



DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF CHAPLAINS
2700 ARMY PENTAGON
WASHINGTON DC 20310-2700

DACH-ZA

09 June 2017

MEMORANDUM FOR SEE DISTRIBUTION

Subject: Implementing Guidance Chapel Volunteer Management

1. Background. The Chapel Volunteer Program is the largest volunteer program in the Army, and services religious communities throughout the world. Traditionally, these volunteers serve as an act of worship and stewardship firmly rooted in a variety of rich religious traditions. The Office of the Chief of Chaplains (OCCH) is committed to honoring and celebrating these sacrificial individuals and their service. OCCH is also committed to provide volunteer management oversight that complies with applicable Public Law, DoD Directives and Army Regulations.


2. Purpose. This chapel volunteer management memorandum with enclosures provides updated guidance for volunteer management in Army chapel programs. Compliance with this guidance assists with the free exercise of religion for Soldiers, Families, and other authorized civilians. This is issued in conjunction with Chief of Chaplains Child Protection Guidance (CCCPG).

3. Applicability. This guidance applies to all military, civilian, contractors, and/or volunteers conducting events or programs sponsored or sanctioned by the Chaplain Corps.

4. Effectiveness. This guidance will be reviewed annually. When changes are necessary, updated guidance will be published.

5. The points of contact for Chapel Volunteer Management are the Director, Sustainment and Information, (571) 256-8750, and IMCOM Religious Education Program Director, (210) 466-0726.

Encls


PAUL K. HURLEY
Chaplain (Major General) U.S. Army
Chief of Chaplains

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Types of Voluntary Service

1. U.S. Army religious programs and activities involve many types of volunteers each having specific guidelines. (AR 608-1, chapter 5)

a. **Statutory Volunteers** – Statutory Volunteers, covered under 10 USC 1588, are those individuals who donate their services to Army chapels. (AR 608-1, 5-3b; AR 165-1, 5-1) Two specific subcategories of statutory volunteers are specified volunteers and non-specified volunteers.

(1) **Specified Volunteers** - Specified volunteers are those serving in positions that require prescreening and preliminary investigation. These individuals could have regular and re-occurring contact with children. They include, but are not limited to, positions involving extensive interaction alone, extended travel, or overnight activities with children.

(2) **Non-Specified Volunteers** – Non-specified volunteers are individuals who provide services that are shorter in duration than is required to perform a preliminary investigation (e.g., one-day class trip, class party). Because non-specified volunteers do not receive the same level of background checks as specified volunteers, non-specified volunteers must always be in line of sight of a staff member with a complete background check.

b. **Persons Providing Gratuitous Service** – When service is without any expectation of compensation (voluntary) but is not covered by 10 USC 1588 then the benefits afforded to statutory volunteers are not provided. Persons providing gratuitous service agree in writing to waive any and all claims against the government or the NAFI that may arise from the performance of their services. Gratuitous service agreements will be maintained in files of the activity in which the services are provided. Garrison chaplains are required to obtain staff judge advocate approval prior to accepting gratuitous service from an individual to ensure compliance with the Anti-Deficiency Act at 31 USC 1342. (AR 608-1, 5-12 to 5-13) An example of gratuitous service is a person who is normally contracted or employed by the chapel but is providing specific unpaid labor, such as a youth of the chapel contractor who also leads a women's bible study. Army child protection and background check standards must be maintained in conjunction with Chaplain Corps Child Protection Guidance (CCCPG).

c. **Volunteers for Private Organizations** – Individuals providing service to a private organization are volunteers of that organization and not Army volunteers (AR 210-22). These volunteers are covered only by those benefits provided by that private organization and are not eligible for any benefits from the Army to include workers compensation, tort claims, and reimbursement of incidentals from Appropriated Fund or non-Appropriated Fund. (AR 608-1, 5-14 to 5-16) When activities are officially sanctioned or sponsored by Army chapels or chaplains and involve children, then Army

child protection and background check standards must be maintained in conjunction with CCCPG.

d. Student Interns – Voluntary services may be accepted from students, with the permission of the educational institution at which the student is enrolled as part of any agency or program established for the purpose of providing educational experiences for the student. Organizations should contact their local personnel office for applicable Office of Personnel Management guidance on this program. Volunteer student internships do not fall under the Army Volunteer Corps Program. (AR 608-1, 5-17, 5-18) For those who work with children, Army child protection and background check standards must be maintained in conjunction with CCCPG.

