

27 JUNE 2002



Services

**SERVICES PROGRAMS AND USE  
ELIGIBILITY**

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This instruction implements AFD 34-2, *Air Force Community Service Programs* and DoD Instruction 1015.10, *Programs for Military Morale, Welfare, and Recreation (MWR)* 3 Nov 95, and DoDD 1015.2, *Military Morale, Welfare, and Recreation*, 14 June 95 by providing guidance on the scope and management of Services programs and eligibility of customers.

**SUMMARY OF REVISIONS**

This revision incorporates Interim Change IC 2002-1. This change updates AFI 34-262, Services Program and Use Eligibility, and incorporates changes directed by DoDI 1015.10, 16 Nov 01, adding U.S. Coast Guard civilian employees and their family members to the list of those eligible to use Air Force Services Programs. It also clarifies Note 5 to **Attachment 2**. A bar ( | ) indicates revision from the previous edition.

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## Chapter 1

### SERVICES PROGRAM PURPOSE, INTENT AND PROHIBITIONS

**1.1. Purpose.** Services programs support the Air Force mission by contributing to readiness and improving productivity through programs promoting fitness, esprit-de-corps, and quality-of-life for authorized patrons or customers.

1.1.1. During wartime contingencies and/or deployments Services:

1.1.1.1. Delivers food, lodging, laundry, recreation and mortuary services in the deployed area to meet the units' needs and support unit cohesion and relieve individual stress.

1.1.1.2. Continues to support deploying installation communities, adjusting to support family members and other authorized patrons or customers.

1.1.2. During peacetime Services:

1.1.2.1. Provides Services programs, based on the assessed needs of local patrons, that:

1.1.2.2. Supports military readiness through physical fitness.

1.1.2.3. Supports needs for camaraderie and unit cohesion.

1.1.2.4. Promotes individual growth and development.

1.1.2.5. Supports family well-being and quality-of-life.

1.1.2.6. Provides the Department of Defense (DoD) installation community with access to programs similar to those available in a comparable civilian community.

1.1.2.7. Is perceived as a valued benefit of being part of the military.

**1.2. Importance.** Services programs are vital to mission accomplishment and form an integral part of the non-pay compensation system. These programs provide a sense of community among patrons and provide support services commonly furnished by other employers or other State and local governments to their employees and citizens. Services programs encourage positive individual values and aid in recruitment and retention of personnel. They provide for the physical, cultural, and social needs and general well-being of military members and their families, providing community support systems that make Air Force bases hometowns for a mobile military population.

**1.3. Intent.** To achieve this mission, Services provides an array of activities designed to fulfill basic individual, family, and group needs, and individual interests.

1.3.1. Basic individual needs: troop feeding, lodging, fitness, and access to information, and leisure pastimes (i.e., golf, bowling).

1.3.2. Basic family needs: child development programs, youth programs, reading programs, and temporary lodging facilities.

1.3.3. Basic group needs: sports and social recreation, such as entertainment and food/beverage operations.

1.3.4. Individual interests: education support, skills development centers, golf, bowling, recreation sites, outdoor recreation, equipment issue, swimming pools, marinas, membership clubs, specialty

resale outlets, ticket and tours, and other activities that add to the quality-of-life of the base community.

**1.4. Implementing Program.** The base Services organization:

- 1.4.1. Addresses basic needs first, providing activities and programs that efficiently respond to customer requirements.
- 1.4.2. Provides for basic individual and group needs during deployments.
- 1.4.3. Provides for individual interests based on customer demand and tailored to fit the local environment.
- 1.4.4. Tailors programs to take advantage of programs in the local area, and to complement, rather than compete with, off-base commercial programs.

**1.5. Standards of Conduct.** The standards of conduct published in DoD Directive 5500.7, *Standards of Conduct*, 30 Aug 93 and *Joint Ethics Regulation, changes 1 and 2*, are applicable to personnel assigned to or employed by Services programs, services, and entertainment. Violations by military personnel are punishable under the Uniform Code of Military Justice (UCMJ).

**1.6. Equal Opportunity.** The non-discriminatory provisions in DoD Directives 1350.2, *DoD Military Equal Opportunity Program*, 18 Aug 95 and 1020.1, *Nondiscrimination on the Basis of Handicap in Programs and Activities Assisted or Conducted by the DoD*, 31 Mar 82, and applicable Air Force Instructions are applicable to Services' programs, services, and entertainment, and shall guide Services officials and employees in the performance of their duties.

**1.7. 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)*. Examples of types of activities within each category are in [Attachment 4](#). The support responsibilities for each category are as follows:

- 1.7.1. Commanders 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. DoD Directive 1401.3, *Employment Protection for Certain NAF Instrumentality Employees/Applicants*, is applicable to NAF employees and employers and contains protections and responsibilities in NAF whistleblower cases in accordance with DoD 7000.14-R, *DoD Financial Management Policy and Procedures*, 15 Nov 92. Commanders shall take appropriate action against present and former personnel responsible for violations. In cases of a serious criminal infraction, commanders shall refer the matter to the appropriate defense criminal investigative organization for investigation and referral to judicial authorities.
- 1.7.2. Under 10 U.S.C. 2783b penalties for substantial violations of regulations governing the management and use of NAFs by civilian NAF employees shall be the same as provided by law for misuse of appropriations by civilian employees of the DoD paid from appropriated funds (APF). Violations by military personnel are punishable under the UCMJ.

**1.8. Program Prohibitions.** Do not:

- 1.8.1. Offer services or programs that do not fit the intent of the activity, i.e., that deviate from core mission.
- 1.8.2. Continue to offer programs that are not adequately supported by market demand.
- 1.8.3. Allow anyone to use Services 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).
- 1.8.4. Provide discounts that are not available to all participants.
- 1.8.5. Show motion pictures, except as provided in AFJI 34-211, *Army and Air Force Exchange Service (AAFES) General Policies*.
- 1.8.6. 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.
- 1.8.7. Operate alcoholic beverage activities except as authorized in AFI 34-219, *Alcoholic Beverage Management*.
- 1.8.8. Operate resale activities, except as authorized in paragraph 2.6. of this instruction.
- 1.8.9. Sponsor, conduct, or allow gambling activities. Refer to paragraph 2.7. of this instruction for approved activities.
- 1.8.10. Operate pull-tab bingo, lotteries, or sell lottery tickets.
- 1.8.11. 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.
- 1.8.12. Sell or redeem Chit Books related to the sale of alcohol.
- 1.8.13. Award coupons for reduced prices on alcoholic beverages or tobacco.
- 1.8.14. Conduct fundraising raffles.
- 1.8.15. 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. HQ USAF/ILV will provide periodic listings of prohibited materials.

