



## FLEET DIRECTIVE 04/2018

FLEET/

See distribution

### PORT LIBERTY PLANS - CONTROL MEASURES

#### PURPOSE

1. This directive provides my direction and guidance for Port Liberty Plans, addressing impacts to reputation resulting from incidents of alcohol related poor behaviour in overseas ports.

#### BACKGROUND

2. Despite regular direction provided through policy, memos, briefings and training, there has been a rise in the number of incidents of poor behaviour ashore overseas; with Singapore a hotspot. In nearly every incident, alcohol was involved. The discredit brought to our Navy and our nation necessitates the requirement for a change in approach.

3. In October 2017, a Navy member arrested in Singapore, was subsequently charged and incarcerated in the Singaporean prison system. This sailor's experience is not one you would wish to repeat, with an account provided at Annex A.

4. Following the most recent incidents in Singapore, all personnel were recalled to their Units and leave and alcohol consumption were not permitted.

#### REPUTATION AND TRUST

5. The ongoing poor behaviour of a minority of personnel has undermined the trust that Government and senior ADF leadership has in the Fleet. Our reputation has been tarnished. This Directive is not just about preventing poor behaviour - it is about repairing the damage to the Fleet's reputation and regaining trust through good order and discipline.

#### ROLES AND RESPONSIBILITIES

6. Every individual is personally responsible for their actions and will continue to be held accountable for their conduct. When personnel proceed ashore during port visits, they must be mindful their behaviour is a continuing reflection of their ship, the Fleet, our Navy and Australia.

7. Commanding Officers must implement appropriate Port Liberty Plans (PLP) to prevent incidents. A PLP Command check list is provided at Annex B. Control measures must be determined following a risk assessment addressing: personnel state, safety and

security, local port sensitivities and prevailing operational factors. Proposed PLP control measures must be signalled to the OPCON for endorsement not less than 24 hours in advance of visits. Until further notice (and as a minimum), the control measures listed at Annex C must be implemented in Singapore and other ports (as indicated). These control measures will be reviewed in September 2018.<sup>1</sup>

8. The Fleet Legal Officer will develop briefing material for distribution to all ships, including broad examples of behaviours that have been dealt with by foreign authorities under their laws or that have led to significant DFDA action against the responsible individuals. Exemplar outcomes will also be included.

### SINGAPORE

9. In 2013, the then Fleet Commander first drew particular attention to a change in tolerance by Singaporean authorities to undisciplined conduct by visiting military personnel. Police arrest of misbehaving westerners is common and corporal punishment prevalent. The Singaporean public demand this of their authorities and more often than not, will alert police to poor behaviour.

10. It is imperative that ship's companies are made aware of Singapore's lack of tolerance. Incidents in Australia that might result in an invitation to leave a bar or nightclub, will almost certainly result in an arrest and charges in Singapore. Indeed, personnel have been arrested for making lurid remarks to the opposite sex. Everyone must understand they cannot expect special protection from the Singaporean justice system. Singaporean authorities are increasingly less likely to waive jurisdiction or permit RAN personnel to return to their ship or Australia until punishments have been served.

11. As previously indicated, a sailor was recently detained in Singapore for more than four months, spanning the Christmas holiday period, under strict bail conditions, while his case was considered. His brief port visit to Singapore culminated in a six week prison sentence.

### COMMAND AND CONTROL

12. I expect all members of Fleet Command to control their behaviour and act with appropriate respect for foreign laws and cultural sensitivities in overseas ports. Equally I expect Commands to enforce good order and discipline amongst their people, ensuring they realise they will be held accountable for their actions. In the same way Commanding Officers are responsible for defending their ship against security threats, I will hold them accountable for implementing and/or modifying an effective PLP.

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<sup>1</sup> The control measures in this Directive are the minimum requirement imposed on port visits. Operational Commanders and Commanding Officers may impose additional control measures to those identified in Annex C.

13. Cancel this Directive 01 Jun 19.

16 May 18

**Annexes:**

- A. The Singapore Prison System
- B. Port Liberty Plan - Command Check List
- C. Port Liberty Plan - Current Specified Control Measures
- D. Port Liberty Plan - Risk Assessment and Control Measures

**Distribution:**

**For Information:**

**THE SINGAPORE PRISON SYSTEM**

1. The following are some key points that have been provided by a Fleet member who was convicted and imprisoned in Singapore following an alcohol related incident.

**CHANGI PRISON**

- Cells are roughly 10 x 2 metres and can have a maximum of four prisoners. Prisoners sleep on the concrete floor on a grass mat with no pillow. Folded blankets are usually used to support the head.
- Toilets are squat toilets in the cell with a shower head above. There is a small steel plate with holes drilled in at the rear of the cell to allow in some daylight. There is no air conditioning and temperatures are regularly above 35C.
- Prisoners are released from their cell for one hour a day Mon-Fri, but not on Sat or Sun. During the hour outside their cell, prisoners may watch TV or walk around the cell block. No exercise is allowed in the cell.
- Food is very basic and meals are not large.

