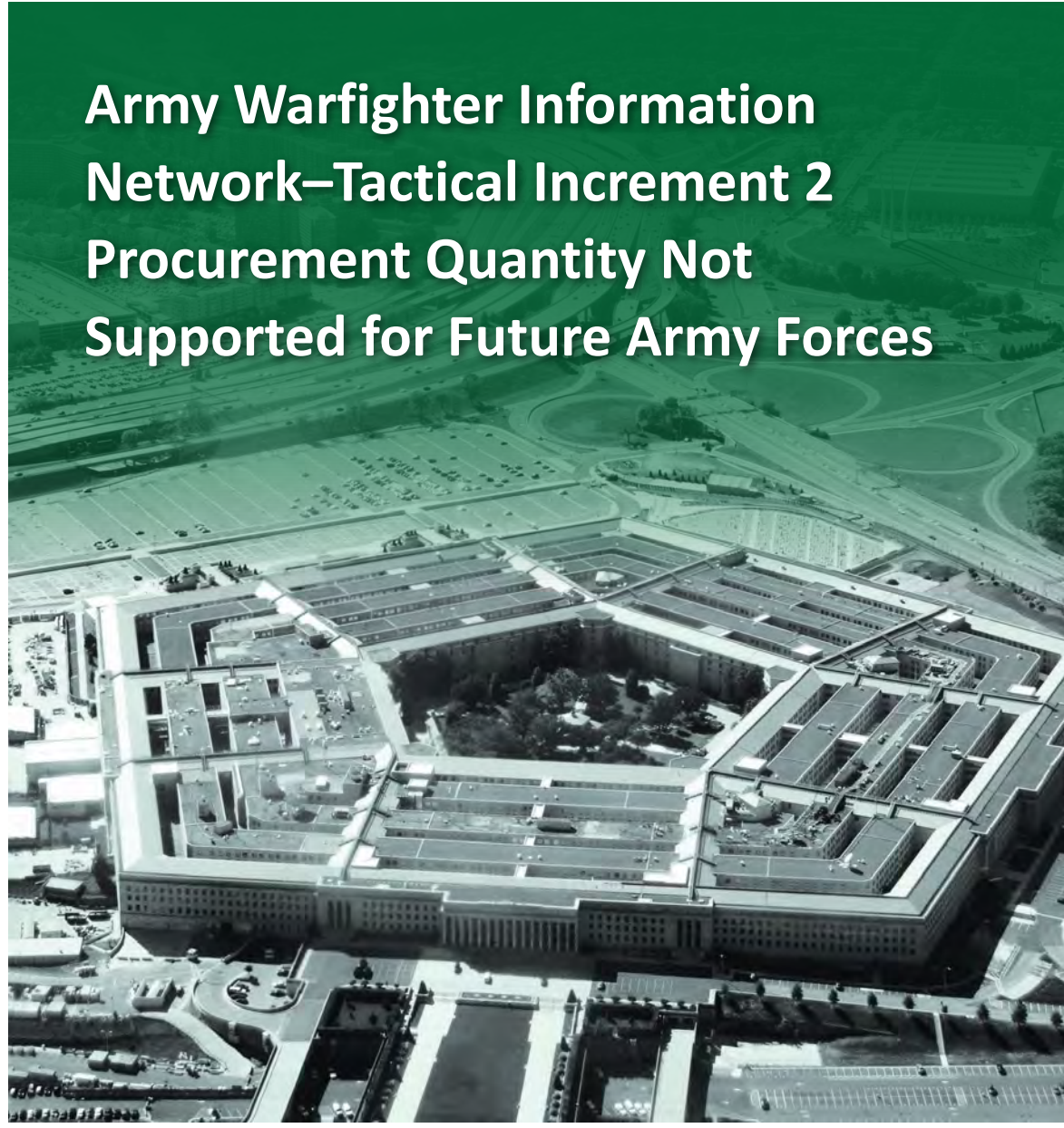


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# INSPECTOR GENERAL

*U.S. Department of Defense*

MARCH 1, 2016



## Army Warfighter Information Network–Tactical Increment 2 Procurement Quantity Not Supported for Future Army Forces

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

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INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

## Mission

*Our mission is to provide independent, relevant, and timely oversight of the Department of Defense that supports the warfighter; promotes accountability, integrity, and efficiency; advises the Secretary of Defense and Congress; and informs the public.*

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*Our vision is to be a model oversight organization in the Federal Government by leading change, speaking truth, and promoting excellence—a diverse organization, working together as one professional team, recognized as leaders in our field.*



For more information about whistleblower protection, please see the inside back cover.



# Results in Brief

## *Army Warfighter Information Network–Tactical Increment 2 Procurement Quantity Not Supported for Future Army Forces*

March 1, 2016

### Objective

The WIN-T program is a network that distributes classified and unclassified information by voice, data, and real-time video and is the backbone of the Army's tactical communications network. Our objective was to determine whether the Army adequately justified the procurement quantity of 3,674 for the Warfighter Information Network–Tactical (WIN-T) Increment 2.

### Finding

Program Executive Office, Command, Control, Communications–Tactical (PEO C3T) officials calculated the WIN-T Increment 2 planned procurement quantity of 3,674; however, they did not support the need for the planned procurement quantity throughout the life cycle.

This occurred because PEO C3T officials used an unapproved force structure<sup>1</sup> for the WIN-T Increment 2 planned procurement quantity, and U.S. Army Training and Doctrine Command officials did not follow required processes to validate the quantity and cost in the capability production document.

Additionally, the Director, Army Capabilities Integration Center, determined the Mission Command portfolio was unaffordable and unsustainable; therefore, changes to the portfolio may impact the WIN-T Increment 2 planned procurement quantity. The Mission

### Finding (cont'd)

Command portfolio consists of systems that contribute to tactical and strategic communications and includes the WIN-T Increment 2.

As a result, the Army has no assurance the procurement of 3,674 WIN-T Increment 2 units, at a cost of \$9.1 billion, is necessary or valid, and is the appropriate quantity needed for future Army forces.

### Recommendations

We recommend PEO C3T use an approved Army force structure to calculate procurement quantity, estimate Army units beyond the approved Army force structure to cover the production and fielding period through FY 2029, and update acquisition documents with any changes based on the results of refining the Mission Command portfolio.

We recommend the Army Deputy Chief of Staff, G-8, revise WIN-T Increment 2 funding based on an approved Army force structure.

We recommend the Commanding General, U.S. Army Training and Doctrine Command, update plans, revise requirements documents with any changes based on the results of refining the Mission Command portfolio, and submit an updated capability production document for validation.

We recommend the Deputy Commanding General, Futures/Director, Army Capabilities Integration Center, conduct an analysis to validate the capability production document is using the approved quantity and cost and submit the validated document to the Army Requirements Oversight Council for validation.

We recommend the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council, conduct an analysis to validate that the capability production document includes the approved force structure quantity and cost.

<sup>1</sup> The Army's force structure establishes Army positions and organizations and designs combat and support units.



# Results in Brief

## *Army Warfighter Information Network–Tactical Increment 2 Procurement Quantity Not Supported for Future Army Forces*

### **Management Comments and Our Response**

Comments from Army Deputy Chief of Staff, G-8, the Commanding General, U.S. Army Training and Doctrine Command, and Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council addressed Recommendations 2, 3.b, 4.a, 4.b and 5.b, respectively. However, PEO C3T and the Commanding General, U.S. Army Training and Doctrine Command did not address all the specifics of Recommendations 1.a, 1.b, 3.a and 3.c. As a result of management comments, Recommendation 5.a was added for the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council.

Please see the Recommendations Table on the back of this page. We request additional comments on the final report by April 1, 2016.

### ***Recommendations Table***

<b>Management</b>	<b>Recommendations Requiring Comment</b>	<b>No Additional Comments Required</b>
Commanding General, U.S. Army Training and Doctrine Command	3.a, 3.c	3.b
Army Deputy Chief of Staff, G-8		2
Deputy Commanding General, Futures/Director, Army Capabilities Integration Center		4.a, 4.b
Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council	5.a	5.b
Program Executive Officer, Command, Control, Communications-Tactical	1.a, 1.b	

Please provide Management Comments by April 1, 2016.





