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BEFORE THE
SUBCOMMITTEE ON PERSONNEL
OF THE
SENATE ARMED SERVICES COMMITTEE
ON
PERSONNEL POSTURE

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I. INTRODUCTION

Chairman Graham, Ranking Member Gillibrand, and distinguished members of the
Committee, I am honored to appear before you to review Navy manpower, personnel, training,
education and family support programs and priorities for fiscal year 2017.

II. A READY AND CAPABLE GLOBAL NAVY

From providing kinetic strike options to commanders leading the fight against ISIL, to
monitoring developments in the South China Sea, worldwide naval presence matters now more
than ever. With 40% of our ships underway, and forward deployed forces all around the globe,
your Navy is truly America’s away team. Our ability to perform our mission depends first and
foremost on our Navy Team - Sailors, both Active and Reserve, Navy Civilians, and their
families.

Strengthening the Navy Team is a key element of Navy’s A Design for Maintaining
Maritime Superiority. Some of the biggest impacts that we can make on our warfighting
capability do not involve a lot of money, but instead are changes to how we do business. Recent
results from the Optimized Fleet Response Plan (O-FRP) have reinforced the value of properly
manning our ships, submarines and aviation squadrons, both in terms of numbers and with the
right skill sets. As our platforms continue to become more technologically advanced, and the
missions become more complex, the demand will grow for recruits with a high aptitude who can
learn faster on the job, innovate naturally, and master new, complex skills over a career. At the
same time, competition for skilled labor will intensify, which requires an agile personnel
organization that can recognize challenges and opportunities and quickly respond with effective
solutions. My organization is in need of an upgrade, akin to modernizing any weapons system. Our Sailors operate at the speed of warfare at sea and in the air, and expect that same opportunity for involvement, for frank dialogue and for choices when it comes to their career decisions. Our Sailor 2025 program, funded in this budget, is a dynamic set of initiatives, process improvements and management tools that address many of the challenges we face in building a more competitive personnel management system. The three pillars of this program are Personnel System Modernization, to better identify and reward talent while expanding career choice and flexibility; Ready, Relevant Learning, to deliver tailored learning solutions along a Sailor’s career continuum; and Enriched Culture, to enhance empowerment and trust at all levels by improving Sailor and family resilience and health.

To move forward on “Strengthening our Navy Team for the Future”, the Navy Manpower, Personnel, Training & Education (MPT&E) enterprise has focused on three complimentary lines-of-effort – Force Readiness and Manning, Force Management, and Force Resiliency. My guiding principles are to maintain trust, balance our limited force to meet future challenges, and provide stability for the lives of Sailors, Navy civilians, and families. There are limits to even our most thoughtful investments in platforms and technologies -- but unbounded potential when we design for and make smart investments in our people.

We must maintain a ready and capable naval force comprised of ships, submarines, squadrons and units, appropriately manned and trained to carry out their warfighting missions. To accomplish this, we will continue to develop and implement policies that facilitate delivery of highly trained and fully qualified personnel to fill billets at sea. Since December of 2012, we
have filled nearly 11,000 gapped at-sea billets. We must balance filling deploying units’ critical billets with qualified personnel while maintaining healthy ship-to-shore cycles for our Sailors. To help in this effort, Navy has expanded the O-FRP from its inception in 2014 to provide more capacity and predictability in maintenance and training, while providing stability for our deploying forces and their families.

Healthy warfighting communities, with an understanding of tomorrow’s force structure and battle plans, are the underpinning of a ready force. Manning our units with the right number and type of properly trained and experienced Sailors is a critical element of readiness. In the proposed FY17 budget request, Navy end strength is properly aligned with force structure in support of mission requirements. While we project a reduction in end strength as a result of a decrease in military personnel requirements – primarily driven by one less Air Wing and the efficiencies associated with the start of a more modern and efficient training effort – those reductions will be achieved through natural attrition. Navy continues to attract the best-qualified candidates to serve, who often present creative solutions to our most vexing operational and even foreign policy challenges – and we want to keep it that way. Our success in retaining and developing talent and our high quality work force depends on our ability to provide excellent quality of service for our Sailors, civilian employees and families.