## Chapter 2

### PROGRAM SCOPE

**2.1. Scope.** The base Services organization develops programs to fulfill combat support requirements, basic needs, and individual interests of the local market by:

- 2.1.1. Determining market demands for the eligible groups through analysis of customer feedback, sales, market research such as CORPORATE PRISM (automated market research tool), and input from advisory committees.
- 2.1.2. Prioritizing demands based upon the user eligibility in [Attachment 2](#), revenue, and/or return on investment.
- 2.1.3. Considering availability of off-base commercial programs in determining the scope of individual interest programs.
- 2.1.4. Organizing program structure and manpower according to AFI 38-101, *Air Force Organizational Structure*, and in keeping with the intent of what people do ([Attachment 3](#)).
- 2.1.5. Using APFs and NAFs in accordance with applicable Air Force Instructions.

**2.2. Types of Services.** To fulfill the intent of Services programs, activities have differing levels of involvement and support.

2.2.1. The degree of activity involvement in providing programs to customers depends on the nature of the activity, mission requirements, customer demand and available resources. Customers receive service through:

**2.2.1.1. Activity-provided services .** Activity provides a service for the customer through in-house resources (facilities, equipment and staff) and/or through contracted resources.

**2.2.1.2. Assisted services .** Activity provides the customer assistance through either staff or contract services, as well as by providing facilities and equipment, to obtain the desired service.

**2.2.1.3. Customer-provided services .** Customers use facilities and equipment provided by the activity to obtain the desired services for themselves.

**2.2.1.4. Information services .** Activity does not offer the desired services, but provides information about various opportunities on base and in the local community.

2.2.2. The degree of customer responsibility for supporting the program through fees and charges depends on the funding category of the activity, mission requirements, customer demand and revenue requirements. All management and financial data reported shall comply with AFI 34-209, NAF Financial Management and Accounting.

**2.2.2.1. Services MWR Category A: Mission Sustaining Programs .** These programs are considered most essential in meeting the organizational objectives of the Air Force. They 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. These programs have virtually no capacity for the generation of nonappropriated fund revenues. They promote the physical and mental well-being of the military member, a require-

ment that supports accomplishment of the basic military mission. Mission support activities (MWR Category A) provide free services to authorized customers

**2.2.2.2. Services MWR Category B: Community Support Programs .** These 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 AF members and families, providing, to the extent possible, the community support systems that make Air Force bases 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, in part, because of their ability to generate some NAF revenue that provides for a portion of their funding. Community support activities can provide services free, or charge customers fees which go to the base MWR fund. Customers should perceive they receive good value for the amount charged for services. Fees should also cover the cost to the base MWR fund for providing the service

**2.2.2.3. Services MWR Category C: Revenue-Generating Programs .** These have the business capability of generating income to cover their operating expenses. They 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. These activities must be self sustaining and charge fees based on the revenue requirements of the base MWR fund and fees charged for similar services in the surrounding local community. Customers should perceive they receive good value for the amount charged for the service with some exceptions as outlined in AFI 65-106.

**2.2.2.4. Lodging .** These operations are mission-sustaining functions, supported through a combination of appropriated funds (APFs) and nonappropriated funds (NAFs). Fees are charged to cover costs according to AFI 34-246, *Air Force Lodging Program*.

**2.2.2.5. 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.

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

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

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

**2.3.3. 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 nor privileges not available to other patrons. This does not prohibit tailoring unique promotions to major target groups (i.e. 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. Prices for tobacco

products, when authorized to be sold, shall be no lower than the selling prices of identical items sold by AAFES retail stores.

**2.3.4. Personnel** . Services MWR programs are authorized APF manpower for executive control and essential command supervision and in accordance with the appropriate funding category specified in AFI 65-106, *Appropriated Fund Support of MWR and Nonappropriated Fund Instrumentalities*, Attachment 1. Services MWR programs should be staffed primarily with APF or NAF civilians. Military personnel may be assigned on a temporary basis, to include detail and temporary duty, for a period not to exceed 90 days, unless a longer period is approved by HQ USAF/ILV. Temporary assignments may be made only under the following conditions:

2.3.4.1. Mobility or deployment requirements occur.

2.3.4.2. Training to upgrade or maintain essential military skills that cannot be provided through other means.

**2.3.5. Excess NAF Cash** . All cash in base MWR funds excess to MWR requirements shall be transferred to the Air Force MWR Fund.

**2.4. Use of NAFs.** NAFs generated from Services MWR and lodging 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 Services MWR activities. Unauthorized use of NAFs is addressed in DoD Instruction 1015.1, Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and AFI 34-209.

**2.4.1. Command-Sponsored** . Official command-sponsored programs are normally authorized APF support. NAFs shall not be used in support of such functions.

**2.4.2. Limitations on use of NAFs** . Services programs are not authorized to provide NAF financial assistance to private organizations or individuals, unless reimbursed or as authorized by AFI 35-101, Air Force Public Affairs Policy and Procedures, AFI 36-3101, Fundraising Within the Air Force, and AFI 34-223, Private Organization Program. Services 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.

**2.5. Closure of Activities.** If an installation commander wants to close an activity, requests to close *all* Services activities must be routed through MAJCOM/SV to HQ USAF/ILV 60 days prior to proposed closure. Requests to collocate or consolidate installation club facilities will be forwarded to HQ USAF/ILV, 1770 Air Force Pentagon, Washington, DC 20330-1770 for approval through the respective MAJCOM/SV. Neither requests nor notifications are required for any activity being closed due to a base closure. Requests should include rationale, the alternative to be used in place of the activity, and documentation of approval to use alternate source. In reviewing whether to continue or discontinue programs or activities use the criteria below:

2.5.1. Accessibility and capabilities of existing exchange service, base commercial or civilian community alternatives.

2.5.2. Current and planned Services programs of adjacent DoD installations.

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

2.6.1. For Services to establish a new resale activity, the installation commander approves a written agreement between the Services commander or division chief and the region vice president of the servicing exchange, stating AAFES cannot meet the particular requirement. MAJCOM/CCs resolve disputes that occur. Resale activity disputes resolved and approved by MAJCOM/CCs are subject to a biennial review or if the resale operation is a natural extension of the Services program (i.e., Golf Course Pro Shop, etc.)

2.6.2. Delete.

2.6.3. The installation commander evaluates Services 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:

2.6.3.1. AAFES (or Services where applicable) operating hours.

2.6.3.2. Distance to the activity from the AAFES or Services (where applicable) activity and the ability to provide delivery service.

