PROCESSING DoD ISSUANCES

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FORWARD: GENERAL PRINCIPLES

This document provides procedures for action officers (AOs) who are processing DoD directives (DoDDs), instructions (DoDIs), manuals (DoDMs), and directive-type memorandums (DTMs) as well as changes to, and cancellations of, those issuances signed or approved by OSD Component heads. However, this guidance does not apply to issuances approved by the Director for Administration and Management (DA&M) or Director, Washington Headquarters Services (WHS). If you are part of an office under DA&M or the Director, WHS, use Processing OCMO Issuances. In this document:

- “Issuance” includes DoDDs, DoDIs, DoDMs, and DTMs.
- “You” refers to the AO; “your Component” refers to the OSD Component under which your office falls.
- “We” refers to the Directives Division (DD).
- “Our website” refers to the Directives Division Websites on the unclassified and classified systems.
- *Italicized documents* are supporting documents that are available on our website.

The DoD and OSD Components must process issuances and their revisions, changes, and cancellations according to these procedures and DoDI 5025.01, “DoD Issuances Program.” Sections 1 through 5 of these procedures address establishing and revising issuances. Sections 6 and 7 contain unique requirements for changing and cancelling issuances. Tables 1 and 2 show the stages of the issuance process and the types of issuance actions. See Table 1 of DoDI 5025.01 for issuance coordination and completion timelines.

All supporting documents referenced in these procedures are available on our website at:

[https://www.esd.whs.mil/DD/](https://www.esd.whs.mil/DD/) (unclassified)

Submit all electronic versions of issuances to DD for review to your focal point, who will upload them to the Portal. To be added as an action officer on the Portal, request an account at:

[https://apps.sp.pentagon.mil/sites/dodips/Pages/Home.aspx](https://apps.sp.pentagon.mil/sites/dodips/Pages/Home.aspx) (unclassified)
[https://entapps.osd.smil.mil/sites/dodips/Pages/Home.aspx](https://entapps.osd.smil.mil/sites/dodips/Pages/Home.aspx) (classified)
### Table 1. Stages in Processing DoD Issuances

<table>
<thead>
<tr>
<th>STAGE 1: DEVELOPMENT</th>
<th>Draft the issuance and coordinate internally within your Component.</th>
</tr>
</thead>
<tbody>
<tr>
<td>STAGE 2: PRECOORDINATION</td>
<td>Get a precoordination review from DD and, if appropriate, a legal objection review (LOR) from the Office of the General Counsel (OGC); sign the DD Form 106.</td>
</tr>
<tr>
<td>STAGE 3: FORMAL COORDINATION</td>
<td>Coordinate with agencies and offices outside your Component. Adjudicate and incorporate external comments in coordination with OGC.</td>
</tr>
<tr>
<td>STAGE 4: PRESIGNATURE, LEGAL SUFFICIENCY, AND SECURITY REVIEWS</td>
<td>Send the final coordination package to DD for review and get a legal sufficiency review (LSR) from OGC. For unclassified issuances proposed for public release, get a security review from the Defense Office of Prepublication and Security Review (DOPSR).</td>
</tr>
<tr>
<td>STAGE 5: APPROVAL AND PUBLICATION</td>
<td>Get the final issuance approved and send it to DD for publication on our website.</td>
</tr>
</tbody>
</table>

### Table 2. Types of DoD Issuance Actions

<table>
<thead>
<tr>
<th>ESTABLISHING A NEW ISSUANCE</th>
<th>The office of primary responsibility (OPR) determines the need to establish new DoD policy or to assign responsibilities and/or provide procedures for implementing policy established in an existing issuance.</th>
</tr>
</thead>
<tbody>
<tr>
<td>REISSUING AN EXISTING ISSUANCE</td>
<td>May include updating an issuance; combining two or more issuances; or reissuing a DoDD as a DoDI or a DTM as a DoDD, DoDI, or DoDM.</td>
</tr>
</tbody>
</table>
| CHANGING AN EXISTING ISSUANCE | Includes:  
  - *Administrative Changes*  
    - Changing an essential section of an issuance when it is made as a result of a fully coordinated substantive change to the DoDD or DoDI the issuance implements.  
    - Changing an issuance as a result of law, Executive order, or SecDef/DepSecDef direction when the change is taken, word for word, from that direction.  
    - Changing only non-substantive portions of an issuance, such as titles/dates of references and organizational names/symbols.  
  - *Substantive Changes.* Changing an essential section of an issuance such as purpose, applicability, responsibilities, procedures, information requirements, and releasability. |
| CANCELLING AN EXISTING ISSUANCE | The OPR determines an issuance has served the purpose for which it was intended, is no longer needed, and is not appropriate for incorporation into a new or existing issuance. |
SECTION 1: DEVELOPMENT (STAGE 1)

