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OF THE AIR FORCE**

AIR FORCE POLICY DIRECTIVE 34-1

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Services

AIR FORCE SERVICES



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(Mr. Shon J. Manasco)

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This Air Force Policy Directive implements Joint Publication 4-06, *Mortuary Affairs*, Department of Defense Directive 1300.22, *Mortuary Affairs Policy*, Department of Defense Instruction 1015.10, *Military Morale, Welfare and Recreation (MWR) Programs*, Department of Defense Instruction 1015.11, *Lodging Policy*, Department of Defense Instruction 1015.15, *Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources*, Department of Defense Instruction 1300.15, *Military Funeral Support*, Department of Defense Instruction 1338.10, *Department of Defense Food Service Program*, Department of Defense Instruction 1344.08, *Interment Allowance for Deceased Military Personnel*, Department of Defense Instruction 1402.5, *Criminal History Background Checks on Individuals in Child Care Services*, Department of Defense Instruction 5030.56, *Department of Defense Consumer Affairs Program*, Department of Defense Instruction 6060.2, *Child Development Programs (CDPs)*, and Department of Defense Instruction 6060.4, *Youth Programs (YPs)*. 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 personnel policy for Air Force Services. This publication may not be supplemented. This Policy Directive applies to all Regular Air Force personnel in its entirety and to the Air Force Reserve and Air National Guard to the extent they are capable of providing required services. Refer recommended changes and questions about this publication to the office of primary responsibility using the Air Force Form 847, *Recommendation for Change of Publication*, from the field through the appropriate functional chain of command. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual 33-363, *Management of*

Records, and disposed of in accordance with the Air Force Records Disposition Schedule in the Air Force Records Information Management System.

SUMMARY OF CHANGES

This policy directive has been substantially revised to incorporate updated Department of Defense policy and Air Force strategy and should be completely reviewed. Additionally, it has been revised to incorporate Air Force Policy Directive 34-2, *Managing Nonappropriated Funds* and Air Force Policy Directive 34-5, *Mortuary Affairs*, which will be rescinded upon the publication of this policy. This policy directive now supports all Services programs regarding Morale, Welfare and Recreation capabilities, lodging, Child and Youth, Airman and families, food service, fitness, private organizations, contingency operations, managing Morale, Welfare and Recreation nonappropriated funds, and mortuary affairs. Since the management of the force support capability is centralized, this policy directive provides the foundational guidance for Services programs to support the garrison and deployable mission support to the warfighter.

1. Overview. Air Force Services establishes and operates capabilities that optimize and sustain resilient combat-ready Airmen. These capabilities drive Airman and family resiliency and readiness, aid in recruitment and retention, foster a sense of community, and embrace the four pillars (mental, physical, spiritual and social) of Comprehensive Airman Fitness. Services programs are designed to deliver capabilities both in-garrison and deployed to support Combatant Commanders. Programs are organized, trained, equipped and resourced to meet the mission needs for wartime, expeditionary, and home station mission sustaining requirements. Morale, Welfare and Recreation programs and services shall be established based on periodic market research for the benefit of authorized patrons and should contribute to the development of resilient and ready Airmen and families. Services will ensure the needs and interests of the consumers and the Air Force as an institution are considered and addressed in the formulation of policies. Services does not provide programs for the purpose of competing with commercial providers of similar services.

2. Air Force Policy.

2.1. Morale, Welfare, and Recreation Programs. It is Department of Defense policy that military components establish Morale, Welfare, and Recreation programs to maintain individual, family, and mission readiness during peacetime and in time of declared war or other contingencies.

2.1.1. The Air Force will provide Morale, Welfare, and Recreation capabilities that are critical to the recruitment, retention, resiliency, and readiness of Airmen, their families and Sister Services on Air Force installations and on Joint Bases where the Air Force is the supporting component. Specifically, these capabilities will be established to support mission readiness, retention and morale of the total force during peacetime, contingency operations, periods of force structure change, relocation of military units, base realignments and closure, humanitarian crisis and evacuation, and other emergency situations. The scope of Morale, Welfare, and Recreation capabilities must be sufficiently broad and varied in nature and number to attract the maximum number of people for whom a commander has support responsibility.

