

CHAPTER 2

COMMAND ORGANIZATIONS AND PLANNING SYSTEMS

“Everyone will now be mobilized and all boys old enough to carry a spear will be sent to Addis Ababa. Married men will take their wives to carry food and cook. Those without wives will take any woman without a husband. Women with small babies need not go. The blind, those who cannot carry a spear, are exempted. Anyone found after receipt of this order will be hanged.”

(Haile Selassie, 1935 Mobilization Order)

This chapter describes the major organizations with responsibility for—

- Marshaling active duty forces.
- Mobilizing the reserve and civilian forces.
- Deploying forces required by the commander.
- Redeploying forces either to CONUS, to the overseas area from which the forces were drawn, or to another OCONUS area in response to another crisis.
- Demobilizing elements of the expanded force, if required.

In addition to the discussion on organizations, the chapter briefly describes the Joint Strategic Planning System.

EXECUTING ORGANIZATIONS

Several civil and military organizations share the responsibilities for conducting mobilization, deployment, redeployment, demobilization (MDRD) operations. Beginning with the President in his role as the commander-in-chief of the armed forces and concluding with the commanders of individual military units, the MDRD process is a complex undertaking that requires constant and precise coordination among the executing commands and organizations. In addition to organizations addressed here, Appendix D describes additional commands and organizations that perform key roles in the MDRD process.

NATIONAL-LEVEL AUTHORITIES

Authorities on the national level include the National Command Authorities and the United States Congress.

National Command Authorities

The NCA consists of the President and SECDEF or their duly deputized alternates or successors. The term *National Command Authorities* is used to signify constitutional authority to direct the armed forces to execute military action. Both movement of troops and execution of military action must be authorized by the NCA. By law, no one else in the chain of command has the authority to take such action.

Congress

Congress, exercising its constitutional authority of advise and consent to the executive branch of government, may authorize partial mobilization. However, Congress must authorize full and total mobilization by either declaring war or a national emergency. Congress also has the authority to enact legislation to reinstate conscription under the Selective Service Act and provide for other emergency authorities.

DEPARTMENT OF DEFENSE

The element of the Federal bureaucracy most directly involved with conducting the national security affairs of the United States is the Department of Defense (DOD). DOD was established as an executive department of the government in 1949, with the Secretary of Defense as the head. DOD includes the Office of the Secretary of Defense (OSD), the CJCS, the joint staff, the military departments and the military services within those departments, the unified and specified commands, and other agencies established to meet specific requirements.

Secretary of Defense

The SECDEF provides leadership for DOD and, as such, is the principal assistant to the President on all matters relating to the maintenance and employment of the Armed Forces. The SECDEF directs mobilization of reserve component units and manpower through the military departments. The SECDEF directs demobilization of the Army and oversees the Army in compliance with existing laws, policies, and directives.

Joint Chiefs of Staff

The collective body, headed by the Chairman (CJCS), was formally established as the principal military advisors to the President, the SECDEF, and the National Security Council by the National Security Act of 1947. Confusion on the role of each service and the authority of the JCS led to the Goldwater-Nichols DOD Reorganization Act of 1986. This act prescribes the operational chain of command, which runs from the President to the SECDEF to the combatant commanders. It also establishes the CJCS as the principal military advisor to the NCA and authorizes the President to place the CJCS in the communications chain of command. All communications between the NCA and the combatant commanders pass through the CJCS unless otherwise directed by the NCA. The CJCS has no executive authority to command combatant forces. However, the CJCS approves OPLANs and recommends the assignment of forces to combatant commands.

Combatant Commands

The combatant commands consist of unified commands (a command consisting of two or more military service forces with broad, continuing missions) and specified commands (a command consisting of one military service force with broad, continuing missions) that are either planning for or engaged in military operations.

In peacetime, the responsibilities of CINCs are consistent with legislation, military department and service policy, budgetary considerations, and local conditions. During crisis or war, the CINC's authority expands to include use of facilities and supplies of all forces under his command. CINCs are designated as supported (the theater CINC who is responsible for regional responsibilities within the theater) or supporting combatant CINCs (the CINC with global responsibilities who provides forces and logistics). (Supported and supporting CINC differences are discussed later in this chapter.)

Based on the approved Unified Command Plan (UCP), theater combatant commanders have geographic area responsibilities known as theaters—Atlantic, European, Central, Pacific, and Southern Commands. Other global CINCs have worldwide functional responsibilities not bounded by any single theater—US Transportation Command (USTRANSCOM), US Special Operations Command (USSOCOM), US Space Command (USSPACECOM), US Strategic Command (USSTRATCOM). The only Army specified command is Forces Command (FORSCOM).

United States Transportation Command

USTRANSCOM, a unified command, is directly involved with supporting the Army's MDRD process. USTRANSCOM, as the DOD single manager for transportation, provides air, land, and sea transportation to meet national security objectives. USCINTRANS has combatant command (COCOM) of Military Traffic Management Command (MTMC), Air Mobility Command (AMC), and Military Sealift Command (MSC), collectively known as the transportation component commands (TCCs).

The commanders of these components have operational control (OPCON) of strategic lift forces. USTRANSCOM orchestrates all transportation aspects of the deliberate planning process, and, in conjunction with the joint staff, continues to develop the Joint Operation Planning and Execution System (JOPES). See Appendix A.

Military Traffic Management Command

MTMC is a USTRANSCOM Army component command and also a major Army command (MACOM). MTMC provides traffic management, CONUS-based surface transportation, strategic seaports or common-user ocean terminals, intermodal moves, and transportation engineering.