Eligibility to Volunteer

1. The U.S. Army Chaplain Corps determines activities that may accept volunteer services. (AR 165-1, 5-6.b)

2. Volunteer services are accepted without regard to race, creed, color, national origin, religion, gender, sexual orientation, affiliation, or disability IAW AR 608-1, 5-9d.

3. Statutory volunteers must sign DD Form 2793 (Volunteer Agreement) before performing any voluntary service. Persons providing other forms of voluntary service will sign appropriate agreements IAW AR 608-1 5-12 to 5-18.

4. Children may volunteer in chapel programs. To volunteer as a leader in a program with children, a child must be at least 12 years old. Prior to providing voluntary service, a parental permission must be signed IAW AR 608-1 (5-9.i, 5-13.a.2). They may not count as one of the 2 adults in a program with children until they are 18 years old. (DODI 6060.4, para E2.1.1)

5. All specified volunteers will submit to a background check if in contact with children. Background checks will be conducted in conjunction with CCCPG.

6. Employees and contractors may not volunteer for a program in which they are employed or contracted. However, they may volunteer in other Army programs in which they do not have employment responsibilities (AR 608-1, para 5-7f).

7. In order to avoid an Anti-Deficiency Act (31 USC 1342) violation, volunteers may not perform all the same specific duties listed in any vacant Government job. Volunteers may augment the workforce by performing part of a required function, but they must not be used to substitute totally or permanently for unfilled positions, replace paid employees, or serve in lieu of obtaining contracted services for which funding has already been obligated. A promise of paid employment or Government contract in exchange for voluntary service will not be made by chapel personnel under any circumstances. Such a promise, if substantiated, constitutes a Government obligation that chapel staff members/RSO personnel are not authorized to make.

8. Voluntary services from host-nation (HN) or third-country citizens may be accepted once legal counsel determines that acceptance of such voluntary services will not subject the United States Government to potential liability for unacceptable expenses. This includes payment of employment benefits for a volunteer due to HN labor and voluntary-services laws, U.S.-HN treaties, status of forces agreements, or other agreements. Local nationals (LNs) are not authorized installation access passes through the volunteer program; they may, however, under the direction of the garrison security officer and following registration, be signed onto post using local installation access procedures. Before working with children, the garrison chaplain will ensure that volunteers have been cleared through the Local National Screening Program where

applicable and that background checks appropriate to the volunteer position have been performed as described in AD 2014-23 paragraph 4 and AR 608-1, paragraph 5-6. For ACOMs, ASCCs, and DRUs without Garrison Chaplains, compliance with chapel volunteer management requirements will be the responsibility of a designated Senior Chaplain.

9. Specified volunteers who subsequently apply for positions listed in para 8 above are subject to the additional background checks as described therein. Derogatory information must be re-adjudicated through the PRB process to ensure suitability for these positions even if the individual was previously found suitable to serve as a specified volunteer.

Responsibilities

1. The garrison chaplain will ensure fulfillment of the specific tasks required for volunteer management. For ACOMs, ASCCs, and DRUs without Garrison Chaplains, compliance with chapel volunteer management requirements will be the responsibility of a designated Senior Chaplain. This includes implementing programs and activities using volunteers in accordance under the direction of the commander and within the parameters of law, regulation, guidance and policy. (AR 608-1)

a. The garrison chaplain may appoint a volunteer coordinator to serve as the primary point of contact for volunteer issues. (AR 165-1, 5-6e; AR 608-1, 5-9) The volunteer coordinator may be the Director of Religious Education (DRE) (AR 165-1, 5-2 and 5-6), another member of the chaplain's staff, or be a trained volunteer with completed background checks whose primary volunteer work involves serving in this capacity.

b. The garrison chaplain will ensure full child protection per the guidance of CCCPG including that at least 2 vetted adults are present with children throughout all chaplain sponsored or sanctioned programming. (DoDI 6060.4; AR 608-10; CCCPG) The garrison chaplain will coordinate with all commands and other proponents which have a role in conducting background checks. This guidance will be followed for the pre-screening process; the preliminary investigations; the complete background check; the adjudication process; and the reverification of personnel, including the maintenance, storage, protection and disposal of Personally Identifiable Information (PII).