We ask an incredible amount of our Sailors and their families. In return, we are inherently responsible for providing them with the level of support, positive working environments, and care commensurate with their personal sacrifices. Navy has implemented a continuum of harm prevention strategy to provide coordinated and complementary efforts to
improve Sailor resilience and readiness - including sexual assault prevention and suicide prevention. This strategy recognizes the common factors in destructive behaviors, such as alcohol abuse. It recognizes the value of fostering a positive command climate, the need for peer-to-peer intervention training, and the importance of addressing all wrong behaviors, even those that seem relatively minor. Navy’s 21st Century Sailor Office integrates, under one umbrella, the programs that sustain and instill resilience and fitness in Sailors. The 21st Century Sailor Office provides a focusing lens and overarching policy support to these critical programs and is embarked on a comprehensive campaign to engage the fleet and expand resiliency programs. We are continuing our efforts to promote a healthy, efficient, and professional work environment, continuing outstanding support of families, and fulfilling our promise to aid service members that transition to civilian life.

III. FORCE READINESS AND MANNING:

We continue our efforts to maintain required manning and readiness levels by attracting highly qualified men and women to serve in the most effective and technologically advanced naval force in history. We will develop, train and educate a ready force to deliver the right person with the right skills in the right job at the right time - a metric we call “fit.” We are also taking deliberate steps to forecast future operating environments and ensure we are prepared to meet emerging challenges. These plans support our goals to retain our most talented Sailors and maintain readiness to meet fleet requirements. To remain operationally effective, we will deliver technical training and advanced education throughout a career.
Fleet Manning: We continue to make considerable progress in improving fleet-manning and warfighting readiness. In fiscal year 2015, we reduced the number of gaps at sea to approximately 1800, a reduction of 3900 gaps. We filled 98.7 percent of all enlisted sea duty billets; Sailors in the proper seniority and possessing the appropriate skill level filled 91 percent of those same billets. In support of the Optimized Fleet Response Plan (O-FRP), we will man deploying units earlier in the training cycle to ensure a more cohesive team upon deployment. We are meeting these objectives by modernizing our enlisted distribution systems with a Billet-Based Distribution (BBD) capability that will modernize our legacy distribution programs, and which will provide a more detailed enlisted demand signal to more efficiently, and accurately, meet enlisted manning requirements.

Retention: We continue to monitor retention behavior closely across the Navy. End of FY2015 enlisted retention was 98 percent of goal for Sailors with up to six years of service, 99 percent of goal for Sailors with 6-10 years of service, and 105 percent of goal for Sailors with 10-14 years of service. While we anticipate meeting aggregate enlisted retention goals in fiscal year 2016, we continue to experience retention challenges and inventory shortfalls within some communities, such as Information Warfare, Nuclear Field, Special Warfare, and Advanced Electronics. Targeting junior enlisted personnel possessing these unique skills with increased incentives will remain critical for achieving required retention and sustaining a healthy force into the future. After experiencing strong retention in FY2014 and FY2015, current economic indicators suggest a greater pull from the civilian workforce for our top talent over the next couple of years. Getting ahead of this impending change requires focused targeting of bonus programs, particularly Selective Reenlistment Bonuses among high-demand critical skill sets and
less technical skill sets that an improving economy may adversely affect. We must focus on retaining Sailors in the right mix of ratings and pay grades to position Navy to meet future mission requirements.

Continuum of Service initiatives permit us to retain valuable skills and experience of Sailors transitioning from active duty to the Reserve Component, while also providing opportunities for Reserve Component personnel with certain skills to reduce shortfalls in the active component. We offer some qualified Reserve Component Sailors the opportunity to convert to permanent active duty careers and compete for advancement while on active duty, and we continue to grant High-Year Tenure waiver requests for Sailors who fill critical gaps at sea.

Officer continuation remains at historically high levels due, in large part, to targeted incentive pays and bonuses, improved mentoring, recent efforts to add flexible career options, and increased emphasis on life-work integration initiatives. However, specific active duty control-grade officer inventory shortfalls remain in select Unrestricted Line, Restricted Line and Staff Corps communities, including Aviation and nuclear-trained Surface Warfare Officers. We are actively attacking these shortfalls through targeted incentives and other retention tools.

