U.S. Department of Energy Washington, D.C.

ORDER

DRAFT DOE O 251.1D

Approved: -XX-XX-20142015

SUBJECT:— DEPARTMENTAL DIRECTIVES PROGRAM

- 1. PURPOSE.- To establish directives as the primary means to set, communicate, and institutionalize policies, requirements, responsibilities, and procedures for Departmental elements and contractors.
 - a. Directives are to facilitate achievement of DOE's strategic and operational goals. They also help ensure safe, secure, efficient, cost-effective operations and compliance with applicable legal requirements.
 - b. Directives are to promote operational consistency throughout the DOE complex and foster sound management.
- 2. <u>CANCELLATION. CANCELS/SUPERSEDES</u>. DOE O 251.1C, *Departmental Directives Program*, dated 1-15-09. Cancellation of a directive does not, by itself, modify or otherwise affect any contractual or regulatory obligation to comply with the directive. Contractor requirements documents (CRDs) that have been incorporated into a contract remain in effect throughout the term of the contract unless and until the contract or regulatory commitment is modified to either eliminate requirements that are no longer applicable or substitute a new set of requirements.
- 3. DEPARTMENTAL APPLICABILITY.
 - 3.a. Departmental Elements.
 - **a.**(1) With the exception of the equivalencies/exemptions listed in paragraph 3.c., this Order applies to all Departmental elements.
 - (1)(2) The Administrator of the National Nuclear Security Administration (NNSA) must assureensure that NNSA employees comply with their responsibilities under this directive. Nothing in this directive will be construed to interfere with the NNSA Administrator's authority under section 3212(d) of Public Law (P.L.) 106-65 to establish Administration-specific policies, unless disapproved by the Secretary.
 - b. Contractors. -This Order does not apply to contractors.
 - c. <u>Equivalencies/Exemptions for DOE O 251.1D.</u>
 - (12)(1) The ProcessRequests for Obtaining Equivalencies and Exemptions forto this Order is outlined must be in Appendix Amemorandum form and sent to the Office of Information Resources for concurrence.

- (a) The memorandum must briefly justify the reasons for the equivalencies or exemptions.
- **d.**(b) The memorandum must reference the offices, or localities, and requirements for which the equivalency or exemption is sought.
- (2) Equivalency. In accordance with the responsibilities and authorities assigned by Executive Order 12344, codified at 50 U.S.C. sections 2406 and 2511 and to ensure consistency through the joint Navy/DOE Naval Nuclear Propulsion Program, the Deputy Administrator for Naval Reactors (Director) will implement and oversee requirements and practices pertaining to this Directive for activities under the Director's cognizance, as deemed appropriate.
- (3) Exemption. -Procurement Management System is exempt. However, DOE heads of contracting activities (HCAs) will be afforded a reasonable opportunity to review and comment on draft Acquisition Letters (AL) that provide guidance, instruction, or direction to contracting officers, where such guidance, instruction or direction significantly affects would significantly affect the contract terms and conditions of management and operating (M&O) contracts andor other site and facility management contracts. In those situations where the Senior Procurement Executives provide guidance, instruction, or direction to contracting officers, including where such guidance, instruction or direction may significantly affect contract terms and conditions of management and operating (M&O) contracts and other site and facility management contracts, or materially impact the Procurement Management System will be exempt contractor's performance.
- (a)(4) Exemption. The Chief Financial Officer's Accounting Handbook. However, DOE heads of contracting activities (HCAsField Chief Financial Officers (CFOs) will be afforded a reasonable opportunity to review and comment on any suchdraft handbook chapters that provide guidance, instruction or direction, including but not limited to draft Acquisition Letters (e.g., where the draft Acquisition Letter would require the contracting officer to modify an existing contract clause or add a contract clause during an on-going contract term). Field CFOs.
 - (b) Other examples would be instances where guidance, instruction, or direction set out in the draft Acquisition Letter would materially impact the contractor's performance, materially impact the contract funding, or change the rights and remedies of the parties. This opportunity will be provided so that the HCA's review will be conducted concurrent with any other standard internal

reviews (i.e., Procurement Executives, Procurement Counsels) for a particular draft Acquisition Letter.

- (4)(5) Exemption. The Office of the Chief Financial Officer budget calls, which provide guidance, instruction and direction to Headquarters Departmental elements and the field on the preparation of budgets.
- (5)(6) Exemption. Guidance, direction and instruction issued by the Department's Designated Agency Ethics Official (DAEO) in carrying out the DAEO's responsibilities required by law or by the Office of Government Ethics, or as determined necessary by the DAEO in carrying out the Department's ethics and standards of conduct program.
- (6)(7) Exemption. Guidance, direction and instruction issued by the Department's General Counsel (or NNSA's General Counsel) to, or concerning the management of, the Department's (or NNSA's) attorneys and the legal services and advice they render.
- (8) <u>Exemption</u>. Guidance, direction and instruction issued by the Office of the Chief Human Capital Officer (CHCO) related to the proper execution of human resources authorities and processes within the Department.
- (9) <u>Exemption</u>. Exemption from Appendix A for human resources related Orders. For non-NNSA organizations, an exemption or equivalency must be approved by the CHCO. For NNSA, concurrence must be obtained from the CHCO before an exemption or equivalency can be approved.

4. REQUIREMENTS.

- a. General.
 - the Directives Review Board (DRB) must be established and chaired by the Director, Office of Management, to address matters concerning the Departmental Directives Program. Membership is comprised of senior representatives from each of the three Under Secretarial offices, the Office of the General Counsel, and the Office of Environment, Health, Safety and Security. The senior representatives from the Office of Enterprise Assessments, the National Laboratories Directors Council and Field Managers Council serve as non-voting advisory members on the Board and attend meetings and other proceedings, as required. For representation of all other offices, go to https://www.directives.doe.gov/references/references.
 - (1)(2) Directives in the Departmental Directives Program (see Appendix B for Directives Types) in the Departmental Directives Program must be used as the Department's primary means to establish, communicate, and institutionalize policies, requirements, responsibilities, and procedures

- impacting multiple Departmental elements. The Directives Program is the single methodology for creating and promulgating DOE-wide requirements for Federal staff and contractors to ensure that a risk based approach has been applied to the Department's management system.
- (2)(3) The requirements Requirements in this Order for directives development, revision, cancellation, and approval must take precedence over all other directives with respect to their development, approval and revision.

