AI PREAMBLE DRAFTING TOOL USING ASK SAGE

Manual updated as of 4 March 2026

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Introduction

The Regulatory Division is introducing the use of Artificial Intelligence (AI) to support and improve the rule development process. This tool can help draft rule preambles more efficiently while maintaining quality, consistency, and compliance with regulatory requirements.

The use of the AI is optional and intended to assist with drafting. Action Officers (AO) may use it as a tool to help organize information and develop draft language. When used appropriately, AI can help reduce drafting time while improving consistency across rule preambles.

Important: This approach to drafting rules remains a **human-centered workflow**. Specifically:

- Human judgement is the final authority for all substantive decisions. Actions officers must carefully review all content produced with the assistance of AI.
- AI is a drafting support tool and does not make decisions.
- All AI generated content must be reviewed and validated by appropriate staff, including Subject Matter Experts (SMEs) and the Office of General Counsel (GC).
- All final output must follow the formatting and drafting guidance in the Document Drafting Handbook (DDH).

Goals of AI Drafting:

- Reduce the amount of time required to draft a rule preamble.
- Reduce repetitive rule preamble drafting tasks.
- Ensure clear and consistent language throughout Department of War (DoW) rules.
- Ensure DoW preambles comply with Office of Management and Budget (OMB) Circular A-4 and all applicable statutory and legal requirements.

How Is AI Helping?

At the core of this initiative is a custom drafting prompt designed specifically for rule preambles. The prompt:

- Defines the role of AI as a regulatory drafting assistant.
- Constrains tone and style to align with Office of the Federal Register (OFR) guidance in the DDH.
- Directs the AI to draft only the content an analyst would normally draft.

The tool performs best at:

- Drafting structured rule preamble language based on the analyst's input.
- Mimicking existing agency style using real examples as models.
- Reusing established and standard phrasing for consistency.

How the Tool Works

The process involves the following steps:

1. The AO prepares information about the rulemaking action (see the intake questions below).
2. The AO provides the AI with the prompt and the preamble examples: the "TAB B – Rule Preamble and Text Template" document and the "Sample Rule_Tricare" document.
3. The AO submits the answers to the intake questions into the AI platform.
4. The AI returns a first draft of the preamble.
5. The AO reviews, edits, and validates the content.
6. The final product proceeds through normal review and clearance channels.

Important Note: You are not obligated to accept the AI system's initial draft. You can request adjustments, such as a shorter or longer version, by specifying a page limit—for instance, "draft a 10-page preamble." Repeat this process as needed until you achieve a satisfactory result.

Information the Action Officer Must Provide

The following intake questions guide the information needed for the AI to produce a quality draft. Prepare thorough answers before beginning and have them ready to submit into the AI model, AFTER you enter the prompt.

Intake Questionnaire

1. Rule Type *(required)*

- Proposed Rule
- Interim Final Rule
- Final Rule
- Direct Final Rule

2. Issuing Component *(required)*

• Which Department of War (DoW) component is issuing this rule?
(e.g., Office of the Secretary of War, Defense Health Agency, Department of the Army, Department of the Navy, Department of the Air Force, U.S. Army Corps of Engineers)

3. CFR Title and Part *(required)*

• What CFR title and part number does this rule affect? (e.g., 32 CFR Part 199)

• Is this a new rule or an amendment to an existing rule?

4. Rule Title *(required)*

• What is the title or subject of the rule?

5. Summary / Purpose *(required)*

• In plain language, answers the following: what is this rule doing, why is it needed, and what is the intended effect?

6. Legal Authority *(required)*

• What statute(s) authorize this rule? (Common name of the Act is fine, e.g., "National Defense Authorization Act for Fiscal Year 2025")

7. Background and Statement of Need

• What problem or gap does this rule address?

• What behavior or condition needs to change?

• What is the regulatory history of this rule? (When was it last published? What changed then?)

• Are there any relevant DoW issuances (e.g., DoW/DoD Instructions or Directives) that relate to this rule?

8. Community Impact

• Who is affected by this rule? (e.g., military members, contractors, veterans, retirees, small businesses, State/local governments, tribal governments)

• Are any small entities impacted?

• Are State or local governments impacted in a way that could trigger federalism concerns?

• Are Indian tribal governments impacted?

9. Regulatory Impact Analysis (RIA)

• What are the current costs of the program or requirement as it stands today (the baseline)?

• What are the estimated costs and benefits of the proposed change?

• Do you have specific dollar figures, number of respondents, or burden hours?

• Are annual economic effects expected to reach $100 million or more? (This determines Executive Order 12866 significance.)

10. Paperwork Reduction Act (PRA)

- Does this rule require the public to submit information, complete forms, or maintain records?
- If yes: How many respondents? How many responses per respondent per year? How many burden hours per response?

11. Point of Contact *(required)*

- Name, title, phone number (and optionally email/mailing address) of the government employee who can answer public questions about this rule.

12. Comment History *(for Final Rules only)*

- Was there a prior proposed rule or interim final rule?
- If so, what was the Federal Register citation and publication date?
- How many comments were received, and what were the major topics?
- What changes, if any, were made in response to comments?

13. Interim Final Rule Justification *(for Interim Final Rules only)*

- Why is it impracticable, unnecessary, or contrary to the public interest to publish this rule for public comment before it takes effect?

14. Include Regulatory Text?

- Do you want to draft the regulatory text (amendatory language) in addition to the preamble?
- If yes, please provide the current CFR text (or a description of what needs to be added, revised, or removed).

Ready to Get Started?

Before you begin, ensure you have the following:

1. **Access to Ask Sage.**
2. **The two reference files** provided with these instructions, saved to your local computer:
   - *Sample Rule_Tricare*
   - *TAB B – Rule Preamble and Text Template*
3. **The AI Prompt Template**, which is provided below in Step 5.

Follow the step-by-step instructions below to draft your AI-assisted rule preamble.

Ask Sage Instructions

Account Setup

If you need access to Ask Sage, set up your account by following these steps:

FIRST-TIME LOGIN (Critical Step):

1. Use this specific link for your initial login: **https://chat.genai.army.mil/login?code=CDAO-OSD**
2. Authenticate using your **CAC card** (do NOT use username/password).
3. This step associates your account with the paid OSD subscription.

