



DEPARTMENT OF THE AIR FORCE
PACIFIC AIR FORCES

OCT 04 2010

MEMORANDUM FOR ALL AIR FORCE PERSONNEL ON OKINAWA

FROM: 18 WG/CC
Unit 5141 Box 10
APO AP 96368-5141

SUBJECT: General Order Number 1 – Liberty Card Program

1. Background and Purpose

a. Background. The political climate on Okinawa is such that any incident involving Airman misconduct in the local community has the potential to severely damage our relationship with local governments and the nation of Japan. Airmen who commit misconduct in the local community jeopardize our continuing freedom to operate in this strategically important location. Law enforcement and military justice statistics show that historically a preponderance of Airman misconduct has been committed by Airmen in the ranks of E-4 and below. In my experience, such misconduct typically occurs during late night hours and involves alcohol consumption. Commanders use all legal, available disciplinary and leadership tools to reduce misconduct by Airmen in the local community. For some time predecessors to this General Order have given Commanders additional authority to correct misbehavior by their subordinates in the local area.

b. Purpose. The purpose of this Order is to preserve the vital presence of United States Forces in this strategically important location by reducing the potential for incidents in the local community that could jeopardize our presence and continued freedom to operate on Okinawa.

2. Scope and Application

a. This Order is effective immediately, and will remain in effect until superseded or cancelled.

b. This Order supersedes General Order Number 1 – Liberty Card Program, dated 9 June 2008, Kadena Air Base Instruction 31-101, paragraph 1.11, dated 12 August 2009, and Period of Reflection – Off-Base Conduct of Airmen in Japan, dated 27 September 2010.

c. This Order is applicable to all Airmen as defined in paragraph 3.b.(4) while they are physically present in Okinawa Prefecture, Japan. It does not apply to Airmen while on leave or TDY to locations outside of Okinawa Prefecture, Japan. Nothing in this Order restricts the authority of Commanders to issue lawful orders restricting pass or alcohol consumption of TDY or deployed personnel outside of Okinawa Prefecture, Japan.

d. This Order is punitive in nature and violations of any of the provisions of this Order may be punished under Article 92 of the Uniform Code of Military Justice.

e. This Order does not limit or act as a substitute for other administrative or disciplinary tools available to commanders to preserve good order and discipline or ensure unit readiness.

3. Implementation.

a. General. This Order directs all units commanding those Airmen as defined in paragraph 3.b.(4) in the implementation of the Liberty Card Program in their units.

b. Terms Defined:

(1) Off-base Liberty/Off-base Pass. For the purpose of this Order, “off-base liberty” and “off-base pass” are synonymous and are used interchangeably. Off-base liberty/Off-base pass is defined as permission to leave a US military installation while in regular or special pass status as defined in Air Force Instruction 36-3003, *Military Leave Program*, section D.

(2) Off-base Quarters. For the purpose of this Order, “off-base quarters” is defined as an Airman’s authorized quarters or quarters belonging to another individual located off a US military installation. “Off-base quarters” also includes a room or suite at an off-base lodging facility whether assigned to an Airman or another individual, but does not include the dining, bar, or other public gathering areas of those off-base lodging facilities. “Off-base quarters” does not include campgrounds.

(3) Restricted Hours. For the purpose of this Order, “restricted hours” refer to the hours of 0001 to 0500 daily.

(4) Airman. For the purpose of this Order, “Airman” and “Airmen” refer to all active duty United States Air Force military members temporarily or permanently located on Okinawa. It also includes members of the United States Air Force Reserve or Air National Guard components while temporarily or permanently located on Okinawa and in Title 10 active duty status.

(5) Commander. For the purpose of this Order, “Commander” refers to Squadron Commanders or higher.

(6) Bar. For the purpose of this Order, “bar” refers to a location that sells alcoholic beverages for on-premises consumption and whose advertising and signs emphasize alcoholic beverages.

(7) Club. For the purpose of this Order, “club” refers to a location that sells alcoholic beverages for on-premises consumption and provides music and facilities for dancing, and/or nude or partially nude performances.