2.1.2. The Air Force will ensure Morale, Welfare, and Recreation capabilities are resourced from either appropriated funds, nonappropriated funds, or a combination of both consistent with Department of Defense funding standards.

2.1.3. The Air Force may use community partnerships (per 10 United States Code § 2679, *Intergovernmental Service Agreements*) and public/private ventures on a case-by-case basis to deliver increased morale, welfare, and recreation capabilities when appropriate.

2.1.4. The Air Force will utilize solicited and unsolicited commercial sponsorship opportunities to maximize support to installation Morale, Welfare and Recreation capabilities consistent with Department of Defense requirements, ensuring any funds, products, services or items resulting from commercial sponsorship agreements are used only to support Morale, Welfare, and Recreation affiliated capabilities and events.

2.2. Managing Morale, Welfare, and Recreation Nonappropriated Funds.

2.2.1. Funding for Morale, Welfare, and Recreation capabilities will come from appropriated funds and nonappropriated funds. There are three categories of Morale, Welfare, and Recreation capabilities as a means of determining fund source: Category A, Mission Sustaining (e.g., libraries, fitness centers and community centers); Category B, Basic Community Support (e.g., child and youth care, youth programs, outdoor recreation, arts and crafts, auto hobby, information ticket and tours, sports programs above the intramural level and bowling centers of 16 or fewer lanes); and Category C, Revenue-Generating (e.g., golf clubs, pro shops, aero clubs, equipment rental, marinas and bowling centers of 17 or more lanes).

2.2.2. Appropriated funds will provide funding for Morale, Welfare, and Recreation capabilities to the maximum extent authorized in DoD Instruction 1015.10 (minimum of 85% for Category A and minimum of 65% for Category B) and by the Assistant Secretary of the Air Force for Financial Management and Comptroller guidance.

2.2.3. Nonappropriated funds will be used for the collective benefit of military personnel, their families, and authorized civilian employees. These funds support Morale, Welfare, and Recreation programs, lodging, other specified programs, and Nonappropriated Fund Instrumentalities. The Air Force will not use nonappropriated funds to support areas not principally concerned with Morale, Welfare, and Recreation and Morale, Welfare, and Recreation-related capabilities. Nonappropriated funds will be used to support business activities and assist those mission sustaining and community support programs that serve active duty military personnel, their dependents, and other authorized Morale, Welfare, and Recreation patrons. Air National Guard and Air Force Reserve Command units will receive nonappropriated fund support through use of local base programs when units are located on active duty or reserve military installations, or as isolated units when not located on an installation.

2.2.4. The Air Force will establish Nonappropriated Fund Instrumentalities to meet the objectives of Morale, Welfare, and Recreation and Morale, Welfare, and Recreation-related activities. The Air Force will operate Nonappropriated Fund Instrumentalities and Morale, Welfare, and Recreation business activities in such a manner as to ensure sound management of resources and to generate enough income to cover nonappropriated fund operating expenses and required capital assets. To this end, the Air Force will conduct periodic reviews and audits of Nonappropriated Fund Instrumentalities and activities to monitor the continued need for the function and the quality of its management practices.

2.2.5. Neither an individual nor a group has any right to ownership of Nonappropriated Fund Instrumentality assets because all benefits accrue through participation in programs supported by the Nonappropriated Fund Instrumentality. Individuals will not use nonappropriated funds or Nonappropriated Fund Instrumentality affiliation for personal or private gain.

2.3. Lodging. The Air Force will establish and operate lodging capabilities based on the needs of its customers as determined by market analysis.

2.3.1. Lodging capabilities will be able to accommodate temporary duty, permanent change of station, and recreational lodging facilities. Services will ensure temporary lodging facilities are operated primarily to provide temporary housing to military members and Department of Defense civilian employees on official business (temporary duty or permanent change of station).