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

March 1, 2016

MEMORANDUM FOR VICE CHIEF OF STAFF, ARMY, CHAIR, ARMY REQUIREMENTS  
OVERSIGHT COUNCIL  
ARMY DEPUTY CHIEF OF STAFF, G-3/5/7  
ARMY DEPUTY CHIEF OF STAFF, G-8  
COMMANDING GENERAL, U.S. ARMY TRAINING AND  
DOCTRINE COMMAND  
DEPUTY COMMANDING GENERAL, FUTURES/DIRECTOR,  
ARMY CAPABILITIES INTEGRATION CENTER  
PROGRAM EXECUTIVE OFFICER, COMMAND, CONTROL,  
COMMUNICATIONS-TACTICAL

SUBJECT: Army Warfighter Information Network-Tactical Increment 2  
Procurement Quantity Not Supported for Future Army Forces  
(Report No. DODIG-2016-058)

We are providing this report for your review and comment. Program Executive Office, Command, Control, and Communications-Tactical officials changed the Warfighter Information Network-Tactical Increment 2 procurement quantity five times since November 2008, increasing the quantity by 100 percent, and did not support the need for the planned amount throughout the life cycle. We conducted this audit in accordance with generally accepted government auditing standards.

We considered comments on a draft of this report when preparing the final report. DoD Instruction 7650.03 requires that recommendations be resolved promptly. Comments from Program Executive Office, Command, Control, and Communications-Tactical did not address Recommendation 1.a and addressed Recommendation 1.b; however, both recommendations require additional comments. Comments from the Commanding General, U.S. Army Training and Doctrine Command only partially addressed Recommendations 3.a and 3.c. Recommendation 5.a was added for the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council. Therefore, we request additional comments on Recommendation 1.a, 1.b, 3.a, 3.c, and 5.a by April 1, 2016.

Please send a PDF file containing your comments to [audapi@dodig.mil](mailto:audapi@dodig.mil). Copies of your comments must have the actual signature of the authorizing official for your organization. We cannot accept the /Signed/ symbol in place of the actual signature. If you arrange to send classified comments electronically, you must send them over the SECRET Internet Protocol Router Network (SIPRNET).

We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 604-9077.

*Jacqueline L. Wiccarver*  
Jacqueline L. Wiccarver  
Acting Deputy Inspector General  
for Auditing



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## Acronyms and Abbreviations



# Introduction

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## Objective

Our objective was to determine whether the Army adequately justified the procurement quantity of 3,674 for the Warfighter Information Network-Tactical (WIN-T) Increment 2. See Appendix for scope and methodology and prior audit coverage.

## Background

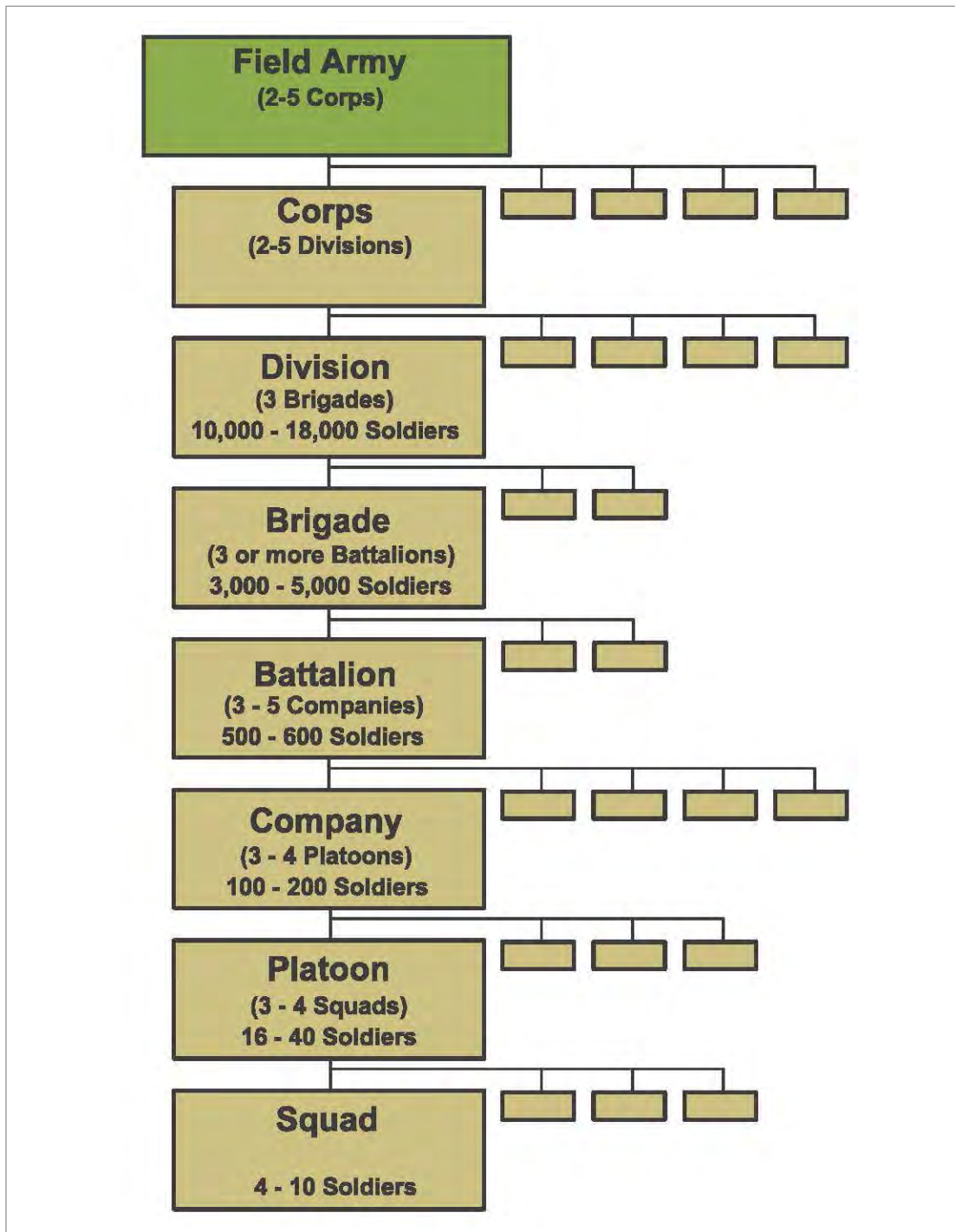
The WIN-T program is a network that distributes classified and unclassified information by voice, data, and real-time video and is the backbone of the Army's tactical communications network. In FY 2015, the WIN-T program received about one-third of the Army's Mission Command portfolio funding for procurement. The Mission Command portfolio consists of systems that contribute to tactical and strategic communications.

The WIN-T program requirements were approved in December 2000, and on June 5, 2007, the Defense Acquisition Executive restructured the program into four increments:

- Increment 1: Stationary Network
- Increment 2: Initial Mobile Network
- Increment 3: Full Mobile Network
- Increment 4: Enhanced Protected Satellite Communications

The WIN-T Increment 2 delivers a mobile capability that allows key Army leaders to move on the battlefield while retaining mission command, and keeps dispersed and mobile Army forces connected. Increment 2 improves the WIN-T stationary network and provides the Army a mobile network with combat-communication and information capabilities while forces are on the move. WIN-T Increment 2 uses networked satellite communications from the division down to company-level soldiers. The system will deliver constant and mobile battlefield awareness and maintain command and control of combat forces. With WIN-T Increment 2, soldiers will have tactical awareness from inside vehicles, enabling commanders to make decisions on the move rather than from a stationary location. Figure 1 illustrates the Army operational units.

Figure 1. Operational Unit Diagram



Source: Army

Program Executive Office Command Control Communications–Tactical (PEO C3T) develops, acquires, fields, and supports the Army’s tactical network. The WIN-T Increment 2 is an Acquisition Category IC Major Defense Acquisition Program with a total life cycle cost of \$20 billion and total procurement cost of \$9.1 billion. An Acquisition Category IC program has estimated cost of more than \$480 million (FY 2014 constant dollars), for research, development, test, and evaluation or procurement costs of more than \$2.79 billion (FY 2014 constant dollars). The milestone decision authority was the Under Secretary of Defense for Acquisition, Technology, and Logistics.<sup>2</sup> On February 3, 2010, the milestone decision authority approved the WIN-T Increment 2 to enter the production and deployment phase of the acquisition process. The Army awarded an indefinite delivery, indefinite quantity contract in March 2010 for the production of WIN-T Increment 2 equipment. Table 1 shows the Army’s organizations and responsibilities for the WIN-T Increment 2.

