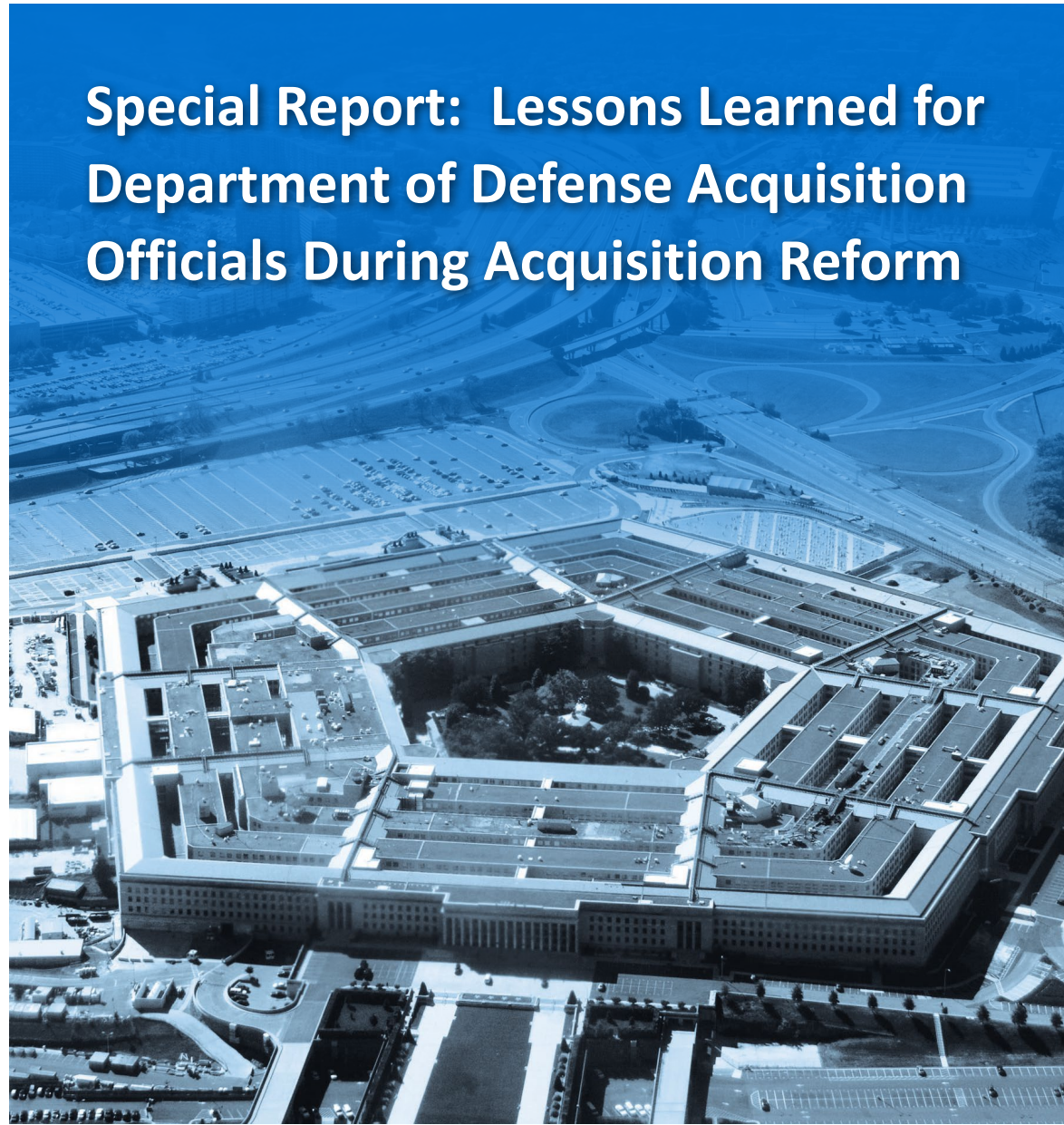




# INSPECTOR GENERAL

*U.S. Department of Defense*

JULY 31, 2020



## Special Report: Lessons Learned for Department of Defense Acquisition Officials During Acquisition Reform

INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE







**INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE**  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22350-1500

July 31, 2020

**MEMORANDUM FOR DISTRIBUTION**

**SUBJECT: Special Report: Lessons Learned for Department of Defense Acquisition Officials  
During Acquisition Reform (Report No. DODIG-2020-109)**

This special report provides lessons learned identified in audit reports related to the Department of Defense acquisition process. From 2014 through April 2020, the Department of Defense Office of Inspector General conducted 36 audits related to acquisitions. We analyzed the audit reports and identified common weaknesses related to developing and meeting performance requirements, funding acquisition programs, determining procurement quantity, and testing and evaluating program capabilities. Using these weaknesses, we identified best practices and developed lessons learned that should be implemented by acquisition officials during acquisition reform.