MTMC administers the Contingency Response (CORE) Program, which aligns agreements with the

leaders of the commercial transportation industry to coordinate support for emergency conditions that will require their assistance and assets. MTMC uses the CORE Program to provide direction, control, and supervision of all functions incident to the effective use and traffic management of commercial freight and passenger entities.

MTMC manages the strategic seaports, designates the sea port of embarkation (SPOE) for all CONUS ocean terminals (commercial and military), and mandates unit cargo arrival times at SPOEs. Additionally, MTMC serves as the point of contact for obtaining and contracting commercial containers.

MTMC assists installation transportation offices (ITOs) as required to move unit personnel and equipment and nonunit cargo within CONUS. Where possible, MTMC acts as the ITO at CONUS SPODs. MTMC also coordinates with HQDA and FORSCOM for the call-up and release of allocated USAR personnel and units.

Air Mobility Command

Air Mobility Command, formerly the Military Airlift Command (MAC), as the USTRANSCOM Air Force component command, provides worldwide airlift and aerial refueling support to DOD components. Air Mobility Command's mission includes—

- Aerial deployment, employment, and redeployment of combat forces and their support equipment.
- Aerial logistical resupply and sustainment of these forces.
- Aeromedical evacuation.
- Aerial search, rescue, and recovery.
- Aerial refueling.
- Participation in special operations.
- Weather reconnaissance and atmospheric sampling.
- Contracts for long-term commercial airlift for DOD.

Air Mobility Command selects CONUS and OCONUS aerial ports of embarkation/debarkation (APOE/APOD) for airlift in conjunction with other unified commands as appropriate.

Military Sealift Command

Military Sealift Command, as the USTRANSCOM naval component command, provides sealift transportation assets in support of DOD components. MSC's mission includes negotiating contracts with operators of commercial-scheduled container liner services that provide port-to-port delivery of military and/or containerized cargo. In a crisis, strategic sealift divides into two categories—

- Surge shipping to deploy warfighting units.
- Resupply or sustainment shipping to move support and follow-on units and supplies.

Surge shipping must be capable of handling out-sized, bulky, military vehicles and unit equipment such as tanks, trucks, and helicopters. Most resupply/sustainment shipping is for cargo that is needed for daily requirements. It is configured for containerized movement. Commercial sealift configuration trends favor a heavy emphasis on the use of containers. US liner companies should be able to provide an abundance of assets to meet sustainment requirements.

MSC also administers support of pre-positioned shipping. The Army's afloat pre-position force has selected equipment and materiel uploaded on ships to support immediate needs in an AO.

United States Special Operations Command

USSOCOM is a supporting CINC principally responsible for providing special operations forces (SOF) to the combatant commander. SOF include Army (active and reserve) civil affairs, psychological operations, Special Forces, rangers, and special operations aviation.

The US Army Special Operations Command (USASOC) is the MACOM and subordinate command of USSOCOM. SOF also includes US Air Force and Navy special operations assets as well. The US Commander-in-Chief, Special Operations Command (USCINCSOC) exercises COCOM authority over CONUS-based active and reserve SOF.

USSOCOM is responsible for providing support to the supported combatant commander's OPLANs/operations orders (OPORDs). USSOCOM coordinates with HQDA and FORSCOM to call up and release assigned personnel and units.

DEPARTMENT OF THE ARMY

The Department of the Army (DA) is responsible for the assignment, preparation, and support of land forces necessary for employment across the operational

continuum. Specifically, DA is responsible for recruiting, structuring, stationing, manning, equipping, supplying, training, mobilizing, modernizing, administering, organizing, and demobilizing Army forces; constructing buildings; and repairing equipment. These functions are executed under the supervision of the Secretary of the Army and the Chief of Staff of the Army and are consistent with the authority of the CINCs over their assigned forces. DA also establishes policy and procedures for reconstitution of the Army. Figure 2-1 displays the Army command channels for MDRD.

Secretary of the Army

The Secretary of the Army is responsible for all affairs of the Department of the Army. In addition to heading the Army, the Secretary is a member of the SECDEF's Armed Forces Policy Council. The majority of the functions of the Secretary of the Army are those statutory functions performed without further delegation to the Chief of Staff, Army. The majority of this role is in such matters as procurement, civil law, and civil works. Specifically, the Secretary of the Army is responsible for the civilian supervision of the administration, management, and policy formulation aspects of the missions of the Department of the Army.

Headquarters Department of the Army Staff

Department of the Army Staff (ARSTAF), under the direction of the Chief of Staff, is an executive component of the Department of the Army. It exists to assist the Secretary of the Army in his responsibilities. The principal elements of the ARSTAF are the Army general staff, the special staff, the personal staff, and other staff agencies required by HQDA. For brevity, we address only the Army general staff.

The primary elements of the Army general staff are

- Chief of staff.
- Deputy chief of staff for operations and plans (DCSOPS).
- Deputy chief of staff for logistics (DCSLOG).
- Deputy chief of staff for personnel (DCSPER).
- Deputy chief of staff for intelligence (DCSINT).

Each ARSTAF element performs specific, critical roles in support of mobilization, deployment, redeployment, and demobilization. However, DCSOPS is designated as the Army's executive agent for MDRD.

Office of the Chief of Army Reserve

The Chief, Army Reserve (CAR) advises the Chief of Staff, Army, on all matters pertaining to the development, training, mobilization, readiness and maintenance of the Army Reserve and participates with other Army staff agencies to formulate and develop DA policies for the Army Reserve. During crisis operations, Office of the Chief of Army Reserve (OCAR) representatives serve on the HQDA Crisis-Action Team and provide the rest of the DA staff with advice and assistance on issues pertaining to mobilization and use of Army Reserve units and individuals. The CAR also serves as the commander, United States Army Reserve Command (USARC) and as the deputy commanding general (Reserve Components), Forces Command (FORSCOM).