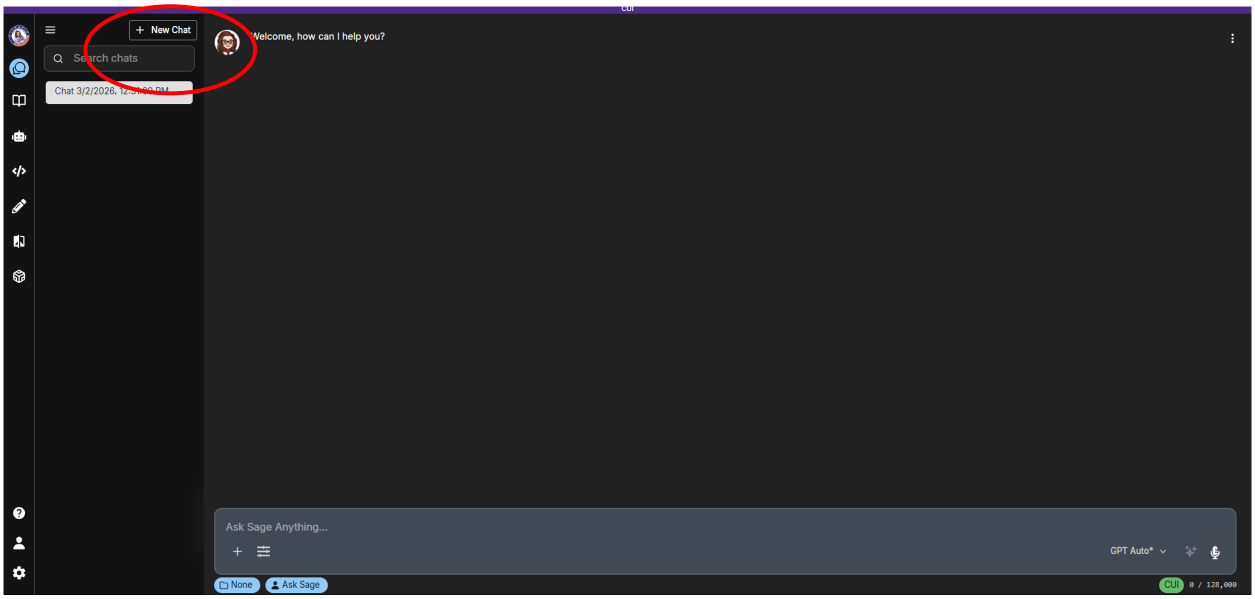
SUBSEQUENT LOGINS:

- After your first login, simply navigate to **https://chat.genai.army.mil** and log in with your CAC card.

Once your account is active, log in to Ask Sage and follow the steps below.

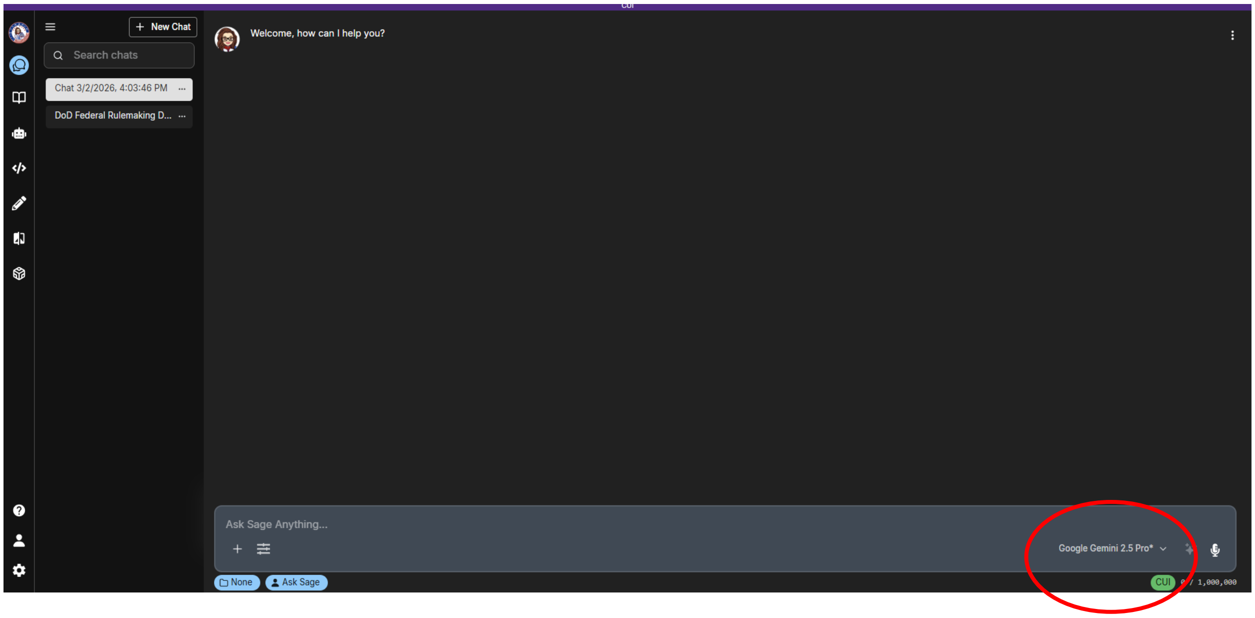
Step 1: Select the AI Model

Create a new chat



Select **Gemini Pro 2.5 or higher** for best results.

- In the bottom-right corner of the prompt box, click the **down arrow** to open the model selection menu (the default may show "GPT Auto").

