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MEMORANDUM FOR DISTRIBUTION C
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FROM: SAF/MR

SUBJECT: Air Force Guidance Memorandum 2 to AFI 34-101, *Air Force Morale, Welfare, and Recreation (MWR) Programs and Use Eligibility*

By Order of the Secretary of the Air Force, this Guidance Memorandum immediately implements changes to AFI 34-101. Compliance with this Memorandum is mandatory. In collaboration with the Chief of the Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1) develops policy for Airman and Family Readiness Centers. This instruction applies to all Regular Air Force, Air National Guard and Air Force Reserve personnel. To the extent its directions are inconsistent with other Air Force publications, the information herein prevails, in accordance with AFI 33-360, *Publications and Forms Management*.

The attachment to this memorandum is updated to provide guidance changes that are effective immediately. An asterisk (*) indicates newly revised material.

This memorandum becomes void after one-year has elapsed from the date of this memorandum, or upon publication of an Interim Change or rewrite of the affected publication, whichever is earlier.

GABRIEL O. CAMARILLO, SES, USAF
Assistant Secretary of the Air Force
(Manpower & Reserve Affairs)

Attachment:
Guidance Changes

ATTACHMENT
Guidance Changes

The below changes to AFI 34-101, 28 March 2013, are effective immediately.

*ADD Attachment 2, Table A2.2, Priority 25. After “Category C activities only. Requires AF/A1S approval and must meet requirements in Note 5.” add, “AF/A1S may grant waiver for up to 5 years; expiration date of waiver will be specified in the waiver approval memorandum.”

*(UPDATE) Attachment 2, Table A2.2, Limited Program Eligibility and Use Priority, Note 5: Remove “5. The installation commander determines that adequate facilities are available and they are currently underutilized by higher priority users (must be re-certified every two years with AFPC/CC prior to expiration).” and replace with “5. The installation commander determines that adequate facilities are available and they are currently underutilized by higher priority users (must be re-certified through AFSVA/CC to AF/A1S for approval prior to expiration specified in the AF/A1S approval memorandum).”

**BY ORDER OF THE SECRETARY
OF THE AIR FORCE**

AIR FORCE INSTRUCTION 34-101

28 MARCH 2013



Services

**AIR FORCE MORALE, WELFARE, AND
RECREATION (MWR) PROGRAMS AND
USE ELIGIBILITY**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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(Brig Gen Eden J. Murrie)

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This instruction implements Air Force Policy Directive (AFPD) 34-1, *Air Force Services*, and Department of Defense (DoD) Instruction (DoDI) 1015.10, *Military Morale, Welfare and Recreation (MWR) Programs*. This instruction provides guidance on the scope and management of MWR programs and eligibility of customers. This instruction applies to all Regular Air Force, Air National Guard and Air Force Reserve personnel. In collaboration with the Chief of the Air Force Reserve (HQ USAF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel and Services (HQ USAF/A1) develops personnel policy for Air Force Morale, Welfare and Recreation (MWR) programs. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR), using AF Form 847, *Recommendation for Change of Publication*; route AF Form 847s from the field through the appropriate functional's chain of command. This publication may be supplemented at any level, but all direct supplements must be routed to the OPR of this publication for coordination prior to the certification and approval. Requests for waivers must be submitted through chain of command to the OPR listed above for consideration and approval. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with (IAW) Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of IAW the Air Force Records Information Management System Records Disposition Schedule.

SUMMARY OF CHANGES

This revision changes Air Force Instruction (AFI) 34-262 to AFI 34-101. All references to the Services Squadron have been replaced with the Force Support Squadron (FSS). All references to MWR activities and programs are part of the FSS. The Air Force Services Activity Standards have been updated in section 4.4. Table A2.1 in Attachment 2 has been updated IAW DoDI 1015.10.

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Chapter 1

FSS MWR PROGRAM PURPOSE AND PROHIBITIONS

1.1. Purpose. Support the Air Force mission by contributing to readiness and improving productivity by providing programs that promote fitness, esprit-de-corps, and quality-of-life for authorized patrons or customers. All MWR programs represented in this instruction are part of the FSS.

1.2. Standards of Conduct. The standards of conduct published in DoD Directive (DoDD) 5500.07, *Standards of Conduct* and DoD 5500.07-R, *Joint Ethics Regulation (JER)*, are applicable to personnel assigned to or employed by FSS programs and services. Violations by military personnel are punishable under the Uniform Code of Military Justice (UCMJ).

1.3. Equal Opportunity. The non-discriminatory provisions in AFD 36-2706, *Equal Opportunity Program Military and Civilian*, and relevant Air Force publications are applicable to FSS MWR programs, services, and entertainment, and shall guide Air Force officials and employees in the performance of their duties.

1.4. Fiduciary Responsibility. Nonappropriated funds (NAFs) are government funds entitled to the same protection as funds of the United States Treasury. NAFs are designated for the benefit of authorized patrons and the purposes of the NAF instrumentality (NAFI). Related guidance is located in AFI 34-201, *Use of Nonappropriated Funds (NAFs)*, and AFI 65-106, *Appropriated Fund Support of Morale, Welfare, and Recreation (MWR) and Nonappropriated Fund Instrumentalities (NAFIs)*. Examples of types of activities within each MWR category are in [Attachment 3](#). The support responsibilities for each category are as follows:

1.4.1. Commanders/Directors are responsible for prompt detection, proper investigation, and appropriate corrective action in matters involving suspected misuse or misappropriation of NAFs. Individuals reporting NAF violations are protected from reprisal. AFMAN 34-310, *Nonappropriated Fund Personnel Program Management and Administration Procedures*, is applicable to NAF employees, former employees, applicants for appointment to positions and employers. Commanders/Directors shall take appropriate action against present and former personnel responsible for violations. In cases of a serious criminal infraction, Commanders/Directors shall refer the matter to the appropriate defense criminal investigative organization for investigation and referral to judicial authorities.

