



## THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-3010

ACQUISITION,  
TECHNOLOGY  
AND LOGISTICS

OCT 13 2011

The Honorable Howard P. "Buck" McKeon  
Chairman  
Committee on Armed Services  
U.S. House of Representatives  
Washington, DC 20515

Dear Mr. Chairman:

Pursuant to section 2433a(a) of title 10, U.S. Code, I have conducted a reassessment of the Joint Tactical Radio System (JTRS) Ground Mobile Radio (GMR) program following increases by a percentage equal to or greater than the critical cost growth threshold. Based on growth in the unit procurement costs, I am terminating the program in accordance with section 2433a(b).

The GMR is a multi-band, multi-mode, software programmable radio hosting a number of tactical waveforms such as the Wideband Networking Waveform (WNW). WNW is an intermediate level network waveform that provides connectivity from the tactical user to the Warfighter Information Network-Tactical (WIN-T) network and, eventually, the Global Information Grid (GIG). The GMR program provided a radio that hosted advanced networking waveforms, such as WNW, Soldier Radio Waveform (SRW) and several legacy waveforms like Single Channel Ground and Airborne Radio System, to support operations in a fixed and mobile internet-like environment for battle command, sensor-to-shooter, and survivability applications.

The following constitutes the information required to be submitted to Congress in writing under 10 U.S.C. §2433a(d) when a major defense acquisition program is terminated under 2433(b):

- Explanation of the reasons for terminating the program. The immediate cause of the critical cost breach was the reduction in quantity from 86,209 to 10,293, due to a revised Basis of Issue based on a new Operational Network Architecture and the cancellation of the Future Combat System. However, these quantity changes were based upon the assumption that JTRS GMR would replace all legacy radios, and an inadequate affordability analysis at inception. Further, the determination of quantities and placement within the Brigades was a function of the network architecture and number of necessary nodes, but the technical challenges of mobile ad hoc networks and scalability were not well understood due to the immaturity of technology at that time. The other main contributor to cost growth was a series of contractor and program execution issues, as well as additional information assurance requirements. Our assessment is that it is unlikely that products resulting from the JTRS GMR development program will affordably meet Service requirements, and may not meet some requirements at all. Therefore, termination of the program is necessary.

- The alternatives considered to address any problems in the program. The reassessment looked at various courses of action: Option (1) was to continue with the program of record; Option (2) was to adopt a modified Non-Developmental Item (NDI) strategy with a low cost, reduced size, weight, and power (SWaP) variant (a smaller more affordable radio) with WNW and SRW; Option (3) was to leverage other existing programs and; Option (4) was to leverage Commercial Off-The-Shelf/Government Off-The-Shelf items.

While the capability remains valid and essential to the national security, the assessment of alternatives concluded that at least one alternative to the GMR program of record, basically Option 2 described above as a new program, exists with potential to deliver radios that provide required military capability at less cost. As part of the reassessment of the GMR program, minimum required capabilities were reviewed and adjusted. Key waveforms were reduced from seven to two threshold waveforms (WNW and SRW), and route and retransmission requirements were adjusted to reflect these key waveforms. Other performance attributes were adjusted to allow shorter range and smaller network size, which would enable a reduced SWaP configuration (with a smaller, more affordable radio).

- The course the Department plans to pursue to meet any continuing joint military requirements otherwise intended to be met by the program. As a result of the Department's investment in the development of software defined radios, software communications architecture and openly shared waveforms, a competitive market emerged with the potential to deliver radios to meet the capability at a reduced cost. These alternatives promoted by industry were analyzed by the Department and it was determined that an NDI acquisition approach was the most viable means to meet this requirement. In order to meet the continuing operational requirements for a mid-tier networking capability, I directed the Program Manager to, subject to the availability of funds, smartly close out the existing GMR system development contract. The current contract expires in March 2012 and it is in the best interests of the Department to allow that contract to end on its own terms permitting completion and delivery of products for potential reuse. The work includes completing National Security Agency radio certification, the operating environment software, and the WNW waveform. These products are essential to facilitate acquisition of NDI (e.g. porting of waveforms) in support of FY 2014 operational requirements.

To ensure an orderly closeout of the GMR program and existing contract, the Department will submit an Above Threshold Reprogramming (ATR) to the Committee in order to increase budget line APPN 1319 BA05 Program Element (PE) 0604280N (Navy) Project 3074 (Shared) JTRS Ground Mobile Radio (GMR) by \$14 million to a total of \$32 million in FY 2012.

The Department is committed to delivering this capability to the Warfighter and is establishing a new program that manages the evaluation, test and delivery of an affordable low cost, reduced SWaP NDI product fielded to operational units in FY 2014. We will continue to work with Congress to outline the acquisition strategy. The Department will also submit an ATR in order to move \$74 million (FY 2012) into a new budget line. The new budget line and funding will support program management and test activities required to execute the new NDI acquisition strategy.

Similar letters have been sent to the President of the Senate, the Speaker of the House, and the congressional defense committees.

Sincerely,

A handwritten signature in blue ink, appearing to read "Frank Kendall", with a stylized flourish extending from the end.

Frank Kendall  
Acting

Enclosure:  
As stated

cc:  
The Honorable Adam Smith  
Ranking Member