*Table 1. Key Organizations and Stakeholders of the WIN-T Increment 2*

Organization and Stakeholders	Responsibilities
Secretary of the Army	The WIN-T milestone decision authority, responsible for WIN-T program oversight and accountable for cost, schedule, and performance reporting
U.S. Army Training and Doctrine Command (TRADOC)	Develops and integrates WIN-T requirements and provides the method for allocating equipment
Army Deputy Chief of Staff, G-3/5/7 (G-3/5/7)	Responsible for all aspects of the force management process
Army Deputy Chief of Staff, G-8 (G-8)	Determines the funding resources for the WIN-T program
Army Capabilities Integration Center (ARCIC) resides within TRADOC	Ensures analysis has been completed to support the values in the WIN-T requirements documents
Joint Requirements Oversight Council	Oversees the Joint Capabilities Integration and Development System and validated the original Capabilities Production Document
Army Requirements Oversight Council resides within G-3/5/7	Validates all Army requirements
Program Executive Office, Command, Control, Communications-Tactical	Accomplishes objectives for developing and sustaining WIN-T to meet the users’ operational needs

<sup>2</sup> On September 11, 2015, the Under Secretary of Defense for Acquisition, Technology, and Logistics delegated milestone decision authority to the Secretary of the Army.

## ***Equipment Description***

The Army plans to procure the following three primary pieces of WIN-T Increment 2 equipment,<sup>3</sup> which comprise the planned procurement quantity:

- The Tactical Communications Node (TCN) is installed on a large cargo truck bed at division and brigade combat team command posts. The TCN provides the principal backbone and supports command post operations for the WIN-T. The TCN provides the soldier access to the network at various security levels.



Figure 2. WIN-T Increment 2 TCN Equipment Mounted on a Vehicle  
Source: PEO C3T Officials

<sup>3</sup> The Army procures other WIN-T Increment 2 equipment, such as satellite terminals, Internet protocol phones, and upgrade kits. However, this other equipment is not included in the planned procurement quantity.

- The Point of Presence (POP) is installed on select vehicles at divisions, brigades, and battalions, enabling mobile Mission Command by providing network connectivity while forces move.



Figure 3. WIN-T Increment 2 POP Equipment Mounted on a Vehicle  
Source: Army

- The Soldier Network Extension (SNE) is installed on select vehicles so Army units can extend the network from the brigade to the company level.



Figure 4. WIN-T Increment 2 SNE Equipment Mounted on a Vehicle  
Source: PEO C3T Officials

## Changes in Total Procurement Quantity

The WIN-T Increment 2 planned procurement quantity has significantly changed five times since 2007. For example, the original WIN-T Increment 2 acquisition program baseline, dated October 18, 2007, contained a planned procurement quantity of 1,837. The December 2013 Selected Acquisition Report stated an Army configuration steering board restructured the WIN-T Increment 3 and transferred all of its procurement quantities to the WIN-T Increment 2. The 2013 restructure increased the planned procurement quantity of WIN-T Increment 2 to 5,267.

Subsequently, PEO C3T officials decreased the WIN-T Increment 2 quantity in the February 2015 acquisition program baseline because of changes in force structure. The most recent quantity in June 2015 was 3,674. Table 2 shows the changes to the WIN-T Increment 2 planned procurement quantity.

Table 2. Planned Procurement Quantity History

Document	Date	Procurement Quantity (Units)	Procurement Cost (In Billions)*
Acquisition Program Baseline - Development	October 2007	1,837	\$3.2
Acquisition Program Baseline - Production	March 2010	2,160	\$4.4
Acquisition Program Baseline - Change 1	May 2013	1,860	\$4.1
FY 2014 Selected Acquisition Report	December 2013	5,267	\$11.2
Acquisition Program Baseline - Change 2	February 2015	3,583	\$9.1
Acquisition Program Baseline - Change 3	June 2015	3,674	\$9.1

\* The October 2007 cost is in Base Year 2007 dollars and the March 2010 through June 2015 costs are in Base Year 2010 dollars.

According to the December 2014 Selected Acquisition Report, the Army procured 643 WIN-T Increment 2 units, including 56 units using research, development, test, and evaluation funds of approximately \$2.5 billion. PEO C3T officials stated the Army will procure WIN-T Increment 2 equipment through FY 2028 and will field the equipment through FY 2029.



## Review of Internal Controls

DoD Instruction 5010.40, "Managers' Internal Control Program Procedures," May 30, 2013, requires DoD organizations to implement a comprehensive system of internal controls that provides reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls. We identified internal control weaknesses in the Army's support for the WIN-T Increment 2 planned procurement quantity for future Army forces. The Army increased risk by calculating the procurement quantity using an unapproved force structure, by not updating the basis of issue plans, and by not following guidance to document, update, and validate supporting analysis for the WIN-T Increment 2 procurement quantity. We will provide a copy of the report to the senior official responsible for internal controls at TRADOC.

## Finding

### Need for WIN-T Increment 2 Procurement Quantity Not Supported

PEO C3T officials calculated the WIN-T Increment 2 planned procurement quantity of 3,674; however, they did not support the need for the planned procurement quantity throughout the life cycle. This occurred because:

- PEO C3T officials used an unapproved force structure for the WIN-T Increment 2 planned procurement quantity, and
- TRADOC requirements officials did not update the basis of issue plans or follow required processes for validating the planned quantity and cost in the capability production document.

Without implementing the required processes, the Army cannot assure the WIN-T Increment 2 quantity is needed for the warfighter. Additionally, the Director, ARCIC, determined the Mission Command portfolio was unaffordable and unsustainable; therefore, changes to the portfolio may impact the WIN-T Increment 2 planned procurement quantity. As a result, the Army has no assurance the procurement quantity of 3,674 WIN-T Increment 2 units, at a cost of \$9.1 billion, is necessary or valid, and is the appropriate quantity needed for future Army forces.

### Calculated Procurement Quantity

PEO C3T officials provided calculations that explained the WIN-T Increment 2 planned procurement quantity of 3,674. PEO C3T officials calculated the planned procurement quantity of 3,674 by multiplying the estimated quantity of Army units for FY 2017 through FY 2021 by a set quantity of equipment allocable to each Army unit. Table 3 details WIN-T Increment 2 equipment allocated to Army units to reach the total procurement quantity of 3,674 reported.

(FOUO) Table 3. Army Calculated WIN-T Increment 2 Procurement Quantity

(FOUO) Army Unit	Quantity of Army Units from "POM 17-21 Notional Force File-POM PB" (A)	WIN-T Increment 2 Equipment Allocated to Each Army Unit			Total TCN, POP, & SNE Quantity per Army Unit (B)	Total Equipment Quantity (A*B)
		TCN Quantity	POP Quantity	SNE Quantity		
Division	█	█	█	█	█	█
Armored Brigade Combat Team	█	█	█	█	█	█
Armored Brigade Combat Team (with a 3rd Maneuver Battalion)	█	█	█	█	█	█
Infantry Brigade Combat Team	█	█	█	█	█	█
Stryker Brigade Combat Team	█	█	█	█	█	█
Fires Brigade	█	█	█	█	█	█
Combat Aviation Brigade	█	█	█	█	█	█
Training Assets	█	█	█	█	█	█
System Integration Laboratory	█	█	█	█	█	█
Operational Readiness Float	█	█	█	█	█	█
<b>Total Procurement Quantity</b>						<b>3,674</b> <b>(FOUO)</b>

(FOUO) The quantity of Army units (for example, divisions, brigade combat teams, fires brigades, combat aviation brigades, etc.) is the first part of the procurement-quantity calculation. PEO C3T officials determined the quantity of Army units by using a pre-decisional unapproved force structure document, █. This was a single-page, unsigned document, marked pre-decisional. The document did not indicate it was used to support a Program Objective Memorandum (POM).<sup>4</sup> The quantity of TCNs, POPs, and SNEs allocated to each Army unit is the second part of the procurement-quantity calculation. TRADOC requirements officials developed the method for allocating equipment by identifying specific groups and positions that would require TCN, POP, and SNE equipment based on FY 2016 personnel authorizations.

<sup>4</sup> A POM documents resource-allocation decisions based on Defense guidance for a period of 5 years. For instance, the FY 2016 POM will contain funding needs for FY 2018 through FY 2022.

## Procurement Quantity Not Supported Throughout the Life Cycle

PEO C3T officials did not support the need for the 3,674 planned procurement quantity throughout the life cycle. Specifically, PEO C3T officials based the calculated planned procurement quantity on an **unapproved force structure** and an **unsupported method for allocating equipment** [emphasis added].

PEO C3T officials based the calculated planned procurement quantity on an **unapproved force structure** and an **unsupported method for allocating equipment** [emphasis added].