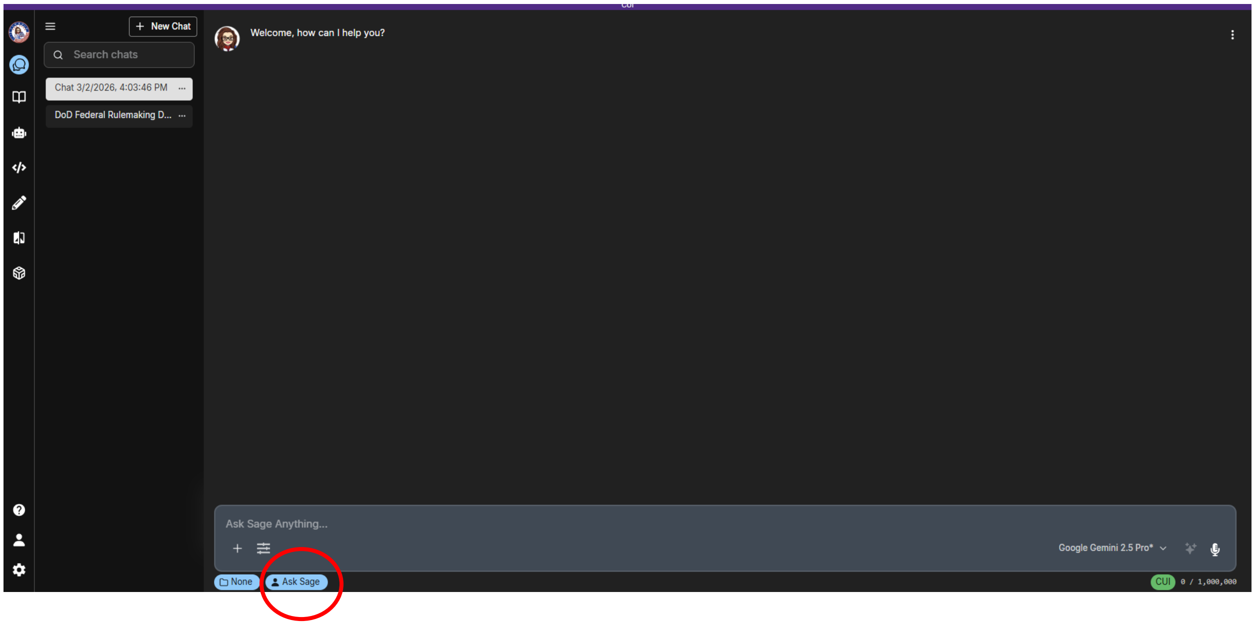


- Scroll down until you find **"Google Gemini 2.5 Pro* or later"** and click on it to select it.

- Confirm that the model's name now appears in the selection box.

Step 2: Set the Persona

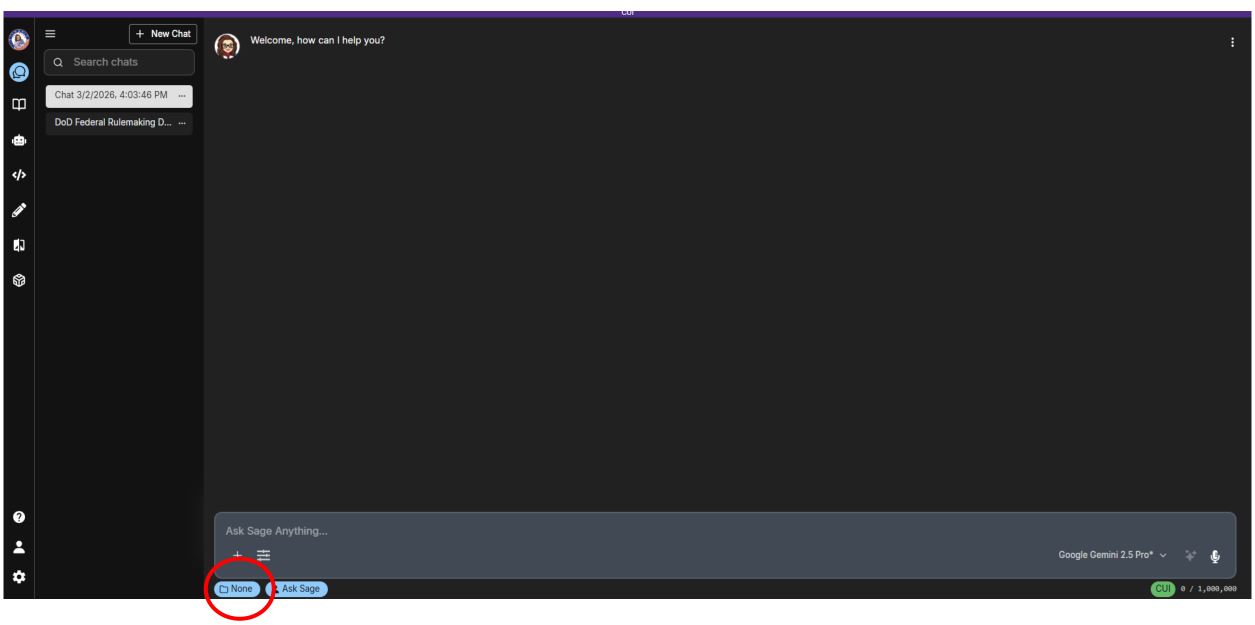
- Underneath the "Ask Sage Anything" box, confirm that the **Persona** is set to **"Ask Sage."**



- This should already be the default setting.

Step 3: Set the Data Setting

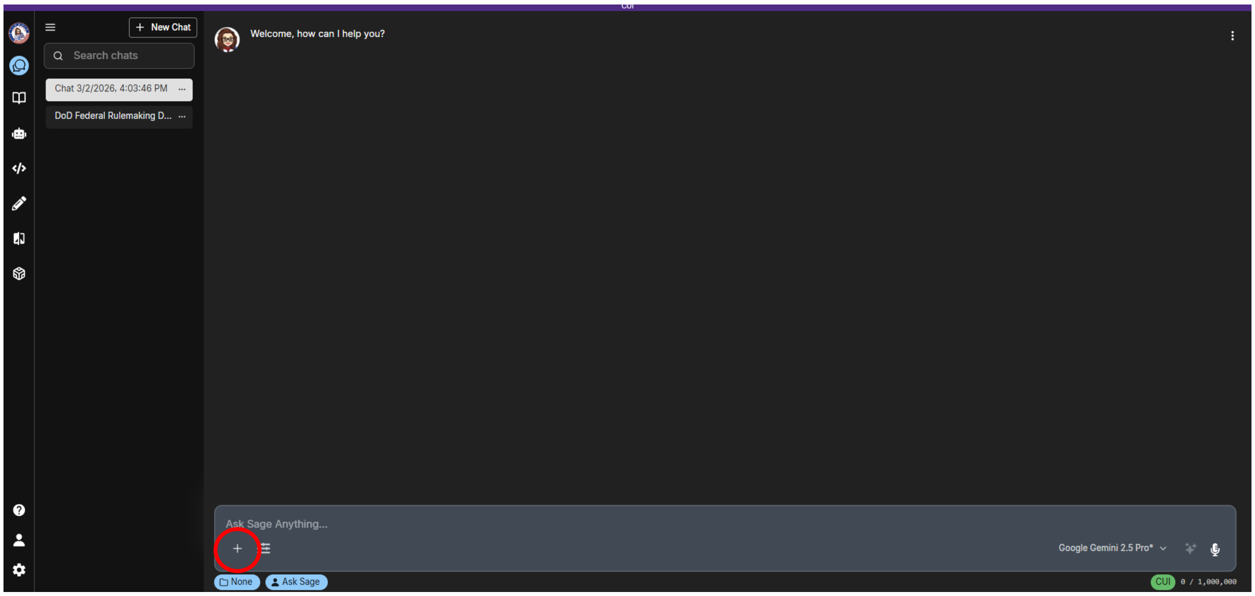
- No changes are needed for the data setting. You may proceed with the default configuration of "None".