c. The garrison chaplain will approve all position descriptions (PD) for each volunteer.

d. The garrison chaplain will ensure that volunteer coordinators recruit volunteers and track their service.

e. The garrison chaplain is responsible for the preparation and submission of required reports related to volunteer management.

f. Chaplains using statutory volunteers must decide whether it is appropriate or necessary to reimburse volunteers for incidental expenses incurred as a result of their volunteer services and the source of available funds to be used for volunteer reimbursement. This is not a best practice for chapel tithes and offering. If the decision to reimburse is made, it must be made in accordance with the Federal Acquisition Regulation and in consultation with the Chaplain Resource Manager of the commander.

(a) Statutory volunteers may be reimbursed for incidental expenses for child care, training, travel, telephone bills, mileage, newsletter costs, and certain Government meal surcharges incurred as a result of their voluntary services. Authorized reimbursement procedures are further outlined in AR 215-1, para 5. Lodging and per diem are included in training and travel expenses when in temporary duty travel status

or invitational travel orders status. Refreshments and other food and beverages are not considered incidental reimbursable expenses.

(b) Reimbursement of volunteer incidental expenses may be from appropriated funds (APF) or non-appropriated funds (NAF), depending on the program, available resources, and the judgment of the responsible chaplain or commander.

g. Ensure standard procedures are used to investigate and adjudicate incidents involving volunteers. Immediate investigation of an incident shall occur when there is an incident of property damage, destruction or loss, injury or death of any person including a volunteer, any claim against the government, any request for an investigation by another person or when other competent authority directs. Reports of volunteer injury while performing voluntary services will be documented and reported IAW AR 385-40, para 1-7.

2. Each chapel program and activity is sponsored by a chaplain. (AR 165-1, 3-5c)

a. Each volunteer must be supervised by a DOD civilian employee or uniformed military personnel. The supervisor is directly responsible for the volunteer's work. (DODI 1100.21, para. E3.6.1 and E3.6.2) (AR 608-1, Para J-4)

b. Sponsoring chaplain oversees the recruitment process.

c. The sponsoring chaplain will provide adequate training, space, supplies, equipment, and administrative support for volunteers to perform designated duties. All training should be recorded in the volunteer files.

d. Religious Support Operations (RSO) staff provide opportunities for appreciation and recognition at commander and/or chapel ceremonies or events. Outstanding volunteers should be nominated for community recognition at annual ceremonies. Nominating procedures will be established by the commander's volunteer advisory council. (AR 608-1, AR 165-1, 5-6g)

Enrollment of Volunteers

1. Recruitment of volunteers is supervised by the sponsoring chaplain. (AR 608-1, 5-4, 5-21, 5-22)
2. Recruitment of volunteers consists of:
 - a. Needs Assessment. Chaplain and staff identify need for volunteer personnel to fulfill mission of the religious activity, determine processes for identifying individuals for these positions, and matching talent of individuals with program and availability.
 - b. Position description. Chaplain, DRE, and/or program coordinator will develop position description that details: title, duties and responsibilities, requirements, supervision, and evaluation process. Volunteers will serve under the supervision of an authorized staff member.
 - c. Announcement. Using post and chapel media, and personal contact, chaplain announces volunteer position availability. POCs are identified. Forms and applications are prepared.
 - d. Interview and prescreening. Interview is conducted by chaplain or staff representative to determine suitability. Forms are provided for application, experience, work history and background checks if position requires regular and re-occurring contact with children.
 - e. Placement. Volunteer is given information on the religious activity and notified regarding orientation and training events that are required for the position.