1.4.2. Under Title 10 United States Code Section 2783b, a NAF civilian employee who commits a substantial violation of the regulations governing the management and use of NAFs shall be subject to the same penalties provided by law for misuse of appropriations by a civilian employee paid from appropriated funds (APF). Violations by military personnel are punishable under the UCMJ.

1.5. Program Prohibitions. Do not:

1.5.1. Offer programs that don't fit the intent of the activity, i.e., that deviate from core mission.

1.5.2. Continue to offer programs that are not adequately supported by market demand.

- 1.5.3. Allow anyone to use FSS facilities for personal or monetary gain unless under contract to the activity (this does not preclude incidental use of such facilities to produce a personal item that may eventually be sold, so long as sales are not repetitive).
- 1.5.4. Provide discounts that are not available to all participants.
- 1.5.5. Show motion pictures, except as provided in AFI 34-211(I), *Army and Air Force Exchange Service General Policies*.
- 1.5.6. Provide entertainment that does not meet standards of common decency, decorum, good taste, or is not in keeping with the dignity of the Air Force, its personnel and their families.
- 1.5.7. Operate alcoholic beverage activities except as authorized in AFI 34-219, *Alcoholic Beverage Program*.
- 1.5.8. Operate resale activities, except as authorized in [paragraph 2.5](#) of this instruction.
- 1.5.9. Sponsor, conduct, or allow gambling activities. Refer to [paragraph 2.6](#) of this instruction for approved activities.
- 1.5.10. Operate pull-tab bingo, lotteries, or sell lottery tickets.
- 1.5.11. Sell firearms or ammunition except in Rod and Gun Clubs, Outdoor Recreation, Community Recreation Sports Centers, Skeet and Trap programs or other programs as defined by installation commander. In accordance with AFI 34-110, paragraph 3.7.2., *Air Force Outdoor Recreation Programs and Procedures*, (citing the Gun Control Act of 1968) NAFIs must be licensed dealers in order to sell firearms.
- 1.5.12. Sell or redeem Chit Books related to the sale of alcohol.
- 1.5.13. Award coupons for reduced prices on alcoholic beverages.
- 1.5.14. Conduct fundraising raffles.
- 1.5.15. Sell, rent, loan, or otherwise make available materials (e.g. audio recordings, film or video recordings, or periodicals with visual depiction, produced in any medium) that have been determined by the DoD Resale Activities Board of Review to be sexually explicit.
- 1.5.16. Sell tobacco products in FSS facilities.

1.6. Roles and Responsibilities.

- 1.6.1. Headquarters Air Force Services (AF/A1S), Air Force Personnel Center, Directorate of Services (AFPC/SV) and MAJCOMs.
 - 1.6.1.1. Ensures installations receive the policies, procedures, oversight and assistance needed to provide quality programs to meet wartime taskings and peacetime customer needs.
- 1.6.2. Installation Commander.
 - 1.6.2.1. Ensures installations operate customer-driven MWR programs that are determined locally by market analysis for the benefit of authorized patrons.
 - 1.6.2.2. Ensures MWR organizations receive sufficient APF support to meet customer needs and help ensure financial health.

1.6.3. FSS Commander/Director.

1.6.3.1. Ensures MWR programs comply with policy and guidance.

1.6.3.2. Ensures their organizations can fulfill wartime taskings and meet peacetime customer needs.

Chapter 2

PROGRAM SCOPE

2.1. Types of Services. To fulfill the intent of MWR programs, activities have differing levels of involvement and support. The degree of activity involvement in providing programs to customers depends on the nature of the activity, mission requirements, customer demand and available resources. All management and financial data reported shall comply procedures and support requirements IAW AFI 34-209, *NAF Financial Management and Accounting* and AFI 65-106.

2.1.1. Category A: Mission Sustaining Programs. These programs are considered most essential in meeting the organizational objectives of the Air Force by promoting the physical and mental well-being of the military member. Category A programs shall be supported almost entirely with APFs, with the use of NAFs limited to specific instances where APFs are prohibited by law or where the use of NAFs is essential for the operation of a facility or program.

2.1.2. Category B: Basic Community Support Programs. These programs are closely related in terms of supporting the military mission, to those grouped in Category A. They satisfy the basic physiological and psychological needs of Air Force members and families, providing, to the extent possible, the community support systems that make an Air Force installation temporary home towns for a mobile military population. These programs are entitled to substantial amounts of APF support, but differ from those in Category A because of their ability to generate some NAF revenue which provides for a portion of their funding. Community support activities can provide services free, or charge customers fees which go to the installation MWR fund. Fees will also cover the cost to the installation MWR fund for providing the service.

2.1.3. Category C: Revenue-Generating Programs. These programs have the business capability of generating income to cover their operating expenses. Category C programs receive limited APF support for indirect costs such as police and fire protection and to maintain the structural integrity of the facility. These programs at designated remote and isolated locations may receive the same type of APF support as Category B programs. Category C activities must be self sustaining and charge fees based on the revenue requirements of the installation MWR fund and fees charged for similar services in the surrounding local community. AFI 65-106 contains further guidance on indirect costs and limitations on APF support for remote and isolated locations.

2.1.4. Mission Required Services. These programs are required to sustain the mission and are supported solely with APFs. These services include Linen Exchange, Mortuary Affairs, and Food Service. Some services are provided without charge and others provide an allowance, require reimbursement or a combination thereof.

2.2. Funding. MWR programs should receive funding at the same level as other support-programs on the installation. MWR programs shall be resourced from either APF or NAF or a combination of both. NAF expenditures for valid MWR programs are not an augmentation of appropriations.

2.2.1. Contractors and Concessionaires. Unless addressed specifically by contract, a contractor or concessionaire of a NAFI that sells or provides authorized MWR products or services is entitled to the same level of APF support authorized for the applicable MWR programs.