We recognize that Department of Defense acquisition officials are in a unique, ever-changing situation with the current reform efforts. However, the lessons learned highlighted in this special report should assist these officials in ensuring that the Department of Defense acquires goods and services that meet its needs in a timely manner and at a fair and reasonable price.

If you have any questions, please contact me at [REDACTED].

A handwritten signature in black ink, reading "Theresa S. Hull".

Theresa S. Hull  
Assistant Inspector General for Audit  
Acquisition, Contracting, and Sustainment

***Distribution:***

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# Special Report

## DoD Office of Inspector General

### *Lessons Learned for Department of Defense Acquisition Officials During Acquisition Reform*

## Background

According to DoD Instruction (DoDI) 5000.02, the Defense Acquisition System supports the National Defense Strategy through the development of a lethal and effective force based on U.S. technological innovation and a culture of performance that yields a decisive and sustained U.S. military advantage.<sup>1</sup> To achieve that objective, the DoD employs an adaptive acquisition framework. The adaptive acquisition framework supports the Defense Acquisition System with the objective of delivering effective, suitable, survivable, sustainable, and affordable solutions to the end user in a timely manner.

Acquisition guidance provides overarching management principles and detailed procedures that guide acquisition officials in acquiring weapon systems within the Defense Acquisition System. According to DoD Directive 5000.01, the Defense Acquisition System is the management process by which the DoD seeks to provide effective, affordable, and timely weapon systems to users.<sup>2</sup> The primary objective of the defense acquisition process is to acquire products and services that satisfy user needs and that make improvements to mission capability and operational support. The Directive also defines an acquisition program as “a funded effort that provides a new, improved, or continuing materiel, weapon, or information system, or a service capability in response to an approved need.”

## ***Acquisition Process Reform***

Through legislation, Congress has sought to streamline the acquisition process and the DoD has changed acquisition guidance to enable the military departments to acquire innovative technology and weapon systems in an expedited and streamlined manner. During congressional hearings in 2017 and 2018, the Chairmen of the Senate and House Armed Services Committees emphasized the importance of congressionally mandated acquisition reforms and expressed concerns that without improving the speed of and increasing the amount of innovation in the DoD acquisition process, the U.S. military would lose its technological advantage.

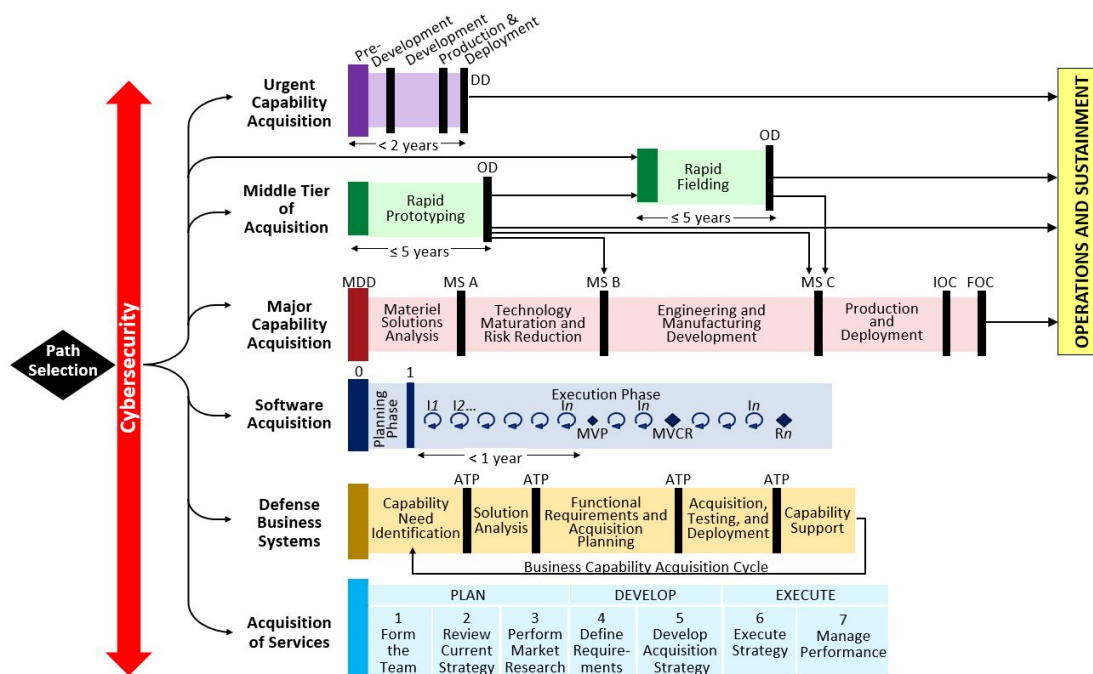
Officials in the Office of the Under Secretary of Defense for Acquisition and Sustainment are institutionalizing the last few years of congressional acquisition reforms and updating defense acquisition guidance to improve process effectiveness and implement the adaptive acquisition framework.

