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OPNAV INSTRUCTION 1710.11

From: Chief of Naval Operations

Subj: NAVY MORALE, WELFARE, AND RECREATION PROGRAMS

Ref: (a) DoD Instruction 1015.10 of 6 Jul 2009
(b) OPNAVINST 1700.7E
(c) SECNAVINST 1700.12A
(d) DoD Instruction 7700.18 of 15 Dec 2004
(e) OPNAVINST 1700.16
(f) OPNAVINST 5350.4D
(g) OPNAVINST 1700.13B
(h) DoD Instruction 1000.15 of 24 Oct 2008
(i) DoD Directive 5120.20 of 17 Dec 91
(j) SECNAVINST 6401.1B
(k) OPNAVINST 5090.1C
(l) DoD Instruction 1015.15 of 31 Oct 2007

Encl: (1) MWR Program Management
(2) Resource Management

1. Purpose. Per references (a) through (l), this instruction implements policy and assigns responsibilities for providing Department of Defense (DoD) Morale, Welfare, and Recreation (MWR) programs on U.S. Navy installations. MWR programs are vital to mission readiness and a critical part of the non-pay compensation system. They promote positive, healthy lifestyles; support military readiness and mission accomplishment through physical fitness, camaraderie, and unit cohesion; provide support and services for military personnel, family well-being, and quality of life (QOL); and enhance force retention.

2. Policy. This instruction supplements the existing policy in reference (a), which establishes cognizance for policy, overall coordination, and execution of MWR programs. Enclosures (1) and (2) provide specific guidelines for program management and execution. Commander, Navy Installations Command (CNIC), as Navy's MWR program manager (normally assigned to CNIC's Director, Fleet and Family Readiness (N9)), will provide

operational guidance to Navy commands for management and implementation of the MWR program within 1 year of the date of this instruction.

3. Applicability. All commands and personnel responsible for implementing or administering an MWR program will follow the guidelines in this instruction and references (a) through (l). This instruction does not apply to management of the following, which derive guidance from other source documents and or fund entities:

- a. Chapel funds;
- b. Marine Corps MWR funds;
- c. Funds administered by private organizations located on Navy installations;
- d. Funds established for civilian employees at Navy installations;
- e. Auxiliary resale outlets;
- f. Navy exchanges (NEX) and ship stores;
- g. Navy flying clubs;
- h. Billeting funds; and
- i. Administration of recreation programs afloat.

4. Program Objectives. Per references (a) and (b), adequate MWR programs are essential to our Navy. It is Navy policy to fund a well-rounded MWR program to:

- a. Provide leisure opportunities contributing to Navy's readiness, retention, unit and community cohesion, esprit de corps, and QOL while supporting its social, physical, mental, educational, and cultural well-being.
- b. Promote and maintain the mental and physical well-being of Navy personnel and their families.

c. Aid in recruitment and retention by making Navy service an attractive career opportunity.

d. Assist with transition from civilian life to the military environment upon entry into the Navy.

e. Assist in providing a community support environment to family members, particularly in the absence of military sponsors on deployment or unaccompanied tours or those who are involved in armed conflict.

5. Program Guidelines. MWR programs should consist of services that meet the expressed needs and preferences of Service members and their families. Patron assessments should be conducted at least once every 3 years to determine customer needs, preferences, and satisfaction with programs and services provided.

a. Operating hours of MWR activities should coincide with the free time of Service members and their families, most likely during evenings and weekends. Facility operating hours should be determined by patrons' needs, usage, preferences, and the availability of operating funds.

b. Patrons of MWR programs should be informed of similar off-base MWR programs and facilities available in adjacent military and commercial communities. Such MWR programs and facilities should be used as alternatives for, or as complements to, the programs and facilities at Navy installations.

c. Every effort should be made to conduct MWR activities for families living on and off base.

d. Instructional classes should be offered to provide information on development of lifelong recreation skills that encourage positive use of free time and contribute to individual self-esteem and stress relief.