Recruiting (Enlisted): The Sailors we have in the Navy today are the best we have ever seen. Our success is largely due to inclusive diversity recruiting practices and Science, Technology, Engineering, and Mathematics (STEM) outreach. Strategic partnerships with STEM-related affinity groups, and engagements with high school and college students, have heightened awareness of Navy service as a highly desirable career option, inspired the next
generation of technically capable Sailors, developed centers of influence that contribute to recruiting efforts, and further diversified the Navy. We remain vigilant as the unemployment rate drops below six percent, mindful of our limited marketing and advertising resources, and with an eye toward our ability to continue meeting all goals in an improving economy.

Recruiting (Officer): In fiscal year 2015, we achieved our active component general officer recruiting goal. We continue to face challenges in achieving reserve component general and medical officer recruiting goals, in part, due to strong active duty retention that significantly reduced the prior service pool – the source of most reserve-component accessions. In addition to the medical community, we face reserve component challenges in aviation, Naval Special Warfare, Intelligence, and the Judge Advocate General Corps.

We continue to see significant interest in opportunities to serve through the United States Naval Academy (USNA) and Navy Reserve Officer Training Corps (NROTC), with the number of highly qualified applicants vastly exceeding the number of available appointments. All our officer accession sources continue to attract the finest applicants and graduate technically competent leaders for commissioned naval service.

Training: A pillar of our Sailor 2025 initiative, which we call “Ready Relevant Learning”, transforms our legacy training architecture into an agile continuum of learning that supports an increasingly complex Fleet and our future Sailors. While our current training is working, we see changes that will stress its continued effectiveness. First, the combination of emerging threats, complex missions and new technologies demand a growing number of recruits with high aptitude who can learn faster on the job and master new skills over a career. Second,
in order to attract a diverse and educated work force, we must provide training opportunities delivered at the point of need, when and where a Sailor is ready to learn. Finally, we must be more efficient with a Sailor’s time by delivering training when they have the context and experience to apply the learned skills. Ready Relevant Learning delivers the right training at the right time – continual training in a mobile, modular environment to help ensure that knowledge is refreshed, renewed, and relevant to changing platforms or technologies. This provides Navy with the best-qualified and skilled personnel through resourcing efficiency and at a reduced time-to-train.

Education: Education offers an asymmetric advantage in developing leaders and instilling in them attributes necessary to innovate, adapt, and succeed today and in the future. As a strategic investment that enhances force effectiveness and supports fleet global operational excellence and dominance, education provides Sailors with relevant knowledge, skills, and abilities; ties educational opportunities to leader development; and supports a career continuum framework of technical experts, joint warfighters and strategic leaders. Our education strategy explicitly links resource allocation to education investments in the highest priorities supporting operational primacy, and encompasses both on-duty and voluntary off-duty education opportunities. The development of critical thinking skills and problem-solving in complex environments are key components in achieving our education goals.

Professional Military Education: U.S. Naval Postgraduate School (NPS) and U.S. Naval War College (NWC) are designed to develop a resilient, knowledgeable and adaptable force. Both institutions develop members to meet future intellectual demands, and the diverse mix of
Navy, other service, civilian and international students help build long-term relationships. NPS offers resident and non-resident degree and non-degree programs that develop a range of critical skills essential to winning in combat, engaging in peace and building the Navy of the future.

NWC provides resident and non-resident Navy-specific Professional Military Education (PME) with embedded Joint Professional Military Education (JPME) that produces strategically-minded, critically thinking leaders who are skilled in maritime and joint planning and operations, and who are prepared to meet the demands of the uncertain and dynamic contemporary international security environment. Both institutions develop members of the force for the intellectual demands they will encounter, and assist in building key relationships through a diverse mix of students. The Navy Leadership and Ethics Center (NLEC), established at NWC in 2014, maintains responsibility for Leadership and Ethics development across the Navy. By charting the course for Navy leader development, NLEC sets the standard within the naval profession of arms. We demand our leaders to have self-reliance and independence, humility and integrity, discipline and resourcefulness, and trust and confidence. Leaders at all levels of our Navy must set the example by providing the purpose, direction, and motivation essential for successful mission accomplishment.

Voluntary Education/Tuition Assistance: Navy voluntary education provides excellent opportunities for academic, technical, intellectual, personal, and professional development of Sailors and contributes to their overall readiness as well as to the quality of life for Sailors and their families. The Tuition Assistance (TA) Program remains a top priority in support of Navy’s overarching Education Strategy, funding 100 percent of demand in FY2015 for Sailors pursuing education while serving on active duty. Participants are encouraged to pursue education with a
clear path to a degree or credential, and are expected to complete in-rate qualifications, exhibit Navy core values, maintain physical fitness, while achieving their education goals.