2.3.2. The Air Force will upgrade, renovate, and improve facilities, furnishings and equipment in accordance with funding authorities, funding capabilities and recapitalization schedules as approved in the current Air Force lodging room rate package.

2.3.3. The Air Force will establish programs to provide coordinated and timely meal and lodging services to transient aircrews. Such services will provide adequate conditions for crew rest and will maintain aircrew integrity by lodging individual aircrews collectively, either in on-base or-off base quarters.

2.4. Child Development Centers, School-Age Care and Youth Programs. Services will establish programs to assist Department of Defense military and civilian personnel in balancing the competing demands for the accomplishment of the Department of Defense mission and family life by managing and delivering a system of quality, available, and affordable programs and services for eligible children and youth from two (2) weeks old through 18 years of age.

2.4.1. The Air Force will establish child development, school age care and youth programs that promote the social, emotional, physical, and cognitive development through activities and services that recognize differences in children/youth and encourage self-confidence, curiosity, creativity, self-discipline, and resilience.

2.4.2. The Air Force will ensure funding is available to meet *Military Child Care Act* requirements pursuant to sections 1791 to 1800 of Title 10, United States Code, and protect the health, safety, and well-being of children in care.

2.4.3. The Air Force will conduct an internal certification process for Child and Youth Programs.

2.4.4. The Air Force will certify only qualified Family Child Care providers who can support the mission requirements of the installation and comply with applicable State licensing requirements.

2.4.5. The Air Force will promote the early identification and reporting of alleged child abuse and neglect in Air Force Child and Youth Programs, which includes Child Development Centers, Family Child Care, School Age Care and Youth programs, in accordance with DoD Instruction 6400.1, *Family Advocacy Program*.

2.4.6. The Air Force will establish a standardized and comprehensive process for screening applicants and volunteers for positions involving child care services on Department of Defense installations and in Department of Defense activities. Background checks will be completed in compliance with DoD Instruction 1402.5, *Background Checks on Individuals in DoD Child Care Services Programs*.

2.5. **Food Service.** The Air Force will manage a quality, efficient, demand-driven food service program that emphasizes health, safety, and, most importantly, readiness to authorized military and civilian personnel.

2.5.1. Food service operations will exercise fiscal responsibility in day-to-day management in accordance with Air Force food service financial performance goals.

2.5.2. The Air Force will provide healthy food choices in installation dining facilities in accordance with AF Policy Directive 40-1, *Health Promotion*

2.6. **Fitness.** The Air Force will provide fitness capabilities programs that support overall force readiness, individual and unit fitness, and the Air Force Fitness Program. Fitness and sports capabilities help prepare individuals and units for global contingency and wartime missions.

2.7. **Private Organizations.** The Air Force will establish policies and guidelines for authorizing and operating private organizations on an Air Force installation.

2.8. **Services Contingency Operations.** The Air Force will provide capabilities to support the core functions for the warfighters and Combatant Commanders to include fitness, recreation, lodging, laundry, food services, mortuary, and resale, along with assisting with official protocol functions in accordance with AF Policy Directive 34-12, *Air Force Protocol*. Expeditionary combat support programs at the Air Force, major command, Air Force Installation and Mission Support Center, and base levels will organize and train Services military personnel for contingency combat support roles.

2.9. **Mortuary Affairs.** The Air Force will establish mortuary affairs capabilities to include ensuring the identification, care, disposition, and military honors for the deceased are provided, as well as the retrieval, protection, and disposition of the deceased's personal property during the sensitive time following a death.

2.9.1. The Air Force will grant surviving relatives every consideration to the extent authorized by law and policy.

2.9.2. The Air Force will identify the individual remains of deceased personnel when possible.

2.9.3. The Air Force will provide mortuary services in accordance with force demands and needs of the Air Force and geographic Combatant Commands.