1.1. ASSIGN A NUMBER TO THE ISSUANCE. Reissued issuances will keep their original number. For new issuances, you may propose the basic 4-digit number (the digits to the left of the decimal point). The number of an issuance is determined by its subject. Review the DoD Issuance Numbering System on our website for more guidance and to identify which subject group applies to the issuance.

1.2 WRITE THE ISSUANCE.

a. For New Issuances.

   (1) Review DoD Issuances Defined and determine which type of issuance best suits your purpose.

   (2) Follow our standards accordingly. You must use the most current version of the template available on our website. Don’t write over an earlier version of the issuance.

b. For New and Revised Issuances.


   (2) As you write the issuance, refer to the templates, standards, guides, checklists, and other resources available from the supporting material on our website. Your Component issuances focal point is also available to help you during all stages of the process. Contact us at whs.mc-alex.esd.mbx.dod-directives@mail.mil for focal point contact information.

1.3. KEEP TRACK OF DIRECTIVE CHANGES. If you are reissuing or changing a directive, the Office of the Deputy Secretary of Defense requires a summary of changes from the current version online (see DoDD Summary of Changes template). The summary won’t be needed until you submit the final package for approval, but you should be aware of this requirement from the beginning and keep the necessary records.

1.4. COORDINATE THE ISSUANCE INTERNALLY. Coordinate the issuance throughout your Component, adjudicate any comments you receive, and make any changes necessary.

1.5. PREPARE THE DD FORM 106. Use the instructions on the back of the form along with the Sample DD Form 106 on our website to determine formal coordination requirements. For DTMs or cancellations, all coordinators other than the mandatory ones will be collateral. Prepare the rest of the form according to the instructions. See List of Signature Authorities for who is allowed to initiate coordination by signing Block 13. Don’t have the DD Form 106 signed at this stage.
SECTION 2: PRECOORDINATION (STAGE 2)

2.1. PRECOORDINATION REVIEW. Send the electronic version of the unsigned DD Form 106 and a clean (no comments or changes present), Microsoft (MS) Word copy of the issuance to your Component focal point or designated authority, who will upload the documents to the Portal. You’ll receive automated e-mails when your issuance has been submitted for review and when your issuance is assigned to a compliance analyst with an estimated completion date. During the precoordination review, your compliance analyst reviews the issuance and DD Form 106 to ensure they comply with DoD policy and standards.

2.2. INCORPORATION OF DD REVIEW. When you receive the completed precoordination review package, revise the issuance and DD Form 106 by accepting or rejecting changes and recommendations as appropriate. Delete all comments and remove all markings from the documents. If rejecting changes or recommendations, please discuss these with your compliance analyst.

2.3. OGC LEGAL OBJECTION REVIEW (LOR). LORs are optional for all issuances. If you’ll not be requesting an LOR, go to Paragraph 3.4. To request an LOR, submit a clean copy of the issuance and the unsigned DD Form 106, through your focal point or designated authority, to OGC via the Portal for an LOR.

a. Your compliance analyst will review the issuance before it is released to OGC and will work with you to resolve any outstanding issues.

b. OGC will identify the issuance as “not legally objectionable” or “legally objectionable.” If the issuance is legally objectionable, OGC will provide instructions to bring it into compliance with law. See What to Do During Legal Review and Paragraph 6.2.b. of DoDI 5025.01 for complete instructions regarding the LOR.

c. You may withdraw the issuance from LOR at any time before OGC has posted its determination on the Portal and submit the issuance for formal coordination, but please be sure to notify OGC through your focal point that you are doing so.

