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COMMANDER, U.S. NAVAL FORCES CENTRAL COMMAND
COMMANDER, U.S. FIFTH FLEET
FPO AE 09805-0001

TAB B TO APPENDIX 7 TO ANNEX E TO COMUSNAVCENT/COMFIFTHFLT OPORD 1000-15

Subj: LIBERTY POLICY FOR ALL HANDS IN COMUSNAVCENT AREA OF RESPONSIBILITY

1. Background. Among myriad missions conducted in the COMUSNAVCENT/COMFIFTHFLT AOR, few are as fundamental to our long-term success as making a positive impression with the citizens of the region. U.S. personnel (servicemembers, DoD civilians, and their dependents) interacting successfully and affably with local populations during port visits are an integral part to the successful completion of liberty as a mission and our continued presence as welcome guests in this strategically vital part of the world. Misconduct by service members overseas undermines our efforts to build cooperative relationships with foreign communities and governments. At the same time, we must also protect U.S. personnel from ever-present and emerging threats to their safety and security by equipping them with relevant information and responsive policies that promote awareness, engagement, and intervention. Through both the theater security cooperation and force protection lenses, liberty is a theater-wide challenge that must be properly planned and executed. The overall expectation for liberty is that U.S. personnel will represent the the United States in only the most positive and mutually supportive fashion.

a. All Commanding Officers must ensure their personnel are briefed on and fully understand the policies regarding personal conduct and individual force protection measures while on liberty. Personnel involved in alcohol-related incidents and/or curfew violations may be subject to disciplinary action.

b. U.S. personnel arrested by host nation authorities for criminal offenses have no assurances that they will be immediately released to U.S. custody. Arrested U.S. personnel may be prohibited from leaving the host nation, and may face jail time in that country.

c. U.S. personnel who have been arrested should provide their name and U.S. military affiliation to authorities. Personnel should contact their command, and provide their specific location. Personnel should be aware it may be standard operating procedure for local police to draw blood if intoxication is suspected, depending on the country. In many counties in the COMUSNAVCENT/COMFIFTHFLT AOR, any amount of alcohol in the system is grounds for arrest.

2. General Liberty Policy. Liberty policy during all port visits will either be in accordance with this instruction or applicable Senior Officer Present Afloat (SOPA) ADMIN messages and consistent with the principle of proactive leadership and the measures detailed below.

a. Plan early. The sooner all hands are made aware of the diverse aspects and importance of the liberty mission, the better the likelihood of success. Ship and unit commanders will educate personnel regarding expected

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standards, empower them to meet/exceed those standards, and hold personnel accountable for their actions.

b. Be aware of threats. U.S. personnel must understand the environment and potential risks posed by organizations and individuals who would do us grievous harm. Non-state Violent Extremist Organizations and individual actors have publicly indicated the desire and intent to commit acts of terrorism against U.S. and coalition interests. It is therefore imperative that all members of our team in a liberty status are alert to indications and warnings, and postured to act accordingly if they find themselves in developing or dangerous situations.

c. Recognize and respect local customs. All personnel exercising the liberty mission are charged with the duty to become familiar with and respect the laws, regulations, and customs of the host nation.

d. Exhibit exemplary and attentive behavior. Every service member, regardless of rank, represents his or her unit, the Service and our nation. Appropriate personal conduct and keen situational responsiveness are integral facets of our role as ambassadors in the AOR. All hands are expected to not only act in a manner consistent with the ideal of service with honor, but also to intervene if they observe unacceptable behavior involving service members, or recognize a possible risk to the welfare of teammates.

e. Challenge liberty myths. Do not assume that liberty incidents only involve a certain rank or age. Do not assume that liberty incidents only occur after midnight or on the first and last night of liberty for the port visit. Do not assume that liberty incidents cannot occur in the confines of a hotel. Do not assume that serious external threats to U.S. personnel are non-existent in liberty venues, despite our best efforts to identify and mitigate those dangers. The liberty mission implies a profound force protection responsibility and a duty to each other to maintain situational awareness at all times.

f. Practice and empower proactive leadership. The pillar upon which this liberty policy rests is proactive leadership exercised by commanders over U.S. personnel. Proactive leadership includes knowing where your people are, making sure they are safe, and developing programs that foster positive behavior and accountability. Proactive leadership also involves maintaining positive control over the liberty mission at all times. Positive control can be implemented in many ways. For example, always have a comprehensive transportation plan. Know how your personnel are traveling to and from attractions, and ensure they are not stranded where trouble can occur.

g. Employ liberty risk measures. Commands shall have an actively managed liberty risk program that preemptively assesses the on-duty and off-duty performance/conduct of all service members to determine their ability to effectively follow rules, and to identify those likely to violate liberty policies. Prior to port visits in the COMUSNAVCENT/COMFIFTHFLT AOR (or first opportunity for liberty in the case of personnel permanently assigned in the AOR), commands will evaluate all service members for any history of failure to meet on-duty/off-duty standards, and will employ liberty risk provisions as appropriate to prevent incidents that jeopardize the safety of personnel and/or undermine our strategic objectives in the region.