2.2.2. Fees. MWR programs may charge fees to cover NAF costs associated with management and maintenance of APF-provided equipment or materials.

2.2.3. Merchandise Pricing. Except when authorized by regulation, no merchandise may be given away or sold for less than cost. An authorized patron shall not receive special prices or privileges not available to other patrons. This does not prohibit tailoring unique promotions to major target groups (for example: families, single personnel, retirees, etc.) as a means of increasing participation. Special prices and privileges shall not be given to functions designated as command-sponsored.

2.2.4. Personnel. MWR programs are authorized APF manpower for executive control and essential command supervision and IAW the appropriate funding category specified in AFI 65-106. MWR programs will be staffed primarily with APF or NAF civilians. Military personnel may be assigned on a temporary basis, to include detail and temporary duty. Temporary assignments may be made only under the following conditions:

2.2.4.1. Mobility or deployment requirements occur.

2.2.4.2. Training to upgrade/maintain essential skills that can't be provided through other means.

2.2.5. Excess NAF Cash. All cash in installation MWR funds excess to MWR requirements shall be transferred to the applicable Air Force Central Fund (MWR).

2.3. Use of NAFs. NAFs generated from MWR programs or associated programs, shall only be used within those programs. The Secretary of the Air Force (SecAF) may approve limited waivers for programs closely associated with FSS MWR activities. Unauthorized use of NAFs is addressed in AFI 34-209.

2.3.1. Command-Sponsored. Official command-sponsored programs are normally authorized APF support. NAFs may be used for unique events such as Open Houses. Refer to [paragraph 2.8](#), Open Houses, and AFI 10-1004, *Conducting Open Houses*, Chapter 6, for authority.

2.3.2. Limitations on use of NAFs. MWR programs are not authorized to provide NAF financial assistance to private organizations or individuals, unless reimbursed or as authorized by AFI 35-101, *Public Affairs Responsibilities and Management*, AFI 36-3101, *Fundraising Within the Air Force*, and AFI 34-223, *Private Organizations (PO) Program*. MWR programs shall not distribute, transfer, or donate NAF property or assets to a private organization, entity, or individual. Individuals, units, organizations, or installations shall not have proprietary interest in NAFs and NAFI assets. NAFs shall be used for the collective benefit of authorized patrons. Owners are assessed fees and charges for privately owned horses, boats, recreational vehicles, or aircraft that are stabled, moored, provided utilities, or rendered other APF or NAF support.

2.4. Closure of Activities. All requests to close Services activities must be routed through the Major Command (MAJCOM)/A1 to the Air Force Personnel Center Services Directorate,

Installation Support Division (AFPC/SVI) to AF/A1S for final disposition no later than 60 days prior to proposed closure. Neither requests nor notifications are required for any activity being closed due to an installation closure. Follow procedures detailed in AFI 34-201. Requests will include rationale, the alternative to be used in place of the activity, and documentation of approval to use any alternate source. In reviewing whether to continue or discontinue programs or activities use the criteria below:

2.4.1. Accessibility and capabilities of existing exchange service, installation, commercial or civilian community alternatives.

2.4.2. Current and planned MWR programs of adjacent DoD installations.

2.5. Resale. AAFES is the primary source of resale merchandise, excluding the Defense Commissary Agency stores. MWR is the secondary source of resale merchandise and services. MWR activities may engage in resale when the installation commander determines (in coordination with AAFES and the FSS) that AAFES cannot be responsive to the particular resale requirement. Non-AAFES and non-MWR activities should refer to AFI 34-223 for guidelines on resale activities.

2.5.1. For the FSS to establish a new resale activity, the installation commander shall approve a written agreement between the FSS Commander/Director and the regional vice president of the servicing exchange, stating AAFES cannot meet the particular requirement. MAJCOM/CCs resolve disputes that occur that cannot be resolved locally. Resale activity disputes resolved and approved by MAJCOM/CCs or resale operations that are a natural extension of the MWR program (i.e., Golf Course Pro Shop, etc.) are subject to a biennial review.

2.5.2. The installation commander evaluates FSS resale activities biennially to determine whether to continue operating them. The installation commander must consider the following issues when establishing and evaluating these resale activities:

2.5.2.1. AAFES (or MWR activity, where applicable) operating hours.

2.5.2.2. Distance to the activity from the AAFES or MWR activity and the ability to provide delivery service.

2.5.2.3. Ability of AAFES or MWR activity to provide an adequate line of the types, brands, and quality of goods and services needed to satisfy the particular resale need at acceptable prices.

2.5.3. A non-AAFES resale activity can only sell goods and services directly related to its purpose and function. Resale merchandise sold in the continental United States (CONUS) is limited to items listed in AFI 34-211(I). Other resale policies and procedures for civilian welfare funds and installation restaurants are prescribed in AFJI 34-122, *Civilian Nonappropriated Funds and Morale, Welfare, and Recreation Activities*.

2.5.4. AAFES usually operates fast food operations. The installation commander can consider the FSS operating a new, non-AAFES activity based on the criteria in [paragraph 2.5.2](#)

2.5.5. Audio and/or photo clubs can be established only at overseas installations. MAJCOM/CCs establish policies and procedures regarding sale of merchandise and services consistent with Air Force and AAFES resale programs. These clubs may offer the same

products and services offered by AAFES when the installation commander determines it necessary to satisfy customer needs. Customers need not be members to make purchases or obtain services.

2.5.6. An approved MWR resale activity can offer consignment sales, as long as the activity has safeguards to limit its liability for the merchandise, and the FSS Commander/ Director approves.

2.5.7. Overseas clubs can have commodity concession contracts under a management fee arrangement with AAFES. The installation commander must address (in coordination with AAFES) the issues in **paragraph 2.5.2** to consider a non-AAFES commodity concession contract for these activities. MAJCOM/CC must approve these FSS commodity concession contracts.