2.4. DD FORM 106 SIGNATURE. After adjudicating OGC’s recommendations (if any), follow your Component’s procedures to get the DD Form 106 signed. (See the List of Signature Authorities for guidance on who can sign the DD 106.) If OGC has declared your issuance “not legally objectionable,” don’t make any additional changes to the issuance at this point unless you clear them with the Associate Deputy General Counsel (DGC) who completed the LOR and send us a copy of their concurrence.
SECTION 3: FORMAL COORDINATION (STAGE 3)

3.1. INITIATE FORMAL COORDINATION THROUGH THE PORTAL.

   a. Submit the signed DD Form 106, draft issuance, and a blank DD Form 818, “DoD Issuance Coordination Response,” through your focal point or designated authority to the Portal. (Be sure to complete the header info in the DD Form 818.) You can also contact the Directives Administrator for help at whs.mc-alex.esd.mbx.dod-directives@mail.mil.

   b. Your compliance analyst will review the materials submitted before they are posted to the Portal to be sure there are no outstanding concerns.

   c. The Portal will e-mail you when the issuance has been submitted for review and when it has been released for coordination.

3.2. COORDINATORS WITHOUT ACCESS TO THE PORTAL. If you entered coordinators on the DD Form 106 that do not have access to the Portal (see Offices with Access to DoD Directives Portal), you are responsible for sending the issuance, the DD Form 106, and the DD Form 818 to them and for getting their response. If you don't know how to contact them, call your focal point for help.

3.3. ADJUDICATE COORDINATION RESPONSES AND REVISE THE ISSUANCE.

   a. Throughout the coordination period, the Portal will e-mail you each time a coordination response is received. It will also e-mail reminders of upcoming and overdue suspenses to those DoD Components that haven’t responded. Only coordinators that have access to the Portal will receive reminders.

   b. Review and adjudicate the responses as they are received, including confirming the coordination is signed at the appropriate level according to the List of Signature Authorities and Authorized Component Coordinators.

   c. Consolidate coordination comments into a DD Form 818-1 and adjudicate them as appropriate. Don’t include administrative comments (see DoDI 5025.01 definition) on the DD Form 818-1. Just make the appropriate corrections directly in the issuance.

   d. If you receive a nonconcur, follow the guidance in Paragraph 5.3.d. in DoDI 5025.01 for resolution. Address unresolved nonconcurs in the action memo requesting approval of the issuance.

   e. If you receive comments that touch on a legal issue or for which OGC input may be appropriate, you may contact the Associate DGC who provided the LOR in Stage 2. The Associate DGC will reply with advice specific to legal issues and/or to other issues you specifically identify. If you did not request an LOR, contact your focal point, who will contact OGC and arrange a review of your issue. Involving OGC throughout the adjudication process
will expedite the legal sufficiency review by identifying and resolving potential legal objections before completing the presignature draft.

f. Revise the issuance consistent with adjudication of comments received and the results of any OGC comment reviews.

3.4. PREPARE THE MATERIALS FOR PRESIGNATURE REVIEW. Assemble the following materials for all action types (e.g., reissuances, new issuances) except administrative changes, which are discussed in Paragraph 6.4.

a. An action memo prepared according to the appropriate sample on our website for the type of issuance and action.

   (1) Action memos must address issues (nonconcurs, non-response of a primary coordinator, late coordinations) and justify approval of the document despite these issues.

   (2) If the issuance is a directive being reissued or changed, the action memo must refer to the DoDD Summary of Changes.

b. The final draft of the new, revised, or changed issuance.

c. Consolidated DD Form 818-1.

d. List of Coordinating Officials.

e. If the issuance is a directive being reissued or changed, a DoDD Summary of Changes (see Paragraph 2.3.) based on the current version published online.

f. Coordinations and comments from coordinators that do not have Portal access. You are responsible for getting these materials and must provide electronic copies of their coordinations, including comments, with the materials for presignature. These comments must be included on the DD Form 818-1.
SECTION 4: PRESIGNATURE, LEGAL SUFFICIENCY, AND SECURITY REVIEWS (STAGE 4)

4.1. PRESIGNATURE REVIEW.

a. Send the electronic materials for presignature, as described in Paragraph 3.4., to your focal point or designated authority, who will upload the documents to the Portal. You’ll receive automated e-mails when your issuance has been submitted for review and when your issuance is assigned to a compliance analyst with an estimated completion date. The compliance analyst will review the material you provided and confirm any issues that arose during formal coordination were appropriately resolved.

b. After we return the presignature package to you, revise the approval package material appropriately. If rejecting changes or recommendations, coordinate these with your compliance analyst.

