

## **Chapter 2 – MWR/Services Categories and Funding**

“Soldiers (and sailors, airmen, marines and coast guard) are entitled to the same quality of life as is afforded the society they are pledged to defend.” (US Army MWR)

### **MWR/Services History**

MWR started on the battlefields of World War I, where behind the lines, Salvation Army sisters and Red Cross volunteers ministered to the needs of soldiers as the forerunners of today’s MWR specialists.

After World War I was over, funding stopped and morale programs were mothballed. It wasn’t until July 1940 that the Morale Division—later named Special Services—was established within the Army’s Adjutant General’s office. Similar organizations were established in the other Services.

Between 1946 and 1955, the core recreation programs were established and staffed by a combination of active duty military and civilians. Until the mid-1980s, active duty enlisted members and officers held occupational specialties in Special Services and club systems and were assigned at every level of command. As these occupational specialties were discontinued, civilians continued to operate MWR programs with military oversight.

Special Services underwent much reorganization and had many names before coming to its present configuration as Morale, Welfare, and Recreation (MWR/Services). NOTE: The US Coast Guard refers to the “W” in “MWR” as “Well-being.” The US Air Force refers to the broader term, “Services,” which includes MWR programs. The Marine Corps refers to the broader term, “Marine Corps Community Services,” which includes MWR programs.

### **Purpose of MWR/Services**

The purpose of MWR/Services is to establish programs that maintain mission readiness and retention. These programs promote fitness and esprit de corps of members of the Armed Forces, a strong sense of military community, and beneficial quality of life for authorized patrons.

Authorized patrons include, but is not limited to, active duty military personnel, reserves, retirees, DoD/CG civilian employees, DoD/CG contract personnel working on an installation, and their families. All five Services, working through the Office of the Secretary of Defense (OSD), have developed and maintain an accepted prioritized listing of eligible patrons for their MWR/Services programs.

Programs, based on the assessed needs of local patrons, accomplish these specific objectives:

- Support military readiness through physical fitness.
- Support needs for camaraderie and unit cohesion.
- Support individual growth and development.
- Support family well-being and quality of life.
- Provide the military installation community with access to these programs.

These programs are similar to those available in a comparable civilian community, and are perceived as a valued benefit of being part of the military. They are considered part of the military's non-pay compensation benefits.

## **MWR/Services Funding**

Morale, Welfare, and Recreation is part of the installation commander's responsibility. In addition, the installation commander is required to manage all of the resources of the installation. MWR programs are funded through a complex mix of appropriated funds (APF) and non-appropriated funds (NAF). YOU need to know the categories of activities and how they should be funded because YOU are the expert on whom the installation commander will rely to manage funding effectively.

Appropriated Funds (APF) are, by definition, those funds that are appropriated by Congress. In other words, APF represents money in the US Treasury.

Nonappropriated funds (NAF) are "real dollars" generated from sales and participation fees from MWR/Services programs and activities. NAF are:

- Not from Congress
- Earned at installations
- Used for collective benefit
- Separate from US Treasury

In general, nonappropriated fund instrumentalities (NAFIs) are required to be largely self-supporting in order to survive. The basic standard, regardless of category, is to use APF's to fund 100% of costs for which they are authorized.

In the past, more of the funding for MWR/Services was through appropriated funds, making it easier to show a net profit. In today's constrained fiscal environment, that support is diminishing; financial management is a more critical management skill than ever before.

## **MWR Programs and Descriptions, as outlined in DoDI 1015.10, Enclosure 5, 6 July 2009 and Coast Guard Morale, Well-Being, and Recreation Manual, CMSTINST M1710.13 (series)**

1. CATEGORY A – MISSION SUSTAINING PROGRAMS. These programs are considered essential in meeting the organizational objectives of the Military Services. They promote the physical and mental well-being of the military member, a requirement that supports accomplishment of the basic military mission. **They shall be supported almost entirely with APF, with the use of NAF limited to specific instances where APF support is prohibited by law or where the use of NAF is essential for the operation of a facility or program. Programs in this category have virtually no capacity for the generation of NAF revenues.**

a. Armed Forces Entertainment. Acquisition and support of professional entertainment provided free to Military Service members overseas.

