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November 4, 2026

The Hon. Acting Secretary of the Army Adam Telle
102 Army Pentagon, Washington, DC 20310-0102

Subj: Unfinished Business; Army Policy and the Army Transformation Initiative

Dear Hon. Acting Sec. of the Army Adam Telle:

This letter augments the letter sent to former Sec. of the Army Dan Driscoll, Subj: Updated Recommendations for Army Policy and the Army Transformation Initiative, dated June 5, 2025. Please take care of the former Secretary's unfinished business.

Excerpts from June 5 letter:

> …second request for the Army to fix deficiencies in Army Directive 2024-03 Digital Engineering (DE) and an update of my recommendations for the Army Transformation Initiative (ATI). The first letter to former USD (Army) Gabe Camarillo, was Subj: Army DE Directive vs. DoD Policy and GAO's Call for Output-based Metrics, dated 6/23/24.
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> Excerpts from Camarillo letter:
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> > The Army Directive 2024-03 Digital Engineering (DE) is silent on two of four DoD DE Capability Elements and on outcome-based metrics. The integration of these elements is required by DODI 5000.97 DE. Per the GAO, "without the use of outcome-based metrics and continually assessing the value of what was delivered against user needs, a program using Agile software development might deliver capabilities and features that are not essential to the customer and that could contribute to schedule and cost overruns."
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> > Please revise the Directive and take actions to implement recommendations in the white papers, *Outcome-based Metrics Plus Systems Engineering (SE) = Integrated Program Management* and *Integrating the Embedded Software Path, Model-Based Systems Engineering, MOSA, and Digital Engineering with Program Management.*
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> **GAO Report Today**
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> The GAO report issued today is GAO-25-107263 ARMY MODERNIZATION Leading Practices Could Better Support Delivery of Artillery and Missiles, provides evidence that two of the four DoD Capability Elements required by DODI 5000.97 DE are still missing from Army practices. I reviewed the Army Directive. It was not revised to cure its deficiencies.
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> GAO concluded that the Army "would benefit from fully adopting the leading practices for iterative development, such as the use of DE tools like digital threads and digital twins. Expanded use of these DE will help these efforts to iterate more quickly on designs than is possible with physical prototyping alone. Additionally, digital tools can help reduce time and cost by improving the ability to anticipate potential design flaws and optimizing manufacturing."

GAO Recommendations

Two of three recommendation in the GAO report promote the use of DE tools, digital threads, and digital twinning. The recommendations follow:

> The Secretary of the Army should ensure that the Precision Strike Missile program assesses the practicality, benefits, and affordability of implementing an iterative product development approach that includes DE tools, such as digital threads and digital twinning, for missile development. (Recommendation 2).
>
> The Secretary of the Army should ensure that the Mid-Range Capability (MRC) program's planned assessment of the practicality, benefits, and affordability of implementing DE includes consideration of the use of digital threads and digital twinning, and whether to incorporate these tools into the program. (Recommendation 3).

My Recommendations

My previous recommendations in the Camarillo letter and in my letter to you, Subj: Recommendations for the Army Transformation Initiative and the DE Ecosystem, dated May 10, 2025, are still valid.

> Please revise the Directive and take actions to implement recommendations in the white papers, *Outcome-based Metrics Plus Systems Engineering (SE) = Integrated Program Management*, and *Integrating the Embedded Software Path, Model-Based Systems Engineering, MOSA, and Digital Engineering with Program Management*.

At the SASC hearing today, you said: "We must cut out the stuff, structure, and systems that bog us down and invest our limited time and resources into the things that make us stronger and better. This will require us to make tough choices and bold changes."

Please incorporate my (and GAO's) recommendations for digital twins, digital threads, and outcome-based metrics into your *Army Transformation Initiative*.





Paul J. Solomon

CC:

Hon. USD(A&S) Michael Duffey	Hon. Mike Turner, HASC
Hon. Roger Wicker, SASC	Hon. SecDef Pete Hegseth
Hon. SecAF Meink	Hon. David Norquist NDIA
Hon. Russell Vought, Director, OMB	Hon. USW (A&S) Michael Duffey
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