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The Honorable Stephen A. Feinberg
Dep. Secretary of War
1010 Defense Pentagon
Washington, DC 20301-1010

Subj: Recommendation to Foster One Strong Industrial Base, Part 2

Dear Hon. Dep. Secretary of War Feinberg:

This letter augments my letter, Subj: *Your Memo, Recommendation to Foster One Strong Industrial Base*, dated September 27, 2026. Please revise your memorandum to expand the use and scope of Integrated Baseline Reviews (IBR) regarding technical performance measures (TPM) and best commercial practices for systems engineering (SE) and digital engineering (DE).

Your memorandum currently includes: “using IBRs to assess contract *baselines*.” However, IBRs should also be used to verify that a contractor’s processes and output-based measures of schedule performance are sufficient to provide situational awareness and early warning of the need for corrective actions.

The DoW *Program Managers’ Guide to the IBR Process* is silent on linking reported schedule performance or earned value management (EVM) to technical performance. It limits the use of TPM to planning and baseline change control, as follows in the highlights:

Management processes risk. The degree to which the management processes provide effective and integrated technical/schedule/cost planning and baseline change control. Management processes risk includes the ability to establish and maintain valid, accurate, and timely performance data, including data from subcontractors, for early visibility into risks.

The *NDIA IBR Guide* is also ineffective and misleading. Its narrow scope is confined to the baseline, not outcome-based measurement. Consequently, a successful IBR provides false assurance that “The IBR process benefits PMs in the following way: Ensures meaningful and reliable *performance measurement techniques* are employed.”

Excerpts from the *NDIA IBR Guide* follow:

The purposes of an IBR are to confirm the contract Performance Measurement Baseline (PMB) covers the entire technical scope of work, the work is realistically and accurately scheduled, the reducible and irreducible risks are reviewed, and the proper amount and mix of resources have been assigned to accomplish all contractual requirements. A realistic PMB contributes directly to effective management of acquisition programs.

SE Plan Outline

Also, please revise the *DOW SE Plan Outline* (SEP) to incorporate the 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 LSE/CE should be responsible for the overall conduct of technical reviews and **IBRs.**

Yours truly,



Paul J. Solomon

CC:

Hon. Adam Smith, HASC
Hon. Roger Wicker, SASC
Hon. SecAF Meink
Hon. Russell Vought, Director, OMB
Hon. Acting SECNAV Cao
Hon. Gen. Saltzman, U.S. Space Force
Hon. Mike Rogers HASC
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