The Army Reserve Personnel Center

The Army Reserve Personnel Center (ARPERCEN), a field operating agency (FOA) of the Chief, Army Reserve, commands all soldiers in the individual ready reserve, standby reserve, and retired reserve. ARPERCEN manages and funds training for IRR soldiers. ARPERCEN maintains/distributes mobilization data on all individuals and issues mobilization orders in coordination with DA DCSPER and DCSOPS.

United States Army Reserve

USARC is a major subordinate command of FORSCOM. USARC commands, controls, supports, and ensures wartime readiness of USAR forces in the United States, less units assigned to the Special Operations Command. USARC organizes and prepares its USAR units for mobilization, commitment for wartime, and other missions as required by the supporting CINC and as directed by FORSCOM. During mobilization, USARC prepares and cross-levels personnel and equipment within USARC until transfer of command authority. See Figure 2-2.

The National Guard Bureau

The National Guard Bureau (NGB) is both a staff and an operating agency. As a staff agency, NGB participates with Army and Air Force staffs in the development and coordination of programs pertaining to or affecting the National Guard. As an operating agency, the NGB formulates and administers the programs for the training, development, and maintenance of the Army and Air National Guard. NGB is the channel of communications between the departments concerned

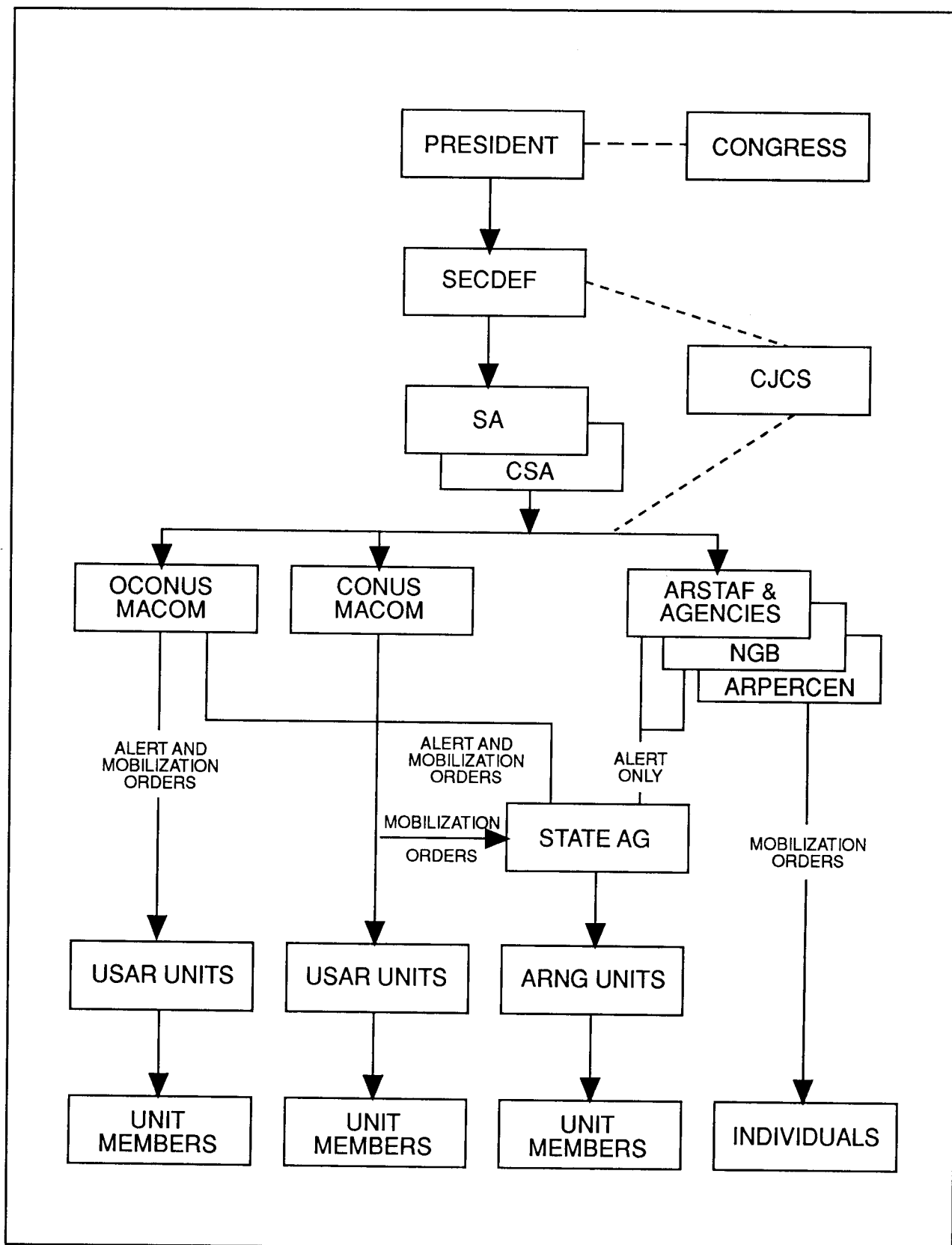


Figure 2-1. Army Command Channels for Mobilization, Deployment, Redeployment, and Demobilization