 Where conflicts exist between directives, the Departmental element that identifies the conflict must notify the DRB in writing. If the DRB confirms that a conflict exists, one or cancellation more of the affected directives must be revised.
- (3)(4) Directives must be written containing the standardized format and content provided in this Order (TemplateTemplates located at: https://www.directives.doe.gov/development-review.)
- (4)(5) Directives must be written to specify the goals and requirements that must be met while refraining from mandating how to fulfill them to the highest extent possible. Directives that cover high risk functions, such as safety and security, or areas that require consistency, such as financial reporting and information technology must, may, when necessary, specify how the requirements must be met.
- (5)(6) Requirements in directives Directives must establish performance-based management goals that align with program mission and objectives, and define performance measures where appropriate.
- (6)(7) Requirements in directives Directives must not duplicate or be inconsistent with applicable laws, and regulations, or or other directives. To the extent possible, directives should be written so that they are consistent with or incorporate widely accepted national standards, that DOE has been directed to apply.
- (7)(8) When necessary, more detailed information or, direction for, or requirements that are applicable only to Federal employees on how requirements are to be completed must be provided in an appendix.
- (8)(9) Requirements for contractors A concise set of all contractor requirements must be provided in an attachment called Attachment 1, the contractor requirements document (CRD). The CRD must contain the concise set of contractor CRD's requirements and responsibilities for contractors must be consistent with requirements and responsibilities for DOE personnel contained as defined in the directive. The CRD must not direct a contractor to follow requirements in an Order.

- (10) Directives in the Departmental Directives Program must be developed and processed as outlined in Appendix C.
- (11) Notices must be converted to, or incorporated into, an Order within one year of the effective date of the Notice.
- (10)(12) Directives, listed in the annual agenda maintained by the Office of Information Resources, must be reviewed every fourfive years in accordance with Appendix D to ensure relevancy and accuracy, see Appendix D. Directives. The DRB may be randomly request OPIs to brief the DRB on plans for directives review, either because directives have not been reviewed within the required five years or because significant concerns have been identified with selected for review and subject to the process in Appendix D to determine their relevancy and accuracy. directives.
- (11)(13) Secretarial and Deputy Secretarial memoranda (Policy memoranda) policies containing requirements that cross organizational lines must be reviewed every four years for cancellation or conversion to be incorporated into the Departmental Directives Program every four years or upon departure of the Secretary/Deputy Secretary (see process in Appendix E).
- (12)(14) Unauthorized directives must be reported to the Office of Information Resources and implementation held until a Directives Review Board determination (see Appendix F).
- (13)(15) The Directives Review Board (DRB) must be established and chaired by the Director, Office of Management, to address matters concerning the Departmental Directives Program. Membership is comprised of senior representatives from each of the three Under Secretarial offices, the Office of the General Counsel, and the Office of Environment, Health, Safety and Security. The senior representatives from the National Laboratories Directors Council and Field Managers Council serve as non-voting advisory members on the Board and attend meetings and other proceedings, as required. For representation of all other offices, go to https://www.directives.doe.gov/references/references.
- b. Implementation of DOE Directives.
 - (1) Six months after the directive's approval, a progress report of the communications plan and the status of the directive's implementation must be presented at a DRB meeting.

- (2)(1) Requirements for Federal employees in new or revised directives must be fully implemented within twelve months of issuance, unless otherwise stated in the directive.
- (3)(2) Equivalencies may must be requested in substitution for how to implement requirements.
- (4)(3) Exemptions may must be requested when not implementing one or more requirements.
- (2)(4) Requirements for contractors acquiring seeking equivalencies/exemptions must be stated in the contractor requirements

5. RESPONSIBILITIES.

- a. <u>Secretary of Energy</u>.
 - (1) Issues, approves or cancels Policies, Orders, and Notices or delegates approval authority to the Deputy Secretary.
 - (2) Approves an expedited process for a directive development process other than the 150 calendar daysthat described in Appendix C, when necessary, or delegates approval authority to the Deputy Secretary as appropriate.
 - (3) Approves the cancellation of Policypolicy memoranda or conversion into the Departmental Directives Program or delegates approval authority to the Deputy Secretary.
 - (4) Resolves impasses on proposed directives or delegates resolution to the Deputy Secretary, as appropriate.

b. Deputy Secretary.

- (1) As the Secretary's designee, approves and cancels Policies, Orders, and Notices.
- (2) Approves an expedited process for a directive other than the 150 calendar days that described in Appendix C, when necessary.
- (3) Approves the cancellation of Policypolicy memoranda or conversion into the Departmental Directives Program.
- (4) Resolves impasses on proposed directives when they occur between the office of primary interest (OPI) and opposing/or other Departmental elements, organizations, or offices, or Central Technical Authorities upon delegation of such authority from the Secretary.

c. <u>Secretarial Officers</u>. As appropriate:

- (1) Initiate development or revision of proposed directives in accordance with the requirements defined in Appendix C.
- (2) Sign justification memoranda requesting development or revision of directives or assign signature authority to a designee.
- (3) Participate in DRB meetings as requested or assign designeedesignees for matters concerning the development or revision of directives under their purview.
- (4) Ensure that writers have the necessary support to engage in efforts to process draft directives within the prescribed timetables.
- (5) Establish procedures for soliciting and consolidating the views of their contractors and stakeholders on draft directives throughout the stages of the directive development process.
- (5)(6) Concur on summary of issues and the organization's position when impasses occur.
- Ensure the organization implements requirements provides timely implementation of new or revised directives (within twelve months of issuance, unless specified otherwise in the directives.
- (7) Direct contracting officers to incorporate contractor requirements documents into contracts within the timeframe stated in the directive or in paragraph 4.b. (2) of this Order. an appropriate exemption or equivalency is approved).
- (8) Ensure that contracting officers work with contractors to incorporate the contractor requirements document into their contracts.
- (9) Provide to the Office of Information Resources, the names of Directives Points of Contact (DPC) possessing DPCs) who possess sufficient knowledge and capabilities to be a liaisonliaisons between the organization their organizations and the Directives Program-activities.
- (10) For non-NNSA elements, work with the Office of the General Counsel and the Office of Management (Office of Acquisition and Project Management) in developing requirements for contractors.
- (10)(11) For NNSA elements, work with the Program Counsel in the NNSA Office of the General Counsel and the NNSA Office of Acquisition Management in developing requirements for contractors.