2.6.3.3. Ability of AAFES (or Services where applicable) 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.

2.6.3.4. Ability of a Services activity to provide the products and services needed.

2.6.3.5. Whether it is both feasible and in the best interest of AAFES (or Services where applicable) to provide the resale activity.

2.6.4. 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 AFJI 34-211. Other resale policies and procedures for civilian welfare funds and base restaurants are prescribed in AFJI 34-122, *Civilian Nonappropriated Funds and Morale, Welfare, and Recreation Activities*.

2.6.5. AAFES usually operates free-standing food operations. The installation commander can consider new Services operation of a non-AAFES activity based on the criteria in paragraph [2.6.3](#).

2.6.6. Audio and/or photo clubs can be established only at overseas bases. 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.

2.6.7. An approved Services resale activity can offer consignment sales, as long as the activity has safeguards to limit its liability for the merchandise, and the Services commander or division chief approves.

2.6.8. Overseas clubs and lodging activities 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 2.6.3. to consider a non-AAFES commodity concession contract for these activities. MAJCOM/CC must approve these Services commodity concession contracts.

2.6.9. Approved Services activities can sell tax-free tobacco products (cigarettes, cigars, little cigars, pipe tobacco, smokeless tobacco, snuff, and chewing tobacco) under the following conditions:

2.6.9.1. The activity cannot sell cigars by the box or cigarettes by the carton.

2.6.9.2. Tobacco products will not be sold to minors. The sale of tobacco products must be restricted to face-to-face over-the-counter sales or via employee-operated vending machines. Sales from customer-operated vending machines are not permitted. Minors are individuals under 18 years of age unless a higher age is specified by country-to-country agreements or applicable local law.

2.6.9.3. Delete.

2.6.9.4. Prices for tobacco products must not be lower than the highest selling prices of identical items sold by AAFES and DeCA.

2.6.9.5. Distribution of free samples is prohibited.

2.6.10. Services 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:

2.6.10.1. The items covered are not available through AAFES nor Services.

2.6.10.2. 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.

2.6.11. Services resale activities can own or contract for amusement machines in Services MWR facilities (Refer to AFJI 34-211). The Services commander or division chief approves locations. Services can have AAFES provide the service through a management fee arrangement.

2.6.12. Services can operate a vehicle rental or taxi service using NAFs if AAFES declines.

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

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

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

2.6.12.4. Such programs must be self-sustaining.

2.6.13. Resale policies described above do not apply to:

2.6.13.1. The resale of alcoholic beverages including beer.

2.6.13.2. Civilian NAF resale.

2.6.13.3. Participation fees and charges, registration fees, dues, and/or assessments 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. Refer to AFI 34-246 for lodging service charges. MAJCOM/SVs can impose maximum fees.

## **2.7. Allowable Games of Chance:**

2.7.1. Bingo and Monte Carlo events as controlled by AFI 34-128, Air Force Club Programs and Procedures, and DoDI 1015.10.

2.7.2. 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.

2.7.3. 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 Controls and Procedures*.

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

2.8.1. The Services commander or division chief 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.

2.8.2. Services 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 35-201, AFI 36-3101, and DoD 5500.7R, paragraph 3-311.

**2.9. Open Houses or Air Shows.** Open houses and air shows are community relations programs designed to educate the public about the mission of the Air Force and the base, as covered in AFI 35-101, Air Force Public Affairs Policies and Procedures. Generating revenue is not the primary objective of conducting such events. Base public affairs is the office of primary responsibility, with Services playing a support role.

2.9.1. Services can sponsor recreational events and activities held in conjunction with the open house or air show, and can provide full or partial NAF support for activities like:

2.9.1.1. Entertainment such as civilian performers, bands, comedy shows, fireworks, etc. (does not include civilian or military aerial or aerobatic demonstration teams).

2.9.1.2. Bleachers or chairs in support of Services booths, displays, events or entertainment performances.

2.9.1.3. Public address systems for the Services elements of the event.

2.9.1.4. Portable toilets for the Services elements of the event.

- 2.9.1.5. Open house or air show reception open to the entire base population.
  - 2.9.1.6. Inclement weather or rain insurance for the Services elements of the event.
  - 2.9.1.7. Food, beverage, and souvenir concessions, operated directly or by concessionaire contract. Refer to AFI 34-219, Alcoholic Beverage Program para 2.1.8, for information regarding serving of alcoholic beverages.
  - 2.9.1.8. Payments to unofficial activities or private organizations for operating concession booths (when included in a services or concessionaire contract).
  - 2.9.1.9. Marketing and publicity for Services programs or events (excludes costs normally associated with public affairs informing the public about the event).
  - 2.9.1.10. Souvenir programs for direct sale by Services activities.
- 2.9.2. Commercial sponsorship can only be used for the Services MWR elements of the event. Refer to AFI 34-407, *Commercial Sponsorship Program*.
- 2.9.3. Services cannot subsidize mission-related elements of the open house or air show, or provide NAF or commercial sponsorship support for elements not related to Services involvement. Do not provide funds, or allow funds generated from open houses and air shows, to be used for:
- 2.9.3.1. Socials, receptions, seating, or tents for exclusive use by certain groups or individuals.
  - 2.9.3.2. Seed money for future open houses or air shows.
  - 2.9.3.3. Transportation or lodging for military members or individuals not connected with Services-related events.
  - 2.9.3.4. Fuel for military or civilian aircraft.
  - 2.9.3.5. Any cost for which APFs are authorized.
  - 2.9.3.6. Insurance for aerial or other demonstrations.
- 2.9.4. Military installations cannot charge a fee for admission, parking, viewing any activities or shuttle service. Strict adherence to this policy is required unless foreign relations considerations warrant otherwise. Admission/parking fee may be charged only at Royal Air Force bases. However, parent command and unified commander must approve on a case-by case basis. Regardless, US military and civilians must not be charged to attend USAF-sponsored air shows or open houses. Also, the installation cannot charge fees for concession booth/cabana space.
- 2.9.5. Concessionaire contracts must adhere to the provisions of paragraphs **2.9.3.** and **2.9.4.** above, and will not include arrangements for the contractor to advertise the event, e.g., paid or free radio, television announcements. This is a public affairs function.
- 2.9.6. Services activities and concessionaires can sell souvenir programs provided:
- 2.9.6.1. There are no charges to APFs for Services' advertising included in programs.
  - 2.9.6.2. A disclaimer must accompany recognition of commercial sponsors.
  - 2.9.6.3. The programs are required in the overall contract with the open house or air show contractor or are purchased for direct sale by Services MWR activities using NAFs (if printing programs is required by the civilian enterprise base newspaper contract, programs cannot be sold). APFs are not expended in producing or distributing the programs.