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h. Leverage liberty management tools. A wide array of leadership resources are available to assist commanders, commanding officers and officers-in-charge in shaping service members' conduct ashore, including the liberty risk program (as discussed in paragraph g above), a robust and proactive Shore Patrol element, an incremental liberty privilege program based on proven performance/conduct, utilization of the "Keep What You've Earned" Campaign concepts, and promoting activities such as MWR tours, athletic events and community relations projects. All of these tools should be employed in a diligent and coordinated manner to create a reasoned and repeatable process for identifying high-risk service members and recognizing those teammates whose personal and professional performance warrant greater benefit on liberty.

i. Enforce liberty expiration and curfew times. Where liberty is authorized in the COMUSNAVCENT/COMFIFTHFLT AOR, expiration shall be no later than 0100. All personnel must be onboard their ship or, if overnight liberty is authorized, in their hotel room or residence by 0100. In addition, the public consumption of alcohol is prohibited after 2359, and all personnel are prohibited from being in clubs, bars or other establishments after 2359 where the consumption of alcohol is a primary purpose of the establishment. This includes bars, restaurants and clubs in hotels, even if the service member has approved overnight liberty in the hotel where those establishments are located.

(1) Commanding Officers shall establish curfews in accordance with this guidance, unless more restrictive guidance has been established by a SOPA ADMIN message, by the U.S. Embassy, or other CENTCOM designated authority. Commanding Officers shall use the most restrictive guidance in force when establishing curfews and liberty guidance. Curfew hours pertain only to U.S. personnel. Civilian mariners (CIVMARS) are exempt unless otherwise noted. However, if the force protection posture requires more stringent protocols, COMUSNAVCENT/COMFIFTHFLT may direct CIVMARS to adhere to the liberty guidance in this OPORD.

(2) Personnel assigned permanent duty or TAD in the AOR must be in a private residence or hotel room in accordance with SOPA ADMIN or other governing guidance for the country in which they are stationed.

3. Liberty Buddy System. Liberty buddies represent the single-most effective means of fortifying force protection, safeguarding service member welfare, and preserving the prestige of U.S. military units operating abroad through good order and discipline. Liberty buddies meet these objectives by understanding their unique obligation to other service members, by maintaining awareness of their environment and all potential threats, and by proactively practicing bystander intervention to prevent off-duty incidents from occurring. The presence of responsible liberty buddies greatly diminishes the probability that service members will be victims of assault or attack, while significantly increasing overall situational awareness and the opportunity for intervention to avert regrettable or perilous consequences.

a. Duties of Liberty Buddies. While specific requirements for liberty buddies may vary based on unit and geographic location, all personnel have, at a minimum, the duty to protect the safety, security, welfare and appropriate behavior of their liberty buddies and other service members, and

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to ensure all members of their party are engaged in behavior that reflects well on the Service and the unit. This includes, but is not limited to, preventing: the excessive consumption of alcohol; sexual assault; illegal activities; activities that pose a clear and present danger to the safety of others; altercations with local citizens; and violations of local laws or the Uniform Code of Military Justice.

b. Liberty Party Separation. Liberty buddies shall monitor the whereabouts of, and maintain contact with, all members of their liberty party. Under no circumstances are liberty buddies permitted to separate from their liberty party or split up into smaller liberty parties. Liberty buddies shall report loss of contact with liberty party member(s) to Shore Patrol, military law enforcement (e.g., the Threat Mitigation Unit) or the chain of command. While reporting loss of contact need not be immediate, reports shall be made as quickly as reasonably possible after contact is lost. Deliberate separation from one's liberty party or splitting up into smaller liberty parties are violations of this order which may result in adverse administrative or disciplinary action. Failure to report separation, inadvertent or deliberate, of liberty buddies to Shore Patrol, military law enforcement (e.g., the Threat Mitigation Unit), or the liberty party's chain of command, is also a violation of this order, and may result in adverse administrative or disciplinary action.