6. Authorized Patrons. Reference (a) identifies authorized patrons and priority use for MWR programs. The following guidelines also apply to the use of MWR programs and services.

a. All active-duty personnel (including members of the Coast Guard), regardless of Armed Service affiliation or duty station, will be provided access to MWR facilities, programs, and services on an equitable basis.

b. Once patron eligibility and priority is established, use of MWR programs is on a first-come, first-served basis.

c. Establishment of patron priorities, which limit or restrict MWR facility access to one patron category or authorized group while permitting access to the facility by a lower priority category or group, is prohibited.

d. The purchase or rental of goods and services from MWR activities on behalf of, or for resale to, unauthorized MWR patrons, groups, or organizations is prohibited. This is not intended to prohibit an authorized patron from purchasing an item of merchandise from an MWR activity as a gift.

e. Patrons are prohibited from using MWR facilities, programs, or services to conduct a personal business-based enterprise, except as permitted through properly executed concessionaire or services contracts.

f. Any person using an MWR activity will be positively identified as an authorized patron entitled to privileges of the activity. Identification of authorized patrons will be an official Armed Forces identification card or other official identification. Identification of members of dues-paying clubs will be by membership cards. Proper security measures will be taken to prevent unauthorized patrons.

g. Per reference (a), members of the general public (within the United States) may be permitted limited use of select category C MWR programs (excluding the viewing of entertainment motion pictures and patronage of Navy flying clubs) on a continual basis when specifically approved by Office of the Chief of Naval Operations, Director, Manpower, Personnel, Training and Education Policy Division (OPNAV (N13)), via the chain of command, after the following criteria have been met:

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(1) Regional commanders determine adequate facilities are available and are currently underutilized (i.e., there is excess capacity) by authorized patrons.

(2) Written agreements are obtained from local government officials (e.g., mayor, county administrator, city manager, or other appropriate community leaders) indicating they have no objections to expanded use of the category C MWR program(s).

(3) Written agreements are obtained from the local chamber(s) of commerce and proprietor organizations, when applicable, indicating support for expanding patronage of the category C MWR program(s) to the general public.

(4) An evaluation has been conducted to determine how the use of facilities by these groups is beneficial to military members and civilians in the community.

(5) The proposal has been reviewed by the local staff judge advocate to ensure use of facilities by these individuals will not conflict with Federal, State, or local laws.

(6) Fees and charges for the general public will be established at rates higher than required of primary patrons to prevent subsidization of civilian interests by the military community.

h. Use by non-DoD civilian groups. The regional or installation commander may permit non-DoD civilian groups and organizations use of MWR facilities and services on an occasional basis. When non-DoD civilian groups are permitted to use base facilities (e.g., ball fields) for public affairs or community relations purposes, these events are not MWR events, even though MWR may provide services such as food and beverage concessions, etc. In the case of non-MWR events, MWR has no responsibility for legal liabilities which arise as a result of the use of these facilities except for the specific MWR services provided. Civilians in the community may attend MWR events subject to the following:

(1) Attendance or use is not authorized on a continuing or recurring basis.

(2) Attendance does not directly compete with similar entertainment in the community.

(3) Reasonable procedures are established to ensure attendance does not interfere with attendance by the patrons authorized per reference (a).

(4) Appropriate fees are paid.

7. Responsibilities

a. Assistant Secretary of the Navy (Manpower and Reserve Affairs) is the principal staff assistant and coordinating official for matters relating to MWR programs and non-appropriated fund instrumentalities (NAFIs).

b. Assistant Secretary of the Navy (Energy Installations and Environment) is the coordinating office for matters regarding non-appropriated fund (NAF) construction policy.

c. Deputy Chief of Naval Operations (DCNO) (Fleet Readiness and Logistics) (N4) is the resource sponsor for MWR programs and programs' appropriated fund (APF) support for MWR programs to comply with Chief of Naval Operations direction and policies in this instruction.

d. DCNO (Manpower, Personnel, Training and Education) (MPTE) (N1) is responsible for the development and coordination of overall MWR policy. OPNAV, Personal Readiness and Community Support (N135), as executive agent for DCNO (MPTE) (N1), will:

(1) Establish policy to ensure quality MWR programs and services are available to meet Service member, family member, and command requirements, per reference (c).

(2) Periodically assess the effectiveness and adequacy of supply versus demand for MWR services and represent the Navy family to higher authorities in addressing requirements.

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e. CNIC is responsible for identifying program requirements, obtaining resources, implementing policy, and managing the delivery of MWR and other community support programs, and shall:

(1) Develop and issue MWR operational guidance for management and implementation of the Navy MWR programs.

(2) Develop standards and provide criteria for the operation of MWR programs.

(3) Monitor operations and provide training in the areas of programs, supervision, staff development, funding, and administration.

(4) Provide technical assistance to ensure quality programs and effectiveness are maintained to meet mission requirements and the expressed needs of the command and patrons.

(5) Ensure adequate APF support for MWR programs is requested through DCNO (N4) for programming, budgeting, and executed to comply with DCNO (MPTE) (N1) direction and policies in this instruction.