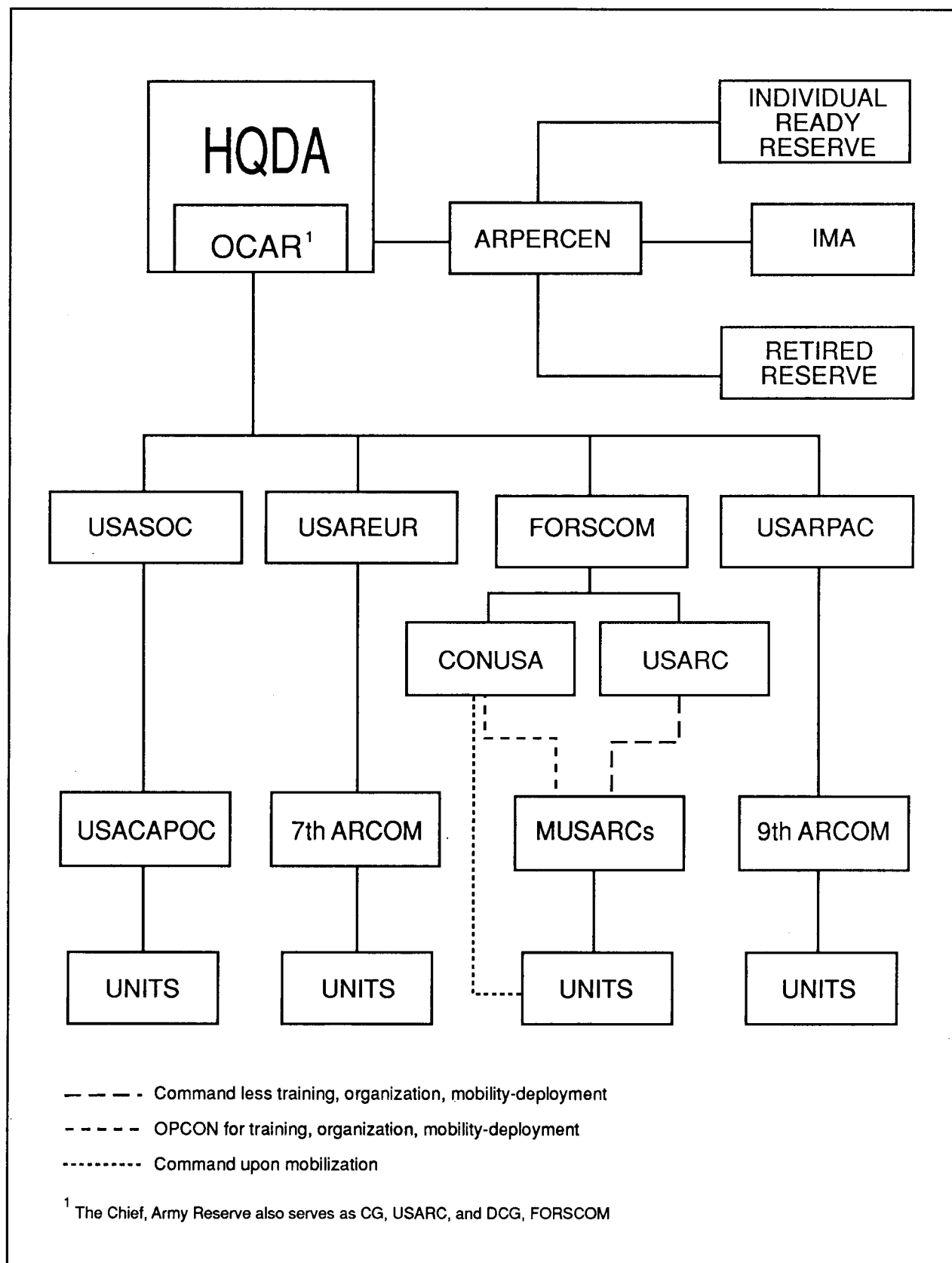


Figure 2-2. The Army Reserve Command Structure

and the States as provided in 10 United States Code (USC), 3040.

Chief, National Guard Bureau

The Chief, National Guard Bureau (CNGB) is the advisor to the Army Chief of Staff and Air Force Chief of Staff on National Guard matters. CNGB is responsible for matters pertaining to the development of program budget, equipment, training, readiness, maintenance, security, and mobilization of the National Guard.

CNGB is also responsible for coordination of the establishment of state military headquarters and for assistance in planning and conducting operations in support of civil defense and civil disturbances. CNGB assists in developing DA and Department of the Air Force (DAF) policies affecting Army National Guard (ARNG) and Air National Guard (ANG) matters in conjunction with DA and DAF staffs. Although the CNGB does not command the National Guard, his position is equivalent to that of a MACOM commander.

Director, Army National Guard

The Director, Army National Guard (DARNG) participates with the DA staff in the development of programs, policies, concepts, and plans pertaining to the ARNG. The DARNG develops and administers the detailed programs required for operations of ARNG. He participates with and assists the states in organizing, maintaining, and operating trained ARNG units capable of service in time of war or emergency.

The DARNG assists the office of the deputy chief of staff for operations and plans (ODCSOPS) in alerting ARNG units for federalization or mobilization. During crisis-response scenarios, DARNG assists HQDA and FORSCOM in identifying ARNG units capable of meeting the combatant commanders' requirements. Identification is based on current readiness data.

Army National Guard

ARNG units are commanded by the governor of their particular state or territory and respond to state/territorial missions and emergencies at the governor's direction. ARNG units may be federalized and mobilized at the order of the President or Congress in case of a national emergency.

The National Guard Bureau is the conduit through which funding, equipment, and guidance flow from DOD to ensure ARNG units are provided resources to perform their federal mission when called upon. The CONUSAs and OCONUS MACOMs provide planning

guidance and assistance concerning training, military operations, mobilization, and deployment. Refer to Figure 2-3.