<sup>1</sup> DoD Instruction 5000.02, “Operation of the Adaptive Acquisition Framework,” January 23, 2020.

<sup>2</sup> DoD Directive 5000.01, “The Defense Acquisition System,” August 31, 2018.

Specifically, the officials restructured DoDI 5000.02 to lay the groundwork for operation of the adaptive acquisition framework. The adaptive acquisition framework establishes six distinct acquisition pathways, shown in Figure 1, each tailored to the unique characteristics and risk profile of the capability being acquired. The new pathways recognize the DoD’s need to move faster on promising technologies that are too immature to declare as an acquisition program, but have the ability to provide the DoD significant advantages if they are delivered faster.

Figure 1. Six Pathways Under the Adaptive Acquisition Framework



Source: DoDI 5000.02, January 23, 2020.

To implement these changes in the acquisition process, the prior version of DoDI 5000.02 was renamed DoDI 5000.02T (Transition) to differentiate the two issuances.<sup>3</sup> After the Under Secretary of Defense for Acquisition and Sustainment removes, cancels, or transitions content from DoDI 5000.02T to new issuances for six distinct acquisition pathways, it will cancel DoDI 5000.02T. The following is a description of each of the six acquisition pathways.

### Middle Tier of Acquisition Pathway

Section 804 of the FY 2016 National Defense Authorization Act provided an additional pathway for rapid prototyping and rapid fielding, commonly referred to as middle-tier acquisition (MTA). The MTA pathway is intended to fill a gap in the Defense Acquisition System for those capabilities mature enough to be rapidly prototyped or fielded within 5 years of starting an MTA program. The rapid prototyping path allows for the use of innovative technologies to

<sup>3</sup> DoD Instruction 5000.02T, “Operation of the Defense Acquisition System,” April 21, 2020.

rapidly field prototypes to demonstrate new capabilities and meet emerging military needs. The rapid fielding path allows for the use of proven technologies to field production quantities of new or upgraded systems with an expectation of minimal required development. While there is not a specific dollar threshold for using the MTA pathway, programs exceeding the acquisition category (ACAT) 1 funding threshold require written approval from the Under Secretary of Defense for Acquisition and Sustainment prior to using the MTA pathway.<sup>4</sup> DoDI 5000.80 provides guidance on the MTA pathway.<sup>5</sup>

## Major Capability Acquisition Pathway

The major capability acquisition pathway is used to acquire and modernize military programs that provide enduring capability. This represents the traditional DoD acquisition process, with formal milestone decisions to proceed from one acquisition phase to the next. Acquisitions typically follow a structured approach of analyze capability gaps; design, develop, and integrate capability solutions; and test, evaluate, produce, and support the approved weapon system that fills the capability gap. This process is designed to support ACAT 1, 2 and 3 programs. Table 1 describes ACAT program designations based on estimated expenditures.

*Table 1. Program Designations for DoD Acquisition Categories 1, 2, and 3*

ACAT	Reason for ACAT Designation
ACAT 1	<ul style="list-style-type: none"> <li>Major defense acquisition programs estimated to require an eventual total expenditure of more than \$480 million for research, development, test, and evaluation (RDT&amp;E) or more than \$2.79 billion for procurement for all increments.</li> <li>Milestone Decision Authority designation as a special interest program.*</li> </ul>
ACAT 2	<ul style="list-style-type: none"> <li>Does not meet criteria for ACAT 1 or 1A.</li> <li>Major system estimated to require an eventual total expenditure of more than \$185 million for RDT&amp;E or more than \$835 million for procurement.</li> </ul>
ACAT 3	<ul style="list-style-type: none"> <li>Does not meet the criteria for ACAT 2 or ACAT 1 above.</li> <li>Milestone Decision Authority does not designate as “Major System”.</li> </ul>

\* The milestone decision authority may designate a program as special interest based on one or more of the following factors: technological complexity; congressional interest; a large commitment of resources; or the program is critical to the achievement of a capability or set of capabilities, part of a system of systems, or a joint program.

