



Department of Defense DIRECTIVE

NUMBER 5122.11

October 5, 1993

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Incorporating Through Change 2, September 3, 1996

ASD(PA)

SUBJECT: Stars and Stripes (S&S) Newspapers and Business Operations

- References: (a) DoD Directive 5122.10, "American Forces Information Service," March 13, 1989
- (b) DoD Directive 5122.5, "Assistant Secretary of Defense *for* Public Affairs," *March 29, 1996*
- (c) DoD Directive 1015.1, "Establishment, Management, and Control of Nonappropriated Fund Instrumentalities," August 19, 1981
- (d) through (z), see enclosure 1

1. PURPOSE

This Directive:

1.1. Establishes policy, assigns responsibilities, and prescribes procedures for the S&S organizations owned by designated Unified *Combatant* Commands consistent with reference (a).

1.2. Authorizes the establishment, management, operation, and oversight of the STARS AND STRIPES, including *the production*, distribution authority, and business operations as mission-essential activities of the Department of Defense and the designated Unified *Combatant* Commands.

1.3. *Designates the Director, American Forces Information Service, as the DoD Executive Agent for the S&S.*

1.4. Authorizes the Commander in Chief, U.S. European Command, and the Commander in Chief, U.S. Pacific Command, to establish and maintain a S&S board of directors to address S&S business operations in their Unified *Combatant* Commands.

2. APPLICABILITY

This Directive applies to the Office of the Secretary of Defense, the Military Departments (including the National Guard), the Chairman of the Joint *Chiefs of Staff*, the *Unified Combatant Commands*, the *Inspector General of the Department of Defense* (IG, DoD), the Defense Agencies, and the DoD Field Activities (hereafter referred to collectively as "the DoD Components"). The term "the Military Services," as used herein, refers to the Army, the Navy, the Air Force, and the Marine Corps.

3. DEFINITIONS

Terms used in this Directive are defined in enclosure 2.

4. POLICY

It is DoD policy that:

4.1. The U.S. European Command and the U.S. Pacific Command are authorized to publish the STARS AND STRIPES and provide support to the S&S. The Unified *Combatant* Command component commanders and their public affairs staffs shall provide the STARS AND STRIPES editorial staffs the same help provided to commercial newspapers, in compliance with the principles governing the release of information to media in DoD Directive 5122.5 (reference (b)).

4.2. Editorial policies and practices of the STARS AND STRIPES shall be in accordance with journalistic standards governing U.S. daily commercial newspapers of the highest quality, with emphasis on matters of interest to the STARS AND STRIPES readership. Except as provided in paragraph 4.5., below, the DoD policy for the STARS AND STRIPES is that there shall be a free flow of news and information to its readership without news management or censorship. The calculated withholding of unfavorable news is prohibited.

4.3. The S&S are basically self-sustaining operations. Each S&S shall be administered in accordance with DoD Directive 1015.1 (reference (c)) as a joint-Service

nonappropriated fund (NAF) instrumentality (NAFI) in its Unified *Combatant* Command, except where different procedures are specified in this Directive. Funding shall be provided through newspaper sales, authorized advertising, job printing, and appropriated fund (APF) support as authorized by this Directive, DoD Directive 1015.6 (reference (d)), and DoD Instruction 1330.18 (reference (e)). The STARS AND STRIPES provide important news and information to U.S. personnel and their families stationed overseas while generating NAF revenues.

4.4. The STARS AND STRIPES personnel procedures shall differ from commercial newspapers only because the S&S are U.S. Government organizations that are required to operate in accordance with the following:

4.4.1. DoD Directive 5500.7 (reference (f)), other Federal laws and DoD Directives that affect all DoD employees, and the MCM, 1984 (reference (g)), for S&S military personnel on active duty.