The Post-9/11 GI Bill is a U.S. Department of Veterans Affairs (VA) education benefit for qualifying veterans, active duty, and Selected Reservists. Members may transfer this benefit to eligible family members in exchange for a service obligation. The ability to transfer unused portions of the Post-9/11 GI Bill to dependents is a highly recognized benefit and contributes to the morale of our force.

Credentialing and Licensure: The Navy Credentialing Program and Navy Credentialing Opportunities On-Line (COOL) website integrate closely with other Navy, Department of Defense, and Department of Labor (DoL) programs, including Defense Activity for Non-Traditional Education (DANTES) credentialing program, United Services Military Apprenticeship Program (USMAP), and Department of Veterans Affairs (VA) GI Bill, to help Sailors meet license and credentialing requirements.

The Navy and Marine Corps Credentialing Opportunities On-Line programs recently merged to form the Department of the Navy (DoN) COOL website, which averages 4.2 million hits per month and benefits both Sailors and Marines. DoN COOL offers the opportunity to earn civilian certifications and licenses corresponding to their Navy ratings, designators, collateral duties, and out-of-rating assignments. Earning credentials assists Sailors in successfully transitioning into the civilian workforce. Every Navy occupation has at least one professional
credential available and we currently pay for over 14,000 credentials per year awarded to about 7,000 Sailors.

IV. FORCE MANAGEMENT

We will shape the force to ensure we excel in the operational environment of today and tomorrow and remain within fiscal bounds. We want to retain our best and brightest - the Personnel System Modernization pillar of the Sailor 2025 initiative will enable us to expand career choice and flexibility and better recognize sustained superior performance. While independent of the Department of Defense’s Force of the Future initiatives, both create policies and career opportunities to attract and retain a highly talented workforce. The Enriched Culture pillar of Sailor 2025 also seeks to create an inclusive culture to attract a force that reflects the society we serve, and builds toward a more family-friendly life-work balance, with the enablers to allow Sailors to stay Navy. Effective force management includes continued growth of efforts to leverage diversity and support our women in service for a mission ready fleet.

End Strength: The President's fiscal year 2017 budget request supports active end strength of 322,900 and selected reserve end strength of 58,000. We have maximized efficiencies within the military billet base and seek to stabilize active component end strength at approximately 323,100 active, and 58,900 Selected Reserve by 2021, as the appropriate end strength for Navy’s projected force structure. We are carefully monitoring force management efforts to ensure that we meet end strength requirements within fiscal constraints, as we continue to fine tune the health of the force.
In the current environment, the demand for Navy operating forces and Navy active component manpower, capability and capacity are not abating. In many cases, there have been significant increases in demand for Naval forces. We strive to continue to meet fleet demand, while delivering proper force balance/mix, and improving Sea/Shore balance. Ready Reserve Sailors are Navy's primary source of mobilization manpower and surge operational support. Maintaining the appropriate levels and types of Sailors in the Reserve Force allows for the needed operational capacities and strategic depth to meet Total Force requirements. Our flexibility, responsiveness, and ability to serve across a wide spectrum of operations enhance the Navy Total Force.

Compensation: We demand much of our Sailors, and in return, they receive appropriate compensation. Over the past 13 years, pay raises, elimination of out-of-pocket housing expenses, TRICARE for Life and enactment of the post-9/11 GI Bill, have yielded the most generous total military compensation package in history and compares favorably with the private sector. This has allowed the Navy to continue to succeed in recruiting and retaining the high quality, All-Volunteer Force, despite over a decade at war.

However, in the current fiscally constrained environment, reducing personnel costs is essential to achieve a proper balance of compensating the force, with costs for training and equipping them. We expect to meet recruiting and retention requirements, despite slowed growth in regular military compensation, as we continue judiciously applying targeted special and incentive pays.
Women in Service: America’s all-volunteer force requires that the U.S. military have access to every talented American who can add strength to the force. To be effective in our mission against today’s and tomorrow’s threats, we have to be postured to benefit from the best people our nation has to offer. For that reason, the Navy did not request any exemptions to the Department of Defense policy on opening combat positions to women; all Navy occupations, including previously closed Sea, Air, Land (SEAL) and Special Warfare Combatant-Craft Crewmen (SWCC), are open to women.