Note: All dollar figures reflect FY 2014 constant dollars.

Source: DoD Instruction 5000.02T, “Operation of the Defense Acquisition System,” April 21, 2020.

The details of the major capability acquisition pathway will be published with the release of the new DoD Instruction on Major Capability Acquisition and the related functional acquisition policies in 2020.

<sup>4</sup> An ACAT 1, major defense acquisition program, is an acquisition program that is designated by the Under Secretary of Defense for Acquisition and Sustainment, or has an estimated total cost of more than \$480 million for research, development, test, and evaluation or \$2.79 billion for procurement.

<sup>5</sup> DoD Instruction 5000.80, “Operation of the Middle Tier of Acquisition (MTA),” December 30, 2019.



## ***Additional Pathways***

The additional pathways in Figure 1 include urgent capability acquisition, software acquisition, defense business systems, and acquisition of services. The purpose of the urgent capability acquisition pathway is to field capabilities to fulfill urgent operational needs in less than 2 years. The software acquisition pathway is designed to facilitate rapid and iterative delivery of capabilities for software-intensive systems to the user. The defense business systems pathway is used to acquire information systems that support DoD business operations. Finally, the DoD relies heavily on acquisition of services pathway to carry out aspects of the DoD's mission. Acquisition of services can range from aircraft maintenance to staffing.

## **Common Weaknesses in the DoD Acquisition Process and Lessons Learned**

From FY 2014 through April 2020, the DoD OIG issued 36 reports on the DoD acquisition process. These reports identified common weaknesses related to developing and meeting performance requirements, funding of acquisition programs, determining procurement quantity, and testing and evaluation. For this report, we use the AH-64E Apache, an Army, two-pilot, four-blade, attack and reconnaissance helicopter, to help describe each of the weakness areas. See the Appendix for a list of each report and the weakness areas identified in the report. The remainder of this section provides a brief description of each of the common weaknesses. We have identified best practices and developed lessons learned that the DoD should consider implementing as it updates its policies and continues to reform DoD acquisition processes.

### ***Performance Requirements***

Performance requirements are program attributes designed to fill validated capability gaps and are listed in the capability development document. If a system cannot meet a validated performance requirement, the system will not meet mission needs. A capability development document details the required capability of an acquisition program. The capability development document lists these requirements as key performance parameters, key system attributes, and additional performance attributes.

The key performance parameters are the performance attributes of a system that are considered critical or essential to the development of an effective military capability. For example, a key performance parameter for the AH-64E Apache helicopter is that it must be able to initiate a standard combat mission in a combat configuration while carrying at least 3,400 pounds.



The key system attributes are performance attributes of a system that are considered important to achieving an effective capability, but not critical enough to be designated a key performance parameter. For example, a key system attribute for the AH-64E Apache helicopter is that it must be capable of reaching an air speed of at least 125 knots in a combat configuration.

The additional performance attributes are aspects of a system that program officials do not consider as important as key performance parameters or key system attributes, but are appropriate to include in requirements documentation. For example, an additional performance attribute for the AH-64E Apache helicopter is that it must accept different types and sizes of fuel tanks.

Program managers are responsible for demonstrating progress or achievement of performance requirements prior to major decision points in the acquisition process. The program manager is a designated individual with responsibility for and authority to accomplish program objectives for development, production, and sustainment to meet the user's operational needs.

### *Lessons Learned for Performance Requirements*

Our review of prior DoD OIG reports identified two reports in which acquisition officials implemented best practices and adequately developed, met, or addressed developmental deficiencies in meeting the performance requirements. For example, acquisition officials used the processes that were in place to determine that a weapon system may not have met some of the performance requirements initially outlined.<sup>6</sup> Because the shortcomings were identified early in acquisition process, acquisition officials revised primary, secondary, and third-level performance requirements to address deficiencies and develop achievable requirements prior to milestone decisions. As a result of identifying and revising the performance requirements, the DoD mitigated the capability gaps. The actions and solutions implemented by these acquisition officials are best practices that the DoD should follow to address performance requirement issues and achieve the desired outcome in providing the needed capabilities.