MAJOR ARMY COMMANDS

The army in the field is divided into organizations called major Army commands. Each MACOM has the task of providing combat-ready land forces—the primary focus of the Army. Each has developed an organizational structure reflecting its environment, mission, and functions.

Forces Command

FORSCOM is a specified command and a MACOM. As a MACOM, FORSCOM is the Army CONUS executing agent for MDRD within the Army Mobilization Operation Planning and Execution System (AMOPES). As the executing agent, FORSCOM provides guidance and verifies planning, development, training, mobilization, maintenance, and readiness. FORSCOM issues directives on MDRD to other MACOMs and their installations, Continental United States Armies (CONUSAs), FORSCOM installations, major troop units, NGB, state adjutants general, United States Army Reserve Command (USARC), and the Major United States Army Reserve Commands (MUSARCs). The FORSCOM Mobilization and Deployment Planning System (FORMDEPS) provides detailed guidance to the forces to accomplish the MDRD mission.

Training and Doctrine Command

Training and Doctrine Command (TRADOC) supports the execution of MDRD by developing MDRD doctrine, directing MDRD training, expanding the mobilization training base as required by augmenting existing reception battalions and Army training centers (ATCs), and establishing additional training centers. TRADOC establishes and operates CONUS replacement centers (CRCs) and/or CONUS demobilization centers (CDCs) for nonunit soldiers (individuals). TRADOC also provides selected battle roster personnel to operational units, with backfill to TRADOC coming from the RC. TRADOC coordinates with HQDA and FORSCOM for the call-up and release of assigned personnel and units.

United States Army Special Operations Command

USASOC is both a component command of USSOCOM and a MACOM. USASOC commands, organizes, trains, and ensures combat readiness of both

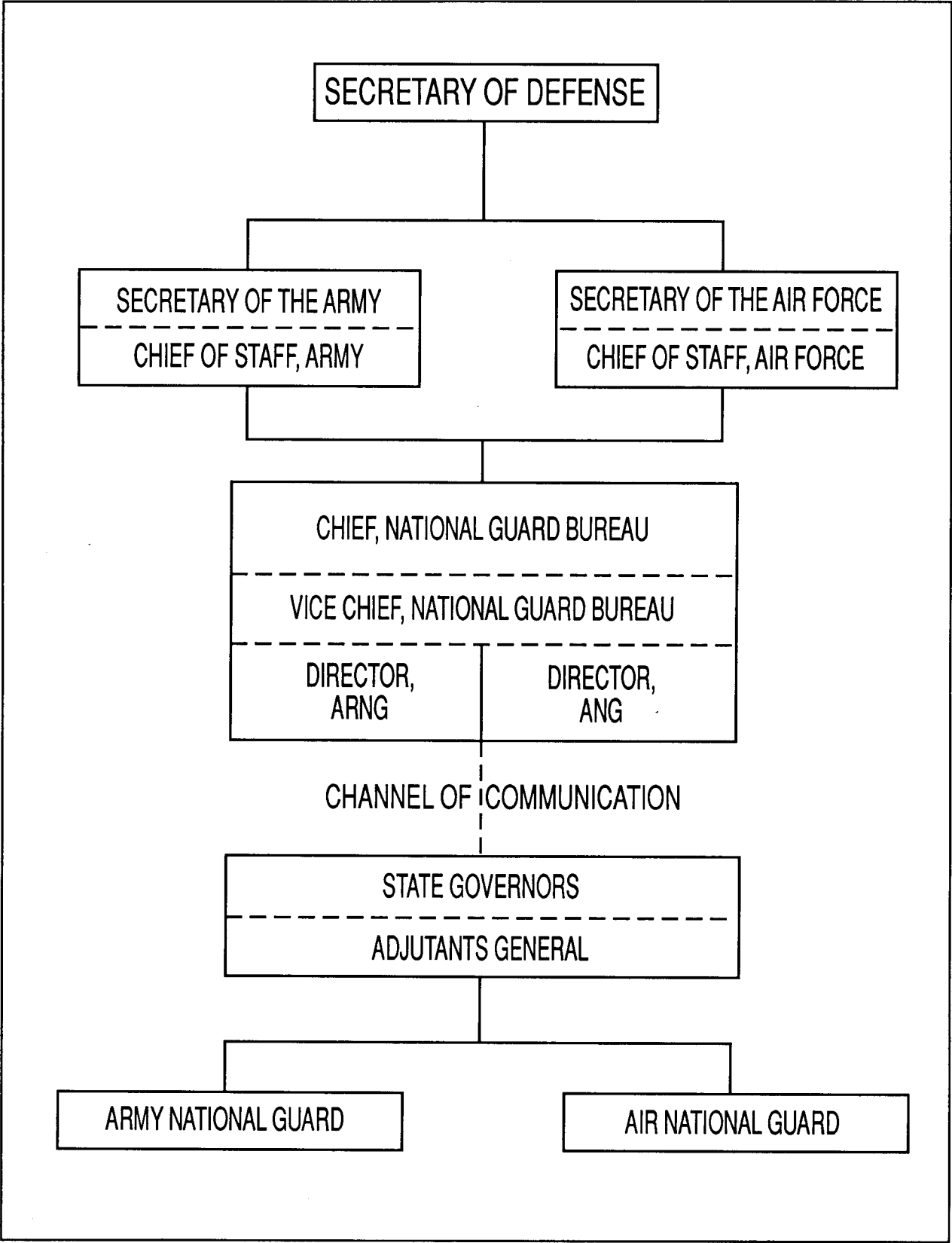


Figure 2-3. National Guard Management Structure

active and reserve CONUS-based Army special operations forces (ARSOF). ARSOF include Special Forces, Rangers, Special Operations Aviation, psychological operations, and civil affairs forces. When directed by USSOCOM, USASOC coordinates with other MACOMs to support the mobilization, training, equipping, deployment validation, and subsequent deployment of CONUS-based ARSOF.

