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**SUBJECT: BUSINESS TRANSFORMATION AND FINANCIAL**  
**MANAGEMENT**

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# **SASC Testimony on Business Transformation and Financial Management**

## **Introduction**

Chairman Akaka and Members of the Committee, as the Under Secretary position within the Air Force is currently vacant, I have the privilege to appear before you today to discuss the Air Force's progress in support of the Department of Defense's (DoD's) business transformation and financial management efforts.

Although the Air Force does not have an Under Secretary who would be designated as the Chief Management Officer as identified through the recently enacted 2008 National Defense Authorization Act legislation, we maintain consistent processes to ensure proper governance of our ongoing business transformation efforts. This Senior Leadership oversight function is crucial to ensuring we meet our business transformation and financial management challenges of the future. The Secretary of the Air Force, the Honorable Michael Wynne, has fulfilled this role and is actively involved with our transformation efforts.

Over the past four years, the Air Force has continued to strengthen our enterprise governance process and ensured the involvement of Senior Leadership as we transform the business of the Air Force. For instance, cross-functional Senior Leadership participates in reviews of program and legacy system migration milestones as identified in our Enterprise Transition Plan (ETP). Through the established tiered accountability mechanisms, this metric review provides the Senior Leaders insight into potential impacts to deliver capabilities and costs that schedule delays may create. In 2005, Air Force Smart Operations for the 21<sup>st</sup> Century (AFSO21), launched by Secretary Wynne, extended common process re-engineering approaches beyond the business and combat support mission area and into the warfighting, intelligence and infrastructure mission areas. The ETP links our business transformation initiatives, monitored

through our governance process, to strategy identified through our AFSO21 efforts. Additionally, the milestones that are reported in the ETP are tied to our Air Force Financial Improvement Plan that directly supports the Financial Improvement and Audit Readiness (FIAR) plan to achieve CFO Act compliance. Another area of interest for the Air Force is streamlining the acquisition process for business information systems, where we have been working with the Business Transformation Agency (BTA) on refining and implementing the Business Capability Lifecycle (BCL) process. The Air Force nominated and has included its major Enterprise Resource Planning systems, DEAMS and ECSS, in the BCL process.

The Air Force has had significant operational successes in accordance with FM transformation as highlighted in the ETP since late 2006 that I would like to also share with you today. For instance, we established the Air Force Financial Services Center (AFFSC) at Ellsworth, AFB, South Dakota that reached an Initial Operational Capability in October 2007. All told, the AFFSC returned 598 manpower slots to the warfighter, valued at \$210M, and more importantly, improved the customer service levels received by our Airmen. The Government Accountability Office (GAO) in its October 2007 report provided the Air Force with valuable comments regarding the Information Technology Investment Management (ITIM) maturity model. Based on these comments, we conducted a Rapid Improvement Event (RIE) in November 2007 to create an Air Force IT investment strategy. This strategy will link to the budget cycle, align to strategic objectives and enterprise architecture, and improve the Air Force's portfolio management process. Finally, one of our Enterprise Resource Planning systems, the Defense Enterprise Accounting and Management System (DEAMS) successfully deployed an initial spiral to users at Scott AFB.

In order to improve investment governance across all Air Force IT systems, we are expanding upon the National Defense Authorization Act (NDAA) 2005 guidance to evaluate the Air Force inventory, to include Warfighting and Enterprise Information Environment Mission Area systems.

I thank you again for this opportunity to share the great progress that the Air Force has made towards achieving our business transformation efforts.

### **Governance**

In 2003<sup>1</sup>, the Air Force began major, coordinated efforts to manage its business and combat support transformation across the enterprise through implementation of a consistent structure for business transformation. With the introduction of the NDAA of 2005, the Air Force expanded upon this structure and energized associated governance, programming and certification efforts. These enterprise-level approaches grew with the implementation of AFSO21.

Since the Air Force undertook these efforts, we have successfully managed our business and combat support transformation across the enterprise and now have a mature management environment, characterized by the following five elements:

- 1) Solid enterprise governance and senior leadership involvement. The Secretary of the Air Force participates in the Defense Business Systems Management Committee (DBSMC), which is an OSD level committee that evaluates the development and modernization efforts of business systems and investments, the actions of the Air Force Process Council, and the operational decision process supported through the Senior Working Group.