(8) Restaurant. For the purpose of this Order, “restaurant” refers to a location that is held out to and known by the public as primarily a food-service establishment, and whose advertising and signs emphasize food rather than alcoholic beverages or entertainment.

c. Issuance of Liberty Cards. Squadron Commanders will issue all Airmen a blue or silver liberty card upon completion of the Newcomer's Orientation Brief or the First Term Airmen Center (FTAC) Program, as applicable. All Airmen will be required to have their liberty card in their possession when conducting off-base liberty. Off-base liberty for Airmen issued a blue liberty card will not be authorized during restricted hours as defined in paragraph 3.b.(3). Airmen issued a silver liberty card are authorized off-base liberty during restricted hours, except as stated in paragraph 3.h.

(1) Commanders will issue blue liberty cards to Airmen E-4 and below. Commanders are highly encouraged to issue silver cards to Airmen who, after a period of time sufficient to observe a pattern of responsible and culturally sensitive behavior, have demonstrated that they are able to act responsibly in the local community, and are unlikely to become involved in incidents of off-base misconduct.

(2) Commanders will normally issue silver liberty cards to enlisted Airmen E-5 and above, and all commissioned officers. However, Commanders should issue blue liberty cards to Airmen with histories of disciplinary problems or who, in the Commander's view, pose an unacceptable risk of becoming involved in incidents of misconduct in the local community.

(3) Aircraft or Unit Commanders of Airmen who are on Temporary Duty (TDY) on Okinawa will clearly annotate each aircrew or unit Airman's liberty card type on his or her TDY orders. An annotation of "blue" or "silver" liberty status on each member's TDY orders, signed by the aircraft or Unit Commander, is the functional equivalent of a blue or silver liberty card. Each TDY Airman is required to produce his or her annotated TDY orders for inspection by appropriate authorities upon request.

d. Upgrade/Downgrade of Liberty Cards. Commanders are authorized to upgrade a unit Airman's liberty card from blue to silver, or to downgrade a unit Airman's liberty card from silver to blue, within their sole discretion in accordance with paragraphs 1.b. and 3.c. of this Order. While Commanders remain ultimately responsible for the conduct of their Airmen, Commanders may delegate to their First Sergeants, in writing, their authority to upgrade an Airman's blue liberty card to a silver liberty card or downgrade an Airman's silver liberty card to a blue liberty card.

e. Revocation of Liberty Cards. Squadron Commanders or above are authorized to revoke a unit Airman's liberty card as deemed necessary to uphold the purpose of this Order as defined in paragraph 1.b., subject to the following conditions:

(1) Airmen who have had their liberty cards revoked may not leave a US military installation while in regular or special pass status. Because revoking a liberty card has the practical effect of restricting an Airman to base while he or she is on pass, it is essential that Commanders consult with an 18th Wing Judge Advocate prior to revoking a liberty card. Rule for Courts-Martial (RCM) 304 prohibits the revocation of a liberty card as a form of punishment, but RCM 304(h) permits the revocation of a liberty card for any other lawful purpose.

(2) On-base pass will not be affected by the revocation of a liberty card.

(3) Leave will not be affected by the revocation of a liberty card. However, Commanders should consider denying or cancelling on-island leave while the Airman's liberty card is revoked.

(4) Commanders will notify the Airman of their intent to revoke the Airman's liberty card in writing, and provide the Airman with a reasonable opportunity to respond orally or in writing before revoking the liberty card. In the notification, the Commander will notify the Airman of the reason(s) he or she believes revoking the Airman's liberty card is appropriate. Commanders may, in their discretion, permit the Airman to make a personal appearance before the Commander in response to the notification. The Airman has no right to representation by an attorney or other person solely because the Airman has received a notification that his or her Commander intends to revoke his or her liberty card. However, Commanders will consider oral or written submissions made by the Area Defense Counsel (ADC) or other representatives of the Airman.

(5) If the Commander still believes revocation of the Airman's liberty card is appropriate after considering the Airman's oral or written response to the Commander's notification of his or her intent to revoke the Airman's liberty card, the Commander will notify the Airman in writing of the length of the revocation period. The Commander will specify a length of revocation between one (1) and thirty (30) days. After the liberty card revocation period has passed, the Commander will normally issue the Airman a blue liberty card, regardless of rank. After a sufficient period of observation, the Commander may upgrade the Airman's liberty card from blue to silver in accordance with paragraph 3.c. of this Order.