Reserve component Army SOF units are mobilized and attached to their mobilization station by USASOC and remain attached to the mobilization station commander until their deployment to the AO or reassignment in CONUS on orders from USASOC. USASOC coordinates with HQDA and FORSCOM to call up and release assigned personnel and units.

Army Materiel Command

Army Materiel Command (USAMC) complements the Defense Logistics Agency (DLA) by providing Army-specific logistics support services and contract administration. USAMC supports the MDRD mission by augmenting its commodity commands and depot system to a level capable to support the force that is being mobilized and deployed.

The logistics mission requires a flexible, early deploying organization that is tailorable to meet the logistics requirements. USAMC will support the combatant commanders by providing a logistics support group (LSG) in theater. The LSG accompanies deploying forces and is comprised of contractor support and deploying military and Army civilians to perform a variety of functions focused on materiel readiness in theater.

COMMANDERS

Leadership and command is the art of direct and indirect influence and the skill of creating the conditions for sustained organizational success to achieve desired results. A commander is the person within a military organization who is assigned responsibility for that organization. Command is the authority that a commander in the military service lawfully exercises over subordinates by virtue of rank or assignment and is the primary means of imparting vision to the organization. Commanders are assigned for each organization from the highest levels (commanders-in-chief) down to the lowest levels (unit commanders).

Commanders-In-Chief

Combatant commanders (CINCs) of unified and specified commands develop OPLANs, CONPLANs,

operations orders (OPORDs), and force requirements to address the spectrum of military operations that may occur within their respective areas. CINCs are designated as supported or supporting.

Supported Commanders-in-Chief

A supported CINC has primary responsibility for all aspects of tasks assigned in the Joint Strategic Capabilities Plan (JSCP). The JSCP provides JCS guidance to the CINCs and the military services. The JSCP, a short-range, capabilities-based plan prepared by the JCS, serves as the primary basis for global and regional war plan development.

The supported CINC develops OPLANs, CONPLANs, OPORDs, and redeployment plans in response to requirements of the JCS. As required, the supported CINC coordinates with participating allied/coalition forces to ensure adequacy of support and arranges for mutual assistance and support. Upon cessation of hostilities and on order, the supported CINC initiates the redeployment of forces and demobilization actions for reserve units that are deployed within his AOR.

Supporting Commanders-in-Chief

Supporting CINCs conduct MDRD training, provide augmentation forces or other support to a supported CINC, and develop supporting plans. They also ensure that redeployment and demobilization plans and activities are completed expeditiously in anticipation of future crises.

Army Service Component Commanders

Army service component commanders (ASCCs) of a unified command or joint task force develop detailed lists of combat and support forces (especially below-the-line forces) employed to accomplish assigned tasks. These lists include the required closure time of forces (as specified in the supported commanders' concept of deployment within the campaign plan) to be deployed to the AO.

ASCCs also provide the support of Army units within the command. They coordinate as required with participating allied/coalition forces to ensure adequacy of support and arrange necessary mutual assistance and support. They participate in the development of supporting plans consistent with the combatant commander's OPLAN. They also participate in the development of supported commanders' time-phased force and deployment data (TPFDD). The ASCC must plan for the total process of MDRD.

Unit Commanders

Unit commanders plan, train, and execute MDRD. To accomplish MDRD effectively, unit commanders must be knowledgeable of the DOD and DA systems that are in place to support MDRD. Examples of those systems are—

- JOPES.
- Army Mobilization and Operations Planning and Execution System (AMOPES).
- Transportation Coordinator Automated Command and Control Information System (TC ACCIS).

OTHER COMMANDS AND FEDERAL AGENCIES

All federal agencies must be prepared to respond to national crises. The agencies discussed below have a direct impact on DA's response to a national emergency, crisis, or contingency operation.

Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) coordinates the execution of emergency preparedness actions of all federal agencies. FEMA identifies those industrial products and facilities essential to industrial mobilization readiness, national defense, or postattack survival and recovery. The FEMA director serves as an advisor to the National Security Council (NSC) on issues of national security emergency preparedness, including mobilization readiness, civil defense, continuity of government, technological disasters, postattack survival and recovery, and other issues.

FEMA provides guidance to the leaders of federal departments, to include DOD and other agencies. FEMA's guidance on the use of defense production authorities, including resource claims, in order to improve the capability of industry, facilities, and infrastructure systems to meet national security emergency needs is in accordance with graduated mobilization response (GMR). Figure 2-4 displays the coordinating responsibilities of FEMA.

Department of Commerce

The Department of Commerce (DOC) is the lead federal agency responsible for industrial mobilization planning. The Office of Industrial Resource Administration (OIRA) is the focal point within DOC for developing, promoting, and implementing policies which ensure a strong and technologically superior

defense industrial base. OIRA is a key contributor to the development and implementation of the GMR planning process.

Department of Health and Human Services

Department of Health and Human Services develops plans for mobilizing the health care industry to support medical casualty requirements for mobilizing the civilian health care industry to support medical casualty requirements under the National Disaster Medical System (NDMS). It must assist the State Department with overseas noncombatant evacuation operations.