## Chapter 3

### USE ELIGIBILITY

**3.1. Program Eligibility and Use Priority.** [Attachment 2](#) provides general eligibility and use priority for Services programs. In addition, some programs have more restrictive eligibility or differing priorities, which are listed in the following AFIs:

AFI 34-239, *Food Service Management Program*, for dining facilities and flight kitchens.

AFI 34-242, Air Force Mortuary Affairs Program, for mortuary services.

AFI 34-246 for lodging and transient lodging facilities.

AFI 34-248, Air Force Child Development Program, for child development centers and family day care programs.

3.1.1. The base Services organization uses the eligibility and use priority information contained in [Attachment 2](#), and the AFIs listed above, to help develop local policies and market strategies.

3.1.1.1. Eligibility information helps determine the target market for programs and helps ensure market strategies focus programs towards appropriate groups.

3.1.1.2. 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 for use of similar Category A and B Services MWR activities 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 SECAF. When existing Category C activities have capacity excess to authorized patron requirements, SECAF 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.** AFJI 34-210, *Army and Air Force Exchanges Services (AAFES) Operating Policies*, and DoD 1330.17-R, *Armed Services Commissary Regulations*, April 1987, with Change 1, 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). Services organizations document the authorization using a letter of appointment. (Refer to the AFJI 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 Services facilities to make or repair items for personal gain.

3.3.2. Distributing merchandise purchased at a Services 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 Services merchandise or services or 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 a Services activity.

## Chapter 4

### STRATEGIC PLANNING

**4.1. Strategic Planning.** Services 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 base Services organization 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. Services organizations 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.

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

**4.2. Annual Plan.** These plans should be 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. Obtain input or feedback (comment, thoughts, and recommendations) from customers, suppliers, and employees.

4.2.2. Completed plans should be thoroughly communicated to everyone in the unit.

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

4.2.3. Unit commanders should 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. Commanders should 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 operating plan will focus on the near-term (less than 2 years).

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

4.2.5.2. Managers responsible for marketing, training, facility, and financial planning should make substantial inputs to the annual plan. Their 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. The long-term plan is also useful for tracking capital and facility requirements that may require a long time frame to complete.

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 34-105, *Programming for Services Nonappropriated Fund Facility Requirements* (to be 34-205), provides further guidance on planning capital requirements.

**4.4. Standards.** Air Force and MAJCOMs shall develop goals and standards for the Services MWR program. As a minimum standards shall include:

**4.4.1. Program.** Ensure MWR programs meet mission requirements and are market driven. Air Force, MAJCOM/SVs, and services commanders or division chiefs shall periodically measure customer demand, usage, and satisfaction, and act upon findings.

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

**4.4.3. Construction.** Ensure MWR facilities adequately support programs and services that meet the demands of authorized patrons. MWR construction programs shall be supported by feasibility studies, as described in AFI 32-1022, *Planning and Programming NAF Facility Construction Projects*, and should seek solutions that provide long-term economies of scale and efficiencies, such as multi-use facilities.

**4.4.4. Training.** Air Force shall provide training programs that stress stewardship and customer orientation to ensure, as a minimum, that commanders and MWR managers understand fiduciary accountability and program responsibilities.

## Chapter 5

### VOLUNTEER PROGRAM

**5.1. Volunteers.** 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. Volunteers are a resource multiplier and perform valuable services to individuals, the community and to the entire Air Force. This AFI applies to volunteers who donate their services to authorized Services MWR programs. This AFI does not apply to volunteers who donate their services to private organizations or commercial organizations on the base 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 workman's compensation coverage by the government. Volunteers give of 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. 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 base (Refer to allowable incentives in [5.2.2.](#)).

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. Under 18 years old 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.** Services activities can recruit their own volunteers. However, use of the Family Support Center Volunteer Resource Program (VRP) as a source of volunteers is another resource. (Refer to AFI 36-3009, *Family Support Center (FSC) Program*). 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. Individuals volunteer for various reasons. They look for opportunities to improve skills, teach others, provide service to the community, support pursuits of their family members, gain work experi-

ence, or complete degree requirements. Services can attract volunteers through marketing these intrinsic rewards.

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

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

5.2.2.2. Records of volunteer hours and achievements, and letters of recommendation.

**5.3. Training and Management.** Services 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 Services activity. Training will include confidentiality, ethics and avoidance of conflict of interest.

5.3.1. Services activities maintain records of volunteer hours, training, and skills, both for the benefit of the activity and the volunteer. Document volunteer information on AF Form 2040, **Services Volunteer Personal Data**, and provides each volunteer an AF Form 2041, **Services Volunteer Identification**. Provide volunteer hours to the VRP (Refer to AFI 36-3009).

**5.4. Recognition .** The Services commander or division chief establishes a Services-wide program to provide a broad basis for recognition and to make recognition across Services activities equitable. The Services organization coordinates their recognition program with the VRP (Refer to AFI 36-3009).

5.4.1. AF Form 3033, **Certificate of Appreciation**, is an appropriate form of recognition.

**5.5. Student Work-Experience Program.** Many college-level courses require work experience to fulfill degree requirements. The installation commander, or designee, at no lower than Services Squadron or division level may accept students for on-site work experience in Services programs in either pay or non-pay status.

5.5.1. When paid for their work, students are employees and fill authorized APF or NAF manpower positions.

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

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

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

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

5.5.2.4. The Air Force does not consider the students federal employees, except for certain tort and workers' compensation claims (*Public Law 95-454*, section 301, and *Federal Personnel Manual letter 308-13*, 5 February 1979, Attachment 2).

5.5.3. 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 base and the school.

**5.6. Forms Prescribed.** The following forms are prescribed in this publication:

- 5.6.1. AF Form 181, Commissary-Exchange Entry/Purchase Authorization.
- 5.6.2. AF Form 2040, Services Volunteer Personal Data.
- 5.6.3. AF Form 2041, Services Volunteer Identification.

