crew Currency Maintenance
- Documentation Requirements

This course consists of a "team teaching" model of instructor lecture, which will be aided (and assessed) by slide presentations, class interaction, practical exercises, a knowledge test and final exam. Instructors will emphasize student interaction and discussion throughout the course to ensure that the information taught is being understood and can be applied in a real-world environment. The student-to-instructor ratio is no greater than 4 to 1.

The fee for the five day/40 hour course is \$26,000 for up to 20 students, and covers all instructor costs (travel, per diem, fees, etc.,) administrative costs (certificates, database entry, etc.,) and materials (student handbooks, practical exercise materials, etc.)

3 courses taught per year, BCM, BOSAR, and TOC for one year at the above costs calls for a total investment of \$78,000.00.