Department of Transportation

In coordination with DOD agencies and commands, the Department of Transportation (DOT) —

- Develops systems for control of priorities and allocations for moving passengers and materiel by civil transportation.
- Provides clearance authority for moving out-sized, oversized, and hazardous military cargo.
- Preallocates militarily planned/required civil transportation resources.
- Through the US Coast Guard, ensures the safety, security, and control of US ports.

DOT also manages, through the Federal Aviation Administration (FAA), the Wartime Air Service Program (WASP).

STRATEGIC PLANNING

The Joint Strategic Planning System (JSPS) is the primary means by which the CJCS, in consultation with other members of the JCS, the CINCs, departments, and other services, carries out his statutory responsibilities to assist the President and SECDEF in providing strategic direction of the armed forces. The CJCS —

- Requires development of and reviews strategic plans.
- Prepares and reviews contingency plans.
- Advises the President and SECDEF on requirements, programs, and budgets.
- Provides net assessments on the capabilities of the Armed Forces of the United States and its allies relative to potential adversaries.

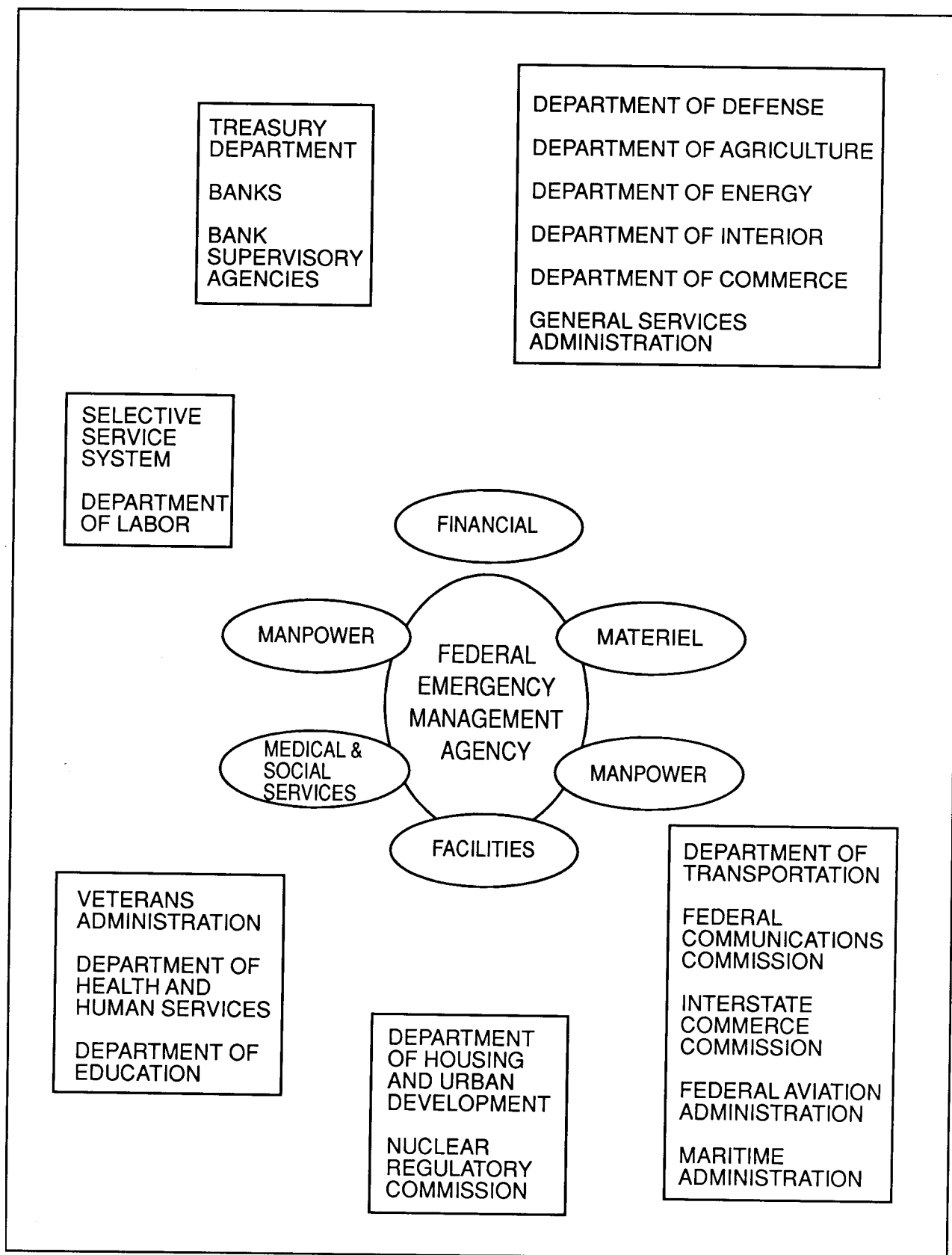


Figure 2-4. Coordinating Responsibilities of Federal Emergency Management Agency

JSPS is a flexible and interactive system intended to provide supporting military advice to the DOD Planning, Programming, Budgeting, and Execution System (PPBES) and strategic direction for use in JOPES. Through the JSPS, the JCS and the CINCs —

- Review the national security environment and US national security objectives.
- Evaluate the threat.
- Assess current strategy and existing or proposed programs and budgets.
- Propose military strategy, programs, and forces necessary to achieve those national security objectives in a resource-limited environment consistent with policies and priorities established by the President and SECDEF.

Although all JSPS documents are prepared in consultation with other members of the JCS and the CINCs, the final approval authority for all JSPS documents is the CJCS. Most JSPS documents are published biennially; however, all documents are subject to annual review and may be changed as required. The product of JSPS that gives direction to operational planning is the JSCP. Appendix A gives a summary of JSPS documents and key relationships.