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<sup>1</sup> Creation of the cross-functional Commander's IPT (CIPT) followed in 2004 by the Senior Working Group (SWG)

- 2) Sound investment selection and tracking mechanisms. We have implemented a consistent process that will go beyond the requirements of NDAA 2005. This process allows us to review information technology investments for business systems, and national security systems, and evaluate sustainment expenses on systems.
- 3) Enterprise methods for managing our processes and our data. The Air Force methods consist of the Air Force Process Council and AFSO21 on the process side and the Transparency Integrated Product Team (TIPT) on the data side. The Secretary of the Air Force is directly involved in the TIPT to emphasize the importance of transparent, authoritative data.
- 4) Clear priorities for business transformation, as documented in the ETP.
- 5) Strong engagement toward transformation within the business information systems acquisition community. We have established leadership forums created to support the deployment of Enterprise Resource Planning (ERP) Systems and the migration towards a Service Oriented Architecture (SOA). To emphasize the importance of this issue, the Chief Air Force Acquisition Executive and Air Force Chief Information Officer (CIO) outlined a commitment to the application of Open Technology in the acquisition of Information Technology Assets in a Joint Memorandum issued this past December.

This management and governance environment has allowed the Air Force CIO to certify all business systems development and modernization spending in excess of \$1 million. We employ a rigorous and repeatable review process that evaluates current and proposed investments to ensure compliance with the Business Enterprise Architecture (BEA), to eliminate unneeded or

redundant capabilities, and to ensure that spending is aligned to DoD and Air Force transformation priorities. Additionally, the Air Force CIO has reviewed all IT business systems that are spending modernization dollars.

When reviewing business system investments the Air Force seeks to ensure compliance to the Air Force Agile Combat Support Architecture (ACSA) in addition to the BEA. In 2007, we released the Air Force ACSA v4.0, a sub-enterprise-level architecture based on the Agile Combat Support Concept of Operations (ACS CONOPS). It reflects corporate Air Force priorities and requirements for business and operational support systems, and provides a common framework for integration of functional domain planning. The Air Force employs a federated architecture; based on activity and capability alignment to both higher and lower level architectures. With the release of ACSA 4.0, Air Force has completed manual alignments of our enterprise architecture to the DoD BEA. Specifically, the Air Force has aligned functional capabilities as represented in the ACSA to DoD BEA Operational Activities. Functional architects (from areas such as acquisition, financial management, logistics, etc) contributed architecture content for functional capabilities, and continue to produce functional-level products.

During FY07, the Air Force developed a governance compliance framework to facilitate the review of all statutory requirements across all Air Force IT systems. The Air Force CIO has incorporated the compliance review of Federal Information Security Management Act (FISMA), Privacy Act, Section 508, and Clinger-Cohen Act into the NDAA certification review in addition to architecture and BEA alignment. This repeatable process provides the Air Force with a single-point review of our IT systems on an annual basis.

The Air Force maintains the Air Force Information Technology Investment Review Guide, which outlines the requirements and processes supported by the Air Force CIO on the certification and review of IT systems. This document undergoes a yearly update to ensure new requirements, procedures, improvements, and generally requested information are quickly available for our IT community.

Now, I would like to take this opportunity to review with you our major successes and recent accomplishments with regards to strategic planning, business transformation, financial management and human capital.

### **Strategic Planning**

In the area of strategic planning, the Secretary of the Air Force has instituted process and organizational change across Core Business Mission areas (CBMs), visibly committing our Service to continuous, efficient process improvement through the AFSO21 program. We have identified senior-level Process Owners, or Champions, across the Air Force to shepherd our reengineering efforts under the auspices of an Air Force Process Council chaired by the Air Force Secretary. To improve timely, accurate and reliable information and integration within and between the Air Force and DoD, the Air Force Secretary has led the Transparency initiative. This initiative will enable the Air Force to identify, validate, and exploit data currently stored in systems throughout the Air Force in a SOA environment. The TIPT, chaired by the Secretary of the Air Force, oversees this effort that is focused on exposing authoritative data to improve information availability and visibility. Not only will information be available and visible, but there will be business rules and common vocabularies to make the data understandable. Currently, the Air Force is focused on:

