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The Honorable Emil Michael
Office of the Under Secretary of Defense, Research and Engineering (USD(R&E))
The Pentagon, Washington, DC 20301

Subj: Recommendation to Foster One Strong Industrial Base, Part 3

Dear Hon. USD(R&E) Emil Michael:

This letter augments my letter to Dep. Secretary of War Feinberg, Subj: Recommendation to Foster One Strong Industrial Base, Part 2, dated October 3, 2026. That letter included a recommendation to revise the DOW SE Plan Outline (SEP Outline) to incorporate the Integrated Baseline Review (IBR) as follows in the highlights:

- The SEP will include the engineering management approach to include technical baseline management; requirements traceability; linkage to the system architecture; configuration management (CM); risk, issue, and opportunity management; and technical trades and evaluation criteria (DoDI 5000.88, Para 3.4.a.(3).(b, d and l)) and IBRs.
- The SEP will include the engineering management approach to include technical baseline management; requirements traceability; linkage to the system architecture; configuration management (CM); risk, issue, and opportunity management; and technical trades and evaluation criteria (DoDI 5000.88, Para 3.4.a.(3).(b, d and l)) and IBRs.
- The SEP should be updated after contract award and the IBR to reflect (1) the winning contractor(s)' technical approach reflected in the Systems Engineering Management Plan (SEMP) and
- Technical Review and Audit Planning – The Lead Systems Engineer (LSE)/CE should be responsible for the overall conduct of technical reviews and IBRs.

Please revise DoWI 5000.88 and the SEP Outline to increase the effectiveness and management value of future IBRs. Your actions will overcome the shortcomings of the current IBR scope which is confined to the planning and baseline change control. For example, the SEP Outline requires “intermediate goals” for technical performance measures (TPM). The IBR should verify that intermediate TPM goals were established and traceable to the schedule and requirements traceability matrix.

Your revisions should incorporate recommendations from Table 3, Recommended Revisions to Authoritative Sources of Truth for Embedded Software and DE Metrics Specifications, in the white paper, *Integrating the Embedded Software Path, Model-Based Systems Engineering, MOSA, and Digital Engineering with Program Management*. Excerpts from Table 3 follow.

**Table 3 Recommended Revisions to Authoritative Sources of Truth
for Embedded Software and DE Metrics Specifications**

**(To comply with 2025 SOW Hegseth Memo: Transforming the Defense Acquisition System (including the ATS)
and 2025 GAO Recommendations)**

Doc.	Excerpts	Revision
DoDI 5000.88	3.4 b. Technical Baseline Management The PM will implement and describe in the SEP a <i>technical baseline</i> management process as a mechanism to manage <i>technical maturity</i> , to include a mission, concept, <i>functional, allocated, and product baseline</i> . If practicable, the PM will establish and manage the technical baseline as a digital ASOT.	<i>product baseline</i> , Add: including, if needed, MVP and MVCR baselines.
DoDI 5000.88	3.4. PROGRAM TECHNICAL PLANNING AND MANAGEMENT. a. SEP (3) For MDAPs, ACAT II, and ACAT III programs, the SEP will contain these elements, unless waived by the SEP approval authority:	Add: (u) DE metrics of schedule progress will be ASOT for tracking and reporting metrics for technical performance, schedule progress, and quality.
DoDI 5000.88	3.4. PROGRAM TECHNICAL PLANNING AND MANAGEMENT. a. SEP (3) For MDAPs, ACAT II, and ACAT III programs, the SEP will contain these elements, unless waived by the SEP approval authority: (b) The engineering management approach to include <i>technical baseline management; requirements traceability; CM</i> ; risk, issue, and opportunity management; and technical trades and evaluation criteria.	<i>traceability</i> ; Including automated traceability to completion criteria in the schedule,

DoDI 5000.88	3.4. PROGRAM TECHNICAL PLANNING AND MANAGEMENT. a. SEP (3) For MDAPs, ACAT II, and ACAT III programs, the SEP will contain these elements, unless waived by the SEP approval authority: (c) The software development approach to include architecture design considerations; software unique risks; software obsolescence; inclusion of	progress, Should be: schedule progress,
	software in technical reviews; identification, tracking, and reporting of metrics for software technical performance , process, progress , and quality; software system safety and security considerations; and software development resources.	
DoDI 5000.88	3.4. PROGRAM TECHNICAL PLANNING AND MANAGEMENT. a. SEP (3) For MDAPs, ACAT II, and ACAT III programs, the SEP will contain these elements, unless waived by the SEP approval authority: (r) The MOSA and program interdependencies with other programs and components, to include standardized interfaces and schedule dependencies .	Interfaces and schedule dependencies. Delete: "and" Add: , schedule dependencies, and collection of DE metrics of schedule progress towards developing and verifying the MOSA interdependencies and standardized interfaces.
DoDI 5000.88	3.4.c. Configuration and Change Management The LSE, under the direction of the PM, will implement a digital CM approach and automated tools to establish, control, and curate product attributes and technical baselines across the total system life-cycle. The CM approach will: (1) Identify, document, audit, and control schedule, cost, functional, physical, and performance characteristics of the system design. (2) Specifically, track any changes (e.g., a dynamic change log for in and out of scope changes, formal engineering change proposals) and provide an audit trail of program design decisions and design modifications. (3) Provide for traceability of mission capability to system requirements to performance and execution metrics .	performance Insert: technical performance Insert: technical metrics, Add: including DE metrics for schedule progress and quality
DoDI 5000.88	3.6 Specialty Engineering 3.6.a(2)(a)6 Metrics identification, tracking, and reporting to address software technical performance , development process, and quality.	technical performance, Insert: schedule progress,

SEP	3.2.2 TPMs A set of TPMs covering a broad range of core categories , rationale for tracking, intermediate goals , and the plan to achieve them with as-of dates.	categories , Insert (from Risk): at all levels including component, subsystem, integrated product, external interfaces.
SEP	3.2.2 TPMs (2) empirically forecast the impact on program cost, schedule, and performance	performance Insert: technical
SEP	3.2.2 Expectation Program should use measures	Measures Insert: technical
SEP	3.2.9 Config. and Change Management Technical Baseline Artifacts – ...At a minimum, describe the artifacts of the concept, functional, allocated, and product baselines and when each technical baseline has been or will be established and verified . If practicable, the PM will establish and manage the technical baseline as a digital authoritative source of truth. (See SE Guidebook (forthcoming) Configuration Management Process, for additional guidance)	Verified Add: <i>The product baseline includes the sequential set of MVP/MVCR baselines as appropriate.</i> forthcoming delete

Yours truly,



Paul J. Solomon

CC:

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