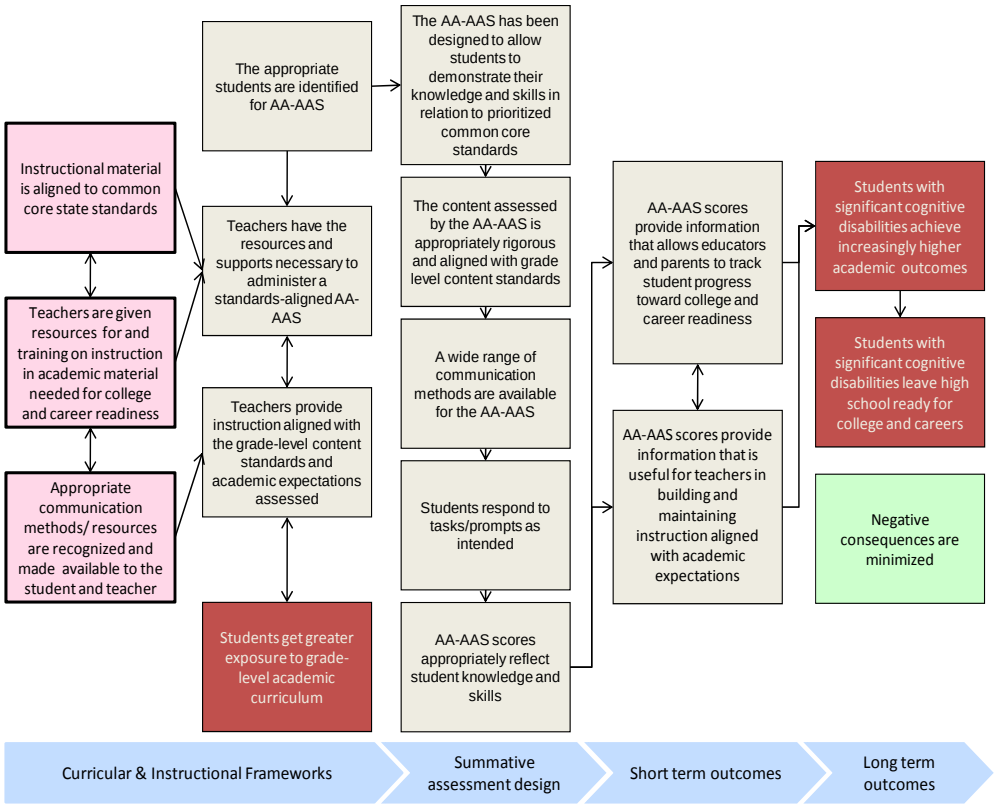NCSC THEORY OF ACTION – DRAFT 3.31.11