- (11)(12) Ensure-With concurrence from the OPI has been consulted prior to granting an equivalency or an exemptionOPIs, grant exemptions and ensure equivalencies in accordance with Appendix A, including establishment of a documented process is in place.
- (12)(13) Approve or assign designees to approve comments submitted from their organization or assign a designee organizations.
- (13)(14) Ensure that directives under their purview are reviewed every fourfive years to verify continuing relevance and/or to determine whether any action (i.e., certification, revision or cancellation) is necessary.
- (14)(15) Consult with the DRB on Policypolicy memoranda to recommend cancellation or conversion into the Departmental Directives Program.
- d. Director, Office of Management.
 - (1) Administers the Departmental Directives Program.
 - (2) Serves as ChairpersonChair of the DRB, convening DRB meetings as necessary and makes the final determination on directives process matters, unless otherwise specified.
 - (3) Notifies the Chief Financial Officer when there is significant potential for budgetary or other resources to be necessary to implement requirements of a proposed directive.
 - (4) Serves on the DRB as representative on the DRB for Departmental staff/support offices not already represented on the DRB. For organizations that are represented, reviews and reconciles submitted comments for justification memoranda and draft or final directives.
 - (5) Facilitates discussion between DRB members and contending Secretarial Officers, or designees, for unresolved issues on justification memoranda, and draft or final directives.
 - (6) Grants approval to develop or revise directives by signing justification memoranda.
 - (7) Concurs on memoranda being forwarded to the Deputy Secretary or Secretary for approval to publish Policies, Orders and Notices directives.
 - (8) MakesIn consultation with the DRB, makes the final decision for forwarding regarding whether to forward directives for impasse decisions to the Secretary or Deputy Secretary.
 - (9) Approves and cancels Guides.

- e. <u>Directives Review Board Members (Including including the Advisory Membersadvisory members)</u>.
 - **a.**(1) Participate in DRB meetings and advise and concur (with the exception of advisory members) on proposed directives before department-wide coordination and approval for publication.
 - (2) Recommend to the Chair, DRB, timeframes for processing directives, including use of an expedited process for page changes
 - (3) Solicit, reconcile, and consolidate comments for justification memoranda and final draft submissions on behalf of organizations being represented, and submit the comments to the Office of Information Resources within the prescribed timeframes.
 - (4) Recommend to the Chair, DRB, whether a justification memorandum requesting to develop or revise a directive be approved.
 - (5) Recommend if the OPI must provide a crosswalk of requirements when revising a directive.
 - (6) Recommend after 90 days of inactivity for a directive, ifto the Chair, DRB, that a draft directive must be reactivated after being placed on-hold due to inactivity (see Appendix C).
 - (7) Determine when a proposed directive appears to involve the potential for significant budgetary or other resource impacts on the Department.
 - (8) Recommend to the DRB (with the exception of advisory members) that the Chair to, DRB, concur on directives for approval or forward to the Secretary or Deputy Secretary if at an impasse.
 - (9) May select anyrecommend a directive to for further review for relevancy and accuracy.
 - (10) Recommend to the Chair, DRB, the extension of Notices up to one year, as appropriate.
 - (11) Consult with Secretarial Officers on Policypolicy memoranda before recommending to the Deputy Secretary to cancel or convert the Policyeither cancellation or conversion of policy memoranda for incorporation into theappropriate Departmental Directives

 Programdirectives.
 - (12) Provide the implementation progress of the directive for organizations represented to discuss at a DRB meeting six months after the directive's approval.

f. Chief Financial Officer.

- (1) Participates in DRB meetings involving directives for which requested financial impact analyses have been completed as requested.
- (2) Develops and shares best practices with program offices regarding the creation of financial impact analyses.
- g. Central Technical Authorities (CTAs).

. Adhere to responsibilities of Central Technical Authorities related to the Provide concurrence or non-concurrence on all directives process as established that affect nuclear safety found in DOE- O- 410.1, Central Technical Authority Responsibilities Regarding Nuclear Safety Requirements., to applicable DRB member.

h. Director, Office of Information Resources.

- (1) Manages the Departmental Directives Program processes.
- **b.**(2) Ensures justification memoranda submitted by program offices meet content criteria prior to submission to the DRB.
- e.(3) Disseminates justification memoranda for review toby DRB members, advisory members, Directives Points of Contact (DPCs) represented by the Chair, DRB, and the Office of the Chief Financial Officer.
- **d.**(4) Provides to the Chair, DRB, a consolidated list of comments on justification memoranda submitted by the DRB members and DPCs.
- e.(5) Distributes to DRB members and advisory members any comments related to justification memoranda, and where appropriate, draft or final directives.
- **f.**(6) Notifies OPIs to proceed in the development or revision of draft directives and informs OPIs of the processing due dates.
- g.(7) Provides support and advice to OPIs; and tracks progress of directives development.
- h.(8) AfterDetermines after 90 days past the due date of the draft directive, determines—whether thea draft directive must be placed on-hold or whether thea justification memoranda must be withdrawn—and notifies the DRB of the decision. If further inactivity continues, communicate communicates next steps to the OPI (outlined in Appendix C).

- i.(9) Ensures that draft or final directives and associated documents are posted or disseminated for Department-wide coordination or for information purposes as appropriate.
- j.(10) Disseminates copies of packages containing final draft directives and associated documents from OPIs to the DRB for final review.
- **k.**(11) Notifies OPIs of additional DRB concerns or if their presence is requested at DRB meetings.
- L(12) Notifies OPIs of impasses and reasons for non-concurrences during final review.
- m.(13) Manages the review and comment tool ensuring that affected parties have the opportunity to comment on draft directives.
- n.(14) Manages the Directives Program website ensuring posting of all approved unclassified directives and related information. -Posts a summary of directives containing classified information on the website.
- e.(15) DeterminesIn consultation with the OPI, determines the type of proposed changes (revision, page change or administrative change), with OPI's consultation) to be developed.
- p.(16) Approves administrative changes.
- q.(17) Coordinates with all Departmental Department elements on the selection to obtain names of DPCs.
- r.(18) Publishes an annual Directives Agenda prior Prior to the beginning of each fiscal year, publishes an annual Directives Agenda that includes all directives that are required to be reviewed during the upcoming fiscal year and provides a checklist to assist in determining the directive's directives' relevance and accuracy.
- **5.**(19) Ensures that DOECASTS containing lists of recently approved and cancelledcanceled directives are distributed to Departmental elements on a quarterly basis, when appropriate.
- t.(20) Tracks Policypolicy memoranda issued by the current or former Secretary or Deputy Secretary for cancellation or incorporation into the Departmental Directives Program as directives.——
- (21) Ensures PolicyPosts policy memoranda issued by the current or former Secretary or Deputy Secretary are posted to the Directives website as appropriate.