- a) Unit and personnel readiness for accurate reporting and streamlined deployment planning
- b) Flight Scheduling to reduce the financial burden posed by duplicative systems and processes currently in place
- c) Force presentation in support of joint initiatives such as Global Force Management (GFM) and Force Management Integration Project (FMIP), assisting joint warfighter planning
- d) Personnel information demanded by all the other focus areas and joint initiatives such as the Defense Integrated Military Human Resource System (DIMHRS)

Another key aspect of our business transformation strategy is the leveraging of information to transform global operations, one of our ETP priorities. To this end, the Air Force is implementing transformation through transparency using common, international standards (as much as possible), commercial products, and process reengineering to ensure the right data is available with the right level of protection and safeguards. Our infrastructure will leverage the work of the commercial sector—small re-usable services registered and accessed in a fully discoverable, searchable metadata environment built using a Service Oriented Architecture approach.

Activities are underway to develop presentation services utilizing intuitive drag and drop methods to bind data to presentation objects, to build on the success of the Air Force's Financial Management Dashboard. Additionally, during summer 2007, the AF conducted a pathfinder effort to prove AF Automated Metadata Tagging can utilize a Commercial-off-the-Shelf tool populated with an established vocabulary to obtain an information asset's subject matter



metadata in a fraction of the time that it can be done manually—with more precision and accuracy. The Automated Metadata Tagging Pathfinder does this by inspecting the information within the asset and categorizing it within the vocabulary. Based on the success of that effort, DoD-CIO chartered a working group to develop the suite of services that could automatically tag information assets and register the discovery metadata into appropriate metadata registries.

Another key component to the Air Force's IT strategic vision is the leveraging of process and vocabulary work being accomplished by Communities of Interest (COI) in order to define information sharing needs within the AF and DoD. COIs determine and document access and control restrictions to ensure users are authorized to view the data. COIs are governed through the AF TIPT under the direction of the Secretary. As such, there are five key TIPT pathfinder projects that will publish their vocabularies and data delivery services in the initial AF Metadata Environment (MDE). These pathfinders cross diverse information areas such as Finance, Individual Deployment Readiness, Flight Scheduling, and Global Force Management, proving the value of vocabulary development and data asset tagging as keys to information exchange. Additionally, through a DoD tasking, the AF will lead a multi-service project to further develop specifications for an automated metadata tagging service, demonstrate its use within a Joint COI, and deliver an acquisition strategy for the DoD Enterprise. In FY08, the results of these pathfinder projects will be used to further develop and expand the AF MDE, which will allow discovery and delivery of the data assets to users and system developers throughout the AF and Joint community. We will also establish an infrastructure to enable the discovered data to be presented in a flexible dashboard environment that can be customized and tailored in real time to match a user's operational needs. Finally, we will continue work with the DoD CIO, DISA,

Services and others to develop and implement Net-Centric Data Strategy and Core Enterprise Services.

### **Business Transformation**

In the broad area of business transformation, the AF has also made great strides this past year. The Air Force has two Enterprise Resource Planning (ERP) systems for the future - the Expeditionary Combat Support System (ECSS) and the Defense Enterprise Accounting and Management System (DEAMS). For example, the ECSS initiated enterprise-level blueprinting, legacy system deconstruction, and pathfinder assessment and analysis efforts to redesign the business processes. ECSS also provides selection and configuration requirements for deployable information technology products such as ERP components, thereby providing the initial groundwork and planning to enable the transformation of the entire Air Force logistics operation.

Additionally, a major business transformation success story is that of the Air Force Claims Service Center (AFCSC). The personal claims process had become so daunting that military members at times decided to avoid the process, which led AF/JA to transform the universal experience of filing a moving claim. Through JAG Corps 21, JA used AFSO21 principles to stand up the AFCSC in March 2007. The AFCSC achieved final operating capability at Kettering, Ohio. With a staff that will ultimately number 107, the Center replaced 300+ personnel at 91 claims offices worldwide.