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DCS/Installations and Logistics

**Attachment 1****GLOSSARY OF REFERENCES, ABBREVIATIONS, ACRONYMS, AND TERMS*****References***

DODD 1020.1 - *Nondiscrimination on the Basis of Handicap in Programs and Activities Assisted or Conducted by DoD*, 31 Mar 82

DODD 1350.2 - *DoD Military Equal Opportunity Program*, 18 Aug 85

DODD 5500.7 - *Standards of Conduct*, 30 Aug 93

DODD 1401.3 - *Employment Protection for Certain NAF Instrumentality Employees/Applicants*, 19 Jul 85

DODR 1330.17 - *Armed Services Commissary Regulations*, 13 Mar 87

DODR 7000.14 - *DoD Financial Management Policy and Procedures*, 15 Nov 92

DODI 1000.15 - *Private Organizations on DoD Installations*, 22 Sep 78

DODD 1015.1 - *Establishment, Management, and Control of Nonappropriated Fund Instrumentalities*, 19 Aug 81

DODI 1015.10 - *Programs for Military Morale, Welfare, and Recreation*, 7 Mar 94 and DODI 1015.1 Change 1, 31 Oct 96

DODI 6060.2 - *Child Care Programs*, 19 Jan 93

AFPD 34-2 - *Air Force Community Services Programs*

AFI 32-1022 - *Planning and Programming NAF Facility Construction Projects*

AFI 34-105 - *Programming for Services Nonappropriated Fund Facility Requirements*

AFI 34-128 - *Air Force Club Programs and Procedures*

AFI 34-219 - *Alcoholic Beverage Program*

AFI 34-223 - *Private Organizations Program*

AFI 34-239 - *Food Service Management Program*

AFI 34-242 - *Air Force Mortuary Affairs Programs*

AFI 34-246 - *Air Force Lodging Program*

AFI 34-248 - *Child Development Programs*

AFI 34-401 - *Use of Nonappropriated Funds (NAFs)*

AFI 34-407 - *Commercial Sponsorship Program*

AFI 34-209 - *NAF Financial Management and Accounting* (to be 34-409)

AFI 35-101 - *Public Affairs Policy and Procedures*

AFI 36-3009 - *Family Support Center (FSC) Programs*

AFI 36-3101 - *Fundraising Within the Air Force*

AFI 38-101 - *Air Force Organizational Structure*

AFI 65-106 - *Appropriated Fund Support of MWR and Nonappropriated Fund Instrumentalities*

AFJI 34-122 - *Civilian Welfare Funds*

AFJI 34-210 - *Army and Air Force Exchange Service (AAFES) Operating Policies*

AFJI 34-211 - *Army and Air Force Exchange Service (AAFES) General Policies*

AFMAN 34-229 - *Air Force Slot Machine Controls and Procedures*

*US Code 10, Section 2783b - Fiduciary Responsibility*

### ***Abbreviations and Acronyms***

**AAFES**—Army and Air Force Exchange Service

**AFB**—Air Force Base

**AFI**—Air Force Instruction

**AFJI**—Air Force Joint Instruction

**AFMAN**—Air Force Manual

**AFMWRAB**—Air Force Morale, Welfare, and Recreation Advisory Board

**AFPD**—Air Force Policy Directive

**AFSVA**—Air Force Services Agency

**AFROTC**—Air Force Reserve Officer Training Corps

**ANG**—Air National Guard

**AO**—accounting Office

**APF**—appropriated fund

**CONUS**—Continental United States

**DECA**—Defense Commissary Agency

**DoD**—Department of Defense

**DRMO**—Defense Reutilization Marketing Office

**FSC**—Family Support Center

**HQ USAF/ILV**—Headquarters Air Force Directorate of Services

**HRO**—Human Resource Office

**MAJCOM**—major command

**MWRF**—Morale, Welfare, and Recreation Fund

**NAF**—nonappropriated fund

**NAFI**—Nonappropriated fund instrumentality

**RAF**—Royal Air Force

**RMFC**—Resource Management Flight Chief

**SSB**—Special Separation Benefit

**SVS**—Services squadron or division

**TDY**—temporary duty

**UCMJ**—Uniformed Code of Military Justice

**US**—United States

**USAF**—United States Air Force

**USO**—United Services Organization

**VRP**—Volunteer Resource Program

**VSI**—Voluntary Separation :Incentive

## Attachment 2

### GENERAL MWR PROGRAM ELIGIBILITY AND USE

**A2.1.** Use **Table A2.1.**, Unlimited Program Eligibility and Use Priority, and **Table A2.2.**, Limited Program Eligibility and Use Priority, to determine program access, except where authorization is in conflict with international agreements.

**A2.2.** If Services MWR facilities cannot accommodate all authorized patrons, the installation commander determines specific use priorities based on **Table A2.1.** and **A2.2.** Members of AF Clubs and their families receive reciprocal privileges in all AF Clubs upon presentation of their AF Club cards.

A2.2.1. Family members include the spouse and the following people who receive more than 50 percent of their support from the sponsor:

A2.2.1.1. Parents (including adopted, stepparents, and parents-in-law).

A2.2.1.2. 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.

**A2.3.** Access to military exchanges, and their programs, shall be in accordance with DoD Directive 1330.9 and AR 60-20 and AFJI 34-211, *AAFES General Operating Policies*.

**A2.4.** Patron eligibility for child development programs is provided in DoD Instruction 6060.2, *Child Care Programs*, 19 Jun 93, and AAFP 34-2, *Air Force Services Community Service Programs*, and AFI 34-248, *Child Development Programs*.

| **Table A2.1. Unlimited Program Eligibility and Use Priority.**

<b>CATEGORY</b>	<b>PRIORITY</b>	<b>AUTHORIZED GROUP</b>	<b>COMMENTS</b>
Armed Forces & their family members	1	Active duty members and their family members.	Refer to note 1.
	2	a. Members of the Reserve Components (Ready Reserve, National Guard, etc.) and their family members. At all times, not limited to training/drill periods. b. Scholarship/Contract ROTC cadets. c. 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.	Priority 2 for all category A & B activities. Have the same priority as active duty, and their families, in category C activities. For lodging priorities see AFI 34-246. ROTC cadets refer to note 2. DEP personnel refer to note 3.
	3	Cadets of military service academies.	
Other Uniformed Services	4	Members of the Coast Guard, and Commissioned Corps of the National Oceanic and Atmospheric Administration on active duty.	
Armed Forces retirees & family members	5	Retired from active duty.	
	6	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 6 for all category A & B activities. Have the same priority as retired from active duty, and their families, in category C activities.