2.5.8. MWR activities, employees, or concessionaires cannot receive direct benefit from sales by or referrals to off-base commercial sources. This does not preclude special order sales by activities. Activities can make catalogs, brochures, and other sales literature from commercial sources available to customers if:

2.5.8.1. The items covered are not available through AAFES nor MWR.

2.5.8.2. Participation by reputable sales sources is not restricted, and all transactions are between the customers and the commercial sales sources, with no involvement of NAFs.

2.5.9. MWR resale activities can own or contract for amusement machines in FSS facilities (Refer to AFI 34-211(I)). The FSS Commander/Director approves locations. FSS can have AAFES provide the service through a management fee arrangement.

2.5.10. FSS can operate a vehicle rental or taxi service using NAFs if AAFES declines.

2.5.10.1. In the US, vehicle rental or taxi services can only be authorized through concessionaires. Concessionaires must provide the vehicles and commercial liability insurance.

2.5.10.2. In overseas areas, vehicle rental or taxi services can be operated with NAF-purchased vehicles or through concessionaires.

2.5.10.3. APF vehicles, including vehicles obtained through the Defense Reutilization Marketing Office, cannot be used in these types of programs.

2.5.11. Such programs must be self-sustaining.

2.5.12. Resale policies described above do not apply to:

2.5.12.1. The resale of alcoholic beverages including beer.

2.5.12.2. NAF MWR inventory/equipment sales where the sole reason is to reduce dead stock or outdated inventory items.

2.5.12.3. Participation fees and charges, registration fees, dues, and/or assessments that offset all or part of the NAF costs of providing the services. Establishing fees, charges, dues and/or assessments is a basic budgetary process. Procedures are outlined in AFI 34-209.

2.5.13. No sexually explicit material may be offered for sale or rental on property IAW AFI 34-211(I).

2.6. Allowable Games of Chance:

2.6.1. Bingo, Monte Carlo, and Texas Hold'em events as controlled by AFMAN 34-228, *Air Force Club Program Procedures*, and DoDI 1015.10.

2.6.2. Limited card games and nominal games of chance conducted by and among activity customers (for example, rolling dice or drawing high card for snacks). Such games must be operated with discretion and conform to local law or custom. The installation commander, with the advice of the Staff Judge Advocate, determines which games fit the criteria.

2.6.3. Slot machines and gaming machines with payout features, outside the United States (outside the 50 states, territories, and possessions), as controlled in AFMAN 34-229, *Air Force Slot Machine Program Operations, Controls and Procedures*.

2.7. Fundraising Events. MWR activities can sponsor fund-raising events and projects related to the purpose of, and for the benefit of, the FSS organization. These fund-raising events cannot benefit charities, foundations, private organizations or individuals, even if the FSS NAFI shares in the proceeds. Also, these activities cannot collect money for charities/worthwhile causes sponsored by other organizations.

2.7.1. The FSS Commander/Director approves the event and establishes a special advisory committee to oversee planning the event. This committee includes the NAFI custodian, and representatives from comptroller, engineers, security police, contracting, and staff judge advocate. These events must also comply with the requirements in AFI 36-3101.

2.7.2. MWR facilities (e.g., golf course, bowling facility, athletic fields, etc.) can only be made available for fund-raising by a non-Federal entity if the event meets the requirements of AFI 36-3101, and DoD 5500.7-R.

2.8. Open Houses. Refer to AFI 10-1004 for comprehensive open house guidance.

Chapter 3

USE ELIGIBILITY

3.1. Program Eligibility and Use Priority. [Attachment 2](#) provides general eligibility and use priority for MWR programs.

3.1.1. Priority use policies are most important during periods when demand exceeds supply, and when reservations (such as golf course tee times) are needed to ration access.

3.1.2. Guests have the same priority as their sponsors who must accompany them and be responsible for their conduct. Installation commanders approve local rules governing the number of guests permitted and the frequency of use at specific facilities. Guest participation should not inhibit use by eligible customers.

3.1.3. Community agreements may be established with local governments so that MWR patrons may use similar Category A and B MWR activities that may be available in the local community when it is in the best interest of the Air Force and when the provisions of such agreements are otherwise in compliance with applicable laws and regulations. These agreements must be approved by the Secretary of the Air Force. When existing Category C activities have capacity excess to authorized patron requirements, AF/AIS may grant waivers for local community use on a case-by-case basis. Authorized patrons are in [Attachment 2](#).

3.2. Use of AAFES and Commissary facilities. AFI 34-211(I) and DoDI 1330.17, *Armed Services Commissary Operations*, provide eligibility and use priority information for these facilities.

3.2.1. The installation commander can extend use of these facilities to an agent of an authorized user, when the user is not capable of shopping (usually up to a year). FSS documents the authorization using a letter of appointment (Refer to the AFI and DoD regulation listed above for appropriate circumstances for extending privileges to an agent).

3.3. Suspension, Termination, and Denial of Privileges. Patronage privileges can be suspended, terminated, or denied by the installation commander for cause. Personnel will be notified by letter. Abuses for which privileges may be suspended or terminated include, but are not limited to, the following:

3.3.1. Using FSS facilities to make or repair items for personal gain.

3.3.2. Distributing merchandise purchased at an MWR activity to unauthorized persons, whether or not for profit. (Using such merchandise as a gift is permissible).

3.3.3. Personally profiting from use of FSS merchandise and services, stealing merchandise or other assets.

3.3.4. Presenting bad checks intentionally or repeatedly and failing to make restitution on dishonored checks or other indebtedness owed to an MWR activity.

Chapter 4

STRATEGIC PLANNING

4.1. Strategic Planning. MWR programs shall be strategically planned and implemented using business management practices to fulfill local needs, while maintaining the readiness capability to support the wartime mission and to meet quality, fiscal, health and safety standards. The installation FSS will have annual and long-range plans that identify local program requirements and ensure quality, fiscal, health, and safety standards are met.