(6) If the Commander believes continued revocation of the Airman's liberty card is appropriate after the expiration of the initial revocation period, the Commander will notify the Airman of his or her intent to extend the period of revocation. Commanders will follow the same procedures for extensions of the revocation of a liberty card in paragraphs 3.e.(1), 3.e.(4) and 3.e.(5) that apply to the initial revocation of a liberty card. Any extended period of revocation will be for a length of between 1 and 30 days.

f. Liberty Card Inspection. Liberty cards will be produced for inspection upon request by authorities, including security forces, military police, provost marshals, senior noncommissioned officers, commissioned officers, command representatives, courtesy patrol, shore patrol, and Japanese law enforcement personnel or security guards.

g. Rules for Airmen Issued Blue Liberty Cards.

(1) US Military Installations and Off-base Quarters Authorized. During restricted hours, Airmen issued a blue liberty card are authorized to be on a US military installation or in off-base quarters. For purposes of this Order, Airmen traveling between Kadena Air Base and Camp Shields or Chibana Housing who are on Route 26 or the access road between Kadena Air Base Gate 3 and Camp Shields or Chibana Housing are considered to be on a US military installation.

(2) Unofficial/Leisure Travel During Restricted Hours. During restricted hours, Airmen issued a blue liberty card are authorized to transit between US military installations or off-base quarters via military supported transportation. During restricted hours, Airmen are not authorized to transit between US military installations or off-base quarters via privately owned vehicles or commercial taxis without first obtaining permission from their Squadron First Sergeant or other designated command representative. Except for emergencies, Airmen are not authorized to deviate from a direct route or to make any stops while transiting between US military installations or off-base quarters during restricted hours.

(3) Travel in Conjunction with Official Duties. Airmen issued a blue liberty card may be off-base and outside of off-base quarters during restricted hours if in the performance of official duties. Airmen performing official duties are authorized transit between US military installations, other official duty locations, and off-base quarters via privately owned vehicles, military supported transportation, or commercial taxis during restricted hours. However, except for emergencies, they are not authorized to deviate from a direct route or to make unauthorized stops while transiting during restricted hours. For purposes of this Order, official duty includes unit physical training (PT), individual PT, and the purchase of meals during a period of duty. Airmen who are off-base accomplishing official duty under the provisions of this paragraph and who are not accomplishing PT must wear an authorized service uniform.

(4) Team Kadena Airmen on Temporary Duty. Airmen issued a blue liberty card are authorized transit between US military installations, other official duty locations, off-base quarters, and authorized destinations such as commercial air or sea ports during restricted hours when departing on or returning from TDY. However, except for emergencies, they are not authorized to deviate from a direct route or to make unauthorized stops while transiting during restricted hours.

(5) Leave. Airmen are not subject to the curfew provisions of this Order while on leave, but remain subject to the provisions of paragraph 3.h. below. Airmen in a regular or special pass status, or in a Permissive TDY or duty status, remain subject to all provisions of this Order.

(6) Participation in Authorized Events. Airmen issued a blue liberty card may be off-base and outside of off-base quarters during restricted hours when participating in Kadena Information, Tickets and Travel (ITT) or Marine Corps Community Service (MCCS) tours that include MCCS or ITT provided transportation. This includes transit directly between the location where MCCS or ITT provided transportation originates or terminates and another authorized location. Airmen issued blue liberty cards may also be off-base and outside of off-base quarters during restricted hours if transiting directly between an event sponsored by MCCS or 18th Force Support Squadron/Morale Welfare and Recreation (MWR).

h. Off-base bars/clubs. No Airmen are allowed in bars or clubs off-base during restricted hours, regardless of the color of their liberty card. Airmen with silver liberty cards are permitted to be in restaurants during restricted hours. Airmen with blue liberty cards are permitted to be in restaurants during restricted hours while on leave.

4. Exceptions to this Order. Airmen desiring exceptions to this Order must submit a written request to their unit Commander. Unit Commanders may grant or deny such requests in full or in part. Commanders will issue exceptions to this Order in writing and exceptions must be consistent with the purpose of this Order.



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