### *Unapproved Force Structure*

(FOUO) PEO C3T officials used an unapproved force structure for the WIN-T Increment 2 planned procurement quantity. The Army's force structure establishes Army positions and organizations as well as designs combat and support units. PEO C3T officials explained that the Army Deputy Chief of Staff, G-3/5/7, and G-8 directed them to use an unapproved force structure from the [REDACTED] to determine the planned procurement quantity. However, Army guidance<sup>5</sup> requires G-3/5/7 to determine the Army units in the force structure through a force-development process and publish an Army structure memorandum. The Army structure memorandum presents the approved force structure, establishes the POM, and should be updated annually. The Army Chief of Staff approves the Army structure memorandum. The memorandum reflects all known decisions at the time of publication and acknowledges that additional force-structure changes are possible in the future.

(FOUO) We requested additional information from G-3/5/7, G-8, and PEO C3T to assess the Army units used to calculate the procurement quantity. G-8 officials provided [REDACTED] a different force structure document than what PEO C3T officials stated they were directed to use. [REDACTED]

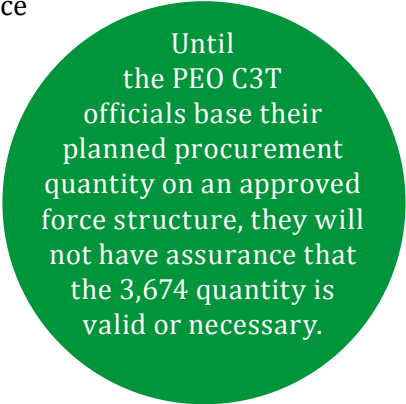
However, G-3/5/7 has responsibility for force development and did not provide additional information that supported the two documents used to calculate the planned procurement quantity were authorized and approved as required by Army guidance.

<sup>5</sup> For this report, the term "Army guidance" is used in reference to Army Regulation 71-32, "Force Development and Documentation," July 1, 2013.

On October 8, 2015, the Army issued “Army Structure Memorandum 18-22” to update the force structure. The memorandum directed the Army to execute changes to its organizational structure and identified specific quantities of Army units that will comprise the most current Army force structure. While the “Army Structure Memorandum 18-22” aligns with some of the Army units PEO C3T used to calculate the planned procurement quantity, it does not support the future force structure beyond FY 2022, through the end of the planned procurement schedule in FY 2028. DoD guidance<sup>6</sup> requires investments in acquisitions include the current and future forces.

The “Army Structure Memorandum 18-22” states that the force is continuously under review and it is possible the Army will make further reductions to its force structure, accelerate reductions, change which units are cut, or even modify force reductions. In the 2013 Army Strategic Planning Guidance, the General for the U.S. Army Chief of Staff and Secretary of the Army stated FYs 2015 and 2016 are a critical time for the Army to re-examine capabilities after 11 years of war and make certain a relevant future force provides the right personnel for each Army unit. According to ARCIC, the Army is designing and organizing brigades to be more effective by FY 2025. ARCIC also explained that the Army briefed the Army Chief of Staff in December 2015, with an update to the Force 2025 and Beyond effort, which produces recommendations that help Army leaders direct modernization and force development. Force 2025 and Beyond efforts include wargaming, exercises, experiments, evaluations, and other efforts focused on determining how the Army organizes and designs the force. Any changes in the force structure as a result of the Force 2025 and Beyond effort will directly impact the WIN-T Increment 2 planned procurement quantity. However, the Army will continue to produce and field WIN-T Increment 2 equipment while the Army redesigns and reorganizes brigades beyond the “Army Structure Memorandum 18-22.”

Until the PEO C3T officials base their planned procurement quantity on an approved force structure, they will not have assurance that the 3,674 quantity is valid or necessary. Therefore, PEO C3T officials should use an approved Army structure memorandum to determine the WIN-T Increment 2 procurement quantity and estimate the necessary Army units beyond the approved Army structure memorandum to cover the WIN-T Increment 2 production and fielding period through FY 2029. Additionally, G-8 should revise the WIN-T Increment 2 funding based on an approved Army structure memorandum.



Until the PEO C3T officials base their planned procurement quantity on an approved force structure, they will not have assurance that the 3,674 quantity is valid or necessary.

<sup>6</sup> Department of Defense Directive 5000.01, “The Defense Acquisition System,” November 20, 2007.

## ***Basis of Issue Plans Should Be Updated***

TRADOC requirements officials did not update the TCN, POP, and SNE basis of issue plans. Army guidance requires the TRADOC Commander to document and maintain decisions on allocating equipment in basis of issue plans. The basis of issue plan is a requirements document that provides a detailed description of equipment, how the Army will use it, who will use it, as well as the method for allocating the equipment throughout the Army. The WIN-T Increment 2 basis of issue plans assigned equipment to divisions and brigade combat teams that required mobile-communication capabilities.

In September 2011, the Organizational Requirements Document Approval Board<sup>7</sup> approved the WIN-T Increment 2 equipment-allocation method in the basis of issue plans. On November 7, 2013, an Army configuration steering board restructured the WIN-T Increment 3 and transferred all of its procurement quantities to the WIN-T Increment 2. This reorganization changed the equipment-allocation method by adding combat aviation brigades and fires brigades. According to Army guidance, a change to the equipment-allocation method should trigger an update to the basis of issue plans. However, TRADOC requirements officials did not modify the WIN-T Increment 2 basis of issue plans to include the updated equipment-allocation method.

PEO C3T officials applied the updated equipment-allocation method to calculate the WIN-T Increment 2 planned procurement quantity. The updated method assigned 8 TCNs, 7 POPs, and 9 SNEs to each combat aviation brigade, but the approved basis of issue plans did not allocate any equipment to combat aviation brigades.

Additionally, the updated equipment-allocation method assigned 4 TCNs, 4 POPs, and 12 SNEs to each fires brigade; however, the fires brigades were not included in the approved basis of issue plans. Consequently, PEO C3T officials added a minimum of 720 pieces of WIN-T Increment 2 equipment—costing at least \$308 million—that were not supported by approved basis of issue plans. Additionally, G-3/5/7 officials acknowledged further changes to the WIN-T Increment 2 could occur, triggering updates to the basis of issue plans.

Consequently, PEO C3T officials added a minimum of 720 pieces of WIN-T Increment 2 equipment—costing at least \$308 million—that were not supported by approved basis of issue plans.

<sup>7</sup> The Organizational Requirements Document Approval Board reviews, validates, and approves all new or amended basis of issue plans. The board members are the Assistant Secretary of the Army (Acquisition, Logistics, and Technology); Chief Information Officer, G-6; Deputy Chief of Staff, G-1; Deputy Chief of Staff, G-3/5/7; Deputy Chief of Staff, G-4; Deputy Chief of Staff, G-8; TRADOC; and Deputy Commander, U.S. Army Force Management Support Agency.

Without updating the basis of issue plans, TRADOC requirements officials risk procuring excess equipment. Accordingly, TRADOC requirements officials should update the basis of issue plans and submit the updates to the Organizational Requirements Document Approval Board for review and approval.

## Capability Production Document Not Validated

TRADOC requirements officials did not follow required processes for validating the planned procurement quantity and cost in the capability production document (CPD). The WIN-T Increment 2 CPD provides operational measures such as cost, schedule, technical performance, and affordability, and guides activities for producing and fielding equipment. According to Joint Capabilities Integration and Development System guidance,<sup>8</sup> any changes made to a validated CPD directly related to the technical performance requirements, cost, schedule, or quantity make the document invalid for the purpose of any follow-on processes until the CPD is revalidated. Additionally, the Joint Capabilities Integration and Development System Manual requires a validated CPD identifying total quantities required over the projected life cycle before entering the production and deployment phase of the acquisition process.

The Joint Requirements Oversight Council first validated the WIN-T Increment 2 CPD on November 25, 2008, with a total procurement quantity of 1,837 units, at a cost of \$3.2 billion. At the same time, the Joint Requirements Oversight Council delegated the Army Requirements Oversight Council as the WIN-T Increment 2 approval authority for future changes in quantity and cost.

However, TRADOC requirements officials did not update the quantity changes and cost in the CPD.

Since November 2008, TRADOC requirements officials revised the CPD three times for changes to technical performance requirements. Over that same timeframe, the WIN-T Increment 2 planned procurement quantities and cost increased by 100 percent and about \$5.9 billion, respectively. However, TRADOC requirements officials did not update the quantity changes and cost in the CPD.