- (22) Disseminates to the DRB copies of packages of Secretarial memoranda for conversion into directives to the DRB review.
- (23) Prepares and submits, as recommended by DRB, packages for cancellation of Secretarial policy memoranda for the Secretary's or Deputy Secretary's approval.
- (24) Notifies the Office of Acquisition and Project Management when directives with contractor requirements documents are issued.
- (25) Notifies the Department of directives actions (e.g., the cancellation of directives or other administrative action) through a Directives Program Notification.
- i. Office of Primary Interest (Writer).
 - (1) Follows the process <u>outlined</u> in Appendix C for developing or revising directives.
 - (2) Solicits comments from Program Counselappropriate subject matter experts on draft directives prior to submitting the drafts for the first review and comment.
 - (3) WorksFor non-NNSA elements, works with the Office of the General Counsel and the Office of Management (Office of Acquisition and Project Management) in developing a CRD-for non-NNSA elements.
 - (4) For NNSA elements, works with the Program Counsel in the NNSA Office of the General Counsel and the NNSA Office of Acquisition Management in developing a CRD.
 - (5) Receives concurrence from the appropriate Central Technical Authority for the revision, cancellation, or administrative change of nuclear safety directives listed in DOE O 410.1, Central Technical Authority Responsibilities Regarding Nuclear Safety Requirements.
 - (6) Adheres to the prescribed formats when developing or revising directives. https://www.directives.doe.gov/development-and-review-of-directives/directives_templates.
 - (7) Prepares When requested by the DRB, provides a crosswalk of requirements.
 - (8) When requested by the DRB, prepares a detailed financial impact analysis, as requested by the DRB. When necessary, contacts the Office of the Chief Financial Officer for assistance.

- (9) Leads efforts to engage organizations in order to resolveresolving differences over comments.
- (7)(10) Grants approval for extensions for comments on draft directives during the review and comment, period and notifies the Office of Information Resources.
- (11) Coordinates with the DOE Departmental Representative to the Defense Nuclear Facilities Safety Board (DNFSB), as appropriate.
- (8)(12) Using the prescribed directives process, documents the basis for resolution of all comments.
- (9)(13) Adheres to the directives processing times- or notifies the Office of Information Resources to describe reasons for deviations.
- (10)(14) Consults with the Office of Information Resources on determining the type of proposed changes (revision, page change or administrative change).
- (15) Consults with offices seeking Equivalencies or Exemptions.
- (16) Provides a progress report to the DRB, as requested, on the effectivenessimplementation of the directive's directive's communication plan six months after the directive has been approved.
- (17) Reviews directives every fourfive years to verify continuing relevance and/or whether any action (i.e., certification, revision or cancellation) is necessary, see Appendix CD.
- j. DOE Departmental Representative to the DNFSB.
 - (1) Coordinates directives reviews with the DNFSB.
 - (2) Provides the OPI with DNFSB comments through the process used by the Department.
 - (3) Facilitates communication between the OPI and DNFSB regarding DNFSB comments prior to a directive's approval.
 - (4) Informs the DNFSB when a directive is considered for cancellation.
 - (9)(5) Informs the OPI and DRB of on DOE implementation plan commitments and other Secretarial commitments to the DNFSB recommendations impacting that impact directives.

k. <u>Contracting Officers.</u> -Incorporate CRDs into contracts within 12 months or by due date established by the Secretarial Officer in M&O contracts containing, DEAR 970.5204-2, Laws, Regulations, and DOE Directives, without alteration, unless the CRD specifies how alterations are to be determined and/or approved, or unless requirements are tailored per DEAR 970.5204-2 5204-2. For non-M&O contracts not subject to DEAR 970.5204-2, incorporate the CRD into the contract as a clause in Section C, H, or other appropriate section of the contract.

1. Directives Points of Contact.

- (1) Solicit input on justification memoranda, draft directives and cancellation of directives from subject matter experts.
- (2) Obtain extensions on comment due dates from an OPIOPIs, in conjunction with the Office of Information Resources.
- (3) Consolidate and streamline subject matter experts' comments, eliminating comments that are pejorative, do not provide a specific recommendation for changes, or conflict with other comments provided.
- (4) Obtain approval from Secretarial Officer before submitting comments on justification memoranda or directives into the directives review and comment tool.
- (5) Assign subject matter experts in consultation with their management as needed for each draft directive issued for review and comment by the Office of Information Resources.
- (6) Act as the liaison between their organization and the Office of Information Resources as appropriate.

6. REFERENCES.

- a. Title 41, Code of Federal Regulations (CFR), Part 102-193.25, which provides agency managers with the means to convey written instructions to users and document agency policies and procedures through effective directives management.
- b. P.L. 106-65, Title XXXII National Nuclear Security Administration Act, as amended, which established a separately organized agency within the Department of Energy.
- c. National Defense Authorization Act of FY 2013, Section 3120. Improvement and Streamlining of the Missions and Operations of the Department of Energy and National Nuclear Security Administration.
- d. DOE O 252.1, *Technical Standards Program*, dated 2-23-2011.

- e. DOE O 410.1, Central Technical Authority Responsibilities Regarding Nuclear Safety Requirement, dated 8-28-2007.
- 7. <u>DEFINITIONS</u>. -See Appendix G.
- 8. <u>CONTACT</u>.- Questions concerning this Order should be addressed to the Office of Information Resources at 202-586-5955.

BY ORDER OF THE SECRETARY OF ENERGY



ELIZABETH SHERWOOD-RANDALL Deputy Secretary

EQUIVALENCY AND EXEMPTION PROCESS

When an organization seeks an equivalency or exemption, their Secretarial Officer or designee may grant thean equivalency or exemption to the requirements in a DOE directive after the requesting organization consults with receiving concurrence from the OPI. Organizations should make full use of exemptions and equivalencies, as appropriate, to avoid unnecessary burden. CTA concurrence is required prior to the granting of equivalencies or exemptions for nuclear safety directives identified in DOE O 410.1, Central Technical Authority Responsibilities Regarding Nuclear Safety Requirements.