For Airmen, the claims process is now simple and quick. In place of repeated trips to the legal office for briefings and paperwork, Airmen complete a streamlined form on the Web—from their desk, home computer, or anywhere with Internet connectivity. By uploading digital pictures of damaged items, they reduce the need for inspections. If they have questions, they can call an AFCSC help line, which is manned 24/7 by claims experts. To date, the Center has

serviced over 5,000 claims with an average processing time of less than 10 days from online submission to payment, instead of 5 weeks under the old process!

In addition, the Air Force has undertaken several key initiatives via the eLog21 campaign to ensure synchronization of one of the largest and most complex supply chains in the world. This will enable improved support for multiple simultaneous operations. To expedite transformation, the Air Force Global Logistics Support Center (GLSC) is being established concurrently with process reengineering that will tie together the re-engineered processes and coordinate provision of materiel to the warfighter by the supporting activities. Establishment of the GLSC is pivotal to eLog21 and begins the rational, incremental centralization of supply chain management.

Additionally, the Enterprise Environmental Safety and Occupational Health Management Information System (EESOH-MIS) is being developed to manage the environmental liabilities, hazards, personnel exposure, and safety needs for Airmen at all levels. The Enhanced Technical Information Management System (ETIMS) is being developed to provide immediate improved warfighter capability to manage, store, electronically distribute, and use both paper and digital Technical Orders (TOs). ETIMS will shorten distribution timeframes and improve readiness by providing weapon system maintainers with on-demand, current, accurate and complete instructions to support maintenance activities.

The Air Force is participating in the Business Capability Lifecycle (BCL) initiative with the expectations of bringing new capabilities to the warfighter earlier. The Air Force supports efforts that expedite the acquisition policy process for business information systems while reducing redundant processes, which is the directed goal of BCL. We currently have two Major Automated Information System (MAIS) that are test cases for the BCL process, DEAMS and

ECSS. We are in the early stages of the BCL process and it is too early to predict success at this time but we remain optimistic.

### **Financial Management**

Air Force Financial Management (FM) made great strides in FY07 as we continued our transformation efforts. The new Air Force Financial Services Center (AFFSC) became a reality in September 2007 as the facility opened at Ellsworth AFB, South Dakota, and its first phase – a central processing center for pay and travel vouchers – went operational. We were honored that Senator John Thune, Congresswoman Stephanie Herseth Sandlin, a representative from Senator Tim Johnson’s office and Secretary of the Air Force Michael Wynne attended the ribbon-cutting and recognized the center’s value as we centralize pay and travel processing from 93 locations around the globe to a world-class, best-practice shared services center. Over the coming months, we will continue to work toward the second phase of the AFFSC, which is a 24x7 contact center to handle pay and travel inquiries from over 300,000 military and civilian customers. All told, the AFFSC returned 598 manpower slots to the warfighter, valued at \$210M, and more importantly, improved the customer service levels received by our Airmen.

As we progress into the second quarter of FY08, more than 200 Airmen (military members, civil servants and contractors) at the AFFSC are now providing timely financial services for Major Commands that encompass 18 installations and 6 geographically separated units. Though the Air Force Financial Services Center allows for a drastic reduction in the number of customers we see face-to-face for pay issues and represents a huge transformation in the way we provide customer service, we will not abandon our people when a personal touch is required. Face-to-face customer service will still be available at our Air Force bases around the

world so that our people can obtain the financial services they need in a manner that works best for them.

Another successful effort is one of our Joint initiatives with TRANSCOM, the Defense Enterprise Accounting and Management System (DEAMS). DEAMS is part of the Air Force ERP solution to re-engineer financial processes and will include the full range of accounting functionality. In July of 2007 DEAMS Increment 1, Spiral 1 was deployed at Scott AFB and provides functionality to approximately 400 end users. Spiral 1 workflow focuses on requisition processing that creates a requisition, conducts automatic funds check, receives validation by a budget reviewer, completes review and validation by the contracting office and completes certification by the funds certifying officer.

Additionally, under the leadership of the Secretary of the Air Force, Mr. Michael Wynne, the Air Force has created a Financial Management Dashboard. This dashboard provides Senior Leadership and Financial Managers at all levels with financial data transparency to support decisions and provide timely status of key financial metrics such as: tracking budget spend plans vice actual execution of operation and maintenance funds, working capital funds, and military personnel funds. We have worked diligently to produce metrics that are valuable to the decision-making process and define the metrics so that they are understandable.