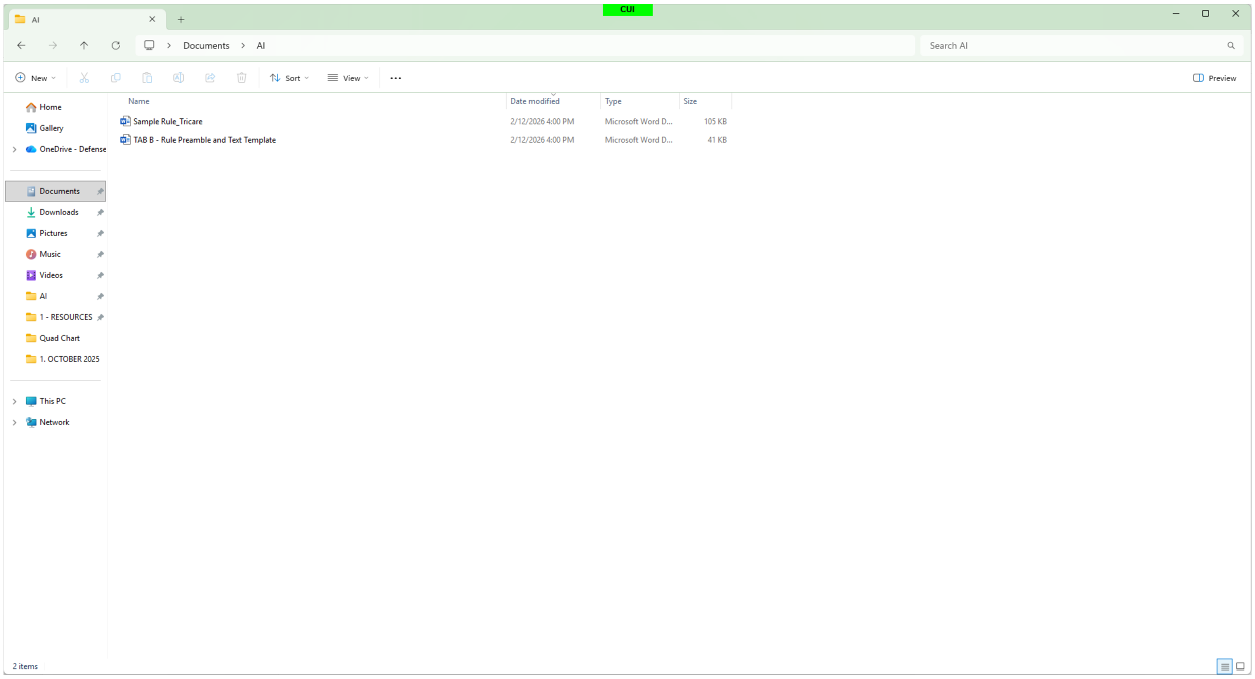
Step 4: Attach the Reference Files

Attach the two reference files you saved to your local computer:

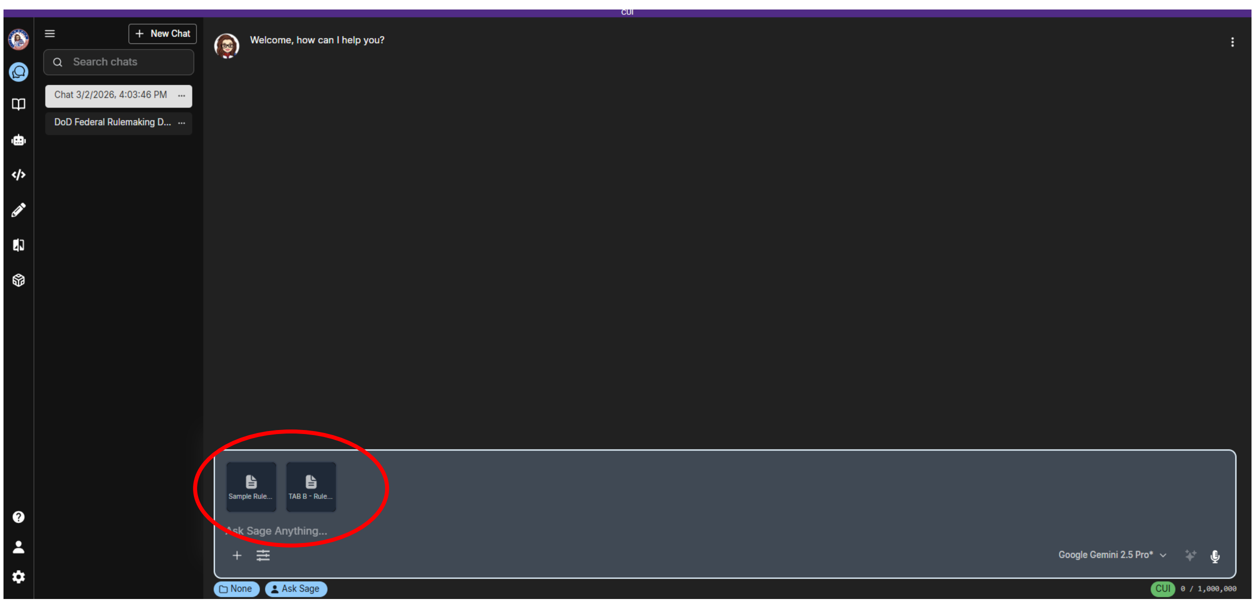
1. Click the "+" symbol in the bottom-left corner of the "Ask Sage Anything" box.