4.4.2. National security constraints prescribed by E.O. 12958 (reference (h)).

4.4.3. Overseas status of forces agreements (SOFAs), where applicable.

4.5. The only circumstances under which news or information that is not in the public domain may be directed to be withheld from publication in the STARS AND STRIPES by a Unified *Combatant* Command Commander in Chief (CINC) are when such publication:

4.5.1. Involves disclosure of classified national security information.

4.5.2. Would adversely affect national security.

4.5.3. Clearly endangers the lives of U.S. personnel.

(Those circumstances in subparagraphs 4.5.1. through 4.5.3., above, may not be construed to permit the calculated withholding of news unfavorable to the Department of Defense, the Military Services, or the U.S. Government. Only the Unified *Combatant* Command CINC may authorize withholding of news or information from the STARS AND STRIPES. When the CINC directs withholding of publication, the Unified *Combatant* Command shall immediately inform the Assistant Secretary of Defense (Public Affairs) (ASD(PA)) by telephone and then forward an immediate precedence, appropriately classified, message to the following: SECDEF Washington DC//OASD-PA, with information copies to the Director, AFIS, and the Special Assistant for Public Affairs to the Chairman of the Joint Chiefs of Staff. The CINC may include the appropriate "AMEMBASSY" as an information addressee.)

4.6. Sensitivities of host nations shall not be a reason to withhold any story from publication in the STARS AND STRIPES. The Unified *Combatant* Command theater host-nation sensitivity lists prepared for the Armed Forces Radio and Television Service (AFRTS) shall not be used to restrict the content of the STARS AND STRIPES. If representatives of other governments show an interest in, or concern about, the content of the STARS AND STRIPES, they shall be informed that:

4.6.1. The STARS AND STRIPES does not represent the official position of the U.S. Government, including the Department of Defense or the Unified *Combatant* Command.

4.6.2. The STARS AND STRIPES is an unofficial, abstracted collection of commercial news and opinion available to commercial newspapers in the United States, along with STARS AND STRIPES editorial staff-generated DoD, command, and local news and information. The STARS AND STRIPES provides this information to the members of the Department of Defense and their family members serving overseas, as do commercial daily newspapers that are published and sold throughout the United States in keeping with the principles of the First Amendment to the U.S. Constitution.

4.7. APFs shall be provided, when required by adverse conditions or special circumstances as defined in enclosure 2, by the Military Services, as agreed on through a memorandum of agreement (MOA) detailing the shared responsibilities, and as approved by the OSD and the Unified *Combatant* Commands.

5. RESPONSIBILITIES

5.1. The Assistant Secretary of Defense (Public Affairs), under DoD Directive 5122.5 (reference (b)), as the principal staff assistant to the Secretary of Defense for internal information policy and programs, including S&S matters, shall:

5.1.1. Provide policy and broad operational guidance to the Director of the AFIS.

5.1.2. Monitor and evaluate the overall effectiveness of the policies in section 4., above, and procedures in section 6., below.

5.2. The Director, American Forces Information Service, under DoD Directive 5122.10 (reference (a)), shall:

5.2.1. Provide administrative and financial direction, as the DoD Executive Agent, to the S&S organizations.

5.2.2. Develop, issue, and oversee the implementation of policies and procedures for the Unified *Combatant* Commands and the Military Departments for the operation of the S&S.

5.2.3. Provide business and policy counsel on the mission performance and financial operations of the S&S.

5.2.4. Serve as the DoD POC with the Congressional Joint Committee on Printing (JCP) for S&S matters.

5.2.5. In coordination with the Chairman of the Joint Chiefs of Staff and the ASD(PA), provide broad and overall planning guidelines to the Unified *Combatant* Commands for S&S wartime operations that involve more than one area of responsibility.

5.2.6. Chair, as required, at the Deputy Assistant Secretary of Defense level, or above, the steering committee providing guidance to the S&S Management Action Group (MAG).

5.2.7. Select and employ the S&S Ombudsman.

5.3. The Secretaries of the Military Departments shall:

5.3.1. Nominate the most highly qualified military personnel for positions in the S&S in accordance with enclosure 5.

5.3.2. Enter into appropriate MOAs, as approved by the Unified *Combatant* Commands and, as required by the OSD, to provide APF and/or NAF support when required by adverse conditions, as defined in enclosure 2.