4.2. OGC LEGAL SUFFICIENCY REVIEW (LSR). Submit a clean electronic copy of the material in the approval package, as described in Paragraph 3.4., to your focal point or designated authority. They will upload the material to the Portal for an LSR. The General Counsel, DoD, Principal Deputy General Counsel, or a Deputy General Counsel will perform this review. OGC will identify the issuance as “legally sufficient” or “not legally sufficient”. If the issuance is not legally sufficient, OGC will provide instructions to bring it into compliance with law. See What to Do During Legal Review? and Paragraph 6.c. of DoDI 5025.01 for complete instructions regarding the LSR.

4.3. SECURITY REVIEW.

a. If your issuance will be released to the public (see Paragraph 4.4. of DoDI 5025.01), you must get a security review. DOPSR approval is mandatory for releasing content on the unclassified Internet. However, it is not required for administrative changes, issuance cancellations, or for classified or otherwise restricted issuances. After incorporating required OGC changes, send the following to DOPSR at whs.pentagon.esd.mbx.secrev@mail.mil:

   (1) DD Form 1910, “Clearance Request for Public Release of Department of Defense Information.”

   (2) The issuance.

   (3) A PDF of the LSR.

   (4) List of coordinating officials.

b. DOPSR will review the package to confirm the issuance is appropriate for publication on the unclassified Directives Division Website. Please send us a PDF a copy of the DOPSR approval.
4.4. **PREPARE THE FINAL APPROVAL PACKAGE.** Revise the issuance and other package contents if required by the DOPSR review. Assemble the final package for approval in accordance with Paragraph 3.4.
SECTION 5: APPROVAL AND PUBLICATION (STAGE 5)

5.1. APPROVAL. DoD issuances are processed differently in Stage 5 depending on who is approving publication of the issuance. The issuance should not be substantially changed after completion of the LSR as any changes made may require another LSR via the Portal.

a. When Approved by the Secretary or Deputy Secretary of Defense.

(1) Follow your Component’s internal procedures to get action memo signature. After signature, send the hard copy package to us at the Mark Center, Suite 03F09-02, via the OSD mailroom or courier. Don’t send via the U.S. Postal Service

(2) E-mail the following to your focal point or designated authority, who will upload the package to the Portal:

(a) An MS Word copy of the version of the issuance you sent for Component head approval.

(b) The consolidated DD Form 818.

(c) The list of coordinating officials.

(d) The DoDD Summary Changes (if applicable).

(e) Any additional tabs or support documents mentioned in the action memo.

(f) A PDF of the entire approval package.

(3) Once we receive the complete package, we’ll forward the issuance for Secretary of Deputy Secretary of Defense approval on your behalf.

b. When Approved by the OSD Component Principal Staff Assistant.

(1) Follow your Component’s internal procedures to submit the original hard copy approval package to your Principal Staff Assistant.

(2) After the issuance has been approved, e-mail an MS Word copy of the version of the issuance that was sent for approval and a PDF of the entire approval package to your focal point, who will upload the package to the Portal.

(3) You may also send the original hard copy approval package to us via the OSD mailroom or courier. Don’t send via the U.S. Postal Service.

c. All Issuances. Your compliance analyst will review the package and resolve any substantive issues with you.
5.2. PUBLICATION.

a. For issuances that will be released to the public and those that will be accessible only via public key infrastructure (normally a common access card), we’ll publish the issuance on our unclassified and classified websites and notify you and your focal point.

b. For classified issuances, we’ll publish the issuance on our classified website and notify you and your focal point. A notice will appear on the unclassified site that the issuance is classified.

c. For issuances that are not releasable via our website, we’ll return an electronic copy of the approved version of the issuance to you for final distribution and notify your focal point.
SECTION 6: SPECIAL PROCEDURES FOR CHANGES

6.1. ABOUT CHANGES.

a. A change amends an existing DoD issuance and has the full authority of the issuance. A changed issuance retains its original publication date. Comments made during formal coordination should be on the changing text only.

b. Changes to DoD issuances are permitted and encouraged during their life cycle, as described in DoDI 5025.01.

c. If more than 25 percent of an issuance requires change, the issuance should be reissued.