c. Reasonable Preventative Actions. Physical force is not authorized. If physical intervention is required, liberty buddies shall seek assistance from Security, Shore Patrol or other law enforcement representatives. Furthermore, the duty to protect fellow liberty buddies does not extend to jeopardizing one's own safety or security. Liberty buddies instead have a duty to take all appropriate and reasonable measures to ensure the safety, welfare, and appropriate behavior of members in their party. Appropriate and reasonable measures depend on the specific circumstances and individuals involved, but may include:

- Monitoring alcohol consumption to prevent over-intoxication and/or medical intervention;
- Verbally counseling the offending liberty buddy;
- Prohibiting further consumption of alcohol;
- Directing the liberty party to return to the command or a residence;
- Seeking assistance from Shore Patrol or senior military members;
- and,
- Temporarily restraining the liberty buddy to avoid him/her doing harm to himself/herself or others, provided such action does not further aggravate the situation or initiate a physical confrontation (good judgment and composure shall prevail).

d. Accountability. Failure to take appropriate and reasonable measures as described above to execute one's duties as a liberty buddy (i.e., to ensure the safety, welfare, and appropriate conduct of your liberty buddies) is a violation of this order, and may subject you to adverse administrative or disciplinary action. Liberty buddies shall not be subject to adverse administrative or disciplinary action if they took appropriate and reasonable measures to prevent misconduct, but said measures failed.

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e. Liberty Party Guidelines. All deployed/transient service members and personnel temporarily assigned in a location less than 30 days shall have at least one designated liberty buddy but no more than six. Liberty buddy rules for permanently assigned personnel vary based on location, and are indicated in the applicable SOPA ADMIN (additionally, in the case of Bahrain, General Order 1-13B dated 14 April 2015). For deployed/transient/temporarily assigned personnel, at least one individual in each liberty party shall abstain from the consumption of alcohol.

4. Policy for Visiting Ships and Units

a. Official shipboard events. Official shipboard social events must be coordinated through COMUSNAVCENT PAO, COMUSNAVCENT FP and NCIS.

b. Submarines. Due to berthing space issues while in port, submarines are authorized to place hot-racking personnel in local hotels.

c. Overnight liberty. Overnight liberty is not authorized unless addressed in the applicable SOPA ADMIN for that location. Waivers to this policy may be requested from COMUSNAVCENT/COMFIFTHFLT per the restrictions in paragraphs 4c(1)-(2) below. The waiver request must be included in the force protection plan message sent to COMUSNAVCENT/COMFIFTHFLT. Additionally, a force protection brief with the liberty plan and waiver request must be submitted to COMUSNAVCENT/COMFIFTHFLT via the appropriate CTF NLT 10 days prior to the port visit. Brief formats can be found on the COMUSNAVCENT/COMFIFTHFLT CAS site.

(1) Overnight liberty may be requested for all Sailors. Overnight liberty for each individual Sailor requires approval from his/her Commanding Officer (CO).

(2) Commanding Officers shall ensure hotels are booked through channels directed in each port's SOPA ADMIN (i.e., USO in UAE, U.S. Embassy in Oman, or Navy Gateway Inns and Suites in Bahrain).

d. Visiting personnel are not authorized to rent private residences of any kind, to include villas, condominiums, or apartments.

e. Shore patrol. Each visiting ship will provide personnel for shore patrol in accordance with the SOPA ADMIN.

f. Liberty logs. All ships must have a system in place that allows the command to know where U.S. personnel are during liberty and when they have returned. This helps ensure commanders can contact individuals for operational needs, ship's recall, or personal emergencies. The ship's liberty log sign-out system shall include the name(s) of each person's liberty buddy.

g. Off-limits locations. Off-limits venues will be disseminated via SOPA ADMIN messages and by NCIS during visiting ships' port briefs. All U.S. personnel shall adhere to such restrictions.

(1) All commercial pharmacies. Pharmacies in the AOR are off-limits to U.S. service members.

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5. Policy for Transportation

a. Walking. All U.S. military personnel are prohibited from walking on ports outside of U.S. Navy facilities or security enclaves unless specifically authorized.

b. Driving. Driving in the AOR is prohibited for all visiting personnel, unless specifically stated otherwise in the SOPA ADMIN. All personnel are required to check the DOD Foreign Clearance Guide for updated driving requirements prior to driving in the AOR. This applies to the operation of all types of mobile conveyance operated on roads to include cars, motorcycles, and mopeds. Exceptions to this policy are as follows:

(1) Driving is permitted for personnel, E4 and above, stationed in or TAD to the AOR for four months or greater, who have a requirement to drive in order to accomplish their duties.