5.4. The Secretary of the Army shall:

5.4.1. Support NAF and APF accounting and financial reporting procedures required by DoD Instruction 7000.12 (reference (i)) and Volume 13, DoD 7000.14-R (reference (j)), in coordination with the Unified *Combatant* Commands and the Director of the AFIS.

5.4.2. Designate the successor-in-interest to the S&S, as agreed upon by the applicable Unified *Combatant* Command and the Director of the AFIS.

5.5. The Commander in Chief, U.S. European Command, and the Commander in Chief, U.S. Pacific Command, shall:

5.5.1. Authorize a STARS AND STRIPES newspaper, provide operational direction to the S&S commander-publisher, and support the S&S throughout the Unified *Combatant* Command area of responsibility, consistent with each organization's status as a category B NAFL.

5.5.2. Provide Unified *Combatant* Command regulations and guidance, as needed, to carry out this Directive.

5.5.3. Establish procedures to resolve situations wherein a U.S. Ambassador (or, if so designated, the chief of mission) believes a specific issue in his or her nation of responsibility, not already in the public domain through other news sources, would violate national security or endanger the safety of American citizens, or other persons under their jurisdiction, if it were to be published in the STARS AND STRIPES.

5.5.4. Select the S&S commander-publisher and other military officers in S&S positions.

5.5.5. Aid the S&S commander-publisher to educate the STARS AND STRIPES editorial staff about the missions of their Unified *Combatant* Command and Military Service component commands.

5.5.6. Approve the selection of the STARS AND STRIPES editor.

5.5.7. Establish and maintain a S&S board of directors to address S&S business operations. (See enclosure 7.)

5.5.8. Establish and maintain STARS AND STRIPES readership forums, which may take many forms, to address STARS AND STRIPES matters of interest. Those forums are to provide community feedback to the S&S. This will enable the S&S commander-publisher and the STARS AND STRIPES editor to better understand and, thereby, better serve the interests and needs of the readers.

5.5.9. At the discretion of the Unified *Combatant* Command CINC, provide for meetings between the S&S commander-publisher and the STARS AND STRIPES editor, the Unified *Combatant* Command public affairs office, and the Unified

Combatant Command component commands, represented by their directors of public affairs, to discuss the performance of the STARS AND STRIPES and the performance of related public affairs operations. The Unified *Combatant* Commands, their component commands, and the S&S may invite any attendees they choose. Representatives from the AFIS may attend. Those meetings may not serve as editorial advisory boards. The Unified *Combatant* Command and component commands represent the principal source, and a prominent subject, of STARS AND STRIPES staff-generated news coverage. Consequent, any involvement or appearance of involvement by component command staffs in the STARS AND STRIPES editorial policy creates an unacceptable conflict of interest damaging to the editorial integrity and credibility of the STARS AND STRIPES.

5.5.10. Ensure that the S&S Commander-publisher:

5.5.10.1. Assumes the duties and responsibilities of command, leadership, management, and training for the S&S.

5.5.10.2. Executes DoD and Unified *Combatant* Command policy.

5.5.10.3. Is responsible to the Unified *Combatant* Command CINC for S&S operations to include the newspaper publication and timely circulation, job printing activities, and associated distribution systems in the relevant Unified *Combatant* Command area of responsibility.

5.5.10.4. Provides planning and execution of initiatives to ensure support of U.S. Armed Forces during contingency operations and armed conflict. The S&S commander-publisher shall identify wartime and contingency S&S personnel asset requirements to the Unified *Combatant* Command CINC to fulfill the Unified *Combatant* Command force responsibilities during armed conflict.

5.5.10.5. Selects the STARS AND STRIPES editor.

5.5.10.6. Approves, in coordination with the STARS AND STRIPES editor, military personnel selectees for the STARS AND STRIPES editorial staff. (See enclosure 5.)

5.5.10.7. Provides a current status briefing and 2-year financial forecast to the Director of the AFIS at the annual AFIS S&S meeting. Provides support to the S&S board of directors, as required in enclosure 7.