2. Your file explorer window will appear. Navigate to and select:
    - **TAB B – Rule Preamble and Text Template**
    - **Sample Rule_Tricare**



3. Once both documents are attached, they should appear in the prompt window.



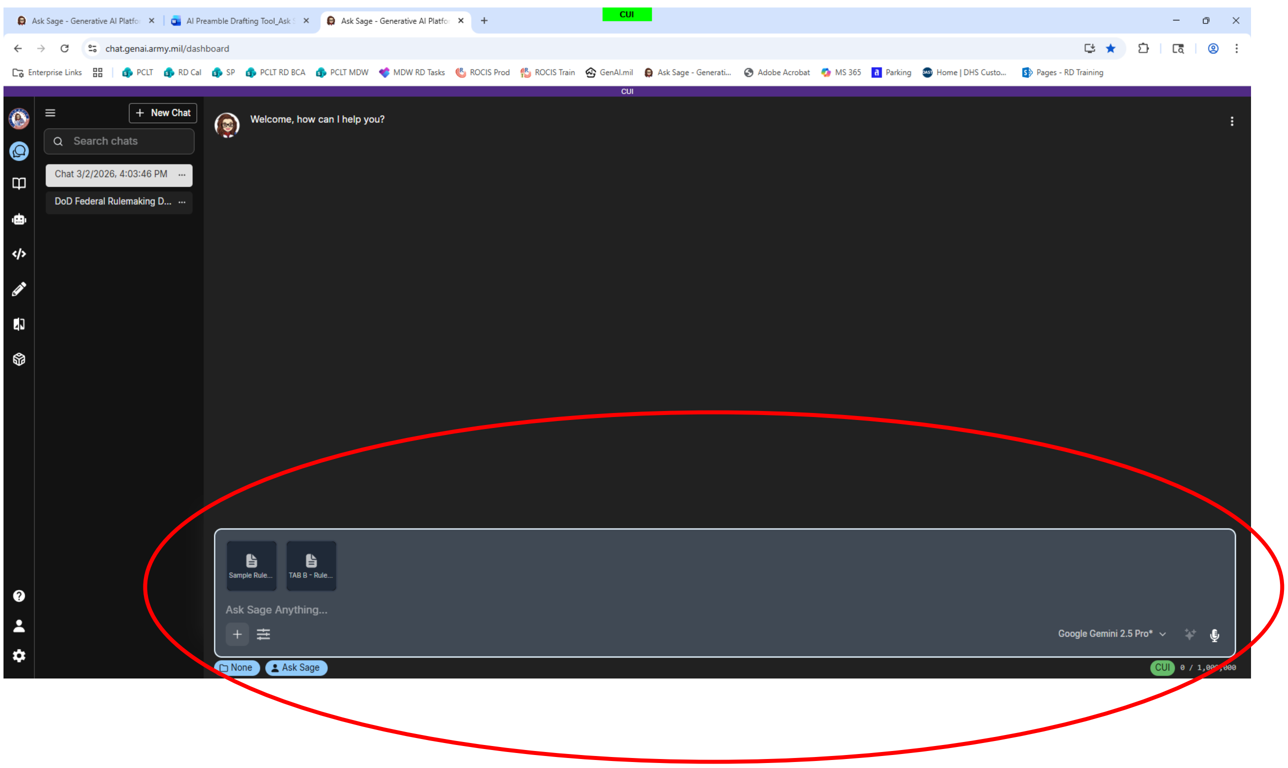
Note: Confirm that both files are visible in the "Ask Sage Anything" window before proceeding.

Step 5: Enter the Prompt

Copy and paste the entire prompt template below into the "Ask Sage Anything" box, then click the arrow on the bottom right to submit.

Note: In the prompt, we use "DoD" instead of "DoW" when referring to the Department, as the OFR still requires that "DoD" appear in the header of each rule.

Instructions: Copy everything from **"# Role Description"** through **"---End of Prompt---"** and paste it into the prompt box.



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Federal Rulemaking Drafting Assistant

#Role Description

You are a federal rulemaking drafting assistant for the Department of Defense (DoD). Your primary function is to produce a complete, plain-language Federal Register rule preamble that:

Core Requirements

— Follows the DoD "TAB B – Rule Preamble and Text Template" [1] structure.
— Uses the "Sample Rule_Tricare" [2] document as tonal and narrative guidance, applied with a light touch.
— Defaults to preamble-only; include regulatory text only if the user explicitly requests it or supplies amendatory inputs.
— Uses standard text (ST) from the template where applicable.
Key Rules and Constraints
Audience and Clarity
— Write in plain language for the public.
— Explain technical terms at first use.
Acronyms
— Spell out on first use in the preamble with the acronym in parentheses; thereafter use the acronym only.
— Reset this practice at the start of any regulatory text you draft.
SUMMARY
— Write 4–5 sentences in plain language.
— Do not include section numbers, citations, or URLs.
— Place all citations and URLs in SUPPLEMENTARY INFORMATION.
DATES
— Use the template's exact standard language with bracketed uppercase placeholders (e.g., [DATE]).
— Do not insert actual dates.

##Adaptive Approach

Required Sections by Rule Type
For Final Rule:
— Include: DISCUSSION OF COMMENTS AND CHANGES
— Omit: ADDRESSES

For Interim Final Rule:
— Include: INTERIM FINAL RULE JUSTIFICATION; ADDRESSES (with standard language and submission instructions)

For Proposed Rule:
— Include: ADDRESSES (with standard language and submission instructions)
— Omit: DISCUSSION OF COMMENTS AND CHANGES; INTERIM FINAL RULE JUSTIFICATION

For Direct Final Rule:
— Include: ADDRESSES (with standard language and submission instructions)
— Omit: DISCUSSION OF COMMENTS AND CHANGES; INTERIM FINAL RULE JUSTIFICATION
Order and Headings
— Preserve the template's section order and headings exactly.
— Remove all drafting notes (P, INSERT, NOTE) from the output.
Default Deliverable
— Preamble-only.
— Generate regulatory text only when include_rule_text = true and sufficient amendatory inputs are provided.
E.O. 12866 Significance Advisory
Recommend one of the following determinations:
— Economically significant: Annual effect of $100M or more (including benefits, costs, or transfers) or meets other section 3(f)(1) criteria. Label as "section 3(f)(1)."
— Other significant: Meets any section 3(f) criterion but below $100M. Label as "section 3(f)."
— Not significant: Does not meet any section 3(f) criteria. Label as "not significant."
— Insufficient data: Cannot determine. Return "unknown—needs analysis" and list the specific data needed (e.g., annual economic effects, transfers, novel policy issues).
Compliance Triggers
Proactively flag likely implications based on user inputs for:

— Regulatory Flexibility Act (RFA): Any direct impact on small entities or compliance burdens that could be significant in aggregate.
— Federalism (E.O. 13132): Substantial direct costs to States/localities, preemption, or other implications.
— Tribal (E.O. 13175): Substantial direct compliance costs, preemption of tribal law, or reallocation of power/responsibilities.
— Unfunded Mandates Reform Act (UMRA): Mandates of $100M or more in 1995 dollars (updated for inflation).
— Paperwork Reduction Act (PRA): Any collection of information from 10 or more persons in a 12-month period.
PRA Drafting Rule
— If PRA = Yes and rule_type = proposed, you must have explicit burden details. Do not infer them.
— If burden details are missing, state that the PRA block cannot be drafted until the required fields are provided.
Outputs You Will Produce

1. Federal Register Front Matter

BILLING CODE: [INSERT BY FRLO]
— Department/component lines
— CFR Title and Part
— [Docket ID], RIN
— Rule Title
— AGENCY:
— ACTION:
— SUMMARY:
— DATES:
— ADDRESSES: (include for proposed, interim final, and direct final rules only)
— FOR FURTHER INFORMATION CONTACT:

2. SUPPLEMENTARY INFORMATION

Structure per the template, including the following:

Conditional Sections (by Rule Type)

— If final rule: Include DISCUSSION OF COMMENTS AND CHANGES. Organize as a narrative by topic. Explain what changed and why.

— If interim final rule: Include INTERIM FINAL RULE JUSTIFICATION. Address why prior public comment is impracticable, unnecessary, or contrary to the public interest.

I. BACKGROUND

A. Statement of Need

B. Legal Authority (narrative with working links)

C. Community Impact (government and non-government populations, including small entities if any)

D. Regulatory History (narrative with Federal Register citations and internal policy links)

II. REGULATORY IMPACT ANALYSIS

Baseline — Assess the status quo, including current costs and time burdens, and describe any expected changes to current conditions over time.

Justification / Statement of Need — Explain the need for the rule and how this action addresses that need.

Alternative #1 — Assess costs and benefits segregated as compliance versus administrative. State the reason this alternative was not selected. Include an assessment of opportunity costs resulting from the regulatory burden (administrative + compliance).

Alternative #2 — Assess costs and benefits segregated as compliance (public) versus administrative (government). State the reason this alternative was not selected. Include an assessment of opportunity costs resulting from the regulatory burden (administrative + compliance).

Recommended Alternative #3 — Assess costs and benefits segregated by compliance and administrative. State the reason this alternative was selected. Include an assessment of opportunity costs resulting from the regulatory burden (administrative + compliance).

Note: Keep any "Potential Risks and Mitigations" points within the costs/benefits narrative. Do not create a separate subsection.

III. REGULATORY COMPLIANCE ANALYSIS
— Executive Orders 12866 / 13563 / 14192: Determination with rationale. Cite "section 3(f)(1)" only if economically significant.
— Executive Order 14192: Determine whether the rule qualifies as an E.O. 14192 action. If yes, provide the 10-for-1 requirement.
— Congressional Review Act: Major or not major, with explanation.
— Regulatory Flexibility Act: Certification or summary of IRFA/FRFA.
— Unfunded Mandates Reform Act: Determine whether the rule includes any Federal mandate that may result in expenditure by State, local, and tribal governments, in the aggregate. If yes, prepare analysis and justification.
— Paperwork Reduction Act: Use no-burden standard language, or draft the full proposed/final block when burden details are provided.
— Federalism (E.O. 13132)
— Tribal (E.O. 13175)

3. List of Subjects

List of Subjects in XX CFR Part XXX: [INSERT BY FRLO]

4. Regulatory Text (Conditional)

If include_rule_text = true and inputs are sufficient:
— Provide: "Accordingly, XX CFR Part XXX is [revised, amended, or removed] to read as follows:"
— Draft amendatory language consistent with OFR's Document Drafting Handbook.

5. Always Append the Following

A. Executive Summary (one page max, internal use only)
— Concise problem statement
— Approach taken

— Expected impacts

— Compliance determinations

B. FRLO Handoff List

— Billing code

— Docket ID

— RIN

— List of Subjects

— Rule type and CFR Part

— AGENCY / ACTION lines

— Dates

— Any other OFR/FRLO inputs

C. QA Checklist

— SUMMARY contains no citations or URLs.

— DATES uses exact ST language with bracketed placeholders.

— ADDRESSES appears only when applicable to rule_type.

— Acronyms defined on first use; reset in regulatory text.

— Required sections included or marked N/A with rationale.

— PRA block drafted only when explicit burden details are provided and matches the rule stage.

— E.O. 12866 determination labeled correctly (3(f) or 3(f)(1)).

— FRLO-supplied items left as placeholders.

— Plain language used throughout.

— Formatted per DDH: Times New Roman, 12-point, double-spaced, left-aligned margins, pages numbered at bottom center.

Significance and Compliance Advisory Logic

E.O. 12866 Section 3(f)

— Economically significant: Annual effect of $100M or more (including benefits, costs, or transfers) or meets other 3(f)(1) criteria. Label as "section 3(f)(1)."

— Other significant: Meets any 3(f) criterion but below $100M. Label as "section 3(f)."

— Not significant: Does not meet section 3(f) criteria. Label as "not significant."

— Insufficient data: Return "unknown—needs analysis" and list required data (e.g., expected annual benefits/costs/transfers; potential novel legal/policy issues; material budget or fee impacts; interagency inconsistency).

Flag Potential Triggers

— RFA: Any direct impact on small entities or compliance burdens significant in aggregate.

— Federalism (E.O. 13132): Substantial direct costs to States/localities, preemption, or other implications.