Unless specified otherwise in the directive, the following process must be used to obtain equivalencies and exemptions.

- 1. After consulting with receiving concurrence from the OPI, the organization seeking the equivalency or exemption must document the request in a memorandum to their Secretarial Officer or designee. The content of the memorandum must:
 - a. identify the requirement(s) for which the equivalency/exemption is being sought;
 - b. explain the equivalency briefly/exemption;
 - c. justify the reasons for the equivalency/exemption;
 - d. identify the offices or sites for which the equivalency/exemption is being sought;
 - e. state whether a temporary or a permanent exemption from the requirement is sought, and, indicate when compliance will be achieved for a temporary exemption; and;
 - f. describe any alternative or mitigating actions that have or will be taken to ensure adequate safety and health and protection of the public, the workers, and the environment for the period during which the exemption will be effective, when applicable; and
 - g. describe conclusions and recommendations from the OPI review of the exemption/equivalency and resolution of recommendations.
- 2. The Secretarial Officer or designee may grant an exemption only if the exemption—:
 - a. is not prohibited by law;
 - b. would not present an undue risk toensures adequate protection of the public health, workers, and safety, the environment, facility workers, or security; or; and
 - c. is warranted undernot inconsistent with the circumstances primary goal and purpose of the directive.

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3. Organizations Secretarial Officers that grant equivalencies and exemptions to directives, including CRDs, must have a documented process for performing evaluation of proposed equivalencies and exemptions in place and disseminated to their organization, and be able to provide that information process and its results upon request.

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DIRECTIVES TYPES

1. Policies.

- La. Establish high level expectations in the conduct of the Department's mission and impact two or more Departmental elements.
- m.b. Establish, by May be issued through memoranda issued by the Secretary or Deputy Secretary, requirements impacting more than one Departmental element.
- n.c. Provide the Secretary's direction for Orders, Notices, Guides, and Technical Standards.
- o.d. Remain in effect until cancelled by the Secretary or Deputy Secretary.

2. Orders.

- a. Establish management objectives, requirements and assignment of responsibilities for DOE Federal employees consistent with policy and regulations.
- Requirements If requirements for contractors (e.g., M&O contractors) are necessary, they must be included in Attachment 1 called a contractor requirements document (CRD).

 Contractor requirements documents can only be used in contracts that have DEAR 970.5204-2, Laws, regulations, and DOE Directives, already included.
- p.a. Are requirements documents developed and processed in the Departmental Directives Program, and approved by the Secretary or the Deputy Secretary.
- b. Must contain Establish management objectives, requirements unique to DOE, and must not duplicate information from another directive, law, regulation or national standard Detailed instructions assignment of responsibilities for DOE Federal employees describing how consistent with policy and regulations.
- c. If requirements for contractors are to be implemented must be necessary, they are included in appendices. However, if Attachment 1, known as the same information is for both Federal and contractor employees, place it in an attachment subsequent to Attachment 1, the requirements document (CRD.).

3. Notices.

- **q.**a. Have the same effect as an Order, but are issued in response to a Departmental matter requiring prompt action to establish short-term management objectives.
- r.b. Expire within one year unless an extension is granted by the DRB.
- **S.C.** Must be Are converted to or incorporated into an Order within one year of the effective date of the Notice unless an extension is granted by the DRB.

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4. Manuals.

- La. Dictate how Federal and contractor employees are to implement requirements.
- u.b. Are being phased out, and revisions must be converted to or incorporated into Orders, as appropriate.

5. Guides.

- v.a. Provide nonmandatorynon-mandatory, supplemental information about acceptable methods for implementing directives requirements, including lessons learned, suggested practices, instructions, and suggested performance measures.
- w.b. MustDo not impose requirements, but may quote requirements if the sources are adequately cited.

6. Technical Standards.

- a. Are nonmandatory criteria suitable for DOE, the public and other entities usage, and issued using the process in DOE O 252.1A.
- b. Provide DOE-approved possible methodology and criteria for meeting requirements in orders or rules.
- c. Can be made mandatory under DOE regulatory or contractual provisions and also when invoked by an Order.

DOE O 251.1D Appendix C

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DIRECTIVES DEVELOPMENT PROCESS

AllThis Appendix describes the process for developing, revising, and approving all directives have the same review and comment process as delineated in this Appendix., including page change revisions. Organizations should not approach development of directives from a one-size-fits-all perspective. The standard timeline for processing Orders and Guides is 450180 calendar days. This includes Draft Development (60 days), Review and Comment (3045 days), Comment Resolution (3045 days) and Final Review (30 days). -The processing time for Policies and Notices will be determined by the Directives Review Board. In rare circumstances, the The Secretary or, Deputy Secretary, or DRB Chair may approve an expedited process for processing directives.

- 1. STAGE I. JUSTIFICATION MEMORANDUM.
 - **x.a.** The writer (OPI) must develop a justification memorandum requesting to develop or revise (complete revision or page change) a directive using the template located at: -https://www.directives.doe.gov/development-and-review-of-directives/directives_templates.
 - y.b. The justification memorandum must be prepared for the signature of the Secretarial Officer or designee requesting the development or revision of the proposed directive, for submission to the Director, Office of Management, through the Office of Information Resources.
 - **Z.c.** The content of the justification memorandum must:
 - (12)(1) Justify why the directive is necessary; specify which Departmental elements, offices, or organizations the subject directive covers; and indicate if or how those elements, offices, and organizations have been involved at this stage.
 - (13)(2) Describe qualitatively and, where possible practical, quantitatively anticipated costs and beneficial impacts, such as safety, associated with implementation.
 - (14)(3) Identify issues that must be resolved or addressed, all conflicts with existing directives, and any impacts to other directives or Departmental functions or operations.
 - (4) Provide a Identify and provide the rationale for deviating proposing invocation of any Technical Standard.
 - (15)(5) Provide rationale for requesting an alternative timeline from the standard processing time of 150180 calendar days, if needed. No development of the draft directive should begin until the DRB approves the justification memorandum.