4.1.1. FSS must follow a formal strategic planning process when developing their plans.

4.1.2. When developing and implementing their strategy, the most successful organizations will:

4.1.2.1. Identify and segment customers; define their wants and needs in measurable terms.

4.1.2.2. Establish mission and direction for the organization; define critical success factors or key business drivers.

4.1.2.3. Identify key performance measures based on the critical success factors.

4.1.2.4. Develop both short- and long-term goals and strategies based on the key measures and success factors.

4.1.2.5. Include financial, operational, supplier capability, customer satisfaction, and product/service quality measures to balance performance reviews.

4.1.2.6. Define, control, and continuously improve all key business processes.

4.1.2.7. Manage customer relationships to allow maintenance of high levels of satisfaction and anticipation of future requirements. Establish customer relationship goals that stress quality customer service interaction to create and maintain a high level of satisfaction.

4.1.2.8. Organize and train employees to promote high performance; motivate and reward behaviors that support goals.

4.2. Annual Plan. Annual plans are focused on the short-term (less than 2 years) and identify key goals and strategies that are tied to projections of future customers and their requirements.

4.2.1. Process improvement based on inputs from customers, suppliers, employees and the business environment is the primary focus of this short-range plan.

4.2.2. FSS Commanders/Directors will communicate completed plans with everyone in the unit.

4.2.2.1. Plans will be translated into actionable key performance drivers that serve as the basis for deploying the plans to the appropriate organizational level.

4.2.3. FSS Commanders/Directors will ensure feedback loops are designed for each goal and objective. These measures will allow the commander to track performance against planned outcome and allow for midcourse corrections.

4.2.3.1. FSS Commanders/Directors will consider using management information systems to assemble data on customers, processes, suppliers, etc., and to analyze and track trends for use in adjusting strategic plans.

4.2.4. The plans will be reviewed on a regular basis (e.g., quarterly) and adjusted as needed to achieve desired outcomes or to realign with changing customer expectations.

4.2.5. The annual plan will focus on the near-term. Managers responsible for marketing, training, facility, and financial planning should make substantial inputs to the annual plan. The individual plans, if developed, should be aligned with and support the annual plan for the organization.

4.3. Long-Term (3-5 Year) Plan. Where the annual plan is focused on continuous process improvement to meet and exceed customer expectations, the long-range plan should look out over the horizon and anticipate future requirements associated with forecast changes in mission, operating environment, customers, stakeholders, or their requirements.

4.3.1. The long-term plan will provide a listing of projected equipment requirements, facility improvements and construction, and other documented improvements that help meet customer and stakeholder needs. AFI 34-205, *Services Nonappropriated Fund Facility Projects*, provides further guidance on planning capital requirements.

4.4. Air Force Services Activity Standards. The AFPC/SV will develop Services Activity Standards for AF/A1S approval. These standards define the minimum operation and program requirements for Services activities. AFPC/SVI may supplement standards with AFPC/SVI unique requirements. As a minimum, the Services Activity Standards will include:

4.4.1. FSS Personnel. All personnel must fulfill the mission, meet set standards for qualification and training, use information systems to accomplish program goals and objectives, and should be representative of core activity programs.

4.4.2. Facilities. Ensure MWR facilities adequately support programs and services that meet the demands of authorized patrons. MWR construction programs are supported by Project Validation Assessments, as described in AFI 34-205 and AFI 32-1022, *Planning and Programming Nonappropriated Fund Facility Construction Projects*, and should seek solutions that provide long-term economies of scale and efficiencies, such as multi-use facilities.

4.4.3. Programming. Ensure MWR programs meet mission requirements and are market driven. AF/A1S, MAJCOM/A1, and FSS Commanders or Directors, will periodically measure customer demand, usage, and satisfaction and act upon findings.

4.4.4. Equipment. Provide a comprehensive and timely equipment replacement plan to support the useful life as detailed in AFMAN 34-214, *Procedures for Nonappropriated Funds Financial Management and Accounting*. Provide a comprehensive, effective and timely equipment preventive maintenance plan and repair service for all equipment with inspections and repairs documented for the life of the equipment.

4.4.5. Administrative. Ensure all administrative, financial and safety requirements are in compliance with existing directives and specific activity standards.

4.4.6. Financial. Ensure MWR programs are resourced with APFs and NAFs as appropriate and ensure installation MWR NAFs are financially sustainable.

Chapter 5

VOLUNTEER PROGRAM

5.1. Volunteers. Certain voluntary services may be accepted in programs providing services to military members and their families IAW AFI 36-3009, *Airman and Family Readiness Centers*. Volunteers represent a significant resource for the Air Force. They improve services by providing program user input; expand efforts of military and civilian staff, and extend service delivery capability. This AFI applies to volunteers who donate their services to authorized FSS MWR programs. This AFI does not apply to volunteers who donate their services to private organizations or commercial organizations on the installation even when their services may be in direct support of a program providing services to members of the Air Force and their families. Individuals who volunteer their services to private or commercial organizations are not provided tort claims and workers compensation coverage by the government. Volunteers give their time without direct compensation. Volunteer duties are limited in scope and liability.

5.1.1. Acceptance of volunteer services. Voluntary services are accepted by the installation commander or designee. Use DD Form 2793, *Volunteer Agreement*, before volunteer services are accepted. The installation commander can limit volunteer services. Only volunteer services intended to be free and unconditionally given can be accepted. Voluntary services must be accepted on behalf of the Air Force (rather than on behalf of a NAFI). The installation commander may designate activity managers and above to accept volunteer services. Volunteers:

5.1.1.1. Cannot obligate the government (either APFs or NAFs).

5.1.1.2. Supplement rather than replace paid employees.

5.1.1.3. Are not provided preferential treatment (free products or services), future employment, or other indirect benefits not received by volunteers in other agencies on the installation (refer to allowable incentives in [paragraph 5.2.1](#)).