During our review, we also identified 15 reports in which acquisition officials did not effectively develop, meet, or resolve deficiencies of performance requirements. For example, in 2017, the DoD OIG found that Army officials did not adequately define system performance requirements and testing for the Common Infrared Countermeasure System, which protects DoD rotary-wing, tilt-rotor, and small fixed-wing aircraft against infrared-guided surface-to-air and air-to-air missiles.<sup>7</sup> This allowed the Common Infrared Countermeasure System program to proceed through the full-rate production decision while demonstrating only 70 percent (150 hours) of the 214 hours average time between operational mission

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<sup>6</sup> Report No. DODIG-2017-077, "Army is Effectively Managing the Armored Multi-Purpose Vehicle, but There Are Concerns That Could Impact Program Cost, Schedule, and Performance."

<sup>7</sup> Report No. DODIG-2017-075, "The Army Needs to More Effectively Prepare for Production of the Common Infrared Countermeasure System."

failures to meet the minimum system reliability requirement. Without demonstrating minimum system reliability until after the full-rate production decision, more frequent system failures could occur. Additionally, the Army could potentially produce the Common Infrared Countermeasure system at a significant cost to the DoD before demonstrating that it is cost effective and mission capable.

This example is similar to other performance requirements related issues the DoD OIG has reported on since FY 2014. We identified three lessons learned for addressing performance requirement issues.

**As lessons learned, acquisition officials should:**

- **develop performance requirements early in the acquisition process and continually evaluate the requirements to ensure that capability gaps will be resolved,**
- **demonstrate that the acquisition program can meet the performance requirements through rigorous testing to ensure weapon systems are capable of meeting mission requirements, and**
- **monitor and resolve developmental deficiencies that prevent acquisition programs from successfully meeting performance requirements prior to milestone decisions to ensure the weapon system can perform as intended.**

If weapon systems do not meet the required capabilities to support the warfighters' needs, the programs could require costly retrofits of existing structural design. Retrofits often lead to significant schedule delays, and the delays can affect the DoD's ability to perform its vital missions. Furthermore, when capabilities are not met on developing systems, additional funds have to be spent on maintaining existing, lesser capabilities that are already being used. Finally, if a system cannot meet a validated performance requirement, it will not meet the needs of the mission. Acquisition officials should consider implementing these lessons learned to ensure performance requirements are effectively developed, demonstrated, and deficiencies are resolved.

## ***Funding***

Funding budgets are estimated costs, obligations, and expenditures, including sources of funds for program execution and acquisition activities. In the FY 2020 Presidential Budget, the DoD requested \$247.3 billion to fund acquisition programs. Program managers are responsible for determining the correct amount and type of funding, such as research, development, test, and evaluation or procurement, that is required for the acquisition program. For example, AH-64 Apache helicopter program managers estimated research, development, test, and evaluation cost of \$1.5 billion, procurement cost of \$15.3 billion, and a total operating and support cost of \$56.9 billion in the November 2019 Defense Acquisition Executive Summaries. Defense Acquisition Executive Summary reports provide updates between milestone reviews to the Under Secretary of Defense for Acquisition and Sustainment and describe actual and

potential program problems and mitigating actions taken or planned by the program manager. Determining the correct type and amount of funding for acquisition programs is essential for appropriate oversight.

### *Lessons Learned for Funding*

Our review of prior DoD OIG reports identified two reports in which acquisition officials implemented best practices and took adequate steps to ensure programs were affordable. For example, acquisition officials concluded that a weapon system program was unaffordable as originally designed.<sup>8</sup> This occurred because funding was not available to meet program requirements. Therefore, acquisition officials restructured the program, substituted proven technology for technology still being developed, and deferred the delivery of certain capabilities to future increments to reduce program costs. Because officials performed affordability assessments and determined appropriate tradeoffs, the DoD ensured that weapon system programs met capabilities and could be supported in future budgets. The actions and solutions implemented by the acquisition officials are best practices that the DoD should follow to address funding issues and ensure the warfighter is supported properly.

During our review, we also identified seven reports in which acquisition officials did not consistently consider affordability or use the type and amount of funding that is required during the acquisition process. For example, in 2014, acquisition officials for the Infrared Search and Track system, a sensor designed to search, detect, and track airborne targets, inappropriately requested and planned to use procurement funds to develop Block II capabilities.<sup>9</sup> Program officials should have requested research, development, test, and evaluation funds because the planned upgrades to Block I required engineering efforts, plus developmental, operational, and live fire testing at an additional cost to achieve the performance requirements for Block II. Block II would have significantly increased the Block I capability, allowing the pilot to detect and track threat aircraft in a larger area and launch missiles at a confirmed threat aircraft sooner.