b. Motion Pictures Provided at No Cost to the User. Free motion picture entertainment, licensed for public viewing, provided to shipboard sites, isolated areas, and deployed military personnel regardless of format.

c. Physical Fitness. Programs that develop the components of aerobic capacity, muscular strength, muscular endurance, and flexibility, in conjunction with body fat measurement, that are within an optimal range for military personnel.

d. Aquatic Training. Includes swimming programs associated with Service member training. Does not include those recreational swimming programs in Category B or aquatics centers in Category C.

e. Libraries and Information Services Program. Supports readiness and the military mission, QOL, voluntary education, professional and technical education and training, Internet access, lifelong learning, transition and career assistance, and the leisure needs of military communities.

f. On-Installation Parks and Picnic Areas. Provide on-installation picnic areas, barbecues, pavilions, game fields, fitness trails, nature centers, playgrounds, etc., for self-directed use.

g. Basic Social Recreation Programs. Provide directed and self-directed individual and group activities that promote stress relief such as social networks, video games, entertainment videos, board games (e.g., chess), social events, and Internet access.

h. Shipboard, Company, and/or Unit-Level Programs. Support and activities that maintain mission readiness, improve unit teamwork, and create esprit de corps.

i. Sports and Athletics (Self-Directed and/or Unit-Level and/or Intramural) Programs and Activities. Support for individuals and teams to enhance individual fitness and unit teamwork and readiness.

j. Warfighter and Family Services. May encompass a variety of programs to enhance an individual's QOL, such as information to help people make sound life skills decisions; assistance to parents; crisis assistance; educational opportunities; preventive education; referral to treatment; volunteer coordination, etc.. Operation of WFS as a Category A MWR program is at the discretion of the Military Services.

2. CATEGORY B – BASIC COMMUNITY SUPPORT PROGRAMS. These programs are closely related to those in Category A in supporting the military mission. They satisfy the basic physiological and psychological needs of Service members and their families, providing to the extent possible the community support systems that make DoD installations temporary hometowns for a mobile military population. **These support programs should receive substantial amounts of APF support but differ from those in Category A in part because of their ability to generate NAF revenues. That ability is limited, however, and in no case could they be sustained without substantial APF support.**

a. Childcare and Youth Programs. Assist DoD military and civilian personnel in balancing the competing demands of family life and the accomplishment of the DoD mission by managing and delivering a system of quality, available, and affordable programs and services (child development, school age, and youth program services) for eligible children and youth from

birth through 18 years of age.

b. Community Programs. Provided for the general enjoyment of the installation community, to build a sense of community and relieve stress.

c. Cable and/or Community Television. Provided within an installation for the general welfare of authorized MWR patrons.

d. Recreational Information, Tickets, Tours, and Travel Services. Typical services include information brochures and recommendations concerning local and regional attractions; local or group tours; tickets to local movie theaters, concerts, plays, sports events, and museums; admission to regional or national theme parks; and provisions for central registration and advance sales for most MWR facilities, services, and programs on the installation. Includes unofficial commercial leisure travel services.

e. Recreational Swimming. Swimming programs in a recreational environment. Does not include swimming programs associated with Category C membership club programs or aquatics centers.

f. Category B Recreation Center (Military and Family Members). Appropriately named as a community center with comprehensive MWR programs specifically targeted to the DoD community as a whole with special emphasis on Service members and their family members. The food and beverage component is considered a Category C program.

g. Outdoor Recreation. Programs build a sense of community, promote skill development, and provide for unit cohesion, stress relief, and enjoyment. Includes directed outdoor recreation and recreation equipment checkout.

h. Boating Program (Checkout and Lessons). May include operation of a marina without resale or private boat berthing. Boats and equipment are MWR-owned and -operated. The operation of a snack bar, restaurant, or resale outlet is only authorized as a Category C program.

i. Camping (Primitive and/or Tent). Small campgrounds with primitive or tent camping as the primary recreational activity and/or that support participation in adjacent outdoor recreational activities. The operation of a snack bar, restaurant, or resale outlet is authorized only as a Category C program.

j. Riding Stables, Government-Owned or - Leased. Government-owned or - leased horses used for recreational riding.