(2) For personnel E7 and above who are TAD for less than four months, driving may be authorized by their Commanding Officer (CO) if the CO determines they have a valid requirement to drive in order to accomplish their duties.

c. Buses, cars, SUVs and boats with drivers may be hired. Vehicles will not contain more than 25 passengers and will not be marked in a manner as to identify them as carrying U.S. personnel. All passengers shall use seat belts. Under no circumstances will passenger load exceed seating capacity. A bus rider must ensure only the vetted driver and U.S. personnel enter the vehicle by verifying the ID of everyone who attempts to gain access to the vehicle.

d. Taxis. U.S. personnel should only use metered taxis or other transportation networks/companies that are lawful in the host nation. Personnel are prohibited from using unauthorized cabs, which are often located at the port, hotels and other establishments. All passengers must use seat belts. The senior person in a taxi is responsible for the conduct of all passengers. Taxi drivers should always use the meter, which displays the fare in local currency. If a fare dispute develops, the dispute should be resolved on scene to the benefit of the taxi driver. Personnel shall not sit in the front seat of the taxi if they are riding alone. Personnel are required to report incidents involving taxis to NCIS.

6. Policy for Civilian Attire. Refer to Enclosure 1 to Tab A to Appendix 7 to Annex E of this OPORD for guidance on civilian attire while on liberty/leave.

7. Policy for Special Events

a. Avoid creating large concentrations of U.S. personnel at any single liberty location. U.S. personnel should not exceed 25 percent of total capacity at any establishment.

b. Special events with 50 or more U.S. personnel (outside of routine USO-sponsored tours), must be approved by COMUSNAVCENT/COMFIFTHFLT. Special

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event requests should be presented along with the force protection brief and the liberty plan, all of which must be submitted to COMUSNAVCENT/COMFIFTHFLT via the appropriate CTF NLT 10 days prior to the port visit. Brief formats can be found on the COMUSNAVCENT/COMFIFTHFLT CAS site.

8. Policy for Ramadan

a. Ramadan is a Muslim religious observance that takes place during the ninth month of the Islamic calendar, believed to be the month in which the Quran was revealed to the prophet Muhammad. Ramadan is entirely devoted to meditation and spiritual purification through prayers, fasting, charity and self-discipline. The start of Ramadan is based on a combination of physical sightings of the moon and astronomical calculations. Actual dates are dependent upon the time of official sighting of the new moon and vary year-to-year. The Islamic holiday of Eid al-Fitr marks the end of Ramadan.

b. Personal sacrifices made by Muslims during Ramadan are among the five pillars of Islamic faith, law, and practice. Muslims believe that God commanded the observance of Ramadan as a month of fasting and devotion. During Ramadan, observant Muslims do not eat, drink (including gum or water), smoke, or chew tobacco from sunrise to sunset. Muslims will continue to perform normal daily tasks, but personnel can expect to see shortened work hours by government and local businesses. Personnel should anticipate heavy traffic patterns before and after Ramadan working hours.

c. During Ramadan, most restaurants (including fast food establishments) are closed during the day, although exceptions are made for certain restaurants in international hotels that cater to foreigners. Hotel restaurants that are open during the daytime during Ramadan are usually curtained off from the view of the public. Shops will be closed or only open for business on a reduced schedule during this period, although major malls may have normal operating hours. The majority of restaurants and establishments that serve alcohol will curtail this service during daylight hours or altogether.

d. Personal behavior during Ramadan is of utmost importance. As foreigners and guests, we are not expected to fast during Ramadan. However, non-Muslims are expected to be aware of the significance of the season. Eating or drinking (including gum or water), smoking and chewing tobacco in public during daylight hours is prohibited. "In public" includes riding on a bus, metro or taxi or in a private vehicle. These actions, even by a non-Muslim, in public during daylight may constitute be a civil offense by local authorities, and may result in a fine or confinement.