(6) Administer NAF system-wide business programs, e.g., centralized accounting, investments, banking, personnel administration, self-insurance program, and construction.

(7) Develop fiscal management and control procedures for efficient use of NAF resources.

(8) Establish procedures and instructions for the fiscal oversight and review of NAFIs (e.g., MWR funds and their activities) to ensure effectiveness in meeting mission requirements, patrons needs, and protection of assets.

(9) Develop goals and guidelines that, at a minimum, ensure the following:

(a) Programs meet mission requirements and are market driven. Periodic assessments of customer demand, usage, and satisfaction is obtained and analyzed.

(b) Programs are resourced with APF and NAF per financial categories and are financially sustainable.

(c) MWR facilities adequately support programs and services that meet the demands of authorized patrons. MWR construction programs shall be supported by feasibility studies, per reference (d).

(d) Training programs stress stewardship and customer orientation to ensure, at a minimum, that MWR managers understand fiduciary accountability and program responsibilities.

(e) Ensure MWR customers are given opportunities to provide feedback on services provided through advisory groups, comment cards, or surveys.

(10) Ensure short-term (annual) and long-term strategic plans, which align policy, goals, and objectives with resources, responsibilities, and implementation timelines are established and maintained. MWR programs will be strategically planned and implemented using business management practices to fulfill local needs, while maintaining the readiness to support wartime mission and meet quality, fiscal, health, and safety standards.

(11) Ensure MWR activities comply with the policy and program management responsibilities concerning the sale of merchandise and services as required by reference (b) and compliance with alcoholic beverage control instructions in reference (e).

(12) Promote and encourage responsible use of alcoholic beverages per references (e) and (f).

(13) Establish a training program for all activity personnel that provides continual training in sanitation, safety, fire prevention, drug and alcohol abuse prevention, standards of conduct, and quality job performance.

f. Chief, Bureau of Medicine and Surgery shall develop standards, conduct inspections, and provide technical assistance and training to ensure compliance with health and sanitation standards.

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8. Records Management. Records created as a result of this instruction, regardless of media and format, shall be managed per Secretary of the Navy Manual 5210.1 of November 2007.



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MWR PROGRAM MANAGEMENT

1. Legal Status of MWR Activities. MWR activities, as instrumentalities of the U.S. Government, are entitled to the immunities and privileges enjoyed by the Federal Government under the U.S. Constitution, established principles of law, and international treaties and agreements. MWR activities are typically exempt from direct State and local taxes.
2. Proprietary Interest. MWR activities will not be operated for the financial profit of any person, group, or combination of persons. No individual will have any financial interest or right, in any manner whatsoever, in any property used, acquired, or held in the operation of an MWR activity.
3. Navy MWR and NEX Board of Directors. Reference (g) established the MWR/NEX Board of Directors to provide oversight and policy guidance for Navy MWR and NEX NAF operations.
4. Categories of MWR Programs. Reference (a) established categories of MWR programs for uniformity of funding and reporting among Services. A listing of MWR programs within each of the following categories is provided in reference (a), enclosure (4):
 - a. Category A: Mission Sustaining Programs. These programs promote the physical and mental well-being of the military member, a requirement that supports accomplishment of the basic military mission (e.g., physical fitness, sports, athletics, and library services, and fleet and family support centers).
 - b. Category B: Community Support Programs. These programs satisfy the basic physiological and psychological needs of Service members and families, providing, to the extent possible, the community support systems that make installations temporary hometowns for a mobile military population (e.g., outdoor recreation, automotive care).
 - c. Category C: Revenue Generating Programs. These programs are highly desirable as a means of providing recreational activity, with benefits to morale (e.g., lodging, food, beverage, and entertainment services).

5. Review of MWR Programs and Services. When reviewing MWR programs and services to determine whether they should be continued, enhanced, or new ones established, the accessibility and capabilities of existing exchange service, on-base commercial or civilian community MWR alternatives (as well as current and planned MWR programs of adjacent DoD installations) shall be considered. Installations should rely on local community programs to the fullest extent possible. Separate installation programs should be established only when the local community programs are not affordable, accessible, or do not offer alternative quality programs for the military community.