6.2. DRAFTING CHANGES. Don’t use MS Word’s “Track Changes” for this function.

To draft a change:

a. Use the MS Word version of the issuance that is published on our website(s). Contact us for the correct copy at whs.mc-alex.esd.mbx.dod-directives@mail.mil.


(1) If you are making changes to an issuance published before the template change of May 1, 2015, use the Font features on the Home ribbon of MS Word to identify deleted information in red font with a red strike-through and to insert new information into the issuance in red italics.

(2) If you are making changes to an issuance published in the template effective May 1, 2015, a style set has been created for deleted text and added text.

c. Create a “Summary of Change #” paragraph in accordance with Standards for Making Changes to DoD Issuances.

6.3. ENTERING A RELEASABILITY STATEMENT.

a. For guidance on determining releasability, go to DoDD 5230.09, DoDI 5230.29, and SecDef Message: Information Security/Website Alert.

b. If your issuance was published before 2015 without a releasability statement, you’ll need to add one. Select one from the options in Table 3. Enter it into the issuance immediately preceding the “effective date” section. As a rule, option 2 is used for “For Official Use Only” issuances.
### Table 3. Releasability Statements for DoD Issuances

- **Option 1** –
  

- **Option 2** –
  

- **Option 3** –
  
  #. **RELEASABILITY. Not cleared for public release.** Available to authorized users on the SIPRNET at https://directives.whs.smil.mil/.

- **Option 4** –
  
  #. **RELEASABILITY. Not cleared for public release.** Contact [the originating OSD Component and contact information] for a copy.

- **c.** For DoDMs published before 2007 that do not have a releasability paragraph, select one from the options in Table 4. Enter it into the issuance as the final paragraph of the “FOREWORD,” left-aligned immediately preceding the signature block.

### Table 4. Releasability Statements for DoDMs Before 2007

- **Option 1** –
  
  *This DoD publication is approved for public release and is available on the Directives Division Website at https://www.esd.whs.mil/DD/*.

- **Option 2** –
  
  *This DoD publication is approved for restricted release. Authorized users may get copies of this DoD publication on the SECRET Internet Protocol Router Network from the Directives Division Website at https://www.dtic.smil.mil/whs/directives*.

- **Option 3** –
  
  *The release and distribution of this DoD publication will be approved only by [enter the OPR and contact information]*.

### 6.4. PROCESSING ADMINISTRATIVE CHANGES.**

See the definition of an administrative change in DoDI 5025.01. Administrative changes to DoDIIs and DoDMs don’t require formal coordination or legal reviews. Administrative changes to DoDDs don’t require formal coordination, but do require legal reviews. Administrative changes to all issuances should be submitted to the Portal at the presignature stage.
a. **Draft Development.** Draft the change to the issuance following DD standards and coordinate the issuance within your office or directorate. Revise the issuance consistent with any comments received.

b. **Internal Component Coordination.** Follow established procedures within your Component to coordinate the draft changed issuance throughout your Component. Coordinators should only comment on changed text. Revise the issuance consistent with any internal coordination comments received, then assemble a package that includes:

   1. **Unsigned Action Memo.** Use the appropriate action memorandum template from our website.

   2. **Attachments.** The final draft of the changed issuance.

c. **DOPSR Security Review.** If you have added or changed a releasability statement in accordance with Paragraph 6.3., send a clean copy of the issuance with DD Form 1910 to DOPSR at whs.pentagon.esd.mbx.secrev@mail.mil for approval.

d. **DD Review.** Follow the standard procedures in Section 3 to submit the package, and DOPSR approval, if applicable, to us for review. When following the standard procedures, the action memo will replace the DD Form 106. When the review is returned to you, proceed to Paragraph 6.4.f. for DoDIs and DoDMs or Paragraph 6.4.e. for DoDDs.

e. **Legal Sufficiency Review.** Follow the standard procedures in Section 4 to obtain a legal sufficiency review. When the review is returned to you, proceed to Paragraph 6.4.f.

f. **Approval and Publication.** Follow the standard procedures in Section 5 to have the changed issuance approved and published on our website. For DoDDs, begin with Paragraph 5.1.a. For DoDIs and DoDMs, begin with Paragraph 5.1.b.