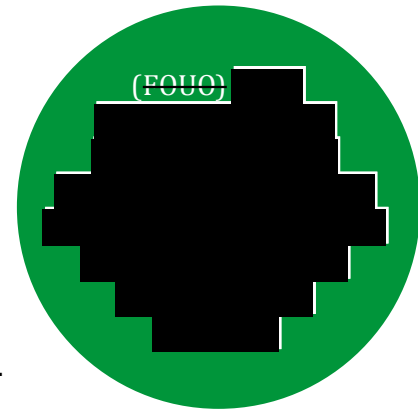
These increases invalidated the procurement quantity and the WIN-T Increment 2 CPD. Since TRADOC officials did not update the CPD, the document could not effectively guide the production and fielding activities of the WIN-T Increment 2, including determining the appropriate procurement quantity. Further, the Milestone Decision Authority should not have approved the WIN-T Increment 2 to enter the production and deployment phase of the acquisition process in February 2010 because the quantities and associated costs had not been properly validated.

<sup>8</sup> "Manual for the Operation of the Joint Capabilities Integration and Development System," dated February 12, 2015.

TRADOC guidance<sup>9</sup> assigns ARCIC to implement the Joint Capabilities Integration and Development System and develop Army capabilities and requirements. The Army Requirements Oversight Council is responsible for ensuring WIN-T Increment 2 requirements are supported by appropriate analysis and warranted when comparing the operational improvement gained to necessary quantity and cost. However, TRADOC requirements officials did not provide an updated CPD with quantity and cost changes to the ARCIC, which is responsible for coordinating, validating, and forwarding the CPD to the Army Requirements Oversight Council. TRADOC requirements officials should update the WIN-T Increment 2 CPD quantity and cost for the production and deployment phase, and submit it to ARCIC for validation and approval. The ARCIC should review and validate the CPD, ensuring appropriate supporting analysis is provided to explain the quantities and associated costs needed; then forward it to Army Requirements Oversight Council for validation. The Army Requirements Oversight Council should also review and validate the CPD is using the approved force-structure quantities and associated costs.

## Army Continues to Assess the Mission Command Network

(FOUO) The ARCIC Director, Capabilities Developments Directorate, determined the Mission Command portfolio was unaffordable and unsustainable. Army officials conducted reviews of the Mission Command portfolio, including the WIN-T program, to address the ARCIC concerns regarding affordability and sustainability. Between July 2013 and March 2014, Army officials conducted a network-capability review<sup>10</sup> in response to anticipated funding reductions.



[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

<sup>9</sup> TRADOC Regulation 71-20, "Concept Development, Capabilities Determination, and Capabilities Integration," dated June 28, 2013.

<sup>10</sup> A network-capability review is an Army study identifying the proper mix of systems to provide tactical network capabilities throughout the Army due to fiscal constraints.



(FOUO) After the network-capability review, the Vice Chief of Staff, Army, directed an integrated planning team to review the Mission Command network to identify gaps and excesses in the current and planned capabilities. [REDACTED]

[REDACTED]

(FOUO) [REDACTED]

[REDACTED] If the Mission Command Network Refinement impacts the procurement quantity, the Army is at risk that the WIN-T Increment 2 planned procurement quantity of 3,674 is not necessary or valid. The Vice Chief of Staff, Army, must complete the Mission Command Network Refinement to determine an affordable and sustainable Mission Command portfolio, including life cycle affordability analysis and goals and caps for the WIN-T Increment 2. Upon completing the Mission Command Network Refinement, TRADOC and PEO C3T officials should update all WIN-T Increment 2 documents, as needed. In addition, the ARCIC should review and validate the CPD ensuring TRADOC and PEO C3T officials implemented the Mission Command Network Refinement results.

### Conclusion

The Joint Requirements Oversight Council initially validated the WIN-T Increment 2 quantity and cost on November 25, 2008. The initial quantity was 1,837 units at a cost of \$3.2 billion. Since 2008, the procurement quantity changed five times with a 100 percent increase in procurement quantity and about a \$5.9 billion cost increase. However, TRADOC requirements officials did not update the quantity and cost changes in the CPD, invalidating the document. In February 2010, the milestone decision authority approved the WIN-T Increment 2 to enter the production phase of the acquisition process. Because TRADOC officials did not update the CPD, the document could not effectively guide the production and fielding activities of the WIN-T Increment 2. Additionally, PEO C3T officials relied on an unapproved force structure as the source for Army units used to calculate the WIN-T Increment 2

Since 2008, the procurement quantity changed five times with a 100 percent increase in procurement quantity and about a \$5.9 billion cost increase.

procurement quantity. TRADOC requirements officials did not update the equipment-allocation method in the WIN-T Increment 2 basis of issue plans, which resulted in PEO C3T officials adding a minimum of 720 pieces of equipment, costing at least \$308 million, without adequate support. Furthermore, Army officials are refining the Mission Command network, while the WIN-T Increment 2 continues to be produced and fielded, driving the need for immediate action. As a result, the Army has no assurance the procurement quantity of 3,674 WIN-T Increment 2 units, at a cost of \$9.1 billion, is necessary or valid, and is the appropriate quantity needed for future Army forces.

## Recommendations, Management Comments, and Our Response

### ***Added Recommendation***

As a result of management comments, we added Recommendation 5.a, because the Mission Command Network Refinement has not been completed and is necessary to implement Recommendation 1, Recommendation 3, and Recommendation 5.b.

### ***Recommendation 1***

**We recommend the Program Executive Officer, Command, Control, Communications-Tactical:**

- a. **Use an approved Army structure memorandum in the procurement quantity calculation for Warfighter Information Network-Tactical Increment 2 and estimate the necessary Army units beyond the approved Army structure memorandum to cover the Warfighter Information Network-Tactical Increment 2 production and fielding period through FY 2029.**

### ***Department of the Army Program Executive Officer, Command, Control, Communications-Tactical Comments***

The Program Executive Officer, Command, Control, Communications-Tactical, did not agree or disagree; however, he stated the Program Executive Office, Command, Control, Communications-Tactical used the approved Army Structure Memorandum 18-22 to calculate the Warfighter Information Network-Tactical Increment 2 procurement quantity.

### ***Our Response***

The Program Executive Officer's comments did not address the recommendation. According to the Program Executive Officer, the Warfighter Information Network-Tactical Increment 2 used the approved Army Structure Memorandum 18-22 to

calculate the procurement quantity. However, the total procurement quantity calculations for the Warfighter Information Network–Tactical Increment 2 did not align with the Army Structure Memorandum 18-22. For instance, the Army units used to calculate the Warfighter Information Network–Tactical Increment 2 procurement quantity of 3,674 did not match the Army units for armored brigade combat teams and infantry brigade combat teams in the Army Structure Memorandum 18-22. Therefore, the Program Executive Officer did not support the procurement quantity of 3,674 for Warfighter Information Network–Tactical Increment 2.

In addition, the Program Executive Officer did not address necessary Army units beyond the approved Army Structure Memorandum 18-22, through the Warfighter Information Network–Tactical Increment 2 FY 2029 fielding period. According to DoD guidance,<sup>11</sup> it is management’s responsibility to identify objectives and develop long-range investment plans to minimize cost while operating effectively. The Program Executive Officer is responsible for accomplishing Warfighter Information Network–Tactical Increment 2 objectives over the program life cycle. The Program Executive Officer should consider changes in force structure and the redesign of brigades for effectiveness across today’s and future forces to develop the procurement quantity through the Warfighter Information Network–Tactical Increment 2 fielding period. We request the Program Executive Officer provide additional comments to the final report, along with a completion date to implement the recommendation.

*Department of the Army Deputy Chief of Staff, G-8 Comments*

Although not required to comment, the Army Acquisition Support Program Analysis Division, Program Analysis and Evaluation Directorate, responding for the Deputy Chief of Staff, G-8, partially agreed, but provided no additional comments.

- b. Update acquisition documentation to align with changes to the requirements documents for the Warfighter Information Network–Tactical Increment 2 as a result of refining the Mission Command portfolio.**

*Department of the Army Program Executive Officer, Command, Control, Communications-Tactical Comments*

The Program Executive Officer, Command, Control, Communications–Tactical, did not agree or disagree; however, he stated officials from his office will update the acquisition documents after the Mission Command Network Refinement is completed, and once U.S. Army Training and Doctrine Command officials update the basis of issue plan and the capability production document.

<sup>11</sup> Department of Defense Directive 5000.01, “The Defense Acquisition System,” November 20, 2007.

### *Our Response*

The Program Executive Officer's comments addressed the intent of the recommendation. However, the Program Executive Officer did not identify a completion date for updating the acquisition documents. The Program Executive Officer stated officials from his office will update the acquisition documents after the Mission Command Network Refinement is completed. Therefore, we added Recommendation 5.a, for implementation by the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council. We request the Program Executive Officer provide additional comments to the final report with a completion date.