2. STAGE II. FIRST DIRECTIVES REVIEW BOARD MEETING.— A senior representative from the office initiating each justification memorandum must meet with the DRB to discuss merits of the justification memorandum. A financial impact analysis may be requested from the OPI by the DRB. The DRB must reach consensus before recommending to the Director, Office of Management that the directive be developed. If consensus cannot be reached by the DRB, the Chair, DRB, to approve the justification memorandum to develop facilitates unresolved issues between the DRB members, the contending Secretarial Officers or revise a directive..designees. If the issues cannot be resolved, the Chair, DRB, makes the final determination.

3. STAGE III. DEVELOPMENT OF THE FIRST DRAFT.

- aa.a. The OPI must be notified in writing whether the by the Office of Information Resources that the DRB has granted approval has been granted to develop or revise the proposed directive by the Office of Information Resources.
- bb.b. The OPI must adhere to the schedule sanctioned by the DRB, nominally,normally 60 calendar days, to provide the first draft to the Office of Information Resources. No activity for Exceeding the established DRB milestone by more than 90 days results will result in the action being placed on-hold and removed from processing. The OPI must reactivate the directive through the DRB. If the OPI is unresponsive, or further inactivity continues, the action is will be withdrawn. Writers may also elect to withdraw an approved justification memorandum and resubmit a new justification memorandum at a later date.
- **CE.**c. The OPI must collaborate with the Office of Information Resources when developing or revising the draft directive.
- dd.d. The OPIOPIs must engage:
 - (12)(1) the program offices being impacted;
 - (13)(2) a representative from the National Nuclear Security Administration;
 - (14)(3) at least one field site employee assigned by the Field Management Council, as requested;
 - (15)(4) at least one contractor representative assigned by the National Laboratory Directors Council, as requested;, and
 - (16)(5) the appropriate program counsel; and
 - (17)(6) the Office of Primary Interest responsible for any DOE Technical Standard being invoked in the directive.
- ee.e. After the draft directive has been developed, an electronic copy of the draft directive must be emailed to the Office of Information Resources. -If revising a directive, a crosswalk of requirements must accompany the draft directive when

requested by the DRB. Requirements crosswalks are typically required for nuclear safety Orders and Notices.

4. STAGE IV. REVIEW AND COMMENT.

- ff.a. The draft directive must be coordinated Department-wide using the online review and comment tool for 3045 calendar days unless otherwise sanctioned by the DRB Chair, the Deputy Secretary or the Secretary.
- gg.b. If athe draft is an Order is invoking a draft Technical Standard, the draft Order and the draft Technical Standard must be coordinated simultaneously through theirthe respective review and comment tool processes process concurrently to ensure all reviewers have access to both documents. The process for implementation of invoked DOE Technical Standards for contractors is discussed in DOE O 252.1A, *Technical Standards Program*.
- hh.c. Classified directives must not be coordinated using the review and comment tool or be transmitted by unclassified email systems at any time. Draft directives transmitted via email on a classified system must be reviewed for classification and fully marked with the appropriate required markings. Classified directives must be transmitted by paper copies that are appropriately marked and controlled or transmitted through classified email systems as directed by the Office of Information Resources or the DRB. -However, an unclassified description of the classified directive can be posted on the review and comment tool.
- 5. STAGE V. COMMENT RESOLUTION/DEVELOPMENT OF THE FINAL DRAFT. The OPI has 3045 calendar days unless otherwise directed to:
 - ii.a. Respond to the comments and submit the comment resolution package on the review and comment tool.
 - b. Update the electronic file of the draft directive using the track changechanges feature to produce red text for insertioninserts and strikeouts for deletion of comments being incorporated and other changes. -If a Technical Standard has been simultaneously coordinated, perform the same actions on the electronic file.
 - c. Email the electronic files of the clean and updated draft directives, and the communication plan synopsis to the Office of Information Resources for presentation to the DRB.
- 6. STAGE VI. FINAL REVIEW. -The following actions must occur within 30 calendar days:
 - jj-a. The draft directive must be posted to the directives website for information purposes only. –Comments are not accepted in the review and comment tool during the final review.

- kk.b. The redline and clean copies of the final draft directive and the communication plan synopsis must be reviewed by the DRB. Final draft Technical Standards invoked by Orders will be reviewed by the DRB with the applicable Order. As appropriate, any comments received during the review will be forwarded to the OPI.
- H.c. The Secretarial Officer or designee representing the OPI must meet with the DRB if scheduled to address any concerns regarding the final draft directive and the communication plan synopsis as deemed necessary.
- mm.d. The OPI must follow up with or provide updated electronic files if DRB members have additional questions or issues still requiring resolution.
- nn.e. Once the DRB reaches consensus on the final draft directive, the OPI must prepare an approval package that includes the approval memorandum, a clean copy of the final draft directive, a synopsis, the communication plan synopsis, and any other documents mentioned in the memorandum. -The Templates can be found at https://www.directives_doe.gov/development-and-review-of-directives/directives_templates.
- oo.f. If consensus cannot be reached between the DRB members, the Chair, DRB, facilitates unresolved issues between the DRB members, the contending Secretarial Officers or designees.
- pp.g. If the issues cannot be resolved by the Chair, DRB, then an impasse occurs. -The OPI must incorporate include the issue(s), their its position and the contending organization position, and the DRB's recommendation in a summary paper.
- qq.h. The approval memorandum, the summary paper, a clean and redline copy of the final draft directive, the synopsis, the communication plan synopsis, and any other documents mentioned in the memorandum mustwill be forwarded to the Secretary or Deputy Secretary to render a decision.

DIRECTIVES REVIEW: CERTIFICATION, CANCELLATION OR REVISION

A directive must be reviewed every fourfive years by the OPI to verify continuing relevance and/or whether any action (i.e., certification, cancellation or revision) is necessary. If a revision or cancellation is necessary, there is no need to certify the directive. An annual agenda listing directives requiring a review can be found at: https://www.directives.doe.gov/development-review. (Certification memorandum, certification checklist, approval memorandum and synopsis templates can be found at: https://www.directives.doe.gov/development-and-review-of-directives_templates.)

1. <u>For Certification</u>.- The OPI must prepare and submit a certification memorandum to the Office of Information Resources, for review and approval by the DRB, attesting to the directive's continuing relevance- and accuracy. Once approved by the DRB, a certification date is placed under the approval date on the first page of the directive attesting that the directive is in effect for another fourfive years.- The certification memorandum will be posted on the directives website with the corresponding directive. Page changes or administrative changes to a directive are not acceptable as-a certification.