<b>CATEGORY</b>	<b>PRIORITY</b>	<b>AUTHORIZED GROUP</b>	<b>COMMENTS</b>
Others separated from the Armed Forces and their family members	7	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 (VSI) and Special Separation Benefit (SSB) programs for two years after separation.	
	8	Medal of Honor recipients.	
Former and/or surviving spouses and family members	9	Unremarried surviving spouses of personnel who died while on active duty or while in retired status.	
	10	Unremarried 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.	
	11	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	12	When stationed outside the United States.	
Other supporters of DoD	13	US Federal employees when assigned in areas outside the US.	
	14	Medical personnel under contract to the military DoD Component during periods when they are residing on the installation.	

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
	15	Military personnel of foreign nations and their family members when on orders from the US Armed Forces, or in overseas areas when the MAJCOM commander grants privileges in the best interest of the US.	
	16	Paid members of the American Red Cross, YMCA, USO and other Type 1 private organizations identified in DoD Instruction 1000.15 when assigned with US Armed Forces outside the US.	
	17	US employees of firms under contract to the DoD working on an installation when assigned in areas outside the US.	

**A2.5.** Patrons described in [Table A2.2](#) are authorized limited use of military Services MWR activities at the discretion of the installation commander. Commanders open activities to these patrons based on local demand and capacity. Resale of food, State tax-free beverages, and tobacco products 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 Services, 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.**

<b>CATEGORY</b>	<b>PRIORITY</b>	<b>AUTHORIZED GROUP</b>	<b>COMMENTS</b>
US DoD and Coast Guard civilians and their family members	18	Both APF and NAF and retired DoD and Coast Guard civilians.	Refer to paragraph <a href="#">A2.5</a> above.
DoD contractor personnel and technical representatives	19	Working on the installation.	
Others associated with DoD	20	Reserve Officers' Training Corps cadets (other than those addressed in Priority 2b above) when participating in field training.	
	21	Former Prisoners of War (POW) and spouses of POWs or service members missing in action may use clubs.	
Other US Federal employees	22		Authorized club membership within the US only. Limit memberships to a specific period, not to exceed one year. Installation commander re-certifies annually. Re-certification documentation is maintained by SVS.
Guests	23	Those otherwise not eligible to use Services 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 Note 4.

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
Au pair	24	A young adult, 18-26 years of age, from another country, accepted by the United States Information Agency (USIA)-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.	Services Squadron Commander approves letter of authorization for each au pair to use category A, B & C activities. See DoD Instruction 6060.2, Child Development Programs (CDPs) for au pair child development use eligibility.
Members of the public within the US	25	Leaders in the local community designated by the installation commander.	Installation commander re-certifies individuals annually by letter. Re-certification documentation is maintained by SVS.
	26	Members of the general public can attend infrequent Services-MWR sponsored events as authorized by the installation commander	When installation meets the criteria in Note 5.
	27	Members of the general public within the US may use category C programs on a recurring, self-directed basis.	Applies to category C activities only. Requires prior HQ AF Services approval and must meet requirements in Notes 5 & 6.

## 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 bases 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. Delayed Entry Personnel (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 Services MWR activities. However, only DEP members are authorized to purchase. DD Form 4, Enlistment/Reenlistment Document along with a photo ID will be used to gain access to Services MWR activities. Eligibility expires one year from the date of entry which is reflected in block 8A of the DD Form 4. Purchase of alcohol and tobacco are prohibited; however, DEP members and their families are authorized to utilize the respective officer, enlisted and collocated clubs except when the clubs are offer-

ing 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.

4. Rules governing local procedures on the number of guests and the frequency of use at specific facilities will be put into a base policy letter or base regulation.

a. The installation commander determines that adequate facilities are available and they are currently under utilized by higher priority users.

b. 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.

c. Allowing these individuals to use these facilities is beneficial to both the military members and civilians in the community.

d. No conflict exists with Federal, State, or local laws (including Status-of-Forces Agreements).

e. The members authorized are designated by letter maintained on file by the Services commander or division chief.

f. 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.

5a. The installation commander determines that adequate facilities are available and they are currently under utilized by higher priority users.

6. Requests must be submitted and approved by HQ USAF/ILV prior to implementation and must be re-certified every two years with HQ USAF/ILV prior to expiration. Requests must meet the criteria in Note 5. Request form the installation commander must contain the information required in Note 5b and an indorsement by the MAJCOM/SV.

### Attachment 3

#### INTENT OF WHAT PEOPLE DO

**A3.1.** The Air Force-wide Services organization is focused on meeting the needs of customers.

**A3.2.** Activity managers are accountable for delivering service to customers. This means activity managers focus effort on supporting and coaching customer servers to provide quality service. Activity managers are also accountable for maintaining quality and health/safety standards and meeting financial goals.

**A3.3.** Flight chiefs support activity managers in delivering service by getting the necessary resources, to include management training, personnel, training, funding, and facility support.

**A3.4.** Resource management and plans and force management flights support activity managers by providing guidance and support so that activity managers can make appropriate decisions concerning marketing, personnel, training and financial management.

**A3.5.** Services commanders or division chiefs set the tone for their organizations, ensuring their organizations can fulfill wartime taskings and meet peacetime customer needs.

**A3.6.** The installation commander determines the scope of the Services program to meet local needs, within the context of the program intent and the rules on eligibility, funding and manpower. The installation commander ensures the Services organization receives sufficient APF support to meet customer needs and help ensure financial health.

**A3.7.** MAJCOM/SVs, the AFSVA/CC, and the HQ USAF/ILV ensure bases receive the policies, procedures, oversight and assistance needed to provide quality programs to meet wartime taskings and peacetime customer needs.

**A3.8.** The Air Force-wide Services organization works to meet customer needs as a team, striving to centrally deliver clear, consistent policy and locally implement programs to meet customer needs.

## Attachment 4

## CATEGORIES FOR SERVICES ACTIVITIES

Table A4.1. Categories for Services Activities.

Category	Activities	Fund source/rules
Mission required services	Prime RIBs mobility teams, dining hall, flight line kitchen, linen exchange, mortuary affairs	APF requirements, funded according to AFI 65-601, Vol I
Mission support activities (MWR Category A)	Armed Forces professional 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, 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 34-401
Community support activities (MWR Category B)	Child development centers, family day care programs, youth programs, recreation swimming pools, skill development programs (automotive crafts, arts and crafts), outdoor recreation programs (organized activities and undeveloped recreation areas), marinas without resale, equipment check out, recreation ticket and tour, entertainment (music and theater), bowling centers with less than 13 lanes, and sports competition above the intramural level	
Revenue generating activities (MWR Category C)	Clubs, golf courses, bowling centers with more than 12 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), 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	

<b>Category</b>	<b>Activities</b>	<b>Fund source/rules</b>
Mission required services	Prime RIBs mobility teams, dining hall, flight line kitchen, linen exchange, mortuary affairs	APF requirements, funded according to AFI 65-601, Vol 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

## Attachment 5

### IC 97-1 TO AFI 34-262, SERVICES AND USE ELIGIBILITY 1 DECEMBER 1997

#### SUMMARY OF REVISION

This interim change (IC) 97-1 provides guidance for the Air Force Services Programs and Use Eligibility. Paragraphs **2.6.**, and **2.6.3.** are revised to clarify the applicability of certain AFI provisions to unofficial activities/organizations. Paragraph **2.6.2.** has been deleted to eliminate conflicts with AFI 34-223, Private Organization Program. Paragraphs **2.6.9.2.** and **2.6.10.** have been revised and Paragraph **2.6.9.3.** has been deleted to comply with the new DoD policy on the sale of tobacco products.