### **Recommendation 2**

**We recommend Army Deputy Chief of Staff, G-8, revise the Warfighter Information Network–Tactical Increment 2 funding based on an approved Army structure memorandum.**

### *Department of the Army Deputy Chief of Staff, G-8 Comments*

The Army Chief of Acquisition Support Program Analysis Division, Program Analysis and Evaluation Directorate, responding for the Deputy Chief of Staff, G-8, partially agreed, stating that the Warfighter Information Network–Tactical Increment 2 funding corresponds to the most recent approved Army structure memorandum. The Chief of Acquisition Support Program Analysis Division also stated that the funding will remain in effect unless the Deputy Chief of Staff, G-3/5/7, publishes a new Army structure memorandum, or the U.S. Army Training and Doctrine Command amends the Warfighter Information Network–Tactical Increment 2 basis of issue plans.

### *Our Response*

Comments from the Army Chief of Acquisition Support Program Analysis Division addressed the recommendation and no further comments are required.

### **Recommendation 3**

**We recommend the Commanding General, U.S. Army Training and Doctrine Command, upon completion of the Mission Command Network Refinement:**

- a. Update the basis of issue plans for the Warfighter Information Network–Tactical Increment 2 and submit them to the Organizational Requirements Document Approval Board for review and approval.**

*Commanding General, U.S. Army Training and Doctrine Command Comments*

The Director of Internal Review and Audit Compliance, Headquarters, U.S. Army Training and Doctrine Command, responding for the Commanding General, U.S. Army Training and Doctrine Command, agreed, stating that, upon instructions from Army G-3/5/7, the Cyber Center of Excellence will work with G-8 and the U.S. Army Force Management Support Agency to amend the basis of issue plans within 180 days after the Army Requirements Oversight Council approves the revisions to the Warfighter Information Network–Tactical Increment 2 capability production document.

*Our Response*

Comments from the Director of Internal Review and Audit Compliance partially addressed the recommendation. By agreeing to work with the Deputy Commander of the United States Army Force Management Support Agency and the Deputy Chief of Staff, G-8, to amend the basis of issue plans, the Director meets the intent of the recommendation. However, the Commanding General should submit a memorandum to the Deputy Chief of Staff, G-3/5/7, for approval to amend the basis of issue plan, in accordance with Army Regulation 71-32, rather than waiting for Army G-3/5/7 instructions. The Commanding General should also update the basis of issue plans prior to the Army Requirements Oversight Council approval of the revisions to the capability production document, because the basis of issue plans should be used to calculate the total procurement quantity in the capability production document. Therefore, we request the Commanding General provide additional comments to the final report with the planned actions to begin the basis of issue plans amendment process and an expected completion date.

*Department of the Army Deputy Chief of Staff, G-8 Comments*

Although not required to comment, the Army Acquisition Support Program Analysis Division, Program Analysis and Evaluation Directorate, responding for the Deputy Chief of Staff, G-8, partially agreed, but provided no additional comments.

- b. Update all Warfighter Information Network–Tactical Increment 2 requirements documentation with any changes to quantity and cost for the production and deployment phase.**

*Commanding General, U.S. Army Training and Doctrine Command Comments*

The Director of Internal Review and Audit Compliance, Headquarters, U.S. Army Training and Doctrine Command, responding for the Commanding General, U.S. Army Training and Doctrine Command, agreed, stating that the Cyber Center of Excellence will update all Warfighter Information Network–Tactical

Increment 2 requirements documents with any changes to quantity and cost within three months of the Mission Command Network Refinement Decision. Additionally, the Cyber Center of Excellence will work with the Warfighter Information Network–Tactical Increment 2 program manager to capture the cost data for the production and deployment phase of the acquisition life cycle.

### *Our Response*

Comments from the Director of Internal Review and Audit Compliance addressed the recommendation and no further comments are required.

### *Department of the Army Deputy Chief of Staff, G-8 Comments*

Although not required to comment, the Army Acquisition Support Program Analysis Division, Program Analysis and Evaluation Directorate, responding for the Deputy Chief of Staff, G-8, partially agreed, but provided no additional comments.

- c. Submit the updated capability production document for the Warfighter Information Network–Tactical Increment 2 to the Army Capabilities Integration Center for validation and approval.**

### *Commanding General, U.S. Army Training and Doctrine Command Comments*

The Director of Internal Review and Audit Compliance, Headquarters, U.S. Army Training and Doctrine Command, responding for the Commanding General, U.S. Army Training and Doctrine Command, agreed, stating that the Cyber Center of Excellence will forward the revised Warfighter Information Network–Tactical Increment 2 capability production document to the Army Capabilities Integration Center for validation and approval.

### *Our Response*

Comments from the Director of Internal Review and Audit Compliance partially addressed the recommendation. The Commanding General did not identify a timeframe for submitting the revised capability production document. Therefore, we request the Commanding General provide additional comments to the final report and clarify a timeframe for submitting the capability production document to Army Capabilities Integration Center.

### *Department of the Army Deputy Chief of Staff, G-8 Comments*

Although not required to comment, the Army Acquisition Support Program Analysis Division, Program Analysis and Evaluation Directorate, responding for the Deputy Chief of Staff, G-8, partially agreed, but provided no additional comments.

## **Recommendation 4**

**We recommend the Deputy Commanding General, Futures/Director, Army Capabilities Integration Center:**

- a. Conduct analysis required by TRADOC Regulation 71-20 to validate the Warfighter Information Network–Tactical Increment 2 capability production document includes the approved force structure quantities, associated costs, and the results from the Mission Command Network Refinement.**

### *Commanding General, U.S. Army Training and Doctrine Command Comments*

The Director of Internal Review and Audit Compliance, Headquarters, U.S. Army Training and Doctrine Command, responding for the Deputy Commanding General, Futures/Director, Army Capabilities Integration Center, agreed, stating the Army Capabilities Integration Center will properly validate the Warfighter Information Network–Tactical Increment 2 capability production document within 58 days of receiving the document from the Cyber Center of Excellence. The Army Capabilities Integration Center will forward the capabilities production document for Department of Army staffing and adjudicate any comments within 68 days of the submission to the Department of Army.

### *Our Response*

Comments from the Commanding General addressed the recommendation and no further comments are required.

- b. Submit the updated and validated capability production document to the Army Requirements Oversight Council for validation.**

### *Commanding General, U.S. Army Training and Doctrine Command Comments*

The Director of Internal Review and Audit Compliance, Headquarters, U.S. Army Training and Doctrine Command, responding for the Deputy Commanding General, Futures/Director, Army Capabilities Integration Center, agreed, stating the Army Capabilities Integration Center will submit the updated Warfighter Information Network–Tactical Increment 2 capability production document to the Army Requirements Oversight Council for validation within 126 days of receiving the document from the Cyber Center of Excellence.

### *Our Response*

Comments from the Commanding General addressed the recommendation and no further comments are required.

## **Recommendation 5**

**We recommend the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council:**

- a. Complete the Mission Command Network Refinement to determine an affordable and sustainable Mission Command portfolio, including life cycle affordability analysis and goals and caps for in the Warfighter Information Network–Tactical Increment 2.**
- b. Conduct analysis required by TRADOC Regulation 71-20 to validate the Warfighter Information Network–Tactical Increment 2 capability production document includes the approved force structure quantities and associated costs.**

### *Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council Comments*

The Director, Capabilities Integration, Prioritization, and Analysis, Office of the Deputy Chief of Staff, G-3/5/7, responding for the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council, agreed with Recommendation 5.b, stating that Headquarters, Department of the Army, G-3/5/7, will direct U.S. Army Training and Doctrine Command to provide the updated capability production document to the Army Requirements Oversight Council for approval no later than June 1, 2016. The Director also stated that the revised Warfighter Information Network–Tactical Increment 2 capability production document will be based on Army force structure and basis of issue changes approved by the Vice Chief of Staff, Army, during the January 2014 network capability review and the December 2015 Mission Command capability portfolio review.

### *Our Response*

Comments from the Director, Capabilities Integration, Prioritization, and Analysis addressed the intent of the Recommendation 5.b and no further comments are required for Recommendation 5.b. However, we added Recommendation 5.a as a result of management comments and request comments regarding the completion of the Mission Command Network Refinement and include when the new recommendation will be implemented.



## Appendix

### Scope and Methodology

We conducted this performance audit from March 2015 through December 2015 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

To understand the Warfighter Information Network–Tactical Increment 2, we conducted site visits at the Pentagon, Washington, D.C.; Aberdeen Proving Ground, Maryland; and Fort Gordon, Georgia, and interviews with personnel from:

- U.S. Army Training and Doctrine Command;
- U.S. Army Department Chief of Staff, G-3/5/7;
- U.S. Army Department Chief of Staff, G-8;
- Army Requirement Capabilities Integration Center;
- Army Requirements Oversight Council;
- Office of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology; and
- Program Executive Office, Command, Control, Communications-Tactical.

