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The Honorable Robert J. Wittman
Vice Chair, HASC
2055 Rayburn House Office Building
Washington, DC, 20515-4601

Subj: Your NDAA Amendment on Contractor Performance Metrics

Dear Vice Chairman Wittman:

This letter augments my letter to you, Subj: Use of Digital Engineering (DE) and Outcome-based Metrics on LGM-35A Sentinel Program, dated January 7, 2026, and previous letters that recommended oversight and legislation regarding outcome-based metrics on the F-35 Block 4, LGM-35A Sentinel, and Collaborative Combat Aircraft (CCA) Increment 1 programs.

Thank you for listening, since January 2024, and for amending the NDAA for FY 2027, “§ 3105b. Portfolio acquisition executives (PAE): defense-wide framework of contractor performance metrics.” The provision requires outcome-based metrics in the following categories:

“(1) COST PERFORMANCE.—Metrics relating to variance from the approved cost baseline, including estimate at completion versus budget at completion, undefinitized contract action definitization rate, and cost overrun recurrence.

“(2) SCHEDULE PERFORMANCE.—Metrics relating to adherence to milestones, including delivery delays measured in days against the approved program baseline and frequency of approved re-base lining.

“(3) TECHNICAL PERFORMANCE.—Metrics relating to achievement of key performance parameters at applicable program milestones and deficiency closure rates.

I appreciate your amendment’s conspicuous silence on earned value management systems (EVMS). EVMS was covered in the letter to then-USD(A&S) William LaPlante, Subj: Outcome-based Metrics that Work to Build a Product that Works; F-35 Block 4, dated January 29, 2024, that you received. The following excerpts from that letter are still valid:

“...systemic absence of outcome-based metrics in EVMS. ...my recommendation (July 17 letter) to amend the NDAA for FY 2024, Section 815.”

The path to effective Integrated Program Management should bypass compliance with the EIA-748 EVMS guidelines. Program managers can obtain early warning of developing trends without the use of EVM. Per the *GAO Cost Estimating Guide*, “Typically, schedule variances are followed by cost variances and management tends to respond to schedule delays by adding more resources or authorizing overtime.” All stakeholders will benefit when program managers use the schedule and outcome-based metrics to get “early warning of developing trends—both problems and opportunities—allowing them to focus on the most critical issues.”

The bottom line, “Use Outcome-based Metrics that Work to Build a Product that Works” (not a SOW).

DE and Digital Thread

There is unfinished business from my letter to you, Subj: Use of DE and Outcome-based Metrics on CCA Program dated January 3, 2026. Excerpts:

“Does the...program use outcome-based metrics that are Authoritative Sources of Truth (ASOT) because they are generated by the DE ecosystem and are tied by a digital thread to the digital models?”

Please take corrective legislative or oversight actions to include all DE Capability Elements in the requirements. The four DE Capability Elements are:

1. DE ecosystem.
2. Digital models (Including digital twins).
3. Digital threads.
4. Digital artifacts.

Your amendment includes a requirement for PAEs to develop additional, tailored metrics and thresholds. Please oversee the extent to which PAEs develop and use contractor schedule and technical performance metrics that are:

1. Derived from digital twins and digital threads and,
2. Traceable to digital artifacts that are Authoritative Sources of Truth.

Yours truly,



Paul Solomon

CC:

Hon. Dep. Sec. Stephen Feinberg

Hon. Michael Duffey, USW(A&S)

Hon. Adam Smith, HASC

Shelby Oakley, GAO

Hon. Mike Rogers, HASC

Hon. David Norquist NDIA

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Hon. Dan Driscoll, Sec. of the Army

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