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

2.6.2. Delete paragraph.

2.6.3. The installation commander evaluates Services 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:

2.6.9.2. Tobacco products will not be sold to minors. The sale of tobacco products must be restricted to face-to-face over-the-counter sales or via employee-operated vending machines. Sales from customer-operated vending machines are not permitted. Minors are individuals under 18 years of age unless a higher age is specified by country-to-country agreements or applicable local law.

2.6.9.3. Delete Paragraph.

2.6.10. Services 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:

**Attachment 6****INTERIM CHANGE 99-1 TO AFI 34-262**

IC 99-1 to AFI 34-262, Services Programs and Use Eligibility

1 MARCH 1999

***SUMMARY OF REVISIONS***

This change incorporates interim change (IC) 99-1 which provides guidance on the sale or rental of sexually explicit material. Paragraph **1.8.15.** is added implementing 10 U.S.C. 2489a (reference (d)) and Department of Defense Instruction 4105.70, Sale or Rental of Sexually Explicit Material on DoD Property, which prohibit the sale or rental of sexually explicit material on property under the jurisdiction of the Department of Defense (DoD).

1.8.15. 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. HQ USAF/ILV will provide periodic listings of prohibited materials.

## Attachment 7

## TEXT OF IC 2000-1 TO AFI 34-262

27 APRIL 2000

**SUMMARY OF REVISIONS**

This IC 00-1 provides guidance for the establishment, operation, and use of Air Force Services Programs. Paragraph **1.7.** third sentence is changed to read “Related guidance is located in AFI 34-201, Use of Non-appropriated Funds (NAFs).” Paragraph **2.2.2.** deletes “(to be 34-409).” Paragraph **2.4.** deletes “(to be 34-409).” Paragraph **2.4.2.** changes “AFI 35-201, AF Community Relations” to read “AFI 35-101, Air Force Public Affairs Policies and Procedures.” Paragraph **2.6.13.3.** deletes “(to be 34-409).” Paragraph **2.7.1.** changes “AFI 34-215” to read “AFI 34-128.” Paragraph **2.9.** changes “AFI 35-301” to read “AFI 34-101.” Paragraph **2.9.1.7.** changes “AFI 34-218” to read “AFI 34-219, Alcoholic Beverage Program.” Paragraph **2.9.6.2.** deletes “The programs do not contain commercial advertising.” Paragraph **4.1.1.** deletes the last line of the paragraph, AFI 90-501 and AFH 90-502 have been rescinded. **Attachment 1** is changed to correct AFI numbers. **Table A2.2.** is changed to add a new usage category as directed by DOD.

**1.7. 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)*. Examples of types of activities within each category are in **Attachment 4**. The support responsibilities for each category are as follows:

2.2.2. The degree of customer responsibility for supporting the program through fees and charges depends on the funding category of the activity, mission requirements, customer demand and revenue requirements. All management and financial data reported shall comply with AFI 34-209, *NAF Financial Management and Accounting*.

**2.4. Use of NAFs.** NAFs generated from Services MWR and lodging 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 Services MWR activities. Unauthorized use of NAFs is addressed in DoD Instruction 1015.1, *Establishment, Management, and Control of Nonappropriated Fund Instrumentalities* and AFI 34-209.

**2.4.2. Limitations on Use of NAFs.** Services programs are not authorized to provide NAF financial assistance to private organizations or individuals, unless reimbursed or as authorized by AFI 35-101, *Air Force Public Affairs Policy and Procedures*, AFI 36-3101, *Fundraising Within the Air Force*, and AFI 34-223, *Private Organization Program*. Services 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.

2.6.13.3. Participation fees and charges, registration fees, dues, and/or assessments 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. Refer to AFI 34-246 for lodging service charges. MAJCOM/SVs can impose maximum fees.

2.7.1. Bingo and Monte Carlo events as controlled by AFI 34-128, *Air Force Club Programs and Procedures*, and DoDI 1015.10.

**2.9 Open House and Air Shows.** Open houses and air shows are community relations programs designed to educate the public about the mission of the Air Force and the base, as covered in AFI 35-101, *Air Force Public Affairs Policies and Procedures*. Generating revenue is not the primary objective of conducting such events. Base public affairs is the office of primary responsibility, with Services playing a support role.

2.9.1.7. Food, beverage, and souvenir concessions, operated directly or by concessionaire contract. Refer to AFI 34-219, *Alcoholic Beverage Program* para 2.1.8, for information regarding serving of alcoholic beverages.

2.9.6.2. A disclaimer must accompany recognition of commercial sponsors.

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

### ATTACHMENT 1

Delete: AFI 34-215 - *Air Force Club Program*

Delete: AFI 35-201 - *Air Force Community Relations*

Delete: AFI 35-301 - *AF Base Newspapers and Commercial Enterprise Publications Guidance and Procedures*