5.1.1.4. Comply with all activity policies.

5.1.1.5. Do not perform duties in which they are susceptible to injury or causing injury to others.

5.1.1.6. If under 18 years of age, must provide evidence of parental permission to provide services.

5.1.1.7. Are supervised comparable to compensated employees providing similar services.

5.1.1.8. Cannot be accountable for the management, quality, financial solvency, and health/safety of a program or activity.

5.1.1.9. Can accomplish duties requiring limited accountability.

5.2. Recruitment. MWR activities can recruit their own volunteers. The Airman & Family Readiness Center (A&FRC) provides volunteer resource services (Refer to AFI 36-3009). These officially sanctioned volunteers are considered to be employees of the Government for the purposes relating to compensation for work-related injuries, and to be employees of the

Government for the purposes, relating to tort claims with respect to services they provide that are within the scope of the voluntary services accepted.

5.2.1. Although volunteers should not expect preferential treatment, MWR activities can offer support and incentives that promote participation:

5.2.1.1. Training and internal Air Force skill certification that supports more professional volunteer participation.

5.2.1.2. Records of volunteer achievements, and letters of recommendation.

5.3. Training and Management. MWR activities train volunteers to adequately handle the responsibilities assigned to them. As a minimum, activities give volunteers the employee orientation, a description of what is expected of the volunteer, and what the volunteer can expect from the MWR activity. Training will include confidentiality, ethics and avoidance of conflict of interest. At the completion of a volunteer's service, the volunteer's supervisor records the amount of time donated by the volunteer on the DD Form 2793.

5.4. Recognition. The FSS Commander/Director establishes a unit-wide program to provide a broad basis for recognition and to make recognition across FSS activities equitable. The FSS coordinates their recognition program with the A&FRC.

5.5. Student Work-Experience Program (Student Educational Employment/Student Career Experience Program). When paid for their work, students are employees and fill authorized APF or NAF manpower positions.

5.5.1. When not paid for their work, students are considered volunteers and must comply with the rules governing volunteer participation. In addition, the installation and the school must have a written agreement stating:

5.5.1.1. The students volunteer their time to the MWR activity (not to the NAFI), and that the school gives permission for the students to do the work.

5.5.1.2. The hours, location, type of work, and responsibilities of the agencies involved.

5.5.1.3. The students will not receive any pay or benefits from the Air Force.

5.5.1.4. The Air Force does not consider the students federal employees, except for certain tort and workers' compensation claims (Title 5 United States Code Section 3111).

5.5.2. Students may receive pay for some work and be in a non-pay status for other work-experience. The periods of paid and non-paid work must be distinct and included in the written agreement between the installation and the school.

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Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

- DoDD 5500.07, *Standards of Conduct*, 29 November 2007
- DODI 1000.15, *Procedures and Support for Non-Federal Entities Authorized to Operate on DoD Installations*, 24 October 2008
- DoDI 1015.10, *Military Morale, Welfare, and Recreation (MWR) Programs*, 6 July 2009
- DoDI 1330.17, *Armed Services Commissary Operations*, 8 October 2008
- DoDI 6060.2, *Child Development Programs (CDPS)*, 19 January 1993
- DOD 5500.07-R, *Joint Ethics Regulation (JER)*, 1 August 1993
- AFFD 34-1, *Air Force Services*, 2 November 2012
- AFFD 34-5, *Mortuary Affairs*, 22 July 1993
- AFI 10-1004, *Conducting Air Force Open Houses*, 18 February 2010
- AFI 32-1022, *Planning and Programming Nonappropriated Fund Facility Construction Projects*, 20 May 2009
- AFJI 34-122, *Civilian Nonappropriated Funds and Morale, Welfare, and Recreation Activities*, 22 April 1988
- AFI 34-201, *Use of Nonappropriated Funds (NAFs)*, 17 June 2002
- AFI 34-205, *Services Nonappropriated Fund Facility Projects*, 5 July 2011
- AFI 34-209, *Nonappropriated Fund Financial Management and Accounting*, 10 January 2005
- AFI 34-211(I), *Army and Air Force Exchange Service General Policies*, 30 July 2008
- AFI 34-219, *Alcoholic Beverage Program*, 17 October 2007
- AFI 34-223, *Private Organizations (PO) Program*, 8 March 2007
- AFI 34-242, *Mortuary Affairs Program*, 2 April 2008
- AFI 35-101, *Public Affairs Responsibility and Management*, 18 August 2010
- AFI 36-2706, *Equal Opportunity Program Military and Civilian*, 5 October 2010
- AFI 36-3009, *Airman and Family Readiness Centers*, 18 January 2008
- AFI 36-3101, *Fundraising Within the Air Force*, 12 July 2002
- AFI 65-106, *Appropriated Fund Support of Morale, Welfare, and Recreation (MWR) and Nonappropriated Fund Instrumentalities (NAFIS)*, 6 May 2009
- AFI 65-601V1, *Budget Guidance and Procedures*, 16 August 2012
- AFMAN 34-228, *Air Force Club Program Procedures*, 1 April 2002
- AFMAN 34-229, *Air Force Slot Machine Program Operations, Controls, and Procedures*, 4 April 2003

AFMAN 33-363, *Management of Records*, 1 March 2008

AFMAN 34-214, *Procedures for Nonappropriated Funds Financial Management and Accounting*, 14 February 2006

AFMAN 34-310, *Nonappropriated Fund Personnel Program Management and Administration Procedures*, 28 September 2011

Title 10 United States Code Section 2783b

Title 5 United States Code Section 3111

Adopted Forms

DD Form 4, *Enlistment/Reenlistment Document*

DD Form 2793, *Volunteer Agreement*

AF Form 847, *Recommendation for Change of Publication*

Abbreviations and Acronyms

A&FRC—Airman & Family Readiness Center

AAFES—Army and Air Force Exchange Service

AF/AIS—Director of Air Force Services

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFPC/SV—Air Force Personnel Center, Directorate of Services