2.9.4. The Air Force will maintain a trained Mortuary Affairs force structure, appoint a member to serve on the Central Joint Mortuary Affairs Board, provide and maintain the capability to evacuate the deceased of all military services from outside the continental United States theaters to the specified DoD mortuary, operate and maintain a port-of-entry mortuary within the continental United States and, as required, establish other continental United States port-of-entry mortuaries in support of all Services.

2.9.5. The Air Force provides procedural guidance for the Dignified Transfer process.

2.9.6. To the extent prescribed and authorized by policy and statute, the Air Force will provide the funding for search, recovery, identification, preparation, and transportation of remains; liaison with Defense POW/MIA Accounting Agency; funeral or memorial services; interment or inurnment; burial flags and flag cases; travel and per diem for escorts; travel and per diem for family members to attend interment or memorial services; unit memorial services, and dignified transfers; and other related expenses.

3. Roles and Responsibilities.

3.1. The Vice Chief of Staff of the Air Force approves Air Force-level use of nonappropriated funds through annual approval of the nonappropriated central fund budgets and all Headquarters United States Air Force military Nonappropriated Fund Instrumentalities.

3.2. The Assistant Secretary of the Air Force for Manpower and Reserve Affairs provides policy oversight and program advocacy.

3.3. Assistant Secretary of the Air Force for Financial Management and Comptroller will conduct financial oversight at all organizational levels.

3.4. The Deputy Chief of Staff for Manpower, Personnel and Services:

3.4.1. Prepares, reviews and revises Services policy and advocates for resources to sustain Services operations.

3.4.2. Establishes written guidance and procedures to implement the policy in this directive.

3.4.3. Establishes program use privileges and priority eligibility criteria, based on availability of programs, fiscal constraints, and Air Force mission needs.

3.4.4. Identifies an office to serve as the liaison on issues between Army and Air Force Exchange Services and the Defense Commissary Agency.

3.4.5. Is the delegated authority on Air Force lodging policy and resource matters as described in Headquarters Air Force Mission Directive 1-32, *Deputy Chief of Staff of the Air Force, Manpower, Personnel and Services*.

3.4.6. Develops and oversees Morale, Welfare, and Recreation nonappropriated fund policy and guidance, and advocates for appropriated fund and nonappropriated fund resource requirements for Morale, Welfare, and Recreation programs.

3.4.7. Interfaces with the Assistant Secretary of the Air Force for Manpower and Reserve Affairs and the Office of the Secretary of Defense staff to help develop Department of Defense policy and legislative initiatives.

3.4.8. Establishes an Air Force Services Council to recommend policy and management actions to the Vice Chief of Staff of the Air Force for Air Force-level use of nonappropriated funds and enterprise wide Morale, Welfare, and Recreation and Nonappropriated Fund Instrumentality strategy, plans and programs.

3.4.9. Enforces policy in implementing Air Force guidance, resource advocacy, and oversight of the Mortuary Affairs Program throughout the Air Force.

Heather Wilson
Secretary of the Air Force

Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

AF Policy Directive 34-12, *Air Force Protocol*, 28 October 2011

AF Policy Directive 40-1, *Health Promotion*, 17 December 2009

AF Manual 33-363, *Management of Records*, 1 March 2008 Incorporating through Change 2, 9 June 2016

DoD Directive 1300.22, *Mortuary Affairs Policy*, 30 October 2015

DoD Instruction 1015.10, *Military Morale, Welfare, and Recreation (MWR) Programs*, 6 July 2009

DoD Instruction 1015.11, *Lodging Policy*, 6 October 2006, Incorporating through Change 1, 15 November 2011

DoD Instruction 1015.15, *Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources*

DoD Instruction 1300.15, *Military Funeral Support*, 22 October 2007

DoD Instruction 1338.10, *Department of Defense Food Service Program (DFSP)*, 2 December 2014

DoD Instruction 1344.08, *Interment Allowance for Deceased Military Personnel*, 11 March 2009