Training Requirements

1. Garrison chaplains ensure that volunteers are adequately trained to perform their duties within 60 days of placement. Garrison chaplains and DREs will design and implement training program for chapel volunteers. (AR 165-1, 5-6f)
2. Training of chapel volunteers consists of: orientation, overview of mission and goals, facilities and resources, introduction to chapel staff and team, and roles and responsibilities. Additionally, volunteers should be familiar with policies and SOPs, standards and expectations in relation to the program they are serving. Training should be specific in areas of skills and use of curriculum in religious programming. (AR 608-1, 5-8a, 5-9)
 - a. Provide orientation to familiarize volunteer with chapel facilities and personnel; and procedures for voluntary hours, reimbursements (if applicable), grievances, supervision, confidentiality, and child protection.
 - b. All volunteers should receive:
 - (1) Annual child protection training. (AR 608-18, 2-10d)
 - (2) Emergency procedures briefings - annually or during periods of heightened or elevated threat condition levels and for activities which include off-installation group locations.
 - (3) Volunteer Orientation, which includes: (AR 608-1, 5-9)
 - (a) Overview of volunteer responsibilities.
 - (b) Position Description Overview - General roles and functions of the specific job; specific duties related to the job; relation to chapel staff and other volunteers; skills assessment and identification of training needs; training plan.
 - (4) Other required training is determined by position description or Command guidance to include:
 - (a) During an activity or program involving minors there must be at least one individual on site who has been fully trained and certified in First Aid and CPR from a recognized training organization, such as American Red Cross or American Heart Association, (AR 608-10, 5-14c)
 - (b) Employees (military and civilian) and volunteers working with children should also have First Aid and CPR training opportunities. (AR 165-1, 16-2L) This training does not need to be certification level training, however, it should include familiarization with basic first aid, conscious and unconscious choking and CPR.

(c) Food handling training (and the ability to obtain a food handler's license is required in most states) when volunteers are involved in frequent preparation or distribution of food, per local guidance.

(d) Skills training through pre-service training; on-the-job training; or continuing in-service training.

3. Training will include a review of volunteer responsibilities which include but are not limited to:

a. Specified volunteers submit to a background check if performing duties in any activity involving children. See CCCPG for the requirements regarding background checks.

b. Volunteers will serve under the supervision of an employee and within an approved position description. (AR 608-1, para 5-9.m.)

c. A volunteer will not:

(1) Perform duties in which he/she is at risk of personal injury or illness.

(2) Perform duties that would otherwise require the hiring of any military or civilian employee.

(3) Hold policy making positions, supervise paid employees or military personnel, perform inherently governmental functions such as determining entitlements to benefits, authorizing expenditures of government funds, or deciding rights and responsibilities of any part under government requirements.

(4) Perform voluntary services in exchange for any promise of a paid position or government contract.

(5) Expect any salary, wages, or other benefits as a result of their voluntary services.

(6) Claim tax deductions for any incidental expenses for which they have been reimbursed.

Structure of Volunteer Personnel File

1. The garrison chaplain, or designated representative, will ensure that an individual has the necessary skill sets for the position including temperament and suitability for work with children. (AD 2014-23, Encl 3)
2. Each volunteer will have one volunteer file with the garrison chaplain's office/RSO. This will include basic duty/position description, a Background Check Verification (BCV) form, and applicable training documents. For inspection purposes, the BCV serves as proof that required background checks were completed and adjudicated. (AD 2014-23, Encl 3, 7c.)
3. After the documentation of the pre-screening is complete, the commander's designated entity (CDE) will initiate the preliminary investigation and complete background check. See enclosure 7 of CCP for background check matrix. (AD 2014-23, Encl 5, 4b)
4. When permissible by the laws of the HN government, the CDE will directly request the HN government checks. Where the host nation's agreement prevents a background check comparable to a criminal history check, foreign nationals will not be eligible for employment or volunteering overseas in positions which require contact with children. The CDE determines local policy IAW relevant regulations. IMCOM will review all host nation agreements to determine if additional guidance is required. (AD 2014-23 para 8; AR 608-1, 5-6b)
5. Files will be maintained IAW AD 2014-23 and DoDI 1402.05 with audits in garrison chaplain OIP. (AR 608-1, 5-9p)
6. The garrison chaplain ensures that internal procedures and safeguards are developed, implemented and maintained to protect P II. (DoDI 5400.11, Enclosure 2, j)
7. Volunteer files are retained for 3 years following the termination of voluntary service by the organization receiving the service. (AR 608-1, 5-9p) Where the files include background checks, the file maintenance is IAW AD 2014-23 and DoDI 1402.05. (DoDD 5015.2)