JOPES provides the procedural foundation for an integrated and coordinated approach to developing, approving, and publishing OPLANs and CONPLANs. This operational planning process concerns the employment of current forces and not identification of

requirements. The latter is part of the force planning process.

The objective of JOPES is the timely development of effective OPLANs throughout the unified and specified combatant commands. Through the use of uniform planning procedures and formats, JOPES facilitates JCS review of OPLANs, incorporates automatic data processing techniques and interchange of data, minimizes the number of OPLANs, and provides for reporting any force shortfalls and limiting factors identified during the planning process.

JOPES establishes a comprehensive set of procedures to be used in both deliberate and time-sensitive planning of joint military operations and, to the extent possible, in combined operations.

The Army system to support JOPES is the Army Mobilization and Operations Planning and Execution System. AMOPES provides the structure and process for Army participation in JOPES, as well as serving other purposes. AMOPES provides the interface between unified command plans for deployment and use of forces and Army plans for providing mobilized forces and resources. AMOPES consolidates policies and procedures, defines responsibilities, and provides operational planning guidance related to mobilization and the strategic employment of Army forces. AMOPES is not part of the DOD PPBS process. Figure 2-5 shows the players in the Joint Planning and Execution Community (JPEC) deliberate planning process.

SUMMARY

Several civil and military organizations share the responsibilities for conducting MDRD operations. The MDRD process is a complex undertaking that requires constant and precise coordination (prior to, during, and after crisis response) among the executing and supporting organizations. This chapter described the major command and control organizations for MDRD. It defined the specific roles of each organization and its interrelationships with other organizations. Additionally, it described the planning systems used to coordinate activities.

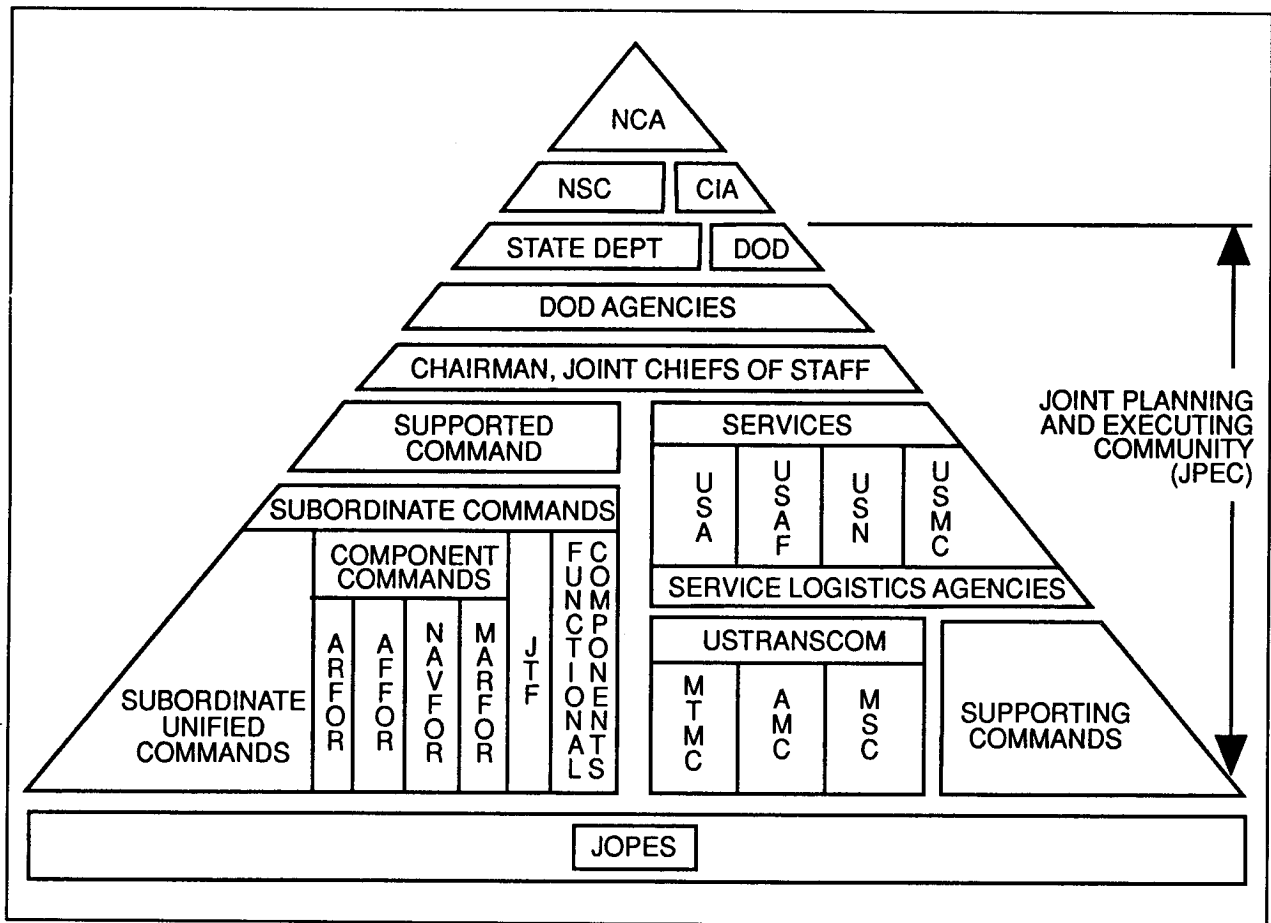


Figure 2-5 Players in the Deliberate Planning Process