5.5.10.8. Conducts frequent independent readership surveys, in accordance with DoD Instruction 1100.13 (reference (k)), and readership focus groups to gather information.

5.6. The Other Unified Combatant Commanders in Chief shall ensure that their deployment exercise, contingency, and war-time planning documents reflect the S&S transportation, funding or reimbursement, and in-theater distribution requirements, as applicable. Information copies of such planning documents or annexes shall be furnished to the following:

5.6.1. U.S. European Command (ATTN: Director, Public Affairs).

5.6.2. U.S. Pacific Command (ATTN: Director, Public Affairs).

5.6.3. The AFIS (ATTN: Director, Print Media).

6. PROCEDURES

6.1. General

6.1.1. Authority to establish or disestablish S&S operations is from the Secretary of Defense through the ASD(PA) and the Director of the AFIS. The Unified *Combatant* Commands shall forward such requests to the Director of the AFIS, as required.

6.1.2. Classified information shall be protected in accordance with DoD Directive 5200.1 and DoD 5200.1-R (references (l) and (m)).

6.1.3. The STARS AND STRIPES and the S&S business operations shall conform to applicable regulations and laws involving libel, copyright, U.S. Government printing and postal regulations, and DoD personnel policies and procedures.

6.1.4. With the concurrence of the Unified *Combatant* Command, the S&S is authorized direct communication with the Military Services on S&S personnel matters and with the Department of the Army on S&S financial matters. The S&S shall keep the Unified *Combatant* Command and the AFIS informed of all actions.

6.2. Management Review and Evaluation

6.2.1. The Director of the AFIS provides business counsel, assistance, and policy oversight for the S&S. The Director of the AFIS shall meet annually with the Unified *Combatant* Command representatives, to include the S&S commander-publisher, and senior DoD officials who have S&S responsibilities, such as the S&S Management Action Groups (MAG).

6.2.2. The Director of the AFIS shall be assisted by a S&S MAG composed of senior representatives from the AFIS, the Office of the Assistant Secretary of Defense (Force Management Policy) (OASD(FMP)), and the other DoD offices with the authority and expertise to aid in solving S&S problems. As needed, the Director of the AFIS may organize a DoD steering committee to oversee and aid the S&S MAG to address specific concerns identified by the Director of the AFIS and the Unified *Combatant* Command CINCs.

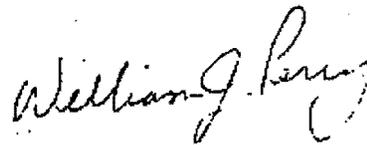
6.2.3. In accordance with DoD Instruction 7600.6 (reference (n)), the S&S shall be audited on an annual basis. The audits shall be performance audits and may be financial in nature as prescribed by the Government Auditing Standards of the Comptroller General of the United States. Each annual audit shall determine whether prior audit recommendations have been implemented and the reasons any have not been implemented. When the IG, DoD, elects to perform an audit of the S&S organization, such audit may substitute for the required annual audit. The S&S organizations shall coordinate their audit requirements with each other and the Army Community and Family Support Center to the maximum extent practicable to avoid duplication of costs and to increase the efficiency and effectiveness of these audits. Information copies of the audit contractor reports shall be forwarded by the S&S to the Unified *Combatant* Commands, AFIS, and the AAA. The S&S shall provide a response to the audit to the Unified *Combatant* Command CINC within 60 days of receiving the completed report. The S&S response to the audit must indicate a concurrence or nonconcurrence for each finding and recommendation. For each concurrence, the corrective actions taken or planned should be described, and completion dates for actions already taken, as well as the estimated dates for completion of planned actions, should be provided. For each nonconcurrence, specific reasons must be stated. If appropriate, alternative methods for accomplishing desired improvements may be proposed. If nonconcurrences in the findings and recommendations cannot be resolved between the S&S management and the auditors, or AAA endorses the contractors' findings and recommendations, then the resolution procedures established by DoD Directive 7650.3 (reference (o)) and Army Regulations should be followed. The Unified *Combatant* Command shall forward the response to the Director of the AFIS and the AAA.