REFERENCES

Section I: Publications

- a. Public Law 105-19, Volunteer Protection Act of 1997
- b. United States Code, Title 10, Section 1588. Authority to Accept Certain Voluntary Services
- c. United States Code, Title 31, Section 1342, Limitation on Voluntary Services
- d. DoD Directive 5015.2 (DoD Records Management Program), March 2000
- e. DoD Directive 5400.11 DoD Privacy Program, October 2014
- f. DoD Instruction 1100.21 Voluntary Services in the Department of Defense, December 2002
- g. DoD Instruction 6060.4, Department of Defense (DOD) Youth Programs (YPS), August 2004
- h. DoD Instruction 1402.5, Criminal History Background Checks on Individuals In Child Care Services, September 2015
- i. Army Regulation (AR) 165-1, Army Chaplain Corps Activities, June 2015
- j. AR 25-400-2, The Army Records Information Management System (ARIMS), October 2007
- k. AR 210-22, Private Organizations on Department of the Army Installations, October 2011
- l. AR 340.21, The Army Privacy Program, July 1985
- m. AR 608-1, Army Community Service, March 2013
- n. AR 608-10, Child Development Services, July 1997
- o. AR 215-1 Military Morale, Welfare, and Recreation Programs and Non-appropriated Fund, September 24, 2010
- p. AR 608-18 (The Army Family Advocacy Program), October 2007, Incorporating Rapid Action Revision Issued September 2011
- q. DA Pam 385-40, Army Accident Investigations and Reporting, March 2015

r. Army Directive 2014-23 (Conduct of Screening and Background Checks for those Individuals who have Regular Contact with Children in Army Programs), September 2014

s. Memorandum: Additional Guidance on Army Directive 2014-23, 6 Jan 2016

Section II: Forms

DD Form 2793, Volunteer Agreement for Appropriated Fund Activities & Non Appropriated Fund Instrumentalities, May 2009

DA Form 5671, Parental Permission, July 2003

GLOSSARY

Section I: Abbreviations

AD	Army Directive
APF	Appropriated Fund
AR	Army regulation
AVCC	Army volunteer corps coordinator
CCCPG	Chapel Corps Child Protection Guidance issued by OCCH
CDE	Commander Designated Entity
CVM	Chapel Volunteer Management
DODD	Department of Defense directive
DODI	Department of Defense instruction
DRE	Director of Religious Education
IAW	In accordance with
LN	local national
LNSP	Local National Screening Procedure
LOSS	Line of sight supervision
NAF	Non Appropriated funds
PD	Position Description
PII	Personally Identifiable Information
SOP	standing operating procedure
U.S.	United States
USC	United States Code
VMIS	Volunteer Management Information System

Section II: Terms

Army sponsored or sanctioned programs. Any program, facility or service funded, operated or officially sanctioned by the Army, or any agency, unit or subdivision thereof. Examples include, but are not limited to, chapel programs, drug education for youth programs, and recreation and youth programs. This term does not include programs operated by other state or federal agencies or private organizations without the official sanction of a DOD entity.

Chaplain Corps Child Protection Guidance. The Army Chief of Chaplains established guidance for child protection in all programs officially sponsored or sanctioned by the Army Chaplain Corps.

Chapel Volunteer Management. Guidance established by the Army Chief of Chaplains that provides oversight of all volunteers within Army chapels and chapel programs, separate and distinct from other Army volunteer programs.

Child(ren). As defined in DOD directive 6400.1 (reference g), a "child" is a person under 18 years of age, whether a natural child, adopted child, foster child, stepchild, or ward, of a service member or DOD civilian or their spouse. The term also includes an individual of any age who is incapable of self-support because of a mental or physical incapacity and for whom treatment in a medical treatment facility is authorized.

CDE. A single entity within an organization that the commander has designated to be responsible for the initiation, coordination and tracking of background checks for

individuals involved in child care services, as defined in DOD instruction 1402.05. CDEs also are responsible for reviewing the results of the background check to determine whether they contain derogatory information.

Complete background check. For military and civilian personnel; foreign national employees; and contractors; the complete background checks consists of the preliminary investigation (IRC and FBI fingerprint check) and the CNACI (including the state criminal history repository check) or host nation background check as applicable.

Contractor. A person who enters into a contract with the United States or any department or agency thereof for the rendition of personal services; or furnishing any material, supplies, or equipment; or selling any land or buildings; if the payment for the performance of the contract or payment for the material, supplies, equipment, land or building is to be made in whole or part from funds appropriated by Congress. This includes all subcontractors.