AFPC/SVI—Air Force Personnel Center, Directorate of Services, Installation Support Division

AFPD—Air Force Policy Directive

APF—Appropriated fund

CONUS—Continental United States

DEP—Delayed Entry Personnel

DoD—Department of Defense

DoDI—Department of Defense Instruction

FSS—Force Support Squadron

IAW—In Accordance With

MAJCOM—Major Command

MAJCOM/A1—Major Command Director of Manpower, Personnel and Services

MAJCOM/CC—Major Command Commander

MHPI—Military Housing Privatization Initiative

MWR—Morale, Welfare, and Recreation

NAF—Nonappropriated Fund

NAFI—Nonappropriated fund instrumentality

OPR—Office of Primary Responsibility

POW—Prisoner of War

ROTC—Reserve Office Training Corp

SECAF—Secretary of the Air Force

UCMJ—Uniformed Code of Military Justice

US—United States

USAF—United States Air Force

Attachment 2

GENERAL MWR PROGRAM ELIGIBILITY AND USE

A2.1. If FSS facilities cannot accommodate all authorized patrons, the installation commander determines specific use priorities based on Table A2.1. and A2.2.

A2.2. Family members include the spouse and the following people who receive more than 50 percent of their support from the sponsor:

A2.2.1. Parents (including adopted, stepparents, and parents-in-law).

A2.2.2. Unmarried children (including adopted, stepchildren, and wards) under 21 years old, unmarried children under 23 years old who are attending school full time, and unmarried children over 21 years old who have mental or physical disabilities.

Table A2.1. Unlimited Program Eligibility and Use Priority

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
Uniform Service members and their family members	1	<p>Member on active duty (Army, Navy, Air Force, Marine Corps, and Coast Guard).</p> <p>Members of the Reserve Components (Ready Reserve, National Guard; Reservists in training).</p> <p>Cadets of Service Academies and U.S. Merchant Marine Cadets.</p> <p>Members of the Commissioned Corps of the Public Health Service and the Commissioned Corps of the National Oceanic and Atmospheric Administration on active duty.</p> <p>Scholarship/Contract Reserve Officer Training Corp (ROTC) cadets.</p> <p>Delayed Entry Personnel (DEP) and their family members: officers and enlisted personnel who join the Armed Services that elect to delay entry into active duty.</p>	<p>Refer to <i>Note 1</i>.</p> <p>Child care priorities refer to DoDI 6060.2, <i>Child Development Programs</i>.</p> <p>ROTC cadets refer to <i>Note 2</i>.</p> <p>DEP personnel refer to <i>Note 3</i>.</p>

Service retirees and their family members	2	Retired from active duty.	
	3	Members of the Retired Reserve, and retired without pay (gray area including those who have qualified for retired pay at age 60 but have not yet reached age 60), and their family members.	Priority 3 for all category A & B activities. Have the same priority as retired from active duty, and their families, in category C activities.
CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
Others separated from the Armed Forces and their family members	4	Honorably discharged veterans with 100 percent service-connected disability and involuntarily separated service members under the Transition Assistance Management Program. Personnel separated under the Voluntary Separation Incentive and Special Separation Benefit programs for two years after separation.	
	5	Medal of Honor recipients.	
Former and/or surviving spouses and family members	6	Un-remarried surviving spouses of personnel who died while on active duty or while in retired status.	
	7	Un-remarried former spouses who were married to military members for at least 20 years while the military member was on active duty in the Armed Forces.	
	8	Orphans of military members, when not adopted by new parents, and under 21 years old (can be over 21 if they are incapable of supporting themselves, or up to 23 years old if they are in full-time study).	
US DoD and Coast Guard civilians (including NAF employees) and their family members	9	When stationed outside the United States.	

Other supporters of DoD	10	US Federal employees when assigned in areas outside the US.	
	11	Medical personnel under contract to the military DoD Component during periods when they are residing on the installation.	
	12	Military personnel of foreign nations and their family members when on orders from the U.S. Armed Forces, or in overseas areas when the MAJCOM commander grants privileges in the best interest of the U.S.	
	13	Paid members of the American Red Cross, Young Men's Christian Association, United Services Organization and other Type 1 private organizations identified in DoDI 1000.15, <i>Procedures and Support for Non-Federal Entities Authorized to Operate on DoD Installations</i> when assigned with US Armed Forces outside the US.	
	14	US employees of firms under contract to the DoD working on an installation when assigned in areas outside the US.	

Notes:

1. Installation Commanders may limit access among active duty members only when space is limited. Additionally, in situations where installations are collocated with or in close proximity to neighboring installations may establish arrangements that further subdivide the active duty categories into two categories (1) members assigned to or supported by the installation, and (2) members not assigned to or supported by the installation, etc.
2. ROTC Cadets on scholarship or contract are members of the Ready Reserve.
3. DEP are considered member of the individual ready reserve and may elect to delay entry into the military for as long as a year. DEP members and their families are authorized to utilize Force Support activities. However, only DEP members are authorized to purchase. DD Form 4, along with a photo ID will be used to gain access to Force Support activities. Eligibility expires one year from the date of entry which is reflected in block 8A of the DD Form 4. Purchase of alcohol is prohibited; however, DEP members and their families are authorized to utilize the respective officer, enlisted and collocated clubs except when the clubs are offering member-only functions. They are not eligible for club membership or check cashing. When members elect to terminate their enlistment and are discharged, recruiters will stamp "Services and MWR privileges revoked," on DD Form 4.

A2.3. Patrons described in **Table A2.2** are authorized limited use of FSS MWR activities/programs at the discretion of the installation commander. Commanders open activities to these patrons based on local demand and capacity. Resale of food and State tax-free beverages are restricted to amounts consumed on the premises, and to convenience merchandise incidental to daily participation (such as golf tees). APF and NAF civilian personnel employed by the FSS, and their family members, may purchase goods and services from their respective activities, without restrictions, (not exchanges), where not prohibited by status-of-forces or other country-to-country agreements. Family members must be accompanied by sponsor.