### 6.5. PROCESSING SUBSTANTIVE CHANGES.

Process substantive changes according to Sections 2 through 5 of these procedures. We’ll determine, after discussion with you, which agencies must coordinate on the issuance.

a. Coordinators should comment on changed text only. Comments made on unchanging text should be considered when the document is reissued; however, you should seriously consider making any changes requested to unchanged text if they concern incorrect information or legal issues.

b. Substantive changes also require OGC legal reviews and, if applicable, a DOPSR security review.
SECTION 7: SPECIAL PROCEDURES FOR CANCELLATIONS

7.1. ABOUT CANCELLATIONS. If you determine an issuance has served its purpose and is no longer needed, you’ll initiate its cancellation. Issuances may be cancelled in one of two ways:

a. In a reissued or new issuance on the cover page (Figure 1). This method is ideal because of its simplicity, but it’s not always possible if there isn’t a related issuance currently in the issuance publication process to cancel it.

b. Through the cancellation process. This method is most common for issuances that cannot be incorporated into a new or existing issuance. You can choose to process the cancellation yourself, or we’ll do it on your behalf and involve you as necessary. The procedures for this process are described in Paragraph 7.2.

Figure 1. Cancellation via Issuance

![Image of DoD Instruction 1234.55 Title]

7.2. PROCESSING CANCELLATIONS.

a. If You Are Processing the Cancellation.

(1) Save a copy of the PDF version of your issuance from our website. Follow established procedures within your Component to coordinate the cancellation internally.
(2) Prepare a draft DD Form 106 for cancellation, including in the Purpose block a brief (1-2 sentence) justification as to why the issuance should be cancelled. Submit the form along with the PDF of the issuance to your focal point for posting to the Portal for precoordination review.

(3) Follow the procedures in Stages 2A through 5A of the standard DoD issuance process.

b. If You Want Us to Process the Cancellation For You.

(1) Getting Started.

(a) Save a copy of the PDF version of your issuance from our website. Follow established procedures within your Component to coordinate the cancellation internally.

(b) Send a brief (1-2 sentence) justification to your focal point about why the issuance should be cancelled and identify a point of contact for questions about the cancellation. Your focal point will email the request to us.

(c) All cancellations are fully coordinated. We’ll prepare the DD Form 106, get it signed, and post it to the Portal. As OPR of the issuance to be cancelled, you’ll be a primary coordinator; all other coordinators except for mandatory ones will be collateral.

(d) During formal coordination, your DD Form 818 must be signed at the same level as the approval of the issuance online you’re trying to cancel. This is not delegable. All other coordinators (collateral and mandatory) may sign their DD Form 818s at their regular delegated authority level.

(2) What Happens During Formal Coordination and Presignature? Use Table 5 to determine what your responsibilities are during formal coordination and presignature.

(3) After Legal Sufficiency Review.

(a) Cancellations of Instructions; Manuals; or DTMs Signed by Your Component Head. If OGC declares the cancellation legally sufficient, we’ll remove the issuance from the Directives Division Website(s), update the Cancelled DoD Issuances Search database, and notify your focal point.

(b) Cancellations of Directives, Instructions, or DTMs Approved by the Deputy or Secretary of Defense. If OGC declares the cancellation legally sufficient, we’ll route the package to the Deputy Secretary’s delegated authority on your behalf. The final package will be sent back to us after it is approved, and we’ll remove the cancelled issuance from the Directives Division Website(s), update the Cancelled DoD Issuances Search database, and notify your focal point.
### Table 5. What Happens During Formal Coordination and Presignature?

<table>
<thead>
<tr>
<th>Issuance Signed/Approved By:</th>
<th>Comments or Nonconcur Received?</th>
<th>Cancellation Still Appropriate?</th>
<th>Next Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td>Any Signature Authority</td>
<td>No</td>
<td>Yes</td>
<td>No action is required on your part. We’ll immediately post the cancellation action to the Portal for a legal sufficiency review with OGC.</td>
</tr>
<tr>
<td></td>
<td>Yes</td>
<td>Yes</td>
<td>You’ll take over the cancellation action, following the procedures in Stages 3B through 5A of the standard DoD issuance process.</td>
</tr>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
<td>Notify us and we’ll close the action.</td>
</tr>
</tbody>
</table>