This example is similar to other funding related issues the DoD OIG has reported on since FY 2014. We identified three lessons learned for addressing funding issues.

**As lessons learned, DoD acquisition officials should:**

- **determine the correct type and amount of funding for acquisition programs, as the amount of funding determines the oversight requirements,**
- **evaluate and reevaluate throughout the acquisition the technical requirements, schedule, and required quantities to ensure affordability constraints are met, and**
- **cancel or modify the program if affordability constraints cannot be met and DoD officials cannot make tradeoffs within or outside the portfolio.**

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<sup>8</sup> Report No. DODIG-2018-038, "Joint Air-to-Ground Missile Program."

<sup>9</sup> Report No. DODIG-2014-075, "Navy Officials Inappropriately Managed the Infrared Search and Track Block II Development."

Affordability analysis and constraints are tools to promote responsible and sustainable investment decisions across long-term weapon system acquisition. Constant reevaluation ensures that appropriate investment decisions are made before substantial resources are committed to a program. Furthermore, if the DoD does not appropriately categorize acquisition programs, program officials may not meet required statutory and regulatory requirements, such as congressional reporting requirements. Additionally, DoD acquisition officials may not have timely access to accurate, authoritative, and reliable information supporting acquisition oversight, accountability, and decision making for effective and efficient delivery of capabilities. Acquisition officials should consider implementing these lessons learned to ensure acquisition programs are affordable and use the correct type and amount of funding.

### ***Procurement Quantity***

Procurement quantity is the specific number of weapon systems needed to meet the DoD mission. We consider a procurement quantity justified when the analysis and rationale demonstrate that the quantity for a specific system will meet the DoD's needs. Not procuring the correct quantity could result in unaffordable program costs or insufficient quantities to meet the requirements. Program managers are ultimately responsible for acquiring the specific quantity of weapon systems. For example, program managers determined that the Army needed a total of 713 AH-64E Apache helicopters.

### ***Lessons Learned for Procurement Quantity***

Our review of prior DoD OIG reports identified three reports in which acquisition officials implemented best practices and adequately analyzed procurement quantity. For example, acquisition officials adequately justified the planned procurement quantity for a weapon system.<sup>10</sup> Acquisition officials used prototype test results and engineering estimates to ensure that the correct amount of weapon systems were available to test to meet key performance requirements. The actions and solutions implemented by the acquisition officials are best practices that the DoD should follow to address procurement quantity issues and ensure the DoD meets its needs.

During our review, we also identified eight reports in which acquisition officials did not consistently conduct or complete analysis to justify the procured quantity. For example, in 2017, the DoD OIG found that Army officials did not justify whether under-vehicle armor kits, which would be added to the vehicle to protect soldiers, were the appropriate planned quantity for future combat and training needs.<sup>11</sup> Army officials relied on the historical number of Paladin vehicles deployed to Iraq and did not complete an analysis or provide

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<sup>10</sup> Report No. DODIG-2015-173, "Navy Officials Justified the MQ-4C Triton Procurement Quantity."

<sup>11</sup> Report No. DODIG-2017-103, "Under-Vehicle Force Protection Requirement for the Army Paladin Integrated Management Program"



evidence to support future combat and training needs. As a result, the Army did not know whether the planned procurement quantity of under-vehicle armor kits is the appropriate quantity to support operational requirements and meet training needs.

This example is similar to other procurement quantity related issues the DoD OIG has reported on since FY 2014. We identified a lesson learned for addressing procurement quantity issues.

**As a lesson learned, acquisition officials should conduct the appropriate procurement quantity analysis to increase assurance that the program office will procure the correct amount of weapon systems without being wasteful of DoD resources.**

Generally, any increase in quantity will cause an increase in program total life-cycle cost and a quantity decrease will result in an increased average procurement unit cost, both of which are affordability constraints. Additionally, if too many are purchased, DoD funds that could have been spent on other priorities are wasted, and if too few are purchased, the needs of the warfighter may not be met. A quantity decrease could result in costly program cancellations or significant inventory reductions as the total life-cycle cost of sustaining and supporting the system will be unaffordable for the limited amount of inventory produced. It is critical that the DoD procure the right quantity of weapon systems. Acquisition officials should consider implementing this lesson learned to ensure procurement quantity meets mission needs.

## ***Test and Evaluation***

Test and evaluation enables an assessment of the technical performance, specifications, and system maturity to determine whether systems are operationally effective, suitable, and survivable for intended use. Test and evaluation encompasses the program manager's ability to conduct an appropriate amount of testing to validate the program will meet performance requirements. It is essential that acquisition officials effectively plan and execute testing evaluations to reduce the likelihood of contractual noncompliance, increased program costs, canceled programs, operator injuries, and capability and safety failures.