9. Specific Considerations

a. Alcohol. The vast majority of our liberty incidents in the AOR are alcohol-related. Despite the fact that alcoholic beverages are widely available, alcohol use is a sensitive issue for our host nations. When authorized, the consumption of alcohol must be in moderation. In addition, being smart and alert while on liberty is a key element to our force protection effort. Personnel should be advised that any measurable amount of alcohol in the bloodstream may be considered unlawful public intoxication. The legal drinking age varies in each country and it is the responsibility of

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U.S. personnel to be aware of the restrictions. The introduction, possession, use, sale, transfer, manufacture, or consumption of any alcoholic beverage within the countries of Kuwait, Saudi Arabia, Pakistan, Afghanistan, and Qatar is prohibited. In all other countries, U.S. personnel will adhere to laws and customs of host nations and act in accordance with military regulations.

b. Firearms. The purchase, possession, use, or sale of privately owned firearms, ammunition and explosives, or the introduction of these items into the U.S. Central Command (USCENTCOM) AOR is prohibited.

c. Religious Sites. Entrance by U.S. personnel into mosques or other sites of Islamic religious significance by non-Muslims is prohibited unless otherwise directed by military authorities, required by military necessity, or as part of an official tour conducted with the approval of military authorities and the host nation. In Bahrain, only the Grand Mosque may be visited by non-Muslim U.S. personnel and only as part of an organized tour group.

d. Controlled Substances and Drug Paraphernalia. Introduction, purchase, possession, use, sale, transfer, or manufacture of any controlled substance or drug paraphernalia is prohibited. Drug abuse also includes the unlawful use of controlled analogues, natural substances, chemical, propellants, or prescribed over-the-counter drugs or pharmaceutical compounds. Prescription drugs must be accompanied by the original prescription label of the prescribed drug or medical authority.

e. Sexually-explicit material. The introduction, possession, transfer, sale, creation, or display of any pornographic or sexually explicit photograph, videotape, movie, drawing, book, magazine, or similar representation is prohibited. The prohibitions contained in this subparagraph shall not apply to AFN broadcasts and commercial books, magazines, and videotapes distributed and/or displayed through NEX, AAFES, or MWR outlets located within the USCENTCOM AOR. This prohibition does not apply within areas exclusively under the jurisdiction of the United States, such as on board United States government vessels and aircraft.

f. Gambling. Gambling including sports pools, lotteries, and raffles is prohibited unless permitted by host nation laws and service regulations.

g. Artifacts and National Treasures. Removing, possessing, selling, defacing, or destroying archeological artifacts or national treasures are prohibited.

h. Currency. Selling, bartering, or exchanging any currency other than at the host nation exchange rate is prohibited.

i. Pets. Adopting as pets or mascots, caring for, or feeding any type of domestic or wild animal is prohibited. Permanent-party (non-TAD) personnel whose living arrangements allow them to keep pets may transport household pets (e.g., dogs and cats) as part of household goods shipment, if otherwise so entitled. Such permanent-party personnel may also acquire household pets when in the USCENTCOM AOR. All pets must meet the health

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standards and remain subject to the regulations of the country in which they are located.

j. Religion. Attempts to change or recruit any person's religion, faith, or practice are prohibited.

k. Taking or Retaining Individual Souvenirs or Trophies. Taking of or retaining individual souvenirs or trophies are prohibited as discussed in the following subparagraphs.

(1) Private or public property may be seized during exercises or operations only on order of the Commander or Commanding Officer based on military necessity. Such property will be collected, processed, secured, and stored for later return to the lawful owner. The wrongful taking of private property, even temporarily, is a violation of Article 121, Larceny or wrongful appropriation, of the Uniform Code of Military Justice.

(2) Public property seized by U.S. Armed Forces is property of the United States. The wrongful retention of such property is a violation of Article 108, Military property of the United States, Wrongful sale, loss, damage, or destruction, of the Uniform Code of Military Justice.

(3) No weapon, munitions, or military article of equipment obtained or acquired by any means other than official issue may be retained for personal use or shipped out of the USCENTCOM AOR for personal retention or control.

(4) This prohibition does not preclude the lawful acquisition of souvenirs that can be legally imported into the United States.

l. Photography. U.S. personnel may not take photographs of military installations, ports, bridges, industrial facilities, mosques, religious activities, government buildings, flags of any Gulf Cooperation Council Nation, or examples of poverty. Photographs of people may be taken only with their prior consent.

m. Beaches. Public behavior and dress on all beaches shall be proper and in good taste and shall respect the culture and sensitivities of others present.

n. Public Display of Affection. Public display of affection (such as holding hands, kissing, or close bodily contact) is prohibited.

o. Host Nation Laws and Customs. All persons, military and civilian, subject to this general order are charged with the duty to become familiar with and respect the laws, regulations, and customs of their host nation insofar as they do not interfere with the execution of their official duties.

p. Confiscation of Offending Articles. Items which are determined to violate this general order may be considered contraband and may be confiscated if found in the USCENTCOM AOR.

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q. Unit Commander Responsibility. Commanders and civilian supervisors are charged with ensuring that all personnel are briefed on the prohibitions and requirements of this general order.

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