Table A2.2. Limited Program Eligibility and Use Priority

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
U.S. DoD and Coast Guard civilians and their family members	15	Both APF and NAF and retired DoD and Coast Guard civilians	
DoD contractor personnel and technical representatives	16	Working on the installation.	
Others associated with DoD	17	ROTC cadets (other than those addressed in Priority 1 above) when participating in field training.	
	18	Former Prisoners of War (POW) and spouses of POWs or service members missing in action may use clubs.	
Other U.S. Federal employees	19		Authorized club membership within the U.S. only. Limit memberships to a specific period, not to exceed one year. Installation commander re-certifies annually. Re-certification documentation is maintained by FSS.
Military Housing Privatization Initiative (MHPI) employees and residents and privatized Army lodging employees	20	MHPI employees or residents and privatized Army lodging employees	

Guests	21	Those otherwise not eligible to use FSS MWR programs, when specifically invited and accompanied by an authorized person.	Installation commander approves local rules governing the number of guests and the frequency of use at specific facilities. Refer to <i>Note 4</i> .
Au pair	22	A young adult, 18-26 years of age, from another country, accepted by the United States Information Agency-approved au pair organization, and afforded the opportunity to learn and live with a military family within the US while attending an accredited post-secondary institution of higher education for not less than six hours of academic credit or its equivalent.	FSS Commander/Director approves letter of authorization for each au pair to use category A, B & C activities. See DoD Instruction 6060.2, for au pair child development use eligibility.
Members of the public within the United States	23	Local leaders (Honorary Squadron Commander's, etc) as designated by the installation commander.	Category C activities only. Installation commander re-certifies individuals annually by letter. Re-certification documentation is maintained by FSS.
	24	Members of the general public can attend infrequent FSS-sponsored MWR events as authorized by the installation commander	When installation meets the criteria in <i>Note 4</i> .
	25	Members of the general public within the U.S. and its territories and possessions may use category C programs on a recurring, self-directed basis.	Category C activities only. Requires AF/A1S approval and must meet requirements in <i>Note 5</i> .

Notes:

4. Rules governing local procedures on the number of guests and the frequency of use at specific facilities will be put into an installation policy letter or installation regulation.
 - a. Allowing these individuals to use these facilities is beneficial to both the military members and civilians in the community.
 - b. No conflict exists with Federal, State, or local laws (including Status-of-Forces Agreements).
5. The installation commander determines that adequate facilities are available and they are currently under utilized by higher priority users (must be re-certified every two years with AFPC/CC prior to expiration).
 - a. Allowing these individuals to use these facilities is beneficial to both the military members and civilians in the community.
 - b. No conflict exists with Federal, State, or local laws (including Status-of-Forces Agreements).
 - c. Written agreements are obtained from local businesses of like nature, local government officials, including the Chamber of Commerce, or other appropriate community leaders indicating they have no objection to expanded use of these programs.
 - d. Authorization is limited to attendance and purchase of food and beverages, and convenience merchandise incidental to participation (such as golf tees and balls). Refer to Status-of-Forces Agreements for overseas areas.
 - e. The members authorized are designated by letter maintained on file by the FSS Commander/Director.
 - f. Request from the installation commander must contain the information required in note 5 and be endorsed by the respective MAJCOM/A1 and AFPC/SV.

Attachment 3

CATEGORIES FOR FSS MWR AND NON-MWR ACTIVITIES

Table A3.1. Categories for FSS MWR Activities

Category	Activities	Fund source/rules
Mission support activities (Category A)	Armed Forces Entertainment program overseas, gymnasium/fitness center/aquatic training/aerobic studios, general libraries, community center, parks and picnic areas, sports/ athletics (self directed, unit level, intramural), unit level programs and activities, Single Service Member Programs, Airmen and Family Readiness Center (A&FRC), isolated/deployed/ free admission motion pictures, and common support services (NAF accounting office not related to resale, executive control and command supervision, procurement not related to resale, human resources office, marketing)	Funded with APFs and NAFs according to AFIs 65-106 and 34-201
Community support activities (Category B)	Child development centers, family day care programs, youth programs, recreation swimming pools, automotive skills development, arts & crafts, outdoor recreation programs (organized activities and undeveloped recreation areas), marinas without resale, equipment check out, recreation ticket and tour, amateur radio, government owned or leased riding stables, community programs, service member techno activities, directed outdoor recreation, entertainment (music and theater), bowling centers with less than 16 lanes, and sports competition above the intramural level	
Revenue generating activities (Category C)	Clubs, golf courses, bowling centers with more than 16 lanes, marinas with resale or private boat berthing, equipment rental, aero clubs, rod and gun clubs, riding clubs, motorcycle clubs, parachute/ sky diving clubs, snack bars, restaurants, catering, audio/photo clubs, amusement machine locations and centers, skating rinks, unofficial commercial travel services, Armed Forces Recreation Centers, cabins/cottages/cabanas/ recreational guest houses/family camps, bingo, motion pictures (paid admissions), scuba diving, vehicle storage, aquatics center, supplemental mission support funds (such as USAF Academy Athletic Association Fund), and other resale operations that are related to the purpose and function of the MWR activity supported	

Table A3.2. Non-MWR Mission Support Activities

Category	Activities	Fund source/rules
Mission required services	Prime RIBs mobility teams, dining facility, flight line kitchen, linen exchange, mortuary affairs	APF requirements, funded according to AFI 65-106; AFI 65-601V1, <i>Budget Guidance and Procedures</i> ; AFPD 34-5, <i>Mortuary Affairs</i> , and AFI 34-242, <i>Mortuary Affairs Program</i> .
Lodging activities	Visiting officers quarters, visiting enlisted quarters, temporary lodging facilities, Fisher houses, and Nightingale houses	Fund with APFs and NAFs according to matrix of expenses in AFI 65-106.