We reviewed documents the Army used to determine and justify the planned procurement quantity of WIN-T Increment 2 equipment to support the Army mission needs. We collected and analyzed documents dated from December 2007 through October 2015. We reviewed:

- “Army Structure 18-22,” October 8, 2015;
- “POM 17-21 Notional Force File–POM PB,” April 8, 2015;
- “Acquisition Strategy for WIN-T Increment 2,” April 2015;
- “Acquisition Program Baseline: WIN-T Increment 2,” February 12, 2015;
- “Concept of Operations for WIN-T,” November 12, 2014;
- “POM 17 Force File Contents,” December 18, 2014;
- “Army FY 2015 Budget Overview,” March 2014;
- “Army Structure 15-19 Addendum 1,” October 4, 2013;
- “Army Structure 15-19,” September 5, 2013;
- “Acquisition Strategy Report for WIN-T Increment 2,” September 2012;
- “Basis of Issue Plan for Point of Presence,” September 28, 2011;

- “Basis of Issue Plan for Soldier Network Extension,” September 28, 2011;
- “Basis of Issue Plan for the Central Communications: Tactical Communications Node,” September 28, 2011;
- “WIN-T Increment 2 System Training Plan,” October 9, 2009;
- “Capability Production Document for WIN-T Increment 2,” November 25, 2008;
- “Acquisition Strategy Annex WIN-T Increment 2,” May 19, 2008; and
- “Selected Acquisition Report WIN-T Increment 2,” December 2007 through December 2014.

We reviewed FY 2016 personnel authorizations in the Army’s Force Management System website to determine if TRADOC requirements officials assigned equipment to the appropriate number of Army units identified in the equipment-allocation method. We also reviewed how PEO C3T officials used the equipment-allocation method to allocate TCNs, POPs, and SNEs to each Army unit.

To determine whether the Army adequately determined and justified the WIN-T Increment 2 procurement quantity, we compared planning and reporting documents to DoD and Army guidance as follows:

- “Army Operational Unit Diagrams,” no date;
- “Manual for the Operation of the Joint Capabilities Integration and Development System,” February 12, 2015;
- Chairman of the Joint Chiefs of Staff Instruction 3170.01I, “Joint Capabilities Integration and Development System,” January 23, 2015;
- Department of Defense Instruction, 5000.02, “Operation of the Defense Acquisition System,” January 7, 2015;
- Army Field Manual 3-94, “Theater Army, Corps, and Division Operations,” April 21, 2014;
- Army Regulation 750-1, “Army Materiel Maintenance Policy,” September 12, 2013;
- Army Regulation 71-32, “Force Development and Documentation,” July 1, 2013;
- TRADOC Regulation 71-20, “Force Development – Concept Development, Capabilities Determination, and Capabilities Integration,” June 28, 2013;
- Army Regulation 350-38, “Policies and Management for Training Aids, Devices, Simulators, and Simulations,” March 28, 2013;
- Army Techniques Publication 3-09.24, “Techniques for the Fires Brigade,” November 21, 2012;
- TRADOC Regulation 71-12, “Force Development – U.S. Army Training and Doctrine Command Capability Management,” October 3, 2012;

- Army Field Manual 3-90.6, “Brigade Combat Team,” September 14, 2010;
- Army Regulation 71-9, “Warfighting Capabilities Determination,” December 28, 2009;
- Army Field Manual M 3-04.111, “Aviation Brigades,” December 7, 2007;
- Department of Defense Directive 5000.01, “The Defense Acquisition System,” November 20, 2007; and
- Army Regulation 700-138, “Army Logistics Readiness and Sustainability,” February 26, 2004.

## Use of Computer-Processed Data

We did not use computer-processed data to perform this audit.

## Prior Coverage

During the last 5 years, the Government Accountability Office (GAO) and the U.S. Army Audit Agency issued seven reports discussing the WIN-T Increment 2. Unrestricted GAO reports can be accessed at <http://www.gao.gov>. Unrestricted Army Audit Agency reports can be accessed from .mil and gao.gov domains at <https://www.aaa.army.mil/>.

### **Government Accountability Office (GAO)**

GAO-15-342SP, “Defense Acquisitions: Assessments of Selected Weapon Programs,” April 9, 2015

GAO-14-340SP, “Defense Acquisitions: Assessments of Selected Weapon Programs,” March 2014

GAO-13-294SP, “Defense Acquisitions: Assessments of Selected Weapon Programs,” March 2013

GAO-12-400SP, “Defense Acquisitions: Assessments of Selected Weapon Programs,” March 2012

GAO-11-233SP, “Defense Acquisitions: Assessments of Selected Weapon Programs,” March 2011

GAO-10-388SP, “Defense Acquisitions: Assessments of Selected Weapon Programs,” March 2010

### **U.S. Army Audit Agency (AAA)**

A-2011-0165-ALA, “Followup Audit of Warfighter Information Network–Tactical,” July 21, 2011

## Management Comments

### Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council



DEPARTMENT OF THE ARMY  
Office of the Deputy Chief of Staff, G-3/5/7  
400 Army Pentagon  
Washington, DC 20310-0400

JAN 28 2016


DAMO-CI

MEMORANDUM FOR DoD Inspector General, 4800 Mark Center Drive, Alexandria, Virginia 22350-1500 Attn: Program Director, Acquisition, Parts, & Inventory

SUBJECT: DoD Inspector General (IG) Audit Report of the Army Warfighter Information Network–Tactical Increment 2 Procurement Quantity Not Supported for Future Army Forces

1. Reference DoD IG Audit Report - Army Warfighter Information Network–Tactical Increment 2 Procurement Quantity Not Supported for Future Army Force (Project No. 2015-D000AU-0154.000), 22 December 2015.
2. Reference your recommendation #5: We recommend the Vice Chief of Staff, Army, Chair, Army Requirements Oversight Council, conduct analysis required by TRADOC Regulation 71-20 to validate the Warfighter Information Network–Tactical Increment 2 Capability Production Document includes the approved force-structure quantities and associated costs.
3. I concur with your recommendation #5 to conduct an Army Requirement Oversight Council (AROC) to validate updates to the Warfighter Information Network–Tactical Increment (WIN-T INC) 2 Capability Production Document (CPD). HQDA G-3/5/7 will task Training and Doctrine Command (TRADOC) to present the updated CPD to the AROC for approval no later than 01 June 2016.
4. The revised WIN-T INC 2 CPD will be based on the Army force structure and Basis of Issue (BOI) changes approved by the Vice Chief of Staff of the Army (VCSA) during the January 2014 Network Capability Review (NCR) and the December 2015 Mission Command (MC) Capability Portfolio Review (CPR) 1B.

5. The HQDA G-3/5/7 point of contact is [REDACTED] at [REDACTED]

  
PETER B. BECHTEL  
Director, Capabilities Integration,  
Prioritization, and Analysis

Final Report  
Reference

Added  
Recommendation 5.a  
  
Renumbered as  
Recommendation 5.b

## Department of the Army Deputy Chief of Staff, G-8



DEPARTMENT OF THE ARMY  
OFFICE OF THE DEPUTY CHIEF OF STAFF, G-8  
700 ARMY PENTAGON  
WASHINGTON, DC 20310-0700

DAPR-DPA

21 January 2016

MEMORANDUM FOR OFFICE OF THE INSPECTOR GENERAL, 4800 MARK  
CENTER DRIVE, ALEXANDRIA, VA 22350-1500

SUBJECT: Army Warfighter Information Network-Tactical Increment 2 Procurement  
Quantity Not Supported for Future Army Forces (Project No. D2015-D000AU-0154.000)

1. This in response to the DoD IG's draft memorandum of the same subject and project name dated 22 December 2015, which requested the Deputy Chief of Staff, G-8 review and provide comments on the Army Warfighter Information Network-Tactical Increment 2 Procurement Quantity Not Supported for Future Army Forces report.