2. For Cancellation.

- a. The OPI must prepare and submit a hardcopy cancellation justification memorandum, signed by their Secretarial Officer or designee, to the Office of Information Resources.
- b. Once the DRB reaches consensus on the cancellation, the directive is posted to the review and comment tool for a 30 day review.
- c. If no objections are received on the cancellation of the directive, the OPI is informed to provide an approval package (consisting of the approval memorandum, synopsis and the proposed cancelled directive, and an Administrative Notice) to the Office of Information Resources.
- d. If a Policy, Order or Notice is being cancelled canceled, the Office of Information Resources transmits the approval package to the Deputy Secretary. -If a Guide is being cancelled canceled, the Office of Information Resources transmits the approval package to the Director, Office of Management.
- e. AOnce cancellation is approved, a cancellation date will be placed under the approval date on the directive and listed among other directives in quarterly DOECASTS, when appropriate. A Directives Program Notification, approved by the Director, Office of Information Resources, will be placed on the directives website to communicate the approval of the cancellation to the Department.
- f. If objections to the cancellation of the directive are received at either the cancellation justification memorandum or the review and comment tool phase,

only then will the directive be scheduled for discussion at a DRB meeting. The DRB will determine the path forward to achieve consensus or elevate impasse.

3. <u>Revision</u>.- If the OPI determines that the directive must be revised, the process delineated in Appendix C must be followed.

POLICY MEMORANDA CONVERSION PROCESS

Memoranda issued by the Secretary or Deputy Secretary must be reviewed for consideration for incorporation into the Departmental Directive Program if more than one Departmental element is impacted. -The Directives Review Board, in consultation with the Secretarial Officer having purview, reviews memoranda meeting the criteria to recommend to the Secretary or Deputy Secretary for cancellation or conversion into a directive in the Departmental Directives Program.

- 1. DRB Recommends Cancellation of any Memorandum.- The Office of Information Resources, in consultation with the OPI, prepares an approval package consisting of the action memorandum justifying the reason the memorandum should be cancelled canceled, and submits the package to the Secretary or Deputy Secretary for approval. -If there is more than one memorandum to be cancelled canceled, a consolidated list of the memoranda titles are is to be included with the action memorandum.
- 2. DRB Recommends Conversion of any Memorandum.
 - rr.a. The OPI must format then email the draft directive in an electronic file to the Office of Information Resources.
 - ss.b. The draft directive will be reviewed by the DRB.
 - tt.c. As appropriate, comments will be forwarded to the OPI.
 - uu.d. The OPI must consider the comments, producing an electronic file with redlined text for insertions and strikeouts for deletions where comments are incorporated.
 - w.e. The OPI must email the electronic file containing the redlined text and strikeouts, and a clean copy of the draft directive to the Office of Information Resources.
 - ww.f. The draft directive will be discussed at a DRB meeting.
 - g. If the DRB reaches consensus, the OPI prepares and submits to the Office of Information Resources an approval memorandum containing the former Secretarial memorandum and the proposed conversion to a directive for the Deputy Secretary's signature.
- 3. Incorporation of policy memorandum into existing or a new directive must follow the process outlined in Appendix C.

UNAUTHORIZED DIRECTIVES

With the exception of documents issued by the Secretary or Deputy Secretary (e.g., memoranda), unauthorized Unauthorized directives are documents that purport to apply ongoing requirements (other than legal requirements) to more than one Departmental element and that have not been reviewed and promulgated through the processes described in this Order. Exceptions are allowed for unique requirements promulgated through acceptable alternative programs or processes covered by an Order, if addressed in paragraph 3.c. of this Order, or as otherwise directed in writing by the Secretary or Deputy Secretary.

- 1. Acceptable alternative programs or processes must have an approved and current Order outlining the methodology for promulgating unique requirements.
- 2. Any DOE element can identify unauthorized directives, tag and forward the requirements to the Office of Information Resources, and holdpostpone implementation until processed through the Directives Program.
- 3. The Office of Information Resources will notify the DRB when an unauthorized directives are directive has been identified. The DRB will review the document and will, make a determination of its compliance with the directives program, and will-notify the OPI if it finds the directive to be unauthorized.
- 4. The OPI must address unauthorized directives in one of the following ways:
 - a. withdraw the document;
 - b. modify the document (e.g., restrict its applicability to one element) so that it no longer fits the description of an unauthorized directive; or
 - xx.c. convert the document to a directive following one of the processes process described in this Order.

Headquarters and field elements are authorized to publish supplemental directives for use by those organizations and their contractors, provided the supplemental directives do not contradict, delete, or duplicate provisions in any applicable Policy, regulation, Order, or Notice.

DEFINITIONS

- 1. <u>Administrative Changes</u>. -Are those changes that do not alter requirements or responsibilities in the affected directive. -Examples of such changes are (a) corrections of omissions up to one year of the directives' approval date; (b) typographical errors; (c(b) nomenclature changes such as changes to organization names or titletitles of officials; (d(c) clarifications that do not alter requirements or responsibilities; or (ed) changes to legal citations.
- 2. <u>Certification</u>. -Process for reviewing and certifying verifying directives that have been in effect for 45 or more years, for accuracy and continued relevance.
- 3. <u>Communication Plan</u>. A document included with the <u>directive</u>'s directive's final draft package that <u>identifies</u> and describes how training and/or any other <u>roll-out</u> activities performed by the OPI will be accomplished in <u>order</u> to <u>effectively implementsupport</u> effective implementation of the directive-and is reviewed six months after.
- 4. <u>Comment Resolution</u>. Process of the OPI responding to comments received during the review of draft directives. All major comments submitted on behalf of the Secretarial Officer or designee must be addressed and resolved before the directive approvalis approved.
- 5. <u>Consensus</u>. The highest level of agreement reached by a group as a whole. All members of the group agree to support the decision.
- 6. <u>Contractors</u>. For purposes of the directives program, corporate organizations under contract with DOE to perform services with the clause at DEAR 970.5204-2, Laws, Regulations and DOE Directives, in their contract, or contract including the CRD as a requirement for successful completion of the contract. [Note: This definition of contractor does not include all of the procurement contracts entered into by DOE.]
- 7. Contractor Requirements Document (CRD). If requirements for contractors (e.g., M&O contractors) are necessary, they 5 are required to be included in Attachment 1, called a contractor requirements document (CRD). Contractor requirements documents can be directly inserted into contracts that have DEAR 970.5204-2, Laws, regulations, and DOE Directives, already included. For non-M&O contracts not subject to DEAR 970.5204-2, the CRD can be incorporated into the contract as a clause in Section C, H, or other appropriate section of the contract.
- 8. <u>Coordination</u>.- Process of appropriate review for all draft directives involving all affected/interested organizations, including contractors, to have the opportunity to review and comment on draft directives.