6. Non-Federal Entities (NFEs). NFEs are self-sustaining organizations which operate on DoD installations with the written consent of the installation commander or higher authority (e.g., credit unions, Combined Federal Campaign, veteran's organizations, chiefs' clubs, spouse's clubs). DoD recognizes that NFE support for Service members and their families can be important to their welfare. Guidelines on establishment and oversight of NFEs are listed in reference (h) and below:

a. NFEs are not NAFIs and may not operate as a function of the MWR program.

b. Commanders are responsible for approving and supervising NFEs on their installation.

c. MWR will not assert any claim to the assets, or incur or assume any obligation of any private organization except as may arise out of contractual relationships. Upon disestablishment, members of the private organization will distribute assets. Property abandoned by an NFE, upon disestablishment, departure from the installation, or donated to MWR, may be acquired by MWR under terms of applicable agreements, statutes, and DoD policy.

7. Special Interest Groups (SIGs). Unlike NFEs, SIGs (e.g., karate, theater, photography, or other similar MWR oriented clubs) are part of the MWR program and composed of authorized MWR patrons who come together for mutual recreation and enjoyment. Additionally, the program, service, event, or activity supported by the SIG is often self-sufficient and low-risk in nature. User fees generally cover associated SIG costs.

a. MWR support for SIGs, both financial and logistic, should be carefully monitored. Special attention should be made to ensure undue subsidization does not occur, to the exclusion of the majority of MWR patrons, and restricted to those activities which have the potential of improving the total capacity of the MWR program.

b. SIGs are covered under the CNIC MWR Property, Casualty, and Bonding Self-Insurance Program for NAFIs and may provide other logistical support, (e.g., meeting space, vehicle transportation, and use of equipment).

8. Open House Events (OHEs). OHEs (e.g., air shows) are public affairs events (not MWR events) and are conducted under public affairs regulations. OHEs are designed to educate the public about the mission of the local base, to assist recruiting efforts, improve community relations, and promote pride and esprit de corps among military members, positively affecting retention. While MWR plays a significant role in OHEs, they may not provide overall management. In association with OHEs:

a. MWR NAF funds may be used for food, beverage, entertainment, and novelty concession expenses; payment to civilian performers as entertainment; free schedule of OHEs; cost of producing souvenir programs; and marketing and publicity of MWR events and services.

b. MWR NAF funds may not be used for socials or parties exclusively for very important persons, lodging expenses of any military person, aviation fuel for any military plane, for items normally provided by public works (e.g., gas for vehicles, insect spraying), or any cost associated with a public affairs event in which APF is authorized, regardless of the availability of APFs.

9. Satellite and Cable Television Overseas. Per reference (i), the American Forces Information Service (AFIS), through the Naval Media Center (NMC), is the only source authorized to negotiate for, procure, and distribute commercial and public broadcasting programming to U.S. forces overseas. Requests to bring additional radio and television broadcasting service to U.S. Forces overseas via non-U.S. forces radio and television service satellite receiver stations, and or cable distribution systems, must be submitted via NMC to the AFIS for approval.

10. Veterinary Treatment Facilities (VTFs). The United States Army is the executive agent for the provision of veterinary services within DoD, which includes the operation of VTFs on Navy installations. Reference (j) provides VTF fiscal and operational policies, responsibilities, and procedures. VTF functions are an integral part of the medical mission and not functions of the MWR program. VTFs are authorized to use the services of the local MWR activity for fiscal management of NAFs generated by the VTF. In such cases, the on-site Veterinary Corps officer retains operational control of the VTF and is the authority for policies concerning operations, including supervision of VTF NAF staff and provision of services.

11. Recyclable Materials Program. Recycling is an APF responsibility, not an MWR program, therefore, APF should be the primary source of funding. The local MWR department may, however, manage a recycling program. Navy installations shall first use recycling sales proceeds to cover costs directly attributable to all installation recycling programs. After these costs are recovered, up to 50 percent of the remaining proceeds may be used for pollution abatement, prevention, composting, etc. Per reference (k), any remaining proceeds may be transferred to the NAF MWR account for approved MWR programs.

RESOURCE MANAGEMENT

1. MWR Revenue. Fees and charges may be levied for MWR activities to offset the cost of these programs. Fees should offer a reasonable discount from comparable off-base activities. Fees for facilities, services, and programs with high-revenue capability, such as golf, bowling, and marinas should cover operating costs, contribute to equipment replacement, help fund other MWR programs, and provide a reasonable discount from comparable off-base MWR facilities, services, and programs. When practical, a basic core of recreation activities should be free so no person is denied the opportunity to participate in some kind of activity because of a lack of funds. As a general guide, the following is offered:

a. Not all individual MWR activities are intended to be profit generating, although certain activities are required to generate a profit.

b. The level of charges for programs should be governed by the need to meet the operating cost of providing a varied and balanced MWR program, including NAF costs for staff, maintenance, replacement of equipment, and other overhead.