7. INFORMATION REQUIREMENTS

The reporting requirements in section 6., above, and enclosure 4 shall be submitted in accordance with DoD Instructions 7000.12 (reference (i)) and 7600.6 (reference (n)), unless specifically excepted by this Directive.

8. EFFECTIVE DATE AND IMPLEMENTATION

This Directive is effective immediately. Forward one copy of implementing documents to the Assistant Secretary of Defense (Public Affairs) within 180 days.



William J. Perry
Deputy Secretary of Defense

Enclosures - 7

- E1. References, continued
- E2. Definitions
- E3. Mission
- E4. Business and Financial Operations
- E5. Personnel Policies and Procedures
- E6. Editorial Operations
- E7. The S&S Board of Directors

E1. ENCLOSURE 1

REFERENCES, continued

- (d) DoD Directive 1015.6, "Funding of Morale, Welfare, and Recreation Programs," August 3, 1984
- (e) DoD Instruction 1330.18, "Resale Activities Conducted With The Use of Nonappropriated Funds, Other Than By Military Exchanges," August 28, 1974
- (f) DoD Directive 5500.7, "Standards of Conduct," August 30, 1993
- (g) Manual for Courts-Martial, United States, 1984
- (h) Executive Order 12958, "National Security Information," April 17, 1995
- (i) DoD Instruction 7000.12, "Financial Management of Morale, Welfare and Recreational Activities," May 27, 1987
- (j) DoD 7000.14-R, "Department of Defense Financial Management Regulation," Volume 13, "Nonappropriated Funds Policy and Procedures," August 1994
- (k) DoD Instruction 1100.13, "Surveys of Department of Defense Personnel," November 9, 1978
- (l) DoD Directive 5200.1, "DoD Information Security Program," June 7, 1982
- (m) DoD 5200.1-R, "Information Security Program Regulation," June 1986
- (n) DoD Instruction 7600.6, "Audit of Nonappropriated Fund Instrumentalities and Related Activities," April 16, 1987
- (o) DoD Directive 7650.3, "Followup on General Accounting Office, DoD Inspector General, and Internal Audit Reports," September 5, 1989
- (p) DoD Instruction 1000.15, "Private Organizations on DoD Installations," September 22, 1978
- (q) DoD 4525.8-M, "DoD Official Mail Manual," July 1987
- (r) The Joint Committee on Printing, Congress of the United States, "Government Printing and Binding Regulations," November 1987
- (s) DoD Instruction 1015.2, "Military Morale, Welfare, and Recreation (MWR) Activities," June 14, 1995
- (t) DoD Instruction 1330.13, "Armed Forces Professional Entertainment Program Overseas," September 8, 1985

E4. ENCLOSURE 4
BUSINESS AND FINANCIAL OPERATIONS

E4.1. GENERAL FINANCIAL OPERATIONS

E4.1.1. The Director of the AFIS shall administer the S&S as the central financial manager of the S&S organizations, with the authority to allocate and distribute all NAF and APF resources between the organizations. The S&S shall report as prescribed in DoD Instruction 7000.12 (reference (i)), providing information copies to the Unified *Combatant* Commands and the Director of the AFIS.

E4.1.1.1. The S&S shall be authorized NAF and APF support as category B NAFIs as provided under DoD Directive 1015.6 (reference (d)).

E4.1.1.2. The S&S shall be funded to the maximum extent possible through the sale and distribution of the newspaper, job printing; authorized advertising revenues; and other authorized sources of revenue, as approved by the Department of Defense and the Congress.

E4.1.1.3. APF support shall be kept to a minimum, consistent with the S&S mission.

E4.1.2. The Secretary of the Army shall be the DoD Executive Agent for NAF support to the S&S. If adverse conditions occur, the Director of the AFIS may apply to the Secretary of the Army for NAF support, and the other Military Services shall provide proportionate funding support through an MOA containing funding procedures coordinated with the Director of the AFIS. Copies of the agreement shall be provided to all concerned parties.