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69. <u>Counsel</u>. General Counsel, Procurement Counsel, Program Counsel, etc., all refer to attorneys assigned to various parties for the purpose of providing legal advice and guidance.

- 710. <u>Crosswalk</u>. A table for a directive revision which identifies changes in requirements and the technical basis for these changes.
- 11. <u>Departmental Elements</u>.- Headquarters elements and first-tier organizations as listed in the *Correspondence Style Guide*, Office of the Executive Secretariat.
- <u>B12.</u> <u>Directives.</u> Official communications of policies, requirements, and procedures which are used to inform, direct, and guide employees in the performance of their work and to enable employees to work effectively within the Department and with other Government agencies, contractors, and the public. Directives include Policies, Orders, Notices, Manuals, and Guides.
- 913. <u>Directives Program Notification</u>. A notification created by the Office of Information Resources that is used to communicate the approved cancellation of a directive or other administrative action regarding directives.
- 14. <u>Directives Review Board</u>. -Established by DOE O 251.4C1, and chaired by the Director, Office of Management. The Board advises, as well as concurs, on individual directives before their release for DOE-wide comment and final issuance. Board membership is comprised of a senior representative from each of the three Under Secretarial offices, the Office of the General Counsel, and the Office of Environment, Health, Safety and Security. -AdvisoryNon-voting, advisory members include senior representatives from the Office of Enterprise Assessments, the National Laboratory Directors Council and the Field Management Council.
- <u>1015.</u> Equivalencies.- Alternatives to how a requirement in a directive is fulfilled in cases where the "how" is specified. These represent an alternative approach to achieving the goal of the directive.
- **1116**. Exemptions. -The release from one or more requirements in a directive.
- 1217. <u>Financial Impact Analysis</u>. A document that details potential significant budgetary or other resource impacts on the Department shared with DRB members and the Chief Financial Officer upon request.
- 18. <u>Impasse</u>. -When a resolution of directives issue(s) cannot be agreed on between Departmental elements.
- 1319. Invoked Technical Standard. A DOE Technical Standard that is called upon, in part or in whole, as a required method in a DOE Directive based on a clear requirement statement. The following is an example of an invoking requirement statement: "DOE Headquarters line management must oversee DOE field processes for verifying readiness to startup and

- restart nuclear facilities in accordance with . . . DOE-STD-3006, Planning and Conducting Readiness Reviews. (DOE Order 425.1D)"
- 20. <u>Justification Memorandum</u>. A document used to justify developing or canceling a directive.
- 1421. <u>National/International Standards</u>. Standards are developed through a process that is open to participation by representatives of all interested parties, transparent, consensus-based, and subject to due process. These might be developed by governmental organization or private sector groups such as the American Society for Testing and Materials (ASTM) or the International Organization for StandardsStandardization (ISO).
- <u>1522.</u> Office of Primary Interest. -The writer's office, responsible for originating the directive and maintaining its accuracy and currency.
- 1623. Page Change. When a directive modification is modified restricted to affect a limited portion of the requirements and/or responsibilities as determined by defined in the Office of Information Resources. directive. The review for a page change is limited to only the changed portions of the draft directive.
- <u>4724.</u> <u>Performance-Based Management Goals</u>. A systematic approach to performance improvement through an ongoing process of establishing strategic performance goals.
- 25. <u>Procurement Management System</u>. The procurement programs managed by DOE and NNSA Senior Procurement Executives that ensure the development and implementation of Department-wide policies, procedures, programs, and management systems pertaining to procurement and financial assistance.
- 1826. Review and Comment Tool.- A web-based work-flow application tool used by the Department of Energy for coordination of draft directives.
- <u>1927</u>. <u>Revision</u>.- When a directive is modified to affect a large portion of the requirements and/or responsibilities as determined by the Office of Information Resources.
- 2028. Requirements. -Activities that must be performed pursuant to a directive to fulfill the Department's mission, law or regulations.
- <u>2129.</u> <u>Responsibilities.</u>- Duties and authorities assigned to a position or office to implement, manage and/or oversee directives.
- 2230. Secretarial Officer. -Secretarial Officers are: the Secretary, Deputy Secretary, and Under Secretaries; and the Assistant Secretaries and Program Office Directors reporting to the Secretary either directly or through the Deputy Secretary or Under Secretaries. The NNSA Administrator and Deputy Administrators are is the only NNSA Secretarial Officers. Officer.

31. Technical Standard. DOE standards, handbooks, and specifications established and maintained in accordance with the DOE Technical Standards Program (see DOE O 252.1A, *Technical Standards Program*). DOE standards, the only type of technical standard that may be invoked in a DOE Directive, provide specific standardized approaches, methodologies, technical criteria, or other information on accomplishing a task, developing a plan, and/or performing a calculation or assessment to implement a DOE requirement. DOE standards provide a common shared approach or methodology for implementing a DOE requirement such that its implementation is consistent across DOE programs and operations.

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ADMINISTRATIVE CHANGE PROCESS

Administrative (admin) changes are those that do not alter requirements or responsibilities in the affected directive. Examples of such changes are typographical errors; nomenclature changes such as changes to organization names or title of officials; clarifications that do not alter requirements or responsibilities; or changes to legal citations. All directives requiring an administrative change have the same review process as delineated in this Appendix.

To request an admin change the OPI must:

- 1. Create a redline/strikeout and clean copy of the proposed changes to the directive.
- 2. Incorporate the proposed changes to the directive into the Location of Changes document.
- 3. Create an approval memo justifying the need for an administrative change for the approval of the Secretarial Officer or designee. Templates are located at: https://www.directives.doe.gov/development-and-review-of-directives/directives_templates.
- 4. Submit the signed approval memo with hard and electronic copies of the files listed above to the Office of Information Resources for approval by the Director, Office of Information Resources.

The Office of Information Resources will notify the OPI whether the admin change has been granted. If the admin change is not granted, the OPI may pursue the change subject to the process delineated in Appendix C.