The Analytical Capability Transformation initiative, which includes the financial management Center of Expertise (CoE) and the Acquisition Cost Capability (ACC), has resulted in the most profound changes Air Force cost analysis has seen in the past 20 years! The maturation of our CoE continued in FY07 with 5-fold increase in workload. It completed 57 different studies for 37 different installations and all major commands. The CoE provides key analytical support including cost estimating, economic and business case analysis, and

specialized financial analysis to major commands, base, and installation decision makers. The CoE works on the concept of a few highly qualified experts, with the right tools, serving as part time consultants providing specialized, on-call analytical decision support -- without the expense and inefficiency associated with remote locations trying to build and sustain this unique capability. While the CoE analyzed over \$300M in investment dollars in FY07, we anticipate even greater benefits as full operational capability is reached in FY08.

In addition, the ACC achieved several milestones in its mission to improve Air Force-wide cost analysis. Five Air Force Cost Analysis Agency operating locations were opened and staffed at our Product Centers and MAJCOMs to provide non-advocate cost assessments of major Air Force programs. These operating locations will work hand-in-hand with program offices to ensure high quality estimates are prepared and maintained for budget and milestone decisions. In August 2007, we issued cost estimating guidance with the Under Secretary of the Air Force and the Service Acquisition Executive that improves the quality and frequency of cost estimates and the accuracy of budget requests. Finally, our team made progress improving the training and certification of cost analysts. Working closely with Defense Acquisition University and private estimating societies, we restructured the course curriculum and certification requirements for cost analysts. These changes will ensure future analysts are better prepared for his challenging technical discipline.

The Air Force Financial Management Community has also been working on identifying ways to share knowledge easily to support deployed servicemen around the globe. To this end, we are heavily leveraging the capabilities provided through the Air Force Knowledge Now and the establishment of Communities of Practice, such as the Combat Comptroller Community of Practice (CoP). This workspace provides a tremendous amount of deployment related

information at one site for deploying Financial Management Personnel through a web-based collaborative environment. Servicemen and women use shared information and administrative and communications tools to conduct business, manage projects, maintain awareness and solve group problems. With a membership of over 850 and monthly web page views averaging 8,000, this is a great source to supplement preparation efforts to deploy. Additionally, by providing deployed site information, including pictures, it helps the deploying airman to manage his expectations and relieve pre-deployment anxiety.

To further support our deployed troops, we began the deployment of the EagleCash program at Air Force locations within the Operation Enduring Freedom and Operation Iraqi Freedom theaters of operation in 2007. EagleCash is a Department of the Treasury stored value card that eliminates the need for cash in deployed locations and allows our military personnel to link the card to their personal banking account. As a result, troops can load funds to the card by using a self-service kiosk. This eliminates frequent visits to Finance offices, and allows our Airmen to use these cards on an installation to obtain goods and services. In May 2007, the first Air Force deployment of EagleCash took place at Al Udeid Air Base, Qatar. We have since expanded this program to seven additional locations, including four within Iraq. As a result, approximately ten thousand of our deployed troops began using the card in lieu of cash. Most importantly, EagleCash enhances the warfighting troops' ability to focus on the mission versus spending time in line to obtain cash for their everyday needs.

Of course, improved processes and systems mean little without the people. On this front, FM remains committed to equipping its people with the skills to succeed via world-class training curriculum and modern delivery methods. In FY07, we revamped over 80% of our schoolhouse training to ensure our officers and civilians were receiving the latest in analytical, decision

support, contingency and leadership skills. In addition, we continued our march toward using leading-edge delivery technologies that increase the numbers receiving training while driving the delivery costs down. Such an example is the Financial Management Distributed Learning Center (FMDLC), a one-stop, electronic storefront to enable the world-wide delivery and sharing of training events to Airmen. Having gone live in FY07, FMDLC puts e-learning at Airmen's fingertips....anytime...anywhere. As a result, training capabilities are opened to larger portions of the workforce, plus we can quickly distribute important information and expert studies across the financial management waterfront, and more agilely exploit expertise, wherever located, to robust financial management skills. This effort is part of the overarching AF Enterprise Learning Management initiative.