Derogatory information. Information that may reasonably justify an unfavourable suitability or fitness determination because of the relationship between the issue or conduct and the core duties of the position.

DOD affiliation. A prior or current association, relationship, or involvement with the DoD or any elements of DoD, including the Military Departments.

FBI fingerprint check. A scan or print of a person's fingerprints used to search FBI databases to screen biometrics and deduce historical records found in databases.

Host government check. A criminal history background check conducted on foreign nationals in accordance with U.S. and host country treaties or agreements.

Installation records check. An investigation conducted through the records of all installations of an individual's identified residences for the 5 years before the date of the application. The IRC requirement applies to all individuals with a prior or current DOD affiliation who are involved in the provision of child care services and have regular contact with children. For the IRC consists of the checks listed in AD 2014-23.

Line-of-Sight Supervision. Continuous visual observation and supervision of an individual whose background check has not yet cleared, and has a favorable interim suitability or fitness determination, while engaged in child interactive duties, or in the presence of children in a DoD-sanctioned program or activity. The person providing supervision must have undergone a background check and received a final favorable suitability or fitness determination and be current on all periodic reinvestigations as required by this instruction.

Personally Identifiable Information. Personally identifiable information, or Sensitive Personal Information, as used in US privacy law and information security, is information that can be used on its own or with other information to identify, contact, or locate a single person, or to identify an individual in context.

Preliminary Investigation. Those investigative elements of a criminal history background check, including those specified in AD 2014-23 and its additional guidance, which must be favorably completed and reviewed before an individual may be permitted to perform duties under LOSS.

Pre-screening. To screen in advance a candidate before a more detailed selection process is completed. This aids in ascertaining the character and competence of applicants and candidates. The initial screening and assessment procedure consists at

a minimum of the following elements; 1) Application 2) Two References 3) Personal Interview. Pre-screening should be documented and submitted to the CDE.

Program Review Board. A multidisciplinary board that a commander establishes to assess derogatory information found on individuals during the screening process or background check investigation, or when suitability issues arise during employment. The PRB is responsible for making a suitability recommendation to the commander. The membership of the PRB is found in AD 2014-23 Encl 6-2a.

Regular contact with children. Recurring and more than incidental contact with or access to children during the performance of duties on an Army installation, related to an Army chapel program or as part of an Army chapel or chaplain sponsored or sanctioned activity.

Reverification. A periodic reverification (an IRC and FBI fingerprint check) required every 5 years for all civilian employees, military personnel and contractors and every 3 years for volunteers. In the event of a break in service or permanent change of station, reverification is required (DODI 1402.05, Encl 3).

Senior Chaplain. A senior-level chaplain designated to function across the lines of command, organization, and assignment for the purposes of providing CCH-specified leadership and oversight for all Chaplain Corps personnel at a specific installation or within an area of responsibility.

Sponsoring Chaplain. The chaplain who is assigned the duties and responsibilities of leading a particular service, event, or function. This person is the primary point of contact for all matters pertaining to the event and represents CCH, OCCH, and the Chaplains Corps.

Suitability (or fitness) determination. Based on review of the results of a background check, a decision whether an individual is suitable to perform duties in a child care services position. Suitability determination will be "favorable," meaning that the individual is fit to perform the duties, or "unfavorable," meaning that the individual is not.

Volunteer. There are two types of volunteers:

Specified volunteers. Individuals who could have extensive or frequent contact with children over a period of time. They include, but are not limited to, positions involving extensive interaction alone, extended travel, or overnight activities with children or youth. Coaches and long-term instructors are among those who fall in this category. Specified volunteers are designated by the Army Policy and affirmed by through OCCH Guidance. Background checks are required in accordance with paragraph 2d of Enclosure 3.

Non-specified volunteers. Individuals who provide services that are shorter in duration than is required to perform a criminal history background check (e.g., one-day class trip, class party). Because non-specified volunteers do not receive the same level of background checks as specified volunteers, non-specified volunteers must always be in line of sight of a staff member with a complete background check.

Watch care. A short-term service for infants and children whose parent or guardian is participating in a chapel activity in the same location as his/her child. Chapel watch care is typically provided by approved chapel volunteers or individuals on a non-personal services contract working on a by event/by hour basis.