Delete: AFI 90-501 - *Criteria for Air Force Assessments*

Delete: AFH 90-502 - *The Quality Approach*

Add: AFI 34-128 - *Air Force Club Programs and Procedures*

Add: AFI 35-101 - *Public Affairs Policy and Procedures*

Table A2.2. Limited Program Eligibility And Use Priority

CATEGORY	Priority	AUTHORIZED GROUP	COMMENTS
US DoD civilians and family members in CONUS	18	Both APF and NAF, and retired DoD civilians	Refer to paragraph A2.5. above
DoD contractor personnel and technical representatives	19	Working on the installation.	
Others associated with DoD	20	Reserve Officers' Training Corps Cadets (other than those addressed in Priority 2b above) when participating in field training.	
	21	Former Prisoners of War (POW) and spouses of POWs or Service members missing in action may use clubs.	
Other US Federal Employees	22	.	Authorized club membership within the US only. Limit memberships to a specific period, not to exceed one year. Installation commander re-certifies annually. Re-certification documentation is maintained by SVS.
Guests	23	Those otherwise not eligible to use Services MWR programs, when specifically invited and accompanied by an authorized person	Installation commander approves local rules governing the number of guest and the frequency of use at specific facilities. Refer to Note 4.
<i>au pair</i>	24	A young adult, 18-26 years of age, from another country, accepted by the United States Information Agency (USIA)-approved <i>au pair</i> 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.	Services Squadron Commander approves letter of authorization for each <i>au pair</i> to use category A, B & C activities. See DoD Instruction 6060.2, <i>Child Development Programs (CDPs)</i> for <i>au pair</i> child development use eligibility.
Members of the public within the US	25	Leaders in the local community designated by the installation commander.	Installation commander re-certifies individuals annually by letter. Re-certification documentation is maintained by SVS.
	26	Members of the general public can attend infrequent Services-MWR sponsored events as authorized by the installation commander	When installation meets the criteria in Note 5.
	27	Members of the general public within the US may use Category C programs on a recurring, self-directed basis.	Applies to Category C activities only. Requires <u>prior</u> HQ AF Services approval and must meet requirements in Notes 5 & 6

## 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 bases 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. Delayed Entry Personnel (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 Services MWR activities. However, only DEP members are authorized to purchase. DD Form 4, Enlistment/Reenlistment Document along with a photo ID will be used to gain access to Services MWR activities. Eligibility expires one year from the date of entry which is reflected in block 8A of the DD Form 4. Purchase of alcohol and tobacco are 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.
4. Rules governing local procedures on the number of guests and the frequency of use at specific facilities will be put into a base policy letter or base regulation.
  - a. The installation commander determines that adequate facilities are available and they are currently under utilized by higher priority users.
  - b. 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.
  - c. Allowing these individuals to use these facilities is beneficial to both the military members and civilians in the community.
  - d. No conflict exists with Federal, State, or local laws (including Status-of-Forces Agreements).
  - e. The members authorized are designated by letter maintained on file by the Services commander or division chief.
  - f. 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.
6. Requests must be submitted and approved by HQ USAF/ILV prior to implementation and must be re-certified every two years with HQ USAF/ILV prior to expiration. Requests must meet the criteria in Note 5. Request form the installation commander must contain the information required in Note 5b and an indorsement by the MAJCOM/SV.

## Attachment 8

## IC 2002-1 TO AFI 34-262, SERVICES PROGRAM AND USE ELIGIBILITY

27 JUNE 2002

This revision incorporates Interim Change IC 2002-1. This change updates AFI 34-262, Services Program and Use Eligibility, and incorporates changes directed by DoDI 1015.10, 16 Nov 01, adding U.S. Coast Guard civilian employees and their family members to the list of those eligible to use Air Force Services Programs. It also clarifies Note 5 to [Attachment 2](#). A bar ( | ) indicates revision from the previous edition.

Table A2.1: Unlimited Program Eligibility and Use Priority.

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
Armed Forces & their family members	1	Active duty members and their family members.	Refer to note 1.
	2	a. Members of the Reserve Components (Ready Reserve, National Guard, etc.) and their family members. At all times, not limited to training/drill periods. b. Scholarship/Contract ROTC cadets. c. 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.	Priority 2 for all category A & B activities. Have the same priority as active duty, and their families, in category C activities. For lodging priorities see AFI 34-246.  ROTC cadets refer to note 2. DEP personnel refer to note 3.
	3	Cadets of military service academies.	
Other Uniformed Services	4	Members of the Coast Guard, and Commissioned Corps of the National Oceanic and Atmospheric Administration on active duty.	
Armed Forces retirees & family members	5	Retired from active duty.	

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
	6	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 6 for all category A & B activities. Have the same priority as retired from active duty, and their families, in category C activities.
Others separated from the Armed Forces and their family members	7	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 (VSI) and Special Separation Benefit (SSB) programs for two years after separation.	
	8	Medal of Honor recipients.	
Former and/or surviving spouses and family members	9	Unremarried surviving spouses of personnel who died while on active duty or while in retired status.	
	10	Unremarried 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.	
	11	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	12	When stationed outside the United States.	
Other supporters of DoD	13	US Federal employees when assigned in areas outside the US.	

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
	14	Medical personnel under contract to the military DoD Component during periods when they are residing on the installation.	
	15	Military personnel of foreign nations and their family members when on orders from the US Armed Forces, or in overseas areas when the MAJCOM commander grants privileges in the best interest of the US.	
	16	Paid members of the American Red Cross, YMCA, USO and other Type 1 private organizations identified in DoD Instruction 1000.15 when assigned with US Armed Forces outside the US.	
	17	US employees of firms under contract to the DoD working on an installation when assigned in areas outside the US.	

**Table A2.2: Limited Program Eligibility and Use Priority.**

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
US DoD and Coast Guard civilians and their family members	18	Both APF and NAF and retired DoD and Coast Guard civilians.	Refer to paragraph <a href="#">A2.5.</a> above.
DoD contractor personnel and technical representatives	19	Working on the installation.	
Others associated with DoD	20	Reserve Officers' Training Corps cadets (other than those addressed in Priority 2b above) when participating in field training.	

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
	21	Former Prisoners of War (POW) and spouses of POWs or service members missing in action may use clubs.	
Other US Federal employees	22		Authorized club membership within the US only. Limit memberships to a specific period, not to exceed one year. Installation commander re-certifies annually. Re-certification documentation is maintained by SVS.
Guests	23	Those otherwise not eligible to use Services 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 Note 4.
Au pair	24	A young adult, 18-26 years of age, from another country, accepted by the United States Information Agency (USIA)-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.	Services Squadron Commander approves letter of authorization for each au pair to use category A, B & C activities. See DoD Instruction 6060.2, Child Development Programs (CDPs) for au pair child development use eligibility.
Members of the public within the US	25	Leaders in the local community designated by the installation commander.	Installation commander re-certifies individuals annually by letter. Re-certification documentation is maintained by SVS.
	26	Members of the general public can attend infrequent Services-MWR sponsored events as authorized by the installation commander	When installation meets the criteria in Note 5.

CATEGORY	PRIORITY	AUTHORIZED GROUP	COMMENTS
	27	Members of the general public within the US may use category C programs on a recurring, self-directed basis.	Applies to category C activities only. Requires prior HQ AF Services approval and must meet requirements in Notes 5 & 6.

Attachment 2 Notes

5a. The installation commander determines that adequate facilities are available and they are currently under utilized by higher priority users.