### **Financial Audits**

We wholeheartedly concur with the committee that the most effective way to address the Air Force's financial management issues is to continue to focus our efforts on our core business systems and processes as embodied in section 313, S.2766, the John Warner National Defense Authorization Act for Fiscal Year 2007. This focus is embodied in the DoD Financial Improvement and Audit Readiness (FIAR) Plan, a key component of which is the Air Force Financial Improvement Plan (FIP), formerly known as the Air Force Information Reliability and Integration (AFIR&I) Plan. The Air Force FIP is the Air Force's roadmap toward financial transparency and details our ongoing commitment to ensuring the absolute highest level of stewardship of the taxpayers' investments in the Air Force.

As part of the June release of the DoD FIAR Plan, a revised DoD-wide audit strategy was outlined. The revised audit strategy transitions the DoD approach from one that focuses solely on a line-item to one that focuses on end-to-end business processes. The Air Force is currently



in the process of modifying the areas of Military Equipment and Real Property Accountability in the Acquire to Retire end-to-end process, as well as developing a plan for the Civilian Pay – Hire to Retire process. The Air Force’s approach to these three areas is in development and will be presented in the March 2008 version of the FIAR plan. Regardless of the strategy the Air Force employs, the primary objective remains the same: implement sustainable improvements in order to deliver accurate, timely, reliable, and complete financial management information.

The Air Force took the first step in validating that we are on our way to audit readiness with submission of the Fund Balance with Treasury assertion package and subsequent ongoing audit by an Independent Public Accounting (IPA) firm that is scheduled for completion in June 2008. Additionally, the DoD Inspector General will initiate audits of the financial statement line items of Appropriations Received and Non-expenditure Transfers; further confirming Air Force progress toward improved financial information.

### **Human Capital**

For our business transformation efforts, the Air Force realizes there is more than the systems and processes that require modernization. It is essential for us to ensure our personnel are educated and supported to operate our modernized systems.

In addition to our Financial Management Service Delivery Model (FM SDM) that provided us with the framework to create the Air Force Financial Services Center, the Air Force has created a Personnel Services Delivery initiative. Our Personnel Services Delivery (PSD) initiative dramatically modernizes the processes, organizations and technologies through which the Air Force supports our Airmen and their commanders. The goal is to deliver higher-quality services with greater access, speed, accuracy, reliability and efficiency. Our key enablers are maximizing automation and self-service, centralizing work in Total Force Service Centers and

realigning the role of strategic advisors. In an effort to provide more effective support to the Airmen and their commanders, the Manpower, Personnel, and Services community will be moving to a common platform for personnel service centers.

These initiatives feed into our larger AF Enterprise operational services delivery and enhance the Air Force's ability to acquire, train, educate, deliver, employ, and empower Airmen with the needed skills, knowledge and experience to accomplish Air Force missions whether on station or in garrison. We will deliver the "right person at the right place at the right time".

### **Conclusion**

As a result of our business efforts to date, we have been able to shut down 26 unnecessary legacy systems affecting numerous Air Force functional organizations. Furthermore, we are tracking seven additional systems scheduled for shutdown in FY08. The continued combination of our careful focus on investments and new business practices will create better information for decision makers while eliminating or migrating additional stove-piped and redundant systems.

Finally, Mr. Chairman, I want to close by thanking you and members of this committee, on behalf of the Secretary and Chief of Staff, for your continued support of our Airmen and their families in so many areas, particularly by providing them what they need to fight the Global War on Terror and defend our great nation.

I assure you that the people of the United States can count on their Air Force Financial Managers, working together with our colleagues throughout the Department of Defense to provide reliable, timely, and accurate financial and management information and analysis to enhance decision-making and customer service throughout the Air Force.

As financial managers, we understand that Joint operations are not exclusive to the battlefield. We must remain ready to tackle the ever-changing budget realities of a fiscally constrained environment and a vast array of unexpected events, especially those brought on by the Global War on Terror, and disasters – man made or natural – whether at home or abroad. Public money is truly a public trust and we are grateful to serve as Air Force stewards.

I would like to conclude today by thanking this Committee for your support during this important period of business transformation. We are proud to stand by your side in support of our nation at war.