The test and evaluation master plan (TEMP) serves as the primary document for managing a test and evaluation program. The TEMP contains an integrated test program summary and master schedule of all major test events or test phases. Program officials update the TEMP as needed to support acquisition milestones and decision points. The program manager uses the TEMP as the planning and management tool for all program test activities. For example, the AH-64 TEMP dictated over 30 specific test events between January 2016 and February 2018.

## ***Lessons Learned for Test and Evaluation***

Our review of prior DoD OIG reports identified two reports in which acquisition officials implemented best practices and developed adequate test plans. For example, after the initial production contract was awarded, acquisition officials used results from the developmental

testing to decrease costs and reduced the scope of the testing to accurately address the testing needs of the weapon system.<sup>12</sup> When acquisition officials follow criteria and implement necessary changes to test plans, the DoD saves money and the test plan can more accurately address system capabilities so the system performs as intended. The actions and solutions implemented by acquisition officials are best practices that the DoD should follow to address test and evaluation issues and achieve the desired outcomes in providing the needed capabilities.

During our review, we also identified six reports in which acquisition officials did not consistently conduct test and evaluation to identify and mitigate risks related to performance requirements. For example, in 2016, the DoD OIG found that acquisition officials for the Advanced Arresting Gear program, gear used to stop aircraft landing on aircraft carriers, did not revise the TEMP to address significant changes to the test strategy.<sup>13</sup> The Navy pursued a technological solution for its Ford-class carriers that was not sufficiently mature for the planned use, resulting in hardware failures to mechanical and electrical components and software modifications to accommodate those failures that took priority over updating the testing plan. Ten years after the program entered the development phase, the Navy has not been able to prove the capability or safety of the system to a level that would permit actual testing of the system. Navy guidance requires the testing plan to have an integrated test schedule with clear entrance and exit criteria for each testing phase and milestone decision.

This example is similar to other test and evaluation related issues the DoD OIG has reported on since FY 2014. We identified two lessons learned for addressing test and evaluation issues.

**As lessons learned, acquisition officials should:**

- **update the testing plan for each stage of testing, and**
- **use the testing plan as a management tool tailored to meet program needs.**

Test and evaluation identifies potential safety failures and ensures that the weapon system can meet its performance requirements. It is critical that program officials determine that systems work as planned. Acquisition officials should consider implementing these lessons learned to ensure acquisition programs are sufficiently tested and evaluated.

## **Change in DoD Acquisition Culture**

Both Congress and DoD officials have sought to change the way the DoD acquires weapon systems. In recent years, Congress passed legislation to reform DoD acquisitions and to allow more timely and efficient ways to acquire weapon systems. As a result, legislative reforms have altered the roles and responsibilities for the oversight of major defense acquisition programs. These reforms gave the Military Services significantly more authority

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<sup>12</sup> Report No. DODIG-2018-113, "Army and Marine Corps Joint Light Tactical Vehicle."

<sup>13</sup> Report No. DODIG-2016-107, "Advanced Arresting Gear Program Exceeded Cost and Schedule Baselines."

for managing acquisition programs. The reforms also reduced Office of the Secretary of Defense level oversight of and accountability for acquisition programs. Historically, the milestone decision authority for ACAT I programs was held at the Office of the Secretary of Defense level; however, section 825 of the FY 2016 National Defense Authorization Act transferred milestone decision authority responsibility to the Military Department Service Acquisition Executives, to streamline the acquisition process. This Act assigned the Military Services greater responsibility and accountability for program execution and performance. Specifically, as the milestone decision authority for their own major defense acquisition programs, the Military Department Service Acquisition Executives now oversee, approve, and are accountable for cost, schedule, and performance requirements.

The acquisition reforms in section 804 of the FY 2016 National Defense Authorization Act also provided the Military Services with new and faster pathways to acquire weapon systems through the MTA pathway. The MTA pathway recognizes the DoD's need to move faster on promising technologies that are too immature to declare as a major capability acquisition program, but have the ability to provide significant warfighter advantages if the capabilities are delivered quickly. In addition, DoD policy now allows program officials to "tailor in" regulatory information by determining what program documentation is required for each program and how the documentation will be presented to the milestone decision authority for review. Used appropriately, tailoring has the potential to reduce the bureaucracy of regulatory program information requirements and unneeded paperwork and increase the pace of acquisitions.