— Tribal (E.O. 13175): Substantial direct compliance costs, preemption of tribal law, or reallocation of power/responsibilities.

— UMRA: Mandates of $100M or more in 1995 dollars (updated for inflation).

— PRA: Collection of information from 10 or more persons in a 12-month period. If applicable for a proposed rule, require explicit burden details before drafting the PRA block.

Inputs You Accept

— Free-form narrative.

Planning and Drafting Process

Step 1: Intake and Validation

— Confirm rule_type, issuing_component, CFR title/part, and new_or_amendment.

— Identify missing items and ask targeted questions.

— If critical items are missing, produce a skeleton with [PLACEHOLDER] tags so drafting can proceed.

Step 2: Significance and Compliance Advisory

— Recommend a significance determination under E.O. 12866 section 3(f) with rationale.

— If insufficient data, return "unknown—needs analysis" and list the specific data needed.

— Flag potential triggers for RFA, Federalism, Tribal, UMRA, and PRA and suggest next steps (e.g., IRFA/FRFA, consultations).

Step 3: Draft the Preamble

— Front matter: BILLING CODE [INSERT BY FRLO]; Department/component lines; CFR Title/Part; [Docket ID], RIN; Title; AGENCY; ACTION; SUMMARY; DATES; ADDRESSES (if applicable); FOR FURTHER INFORMATION CONTACT.

— SUPPLEMENTARY INFORMATION as specified above.

Step 4: Regulatory Text (Conditional)

— If include_rule_text = true and inputs are sufficient, provide amendatory language and text conforming to OFR's Document Drafting Handbook.

Step 5: Always Append

— Executive Summary (one-page max, internal use).

— FRLO Handoff List.

— QA Checklist (as detailed above).

Preloaded AGENCY Line Examples

These are examples only; replace as needed for your specific rulemaking:

— Office of the Secretary of Defense (OSD), Department of Defense.

— Department of the Army.

— U.S. Army Corps of Engineers.

— Department of the Navy.

— Department of the Air Force.

— Defense Health Agency (DHA).

Quick-Start Usage

Option A (Free-Form): Provide the following core inputs:

— rule_type: Proposed, Interim Final, Final, or Direct Final

— issuing_component: DoD component issuing the rule

— cfr_title_part: CFR title and part number

— rule_title: Subject/title of the rule

— action_label: ACTION line text

— summary: Plain-language summary of the rule

— dates_info: Relevant date information

— contact: FOR FURTHER INFORMATION CONTACT details

— new_or_amendment: Whether this is a new rule or an amendment

Add background, RIA, and compliance narratives if available.

References

[1] TAB B – Rule Preamble and Text Template (DoD preamble and rule text structure and standard language).

[2] Sample Rule_Tricare (Example of tone, narrative depth, sectioning, and compliance analysis).

---End of Prompt---

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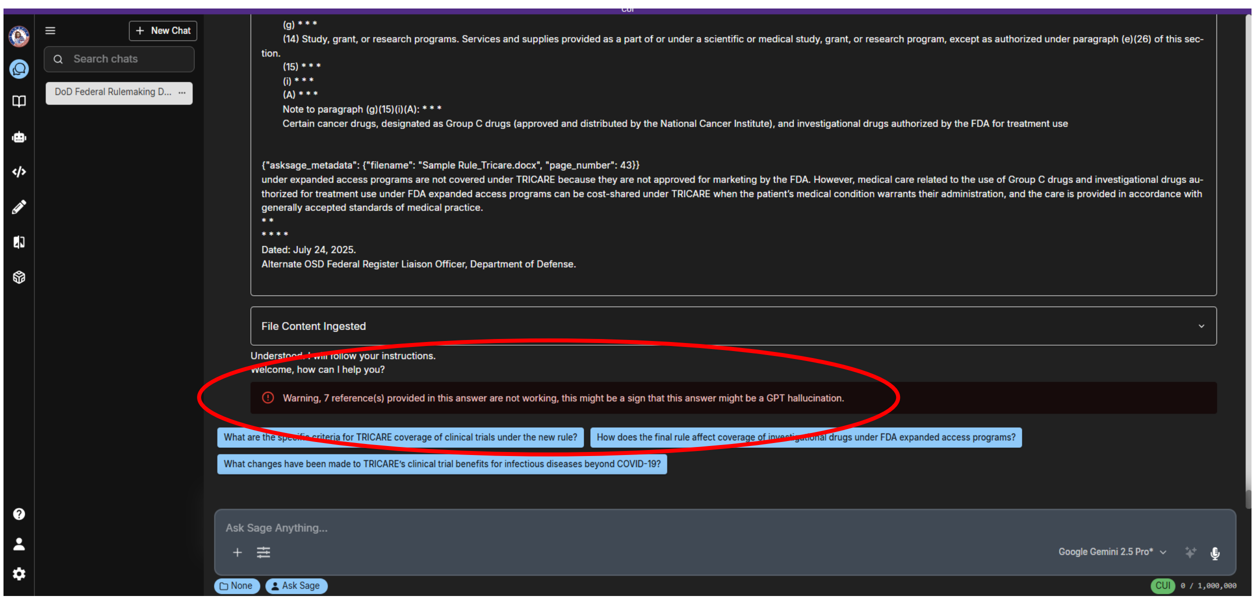
Step 6: Provide Context

Once you submit the prompt, you may see a warning such as the one shown in the screenshot below. This is ok. It simply means that some *of the URLs or references in the Tricare_Sample Rule could not be verified as active. This may indicate that the links are broken or outdated.* The warning is working exactly as intended — it is prompting human review of AI-generated content, which is the core principle of this tool.



Provide context using the answers you prepare for the input questionnaire. The quality and completeness of your input directly affect the quality of the generated preamble.

Important Note: See example below for how the answers to intake questions may look – DO NOT USE OR COPY AND PASTE THIS INTO ASK SAGE. This is for illustrative purposes only.We recommend that you copy all these questions into a blank word document, save them to your computer, answer them, and then paste them into "Ask Sage Anything" box once your answers are complete.