We believe that everyone should be offered the chance to serve in any occupation in the Navy – regardless of gender – as long as they are able to meet the standard. With women representing 18% of our Navy force, they will become an even more critical part of our warfighting team, serving side-by-side in the most challenging combat roles. The Navy has successfully integrated women into aviation, surface ships, submarines, and riverine forces, as well as other small, high-risk operations teams like Explosive Ordnance Disposal and Navy Divers. We know how to integrate – it starts on day one of training with leadership reinforcement of team building behaviors. Our goal is to ensure that the best-qualified and most capable Sailors carry out our mission. The Navy is the best we have ever seen. We aim to make it even better.

Leveraging Diversity: As the world becomes increasingly globalized and our nation more diverse, our ability to attract, recruit, develop, employ, and retain talent and experience from the entire population is essential to mission success. The 2010 U.S. Census projects that by 2020, racial/ethnic groups, other than white non-Hispanics, will comprise over 40 percent of the
recruiting market, with increasing minority representation over time. Navy’s ability to access and retain the talents of every component group in our society has a direct impact on mission success at home and abroad. We want men and women who are right for the right job, regardless of race, gender, sexual orientation, creed, or hometown. It is important that we not think, act, and look the same. The strength of our service is our diversity – it is our asymmetric advantage.

V. FORCE RESILIENCY

Under the Enriched Culture pillar of Sailor 2025, we continue to focus efforts on improving Sailor toughness while promoting a culture of respect and total fitness to prevent destructive behaviors. Our 21st Century Sailor initiatives make clear the value we place on the well-being, safety, and health of Sailors. We will create and maintain a positive command climate where Sailors have access to the services they need from the Navy. Most importantly, we will continue to care for our Sailors and their families - the foundation on which our Navy is built.

This year, we launched our “Chart the Course” training campaign to emphasize and reinforce positive behaviors, personal responsibility and peer support. This training uses scenario-based videos and facilitator led discussions to provide engaging, interactive discussion among peer groups. Among many topics included in the training are sexual assault and harassment, alcohol awareness, and retaliation against Sailors who report or are victims of destructive behaviors. Our best Sailors want to be held accountable, and this training reinforces that.
Suicide Prevention and Operational Stress Control: Combating suicide is an all hands evolution, all the time. Suicide Prevention efforts empower Sailors to be psychologically healthy, adaptive, and mission ready by providing information, training, tools, and policies to reduce suicide risk. A comprehensive four-prong approach envelopes training, intervention, response, and reporting, to ensure a support network and skills needed to thrive, not just survive. Navy Operational Stress Control is the foundation of our suicide prevention initiatives, supporting the fleet with resources to navigate the stressors and challenges commonly associated with Navy life, to help Sailors build resilience and maintain personal readiness. We are currently managing six Operational Stress Control mobile training teams, which deliver resiliency lessons to ships, squadrons, and submarines before overseas deployment. We also hired resiliency counselors to deploy with our largest concentration of Sailors onboard ‘big deck’ ships. These counselors are civilian, credentialed, clinical professionals who go to sea alongside extant teams of chaplains, behavioral psychologists and other medical professionals who proactively assist Sailors each day. In addition, we have another program of credentialed, clinical, civilian counselors that make up the Psychological Health Outreach Program (PHOP) that ensures our Navy Reserve Sailors have full access to appropriate psychological health care services, to increase resilience, and to facilitate recovery, which is essential to maintaining a ready military force. We want to create a Navy culture that rewards preventative actions, recognizes seeking help as a sign of strength, and reintegrates those treated for stress-related issues back into the command.

Sexual Assault Prevention and Response (SAPR): We are committed to reducing, with the goal of eliminating, sexual assault from within our ranks. In fiscal year 2015, we continued
efforts at creating a culturally aware and educated Sailor in an environment intolerant of sexual assault, supported by a well-defined prevention, reporting, investigation, military justice, and victim advocacy program. This year, the Chief of Naval Operations announced five new initiatives to advance our efforts of eradicating sexual assault in the Navy. They include:

1. A Shipmate is not a “bystander.” If you see something wrong, do something right.
2. Establish Counselors within the Fleet and Family Support Centers as a resource for victim support.
3. Improve our personnel management practices and procedures, following a sexual assault experience.
4. Continue our efforts to educate Sailors and reduce alcohol abuse in the Navy, particularly binge drinking.
5. Better utilize technology to remove cultural barriers and stigma associated with reporting a sexual assault or seeking advice and counsel.