2. The Deputy Chief of Staff, G-8 has reviewed the subject report and partially concurs with comment with Recommendation 1 as follows:

a. Recommendation 1. We recommend the Program Executive Officer, Command, Control, Communications-Tactical:

3. The Deputy Chief of Staff, G-8 has reviewed the subject report and partially concurs with comment with Recommendation 2 as follows:

a. Recommendation 2. We recommend Army Deputy Chief of Staff, G-8, revise the Warfighter Information Network-Tactical Increment 2 funding based on an approved Army structure memorandum.

b. Response. The Army Structure Memorandum 2018-2022 (ARSTRUC 18-22) is the written expression of force structure requirements, approved by the Secretary of the Army on 9 July 2015. ARSTRUC 18-22 will be the basis for the Army to develop its overall Program Objective Memorandum (POM) for Fiscal Years 2018-2022 (FY18-22). POM 18-22 will effectively update the last four years of POM 17-21 (the DoD IG Basis for WIN-T Inc 2). More importantly, the recommendation has effectively been implemented. After further review, G8 noted that the pre-decisional POM 17 – 21 Notional Force File corresponds to ARSTRUC 18-22. No further actions will be taken at this time and the current programming will remain in effect until the end of the program unless G-3/5/7 publishes a new approved force structure or TRADOC makes adjustments to the program's basis of issue plans.

## Department of the Army Deputy Chief of Staff, G-8 (cont'd)

DAPR-DPA

SUBJECT: Warfighter Information Network – Tactical Increment 2 Affordability

4. The Deputy Chief of Staff, G-8 has reviewed the subject report and partially concurs with comment with Recommendation 3 as follows:

a. Recommendation 3.

5. Point of contact for this action is [REDACTED] or [REDACTED]



BRIAN J. STOKES  
Colonel, U.S. Army  
Chief, ASPAD,  
Program Analysis & Evaluation Directorate

# Commanding General, U.S. Army Training and Doctrine Command



REPLY TO ATTENTION OF

DEPARTMENT OF THE ARMY  
HEADQUARTERS, UNITED STATES ARMY TRAINING AND DOCTRINE COMMAND  
950 JEFFERSON AVENUE  
FORT EUSTIS, VIRGINIA 23604-5700

ATIR

20 JAN 16


MEMORANDUM FOR Inspector General, Department of Defense, 4800 Mark Center Drive, Alexandria, Virginia 22350-1500

SUBJECT: Command Reply to DODIG Draft Report on the Audit of Army Warfighter Information Network-Tactical Increment 2 Procurement Quantity Not Supported for Future Army Forces (Project 2015-D000AU-0154.000)

1. HQ TRADOC's reply to the subject draft report is enclosed. We concur with Recommendation 3 as addressed to Commanding General, U.S. Army Training and Doctrine Command (TRADOC), and Recommendation 4 as addressed to Deputy Commanding General, Army Capabilities Integration Center.

2. Point of contact is [REDACTED] TRADOC Internal Review and Audit Compliance, [REDACTED]

Encl

  
KIMBERLY DAWN CYR  
Director, Internal Review  
and Audit Compliance

## Commanding General, U.S. Army Training and Doctrine Command (cont'd)

### Response to Draft Audit Report Recommendations

Draft Report, Audit of Army Warfighter Information Network-Tactical (WIN-T) Increment 2 Procurement Quantity Not Supported for Future Army Forces (Project 2015-D000AU-0154.000)

**Recommendation 3:** DODIG recommends that TRADOC, upon completion of the Mission Command network refinement:

- a. Update the basis of issue plans for the WIN-T Increment 2 and submit them to the Organizational Requirements Document Approval Board for review and approval.
- b. Update all WIN-T Increment 2 requirements documentation with any changes to quantity and cost for the production and deployment phase.
- c. Submit the updated Capability Production Document (CPD) for the WIN-T Increment 2 to ARCIC for validation and approval.

**TRADOC Response:** Concur.

- a. Upon instructions from Army G-/5/7, Cyber CoE will complete work with G-8 and USAFMSA to amend the basis of issue plans within 180 days of the Army Requirements Oversight Council (AROC) approval of revisions to the WIN-T Increment 2 CPD.
- b. Cyber CoE will update all WIN-T Increment 2 requirements documentation with any changes to quantity and cost within 3 months of the Mission Command Network Refinement Decision. Cyber CoE will work with PM WIN-T to capture the cost data for the production and deployment phase.
- c. Cyber CoE will forward the revised WIN-T Increment 2 CPD to ARCIC for validation and approval.

**Recommendation 4:** DODIG recommends that ARCIC:

- a. Conduct analysis required by TRADOC Regulation 71-20 to validate the WIN-T Increment 2 CPD includes the approved force-structure quantities, associated costs, and the results from the Mission Command network refinement.
- b. Submit the updated and validated CPD to the AROC for validation.

**TRADOC Response:** Concur.

- a. ARCIC will properly staff for validation the revised WIN-T Increment 2 CPD within 58 days from receiving the document from the Cyber CoE. ARCIC will then forward the



## Commanding General, U.S. Army Training and Doctrine Command (cont'd)

document for HQDA staffing and complete the staffing and adjudication of HQDA comments within 68 days of submission to HQDA.

b. ARCIC will submit the updated WIN-T Increment 2 CPD to the AROC for validation within 126 days of receiving the document from Cyber CoE.

## Department of the Army Program Executive Officer, Command, Control, Communications-Tactical

Final Report  
Reference



DEPARTMENT OF THE ARMY  
PROGRAM EXECUTIVE OFFICE  
COMMAND CONTROL AND COMMUNICATIONS-TACTICAL  
8010 FRANKFORD STREET  
ABERDEEN PROVING GROUND, MD 21005-1848



REPLY TO  
ATTENTION OF:

SFAE-CCC

JAN 15 2016

MEMORANDUM FOR UNITED STATES ARMY AUDIT AGENCY.

SUBJECT: Department of Defense Inspector General (DoD IG) Audit of the Army Warfighter Information Network-Tactical (WIN-T) Increment 2 Procurement Quantity Not Supported for Future Army Forces (Project No. 02015-DOOOOAU-01 54.000).

1. The Program Executive Office Command Control Communications Tactical (PEO C3T) response to subject audit is as follows:

- **Recommendation 1.a:** Use an approved Army structure memorandum in the procurement quantity calculation for Warfighter Information Network - Tactical Increment 2 and estimate the necessary Army units beyond the approved Army structure memorandum to cover the Warfighter Information Network-Tactical Increment 2 production and fielding period through FY 2029.

**PEO C3T Response:** The current Increment 2 procurement quantity calculations are compliant with the current Army Structure Memorandum 18-22.

- **Recommendation 1.b:** Update acquisition documentation to align with changes to the requirement documents for the Warfighter Information Network - Tactical Increment 2 as a result of refining the Mission Command portfolio.

**PEO C3T Response:** The Mission Command Network Review (MCNR) has not been formally completed. Once the MCNR is complete, the action is on the Army Capabilities Integration Center (ARCIC) to generate a Document Change Request (DCR) and submit it to the Army G3/5/7 for approval. TRADOC/TCM will then update the Increment 2 Basis of Issue Plan (BOIP) and Capability Production Document (CPD) via the Army Requirements Oversight Council (AROC). Increment 2 will update acquisition documentation upon receipt of approved documents.

2. The point of contact is [REDACTED] or

  
GARY P. MARTIN  
Program Executive Officer

Added  
Recommendation 5.a

## Acronyms and Abbreviations

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<b>ARCIC</b>	Army Capabilities Integration Center
<b>CPD</b>	Capability Production Document
<b>G-3/5/7</b>	Army Deputy Chief of Staff, G-3/5/7
<b>G-8</b>	Army Deputy Chief of Staff, G-8
<b>PEO C3T</b>	Program Executive Officer, Command, Control, Communications Tactical
<b>POM</b>	Program Objective Memorandum
<b>POP</b>	Point of Presence
<b>SNE</b>	Soldier Network Extension
<b>TCN</b>	Tactical Communications Node
<b>TRADOC</b>	U.S Army Training and Doctrine Command
<b>WIN-T</b>	Warfighter Information Network–Tactical



## **Whistleblower Protection**

### **U.S. DEPARTMENT OF DEFENSE**

*The Whistleblower Protection Enhancement Act of 2012 requires the Inspector General to designate a Whistleblower Protection Ombudsman to educate agency employees about prohibitions on retaliation, and rights and remedies against retaliation for protected disclosures. The designated ombudsman is the DoD Hotline Director. For more information on your rights and remedies against retaliation, visit [www.dodig.mil/programs/whistleblower](http://www.dodig.mil/programs/whistleblower).*

## **For more information about DoD IG reports or activities, please contact us:**

### **Congressional Liaison**

congressional@dodig.mil; 703.604.8324

### **Media Contact**

public.affairs@dodig.mil; 703.604.8324

### **For Report Notifications**

[http://www.dodig.mil/pubs/email\\_update.cfm](http://www.dodig.mil/pubs/email_update.cfm)

### **Twitter**

[twitter.com/DoD\\_IG](https://twitter.com/DoD_IG)

### **DoD Hotline**

[dodig.mil/hotline](http://dodig.mil/hotline)

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