k. Recreational Skill Programs. Programs such as amateur radio, performing arts, arts and crafts skills development, automotive skills development

l. Bowling, 16 Lanes or Less. Bowling programs at centers having 16 lanes or less offering services such as bowling resale, food and beverage, bowling instruction, open play bowling, league bowling, and tournaments. The operation of resale activities is authorized only as a Category C program.

m. Sports Programs above Intramural Level. Competition by individuals or teams representing the installation or a higher level command. Inter-Service sport competition events sanctioned by the Armed Forces Sports Council as well as participation in national and international

sporting events such as the Pan American Games, Conseil International du Sport Militaire, and the Olympics.

n. Service Member Techno-Activities Center. A multi-purpose facility where active duty personnel can socialize and participate in individual and competitive activities offered for a modest fee. Fee based services may include recreational and competitive activities using platforms (e.g., arcade, audio, console, handheld, online, PC) for a variety of genres (e.g., action, adventure, role playing, simulation, sports, game tournament strategy).

3. CATEGORY C – REVENUE-GENERATING PROGRAMS. These highly desirable programs provide recreational activities that contribute to building a sense of community and enjoyment. **Activities in this group have the business capability of generating enough income to cover most of their operating expenses but they lack the ability to sustain themselves based purely on their business activity. Consequently, these activities receive limited APF support.** Revenue-generating programs at designated remote and isolated locations may receive the same type or level of APF support as Category B programs.

a. Hospitality and Lodging. This category includes Armed Forces Recreation Centers, major hotel operations, recreation sites, food and beverage programs, entertainment programs, membership and non-membership clubs, Recreational and Permanent Change of Station (PCS) Lodging Programs.

b. Other Special Interest Programs. These programs are more highly specialized, appeal to a limited audience, and are supported through user fees: flying (aero) operations; skydiving; rod and gun; paintball; scuba; horseback riding and stables, etc.

c. Other Revenue-Generating Programs. Those MWR programs that provide various entertainment and recreational opportunities for authorized patrons.

- Resale Programs
- Amusement and Recreational Machines and/or Gaming
- Bowling, Over 16 Lanes
- Golf
- Marinas (Resale or Private Boat Berthing and Storage)
- Equipment Rental
- Base Theater Film Program
- Vehicle Storage
- Animal Kennels
- Aquatics Centers
- Recreational/entertainment revenue-generating programs not previously specified

## Special Activities

The DoD Components and the Coast Guard may operate the following special interest activities and programs under specific guidelines as established by DoD or the Services:

- Gaming

- Amusement and/or Recreation Machines
- Bingo.
- Raffles
- Monte Carlo

## **Unauthorized Activities**

The military services shall not operate the following activities and programs:

- Lotteries or sale of lottery tickets unless specifically authorized
- Pull-tab Bingo
- Sale of firearms or ammunition, except in rod and gun clubs, outdoor recreation programs, community recreation sports centers, skeet and trap programs, or other MWR/Services Category B programs, as determined by the installation commander
- Sale of State excise tax-free tobacco products through vending machines

## **Common Support**

Common support is that direct support used to fund the management, administration, and operation of more than one MWR program or category and that is not easily or readily identifiable to a specific MWR/Services program. Examples of common support are:

- Human resources functions
- Civilian personnel office functions
- Executive services
- Common warehousing functions
- Central procurement functions

The majority of common support functions are supported by NAFs. Executive control and essential command supervision functions and positions located above the direct program managerial and operational level may be APF.

## **Summary of Chapter 2**

MWR/Services started on the battlefields of World War I, and today operates programs and activities that support military personnel and communities around the world. MWR/Services programs directly support military readiness. These programs are funded via a mixture of appropriate and Nonappropriated funds. Appropriated funds are those appropriated by the US Congress. Nonappropriated funds are (1) not from Congress, (2) earned at installations, (3) used for collective benefit, and (4) separate from the US Treasury.

There are three funding categories of MWR/Services:

Category A – Mission Sustaining Activities (85% -100% APF)

Category B – Basic Community Support Activities (65% APF)

Category C – Revenue Generating Activities (primarily NAF with limited APF)

Under certain circumstances DoD components may also operate: Gaming; Amusement and/or Recreation Machines; Bingo; Raffles and Monte Carlo.

Be aware of activities which are never authorized to be operated by DoD components.