In addition to these initiatives, Navy is part of a team effort that includes the other Services to attack retaliation by better understanding the prevalence of the types of retaliatory behavior, including reprisal, ostracism, and maltreatment.

Command Climate: Every Sailor deserves to work in an environment free of discrimination, sexual harassment, fraternization, and hazing. Sustaining a good commend climate is vital to achieving and maintaining mission readiness and is an essential element of commander accountability. Yet providing a positive command climate in the Navy is not only the commander’s responsibility, but also the responsibility of every Sailor within that command.
Sailors are trained and encouraged to intervene where good order and discipline is breaking down, giving them ownership of the type of environment in which they want to work.

Alcohol and Substance Abuse Prevention: Navy Alcohol and Drug Abuse Prevention (NADAP) programs support enhanced Fleet, Family, and Personal Readiness through aggressive alcohol abuse and drug abuse prevention. Substance abuse puts lives and missions at risk, undercuts unit readiness and morale, and is inconsistent with Navy’s ethos and core values of *Honor, Courage and Commitment*.

The “Keep What You’ve Earned” campaign seeks to encourage responsible drinking among Sailors by celebrating the achievements in their Navy careers. Through recognition of their hard work and dedication, Sailors see their accomplishments and how much they have to lose if they make poor choices.

Navy's policy on drug abuse is "zero tolerance." Detection, deterrence, and prevention are key elements in combating drug abuse. We recently expanded our urinalysis program to detect prescription drugs and synthetic drugs. As a result, detections of wrongful prescription drug use have climbed, while positive synthetic drug results have declined. In response, Navy launched the “Prescription for Discharge” campaign to educate Sailors on the proper use of prescription drugs. Our goal is to provide Sailors with the support network, health care, and skills needed to overcome adversity and make responsible decisions.
Fleet and Family Support: Fleet and Family Support programs are a critical component in enhancing mission readiness and Navy’s 21st Century Sailor initiative. Family support programs assist commanding officers, Sailors and their families to manage the unique demands of the military lifestyle, balancing military commitment with family life. Navy Fleet and Family Support Centers ensure military families are informed, healthy, and resilient through robust programs to include relocation assistance, non-medical and family counseling, personal and family life education, personal financial management services, information and referral services, deployment assistance, domestic violence prevention and response services, exceptional family member liaison, emergency family assistance and transition assistance. Navy child and youth programs provide the highest quality childcare, ranked number one in the nation for quality standards and oversight. Navy morale, welfare, and recreation programs provide core fitness and recreation for Sailors and their families to enhance quality of life and encourage life-long positive and healthy leisure pursuits. As part of the Navy Talent Management Initiative, we are extending our hours of operation at fitness centers and child development centers to retain our most talented Sailors and maintain readiness to meet fleet requirements.

Transition Goals, Plans Success (Transition GPS): Transition GPS replaced the 20-year-old Transition Assistance Program (TAP). The development and implementation of this initiative to extend the continuum of care to retirement, and well beyond, was a collective effort involving all military services. Created by the Office of the Secretary of Defense, with full participation by the Department of Veteran’s Affairs, Department of Labor, and the Small Business Administration, Transition GPS increases Sailors’ abilities to overcome challenges they may face in pursuit of their chosen civilian career path. Participation is mandatory for all active
and most reserve component members separating after having served 180 days or more of continuous active duty. Commands are required to document participation and completion of core elements via the Defense Manpower Data Center on-line tool.

VI. CONCLUSION

Our mission remains to attract, recruit, develop, assign, and retain a highly-skilled workforce for the Navy. The President’s FY2017 budget request supports the critical programs that will continue to support Navy MPT&E programs, and support programs that bolster Sailors and their families and increase their resilience. I look forward to working with you as we continue to shape the Navy to meet current and emerging requirements. On behalf of the men and women of the United States Navy, and their families, thank you for your sustained commitment and unwavering support.