E4.1.3. The STARS AND STRIPES and other S&S commercial resale publications may be made available within the Unified *Combatant* Command to other U.S. Government Agency members, and U.S. Government contractors, as approved by the Unified *Combatant* Command.

E4.1.4. The S&S system of accounting and internal control shall conform with the requirements of DoD 7000.14-R (reference (j)), Army regulations on MWR activities and NAFIs, and NAF accounting policies and procedures. The S&S shall ensure that quarterly reports are furnished to the Unified *Combatant* Commands, the S&S Board of Directors, and the Director of the AFIS.



OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

MANPOWER,
RESERVE AFFAIRS
AND LOGISTICS

(Military Personnel & Force Management)

DEC 15 1981

MEMORANDUM FOR Assistant Secretary of the Army (MSRA) ←
Assistant Secretary of the Navy (NSA) ←
Assistant Secretary of the Air Force (MRA&I)

SUBJECT: Revised Reporting Procedures for the Annual Reports on
Appropriated and Nonappropriated Fund Support for Morale,
Welfare and Recreational Activities

As a result of a meeting held on November 18, 1981, several issues were identified that require clarification in order to make the annual report, required by DODI 7000.12, "Financial Management of Morale, Welfare and Recreational Activities," more accurate and meaningful. This memorandum confirms the understanding reached at that meeting.

Commencing with the Fiscal Year 1981, DODI 7000.12 reporting cycle (due January 31, 1982) the Department of the Army will serve as executive agent for reporting of both financial and personnel data for the (a) Army/Air Force Civilian Welfare Fund, (b) The Stars and Stripes, including both European and Pacific offices, and (c) the Army/Air Force Exchange Service. The other Services are requested to provide necessary feeder information to the Department of the Army.

Category II nonappropriated fund instrumentalities because of the unique and diversified services they provide do not lend themselves to summarization and therefore should be reported separately by subcategories as listed in DODI 7000.12. DoD components are reminded that financial data on Class VI stores/consolidated package stores must be reported in Category II rather than Category V (Open Messes).

Armed Services Exchanges (Category I) do not operate under the same fiscal accounting period as other government agencies and nonappropriated instrumentalities (NAFI). Their fiscal year is in consonance with commercial retail firms. Commencing with the FY 81 reporting cycle, Category I submission will be limited to appropriated fund support including manpower data. Nonappropriated fund financial and personnel data will be reported by separate submission through the appropriate Service 120 days after completion of the Exchange fiscal year, but not later than May 30th.

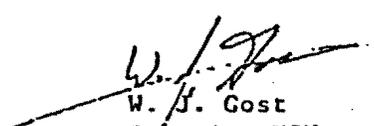
DODI 1330.20, "Reporting of Morale, Welfare, and Recreational (MWR) Activities Personnel Information" published September 4, 1980 prescribed personnel data that must be maintained and reported on MWR activities. Paragraph F.5 erroneously requires that the first report be provided by February 1, 1982. This instruction is not effective until FY 82 covering October 1, 1981 to September 30, 1982. Therefore, the first report is not due until February 1, 1983. -

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
DEC 15 1981

RECEIVED
MILITARY SUPPORT GROUP C-3

81-4075

DoD Directive 1015.1, "Establishment, Management and Control of Nonappropriated Fund Instrumentalities" specifically mandates that audio and photo clubs be established and operated as Category II nonappropriated fund instrumentalities. A review of DODI 7000.12 prior year submissions has shown that several commands have authorized the establishment of audio and photo clubs as other than Category II activities. Request you review the operations of audio and photo clubs to include those operated by Joint and Unified Commands and those operated as membership/resale activities to insure that they are appropriately established as Category II NAFI's in compliance with the provisions of DoD Directive 1015.1. Such action will further facilitate proper reporting of all Category II activities in the annual DODI 7000.12 submission.


W. J. Gost
Captain, USN
Acting Deputy Assistant Secretary

cc: Dir, J-5, OJCS