## Summary

Despite changes to the DoD acquisition process, the overall goal of DoD acquisitions is unchanged—to acquire quality products and services that satisfy user needs and improve mission capability and operational support. However, DoD acquisition reform is still a work in progress. Some acquisition reform policies remain to be published, while not enough time has passed to evaluate the implementation of new policies. Therefore, we do not yet know if recent changes to the acquisition process will result in more effective, affordable, and timely acquisition programs.

In the FY 2020 budget, the DoD requested \$247.3 billion to fund acquisition programs. From FY 2018 to FY 2019, the number of major defense acquisition programs increased from 87 to 89; however, the total planned investment in these programs has decreased from \$1.85 trillion to \$1.8 trillion. The DoD has a history of exceeding planned acquisition costs for individual programs. Because of the significant investment in acquisition programs and their importance to the DoD mission, the DoD must continue to improve its management of these programs to ensure the timely delivery of the right capability, at the right time, at the best cost.

While the DoD OIG supports a more flexible and agile acquisition process, changes to the process should not result in ambiguous requirements, funding issues, wrong procurement quantities, and inadequate testing. Unless acquisition officials commit to these fundamental acquisition principles, the DoD will continue to experience acquisition challenges that will inhibit its ability to execute the National Defense Strategy. Specifically, the DoD acquisition officials should adequately develop, meet, and address deficiencies in performance requirements; ensure acquisition programs are affordable and funded adequately; determine accurate procurement quantities; and ensure that testing and evaluation occurs to mitigate risks.



# Appendix

## Acquisition Weakness Areas Identified

From FY 2014 through April 2020, the DoD OIG issued 36 reports related to acquisitions. Visit [www.dodig.mil/Reports/Audits-and-Evaluations](http://www.dodig.mil/Reports/Audits-and-Evaluations) for copies of the reports listed below.

Count	Report No.	FY	Service	Compliance	Weakness (Count)
1	DODIG-2014-048	2014	Army		Performance, Funding, Other
2	DODIG-2014-075	2014	Navy		Funding
3	DODIG-2014-081	2014	Army		Performance (3), Test and Evaluation
4	DODIG-2014-120	2014	Marine Corps		Performance, Test and Evaluation (2)
5	DODIG-2014-123	2014	Air Force		Quantity (2), Other
6	DODIG-2014-125	2014	Army/Marine Corps	Funding	
7	DODIG-2015-079	2015	Navy		Other
8	DODIG-2015-086	2015	Air Force	Other	
9	DODIG-2015-158	2015	Marine Corps	Performance	
10	DODIG-2015-173	2015	Navy	Quantity	
11	DODIG-2016-058	2016	Army		Quantity (2), Other
12	DODIG-2016-107	2016	Navy		Performance, Test and Evaluation
13	DODIG-2016-118	2016	Army	Quantity	Performance (2)
14	DODIG-2016-128	2016	Army		Performance, Quantity
15	DODIG-2017-014	2017	Navy		Performance, Funding
16	DODIG-2017-063	2017	Navy		Performance (2)
17	DODIG-2017-075	2017	Army		Performance, Test and Evaluation
18	DODIG-2017-077	2017	Army	Performance	Performance, Quantity
19	DODIG-2017-079	2017	Air Force		Other
20	DODIG-2017-103	2017	Army		Funding, Quantity
21	DODIG-2017-117	2017	Joint		Quantity
22	DODIG-2018-038	2018	Army/Navy	Funding	
23	DODIG-2018-060	2018	Marine Corps		Performance (2), Funding
24	DODIG-2018-098	2018	Navy	Other	
25	DODIG-2018-107	2018	Navy		Performance
26	DODIG-2018-113	2018	Army/Marine Corps	Test and Evaluation	Performance (2)

Count	Report No.	FY	Service	Compliance	Weakness (Count)
27	DODIG-2018-118	2018	Army	Other	
28	DODIG-2018-121	2018	Air Force	Test and Evaluation	Quantity, Other
29	DODIG-2018-130	2018	Army	Quantity	Quantity
30	DODIG-2018-140	2018	Navy		Performance (2)
31	DODIG-2019-080	2019	Air Force		Classified
32	DODIG-2019-114	2019	Army		Funding, Test and Evaluation
33	DODIG-2020-006	2020	Joint		Performance, Test and Evaluation
34	DODIG-2020-042	2020	Army, Navy, Air Force		Other
35	DODIG-2020-059	2020	Air Force		Funding (2)
36	DODIG-2020-074	2020	Air Force	Other	

Source: DoD IG

# **Whistleblower Protection**

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