c. Fees established for activities of a highly specialized nature involving limited interest and participation should be sufficient to offset the costs of their operation, including acquisition cost of the equipment and operation or maintenance cost.

d. Reference (1) provides that fees may be established for recreation rental equipment originally obtained with APFs to offset NAF costs associated with management and maintenance of the equipment.

e. In recognition of the contribution to maintenance of physical fitness, there shall be no fees or charges for access to MWR category A fitness activities for those MWR patrons listed in reference (a), under the following categories: Armed Forces and their family members, other uniform Services, and Armed Forces retirees and their family members. Category A fitness activities include facilities and programs such as

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fitness centers, gymnasiums, indoor courts, outdoor courts and fields, fitness pools, and recreation pools during hours scheduled for physical fitness or lap swimming.

(1) Normally, fees will not be charged to active duty members (includes members of the reserve components) for the checkout of basic category A recreational sports equipment (e.g., game bags, bats, balls) essential to participation in physical conditioning activities.

(2) These groups may be charged for fitness programs and services provided by certified personnel under NAF service contract (e.g., group exercise classes, personal training services, and massage services).

f. As a general policy, fees and charges should be applied to enrich programs and provide services which could not otherwise be offered, as well as provide for recapitalization of worn out assets.

g. Rental fees should amortize the NAF cost of the equipment and or maintenance requirements as well as replacement costs. (e.g., golf carts, campers and outboard motors).

h. The overhead costs which result from the collection of fees and charges should be carefully considered before fees and charges are set and authorized.

i. When fees are established for groups within specific patron categories, no one should be exempt from payment. Each individual should be charged the established fee for an equivalent amount of participation.

j. All groups within the patron categories defined in reference (a) as Armed Forces and their family members, other uniform Services, and Armed Forces retirees and their family members will be charged the same fees for access to MWR activities.

k. Fees for participation in MWR-sponsored activities or services may not be paid directly to instructors or individuals providing the service. All such fees will be deposited in the

MWR fund. The MWR fund will subsequently provide payment to the instructor providing the service per the agreement MWR has with the instructor and or individual.

2. Unit Funds

a. Support of Tenant Activities. When organizations, units, or individuals of DoD components are stationed, either within the United States or overseas, or at an installation of another Service, the installation commander's responsibility for MWR activities and the responsibility for the provision of funds rests on the command of the installation at which such organization, unit, or individual is stationed. All Navy commands located at an installation of another Service shall participate in the host command's MWR services and adhere to the host installation recreation unit fund policies. Duplication of NAF services or funds is not authorized.

(1) All DoD component organizations or units on an installation will be provided MWR program and facility use privileges comparable to those granted organizations or units of the parent Service of the installation.

(2) All personnel of tenant organizations and units will have the opportunity to participate in MWR programs, to obtain membership in MWR activities, if applicable, and when DoD component policies provide for distribution to be made on this basis, to be counted for purposes of distributing NAFs. Tenant organizations and units on an installation will not establish individual MWR funds.

(3) Navy organizations tenanted on installations of other Services will not establish separate MWR funds.

b. Participating Units. A unit is considered to be participating in an MWR fund when it is officially located or tenanted in the jurisdiction of a host installation. Ships, with or without ship's stores, home ported or attached to an installation, are not entitled to be participating units of the local MWR fund ashore. Ships undergoing a major overhaul, exceeding a period of 30 days at a base or station that is not their homeport, are entitled to be participating units of the local MWR fund ashore.

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(1) MWR fund custodians are to make unit recreation funds available to tenant commanders for use in financing special expenditures in support of participating members and units of their MWR fund. Unit recreation funds are intended primarily to provide commanders and officers in charge of member units of the fund with a source of NAF to be used to enhance unit identity and promote retention. These funds should not be used solely for parties and picnics. Funds may be used to purchase emblematic, recognition and reception related items for advancement, and award and reenlistment ceremonies. The purchase of alcoholic beverages with unit recreation funds is authorized but discouraged.

(2) A command's annual unit recreation fund allocation is calculated at a standard rate of \$10 per assigned military member per year. Only those active duty military personnel who have been assigned or attached to a command for 30 days or more will be eligible for credit and support. Mobile units are eligible for prorated support only for the period during which they are participating members of the MWR fund. Expenditures by participating units should be recreational in nature. Installation commanders or officers in charge of tenant commands should request funds in writing and include a listing of all assigned military members. Funds can be requested quarterly.