DoD Instruction 1402.5, *Criminal History Background Checks on Individuals in Child Care Services*, 11 September 2005 Incorporating Change 1, 14 July 2016

DoD Instruction 5030.56, *Department of Defense Consumer Affairs Program*, 17 July 2012

DoD Instruction 6060.2, *Child Development Programs (CDPs)*, 5 August 2014

DoD Instruction 6060.4, *Youth Programs (YPs)*, 23 August 2004

DoD Instruction 6400.01, *Family Advocacy Program*, 16 March 2018

HAF Mission Directive 1-32, *Deputy Chief of Staff of the Air Force, Manpower, Personnel and Services*, 1 July 2009

Joint Publication 4-06, *Mortuary Affairs*, 12 October 2011

Title 10, United States Code, *Sections 1791 to 1800*

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*

Terms

Dignified Transfer—The process by which, upon the return from the theater of operations to the United States, the remains of fallen military members are transferred from the aircraft to a waiting vehicle and then to the port mortuary.

Military Personnel—All Air Force members on active duty; Air National Guard and Air Force Reserve personnel on any military status; United States Air Force Academy and Reserve Officer Training Corp cadets when engaged in directed training activities; members of other United States military services serving on extended active duty with the Air Force; and foreign national military personnel assigned to the United States Air Force. Air Force members serving on extended active duty with another Department of Defense component are excluded from this definition.

Morale, Welfare, and Recreation capabilities—Those capabilities which for Airmen and their families enhance their quality of life, improve retention, build and sustain resiliency and readiness, and are not the responsibility of other Air Force agencies. The Air Force uses the terminology “capabilities” versus “programs” or “activities” to emphasize the point that Morale, Welfare and Readiness programs are resources capable of enhancing resiliency and readiness skills for Airmen and their families. These capabilities provide opportunities for connectedness and recharge individuals physically and mentally in an environment that also develops unity and a sense of trust. Morale, Welfare, and Recreation capabilities include (but are not limited to) the following programs: fitness, sports, library, child development, youth, arts and crafts, auto skills centers, recreation equipment checkout, outdoor recreation, clubs and slot machines, bowling, golf, aero club, and other membership programs.

Nonappropriated Funds—Cash and other assets that non-appropriated fund instrumentalities both generate and receive from sources other than Congressional appropriations. They are government funds separate from funds of the United States Treasury, but entitled to the same privileges, immunities, and fiduciary responsibilities. Nonappropriated funds include dividends from Army and Air Force Exchange Service operations; fees, charges, dues, and retail proceeds from Nonappropriated Fund Instrumentality-supported activities; income from nonappropriated fund concessionaire contracts and commercial sponsors; contributions and donations; and grants from other Nonappropriated Fund Instrumentalities. Nonappropriated Funds are government funds entitled to the same protection as appropriated funds.

Nonappropriated Fund Instrumentalities—Instrumentalities of the United States Government, as well as fiscal and organizational entities of the Department of Defense, which provide Morale, Welfare, and Recreation and Morale, Welfare, and Recreation-related programs and services. Air Force Nonappropriated Fund Instrumentalities operate on successor relationships in which higher headquarters Nonappropriated Fund Instrumentalities are financially responsible for lower echelon Nonappropriated Fund Instrumentalities.

Permanent Change of Station Lodging—Quality lodging facilities and services to meet the needs of active duty members and their families who are in a permanent change of station status and normally include kitchen facilities.

Private Organization—Private organizations are self-sustaining special interest groups, set up by individuals (often Airmen and family members attached to the installation) acting exclusively outside the scope of any official capacity as officers, employees, or agents of the Federal Government. As specifically designated non-Federal entities, they operate on Air Force installations with the written consent of the installation commander because the commander has determined that they will make a positive contribution to the quality of life of base personnel.

Temporary Duty Lodging—The primary source of quality lodging facilities and services for temporary duty personnel and is used if the lodging meets minimum Department of Defense lodging standards and is available for occupancy.