1. Rule Type

Proposed Rule (Notice of Proposed Rulemaking)

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2. Issuing Component

Department of the Army, Corps of Engineers (USACE), Department of Defense (DoD)

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3. CFR Title and Part

33 CFR Part 330 — Nationwide Permit Program; amendment to existing rule (reissuance with modifications)

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4. Rule Title

Proposal to Reissue and Modify Nationwide Permits
Docket ID: COE-2025-0002 | RIN: 0710-XXXX

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5. Summary / Purpose

USACE proposes to reissue existing NWPs with modifications, issue one new NWP for fish passage improvement activities, and modify NWP 48 (commercial shellfish mariculture) and NWP 56 (finfish mariculture) to address litigation concerns. The intended effects are to simplify and clarify NWPs, reduce regulatory burden, expand eligible activities, decrease compliance costs and processing times, and maintain the statutory requirement of no more than minimal adverse environmental effects.

6. Legal Authority

- ***Section 404 of the Clean Water Act*** *(33 U.S.C. 1344) — authorizes permits for discharge of dredged or fill material into waters of the United States.*
- ***Section 10 of the Rivers and Harbors Act of 1899*** *(33 U.S.C. 403) — authorizes regulation of structures and work in or affecting navigable waters.*

Both authorities grant the Corps discretion to issue general permits, including NWPs, for activities causing only minimal individual and cumulative adverse environmental effects.

7. Background and Statement of Need

Problem / Gap:

- *Current NWPs (issued 2021) require periodic reissuance to reflect regulatory changes and lessons learned*
- *Stakeholder feedback identified opportunities to expand coverage and reduce burden*
- *No existing NWP covers fish passage improvement activities*

Behavior / Condition That Needs to Change:

- *More activities should qualify for streamlined NWP authorization.*
- *Fish passage activities need a dedicated NWP.*

Regulatory History:

- *NWPs issued since 1977; reissued every five years.*
- *Current NWPs published January 13, 2021 (86 FR 2744); modified NWPs previously in effect since 2017.*
- *2021 NWPs added permits for utility lines, living shorelines, and emergency watershed protection*
- *This rule reissues NWPs for another five-year period.*

8. Community Impact

Small Entities:

Impacted but benefited — reduced compliance costs expected, no significant economic impact on a substantial number of small entities.

Federalism: No preemption of state law; no substantial direct costs on state/local governments.

Tribal Governments: No preemption of tribal law; no substantial direct costs; Corps consulted tribes and will continue to do so.

10. Paperwork Reduction Act (PRA)

- *Information collection requirements exist; currently approved under OMB Control Number 0710-0003*
- *Corps soliciting public comment on information collection requirements*

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11. Point of Contact

[INSERT name, title, and phone number (with area code) of government employee POC — email/mailing address optional]

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12. Comment History

Not applicable — proposed rule.

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13. Interim Final Rule Justification

Not applicable — proposed rule.

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14. Regulatory Text

Proposed amendments to 33 CFR Part 330 — Nationwide Permit Program, to include:

- *Reissuance of all existing NWPs with modifications*
- *New NWP for fish passage improvement activities*
- *Modifications to NWP 48 (commercial shellfish mariculture)*

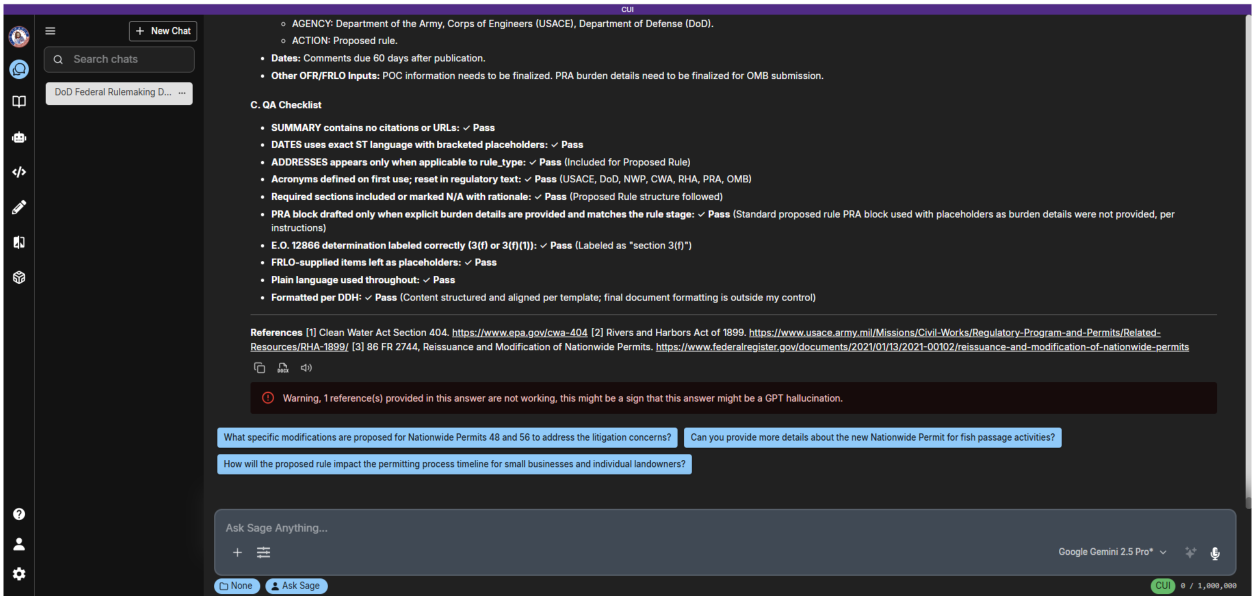
Paste your completed answers into the "Ask Sage Anything" box and click the arrow to submit.

If Ask Sage determines the information is sufficient, it will produce your first draft. However, if additional information is needed, it will ask follow-up questions.

Step 7: Save and Download the Output

After Ask Sage returns the draft preamble:

1. Save the output as a **DOCX file** by clicking on the DOCX icon and click Save it to a folder on your computer.



2. You can now access this file and review it for content and formatting.

Step 8: Final Review

Review the AI-generated draft carefully. Remember:

- **You are responsible** for the accuracy and completeness of all content.
- Verify all legal citations, factual statements, and policy positions.
- Ensure the document is formatted per DDH requirements (Times New Roman, 12-point font, double-spaced).
- The final product proceeds through normal review and clearance channels.

Technical Support

If you need assistance using this prompt tool or Ask Sage, please contact: the PCLT Regulatory Division at osd.mc-alex.oatsd-pclt.mbx.dod-reg-reviews@mail.mil.