**ADMIRALTY WEST PRISON**

- Cells are roughly 15 x 4 metres and hold 16 prisoners. Beds have two levels each holding 8 prisoners. On the bottom level, prisoners sleep on concrete on a grass mat. The upper level is plywood.
- Toilets are squat toilets in the cell with no shower. Prisoners shower in the yard without hot water or privacy. No exercise is allowed.
- Steel mesh is installed at both ends of the cell to allow natural ventilation. There is a view of Malaysia from one end and jungle from the other.
- Caning is conducted at Admiralty West on Thurs and Fri at 1300. Screaming can be heard from the cells. Prisoners are returned to cells after caning, without medical attention.

**PORT LIBERTY PLAN (PLP) - COMMAND CHECK LIST**

**Prior to Arrival**

- Undertake Risk Assessment addressing FPIP, personnel state, safety and security, local port sensitivities; and prevailing operational factors.
- Develop PLP Control Measures
- Select and train Shore Patrols
- Confirm any prohibited establishments/locations with consular officials
- NLT 24 hours prior to arrival, signal OPCON to seek endorsement for PLP Control Measures
- Brief ship's company on port risks, PLP control measures and supporting briefing material provided by FLO

**Alongside**

- Command must monitor and review effectiveness of control measures
- In the event of an incident, graduate control measures, signalling OPCON of modified controls

**PORT LEAVE PLAN (PLP) - CURRENT SPECIFIED CONTROL MEASURES**

1. In planning and executing port visits, CO's are required to implement control measures to mitigate risks to known threats. For security threats, the Force Protection Implementation Plan (FPIP) is well practiced and understood, based on a system of alert states. Similarly, to manage threats to reputation, CO's will be required to develop a PLP.
2. A range of example control measures available to a Commanding Officer under varying levels of risk to reputation are at Annex D. Commands are not to feel limited to those included and may propose alternates subject to endorsement by their OPCON.
3. As a minimum, the following control measures are now in force until a PLP review is conducted in September 2018.

**Singapore PLP**

Control Measure	Description
Leave	<ul style="list-style-type: none"><li>• Leave expires onboard at 2300 (local) - no overnight Hotel accommodation ashore (See Note 1)</li></ul>
Alcohol	<ul style="list-style-type: none"><li>• Limited to 3 standard drinks (per 24 hour period)</li></ul>
Breath Testing	<ul style="list-style-type: none"><li>• Mandatory BT (.05) will be conducted when returning onboard</li></ul>
Shore Patrol	<ul style="list-style-type: none"><li>• Increased frequency of surveillance by Shore Patrol</li></ul>
Buddy System	<ul style="list-style-type: none"><li>• Buddy system in force. Buddy may be buddy for up to 2 persons. Buddy not permitted to consume alcohol.</li></ul>
Trigger Incident (General Recall)	<ul style="list-style-type: none"><li>• Any (trigger) incident of alcohol related unacceptable behaviour will result in a general recall</li><li>• No further leave or alcohol consumption will be permitted</li></ul>

Notes:

1. Where Conditions of Service require hotel accommodation (e.g. Duty travel, submarine crew), leave expiry is to be considered as in the individual's hotel room. No further alcohol is to be consumed after leave expiry (equivalent to returning to a ship).
2. In all cases when the Buddy system is used, a Buddy Register is to be maintained (legible name, signature and recall details). The Buddy is to be clearly identified prior to leaving the ship or Hotel and may be held accountable for the behaviour of their budd(y)ies. A Buddy must remain with their nominated budd(y)ies until return from ashore.

**Other Foreign Ports PLP (exempt MER)**

Control Measure	Description
Leave	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Alcohol	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Breath Testing	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Shore Patrol	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Buddy System	<ul style="list-style-type: none"><li>Buddy system in force. Buddy may be buddy for up to 2 persons, but limited in alcohol consumption to 3 standard drinks</li><li>At first trigger point, Buddy must not to consume alcohol</li></ul>
Trigger Incident (Leave & Alcohol restrictions)	<ul style="list-style-type: none"><li>First (trigger) incident of alcohol related unacceptable behaviour will result in: Leave expiry (2300), Limit to 3 standard drinks (per 24 hour period) and mandatory BT (.05) when returning onboard</li><li>Any subsequent alcohol related incident will result in a general recall with no further leave or alcohol consumption</li></ul>

Note - Where Conditions of Service require hotel accommodation (e.g. Duty travel, submarine crew), leave expiry is to be considered as in the individual's hotel room. No further alcohol is to be consumed after leave expiry (equivalent to returning to a ship).

**Australian Ports PLP**

Control Measure	Description
Leave	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Alcohol	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Shore Patrol	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Buddy System	<ul style="list-style-type: none"><li>As endorsed by OPCON iaw CO's PLP</li></ul>
Trigger Incident (General Recall)	<ul style="list-style-type: none"><li>First (trigger) incident of alcohol related unacceptable behaviour will result in: Leave expiry (2359), Limit to 3 standard drinks (per 24 hour period) and mandatory BT (.05) when returning onboard</li><li>Any subsequent alcohol related incident will result in a general recall with no further leave or alcohol consumption</li></ul>

**Appendix:**

1. Example PLP Control Measure Signal