



NATO Code of Best Practice (COBP) for C2 Assessment

Assessment Participants, Relationships and Dynamics

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Report Documentation Page

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Notes for Slide 2

This section of the Code of Best Practice deals with issues directly related to the study itself.

Most notably the Participants within the project, their relationships and the dynamics of the project.

These issues can be as interrelated and complex as the subject under study.



Topics

- Roles of Participants
- Phases of a Study
- Ethics and Conduct



Notes for Slide 4

This presentation is organised into three parts:

- The first discusses the roles played by the significant players associated with a Command and Control (C2) assessment and how these roles affect the design and conduct of the assessment.
- The second part identifies the major phases of a C2 assessment and their iterative nature.
- The concluding section addresses the subject of professional ethics and standards of conduct.



Roles of Participants

- Establish who is Involved
- Establish Roles



Notes for Slide 6

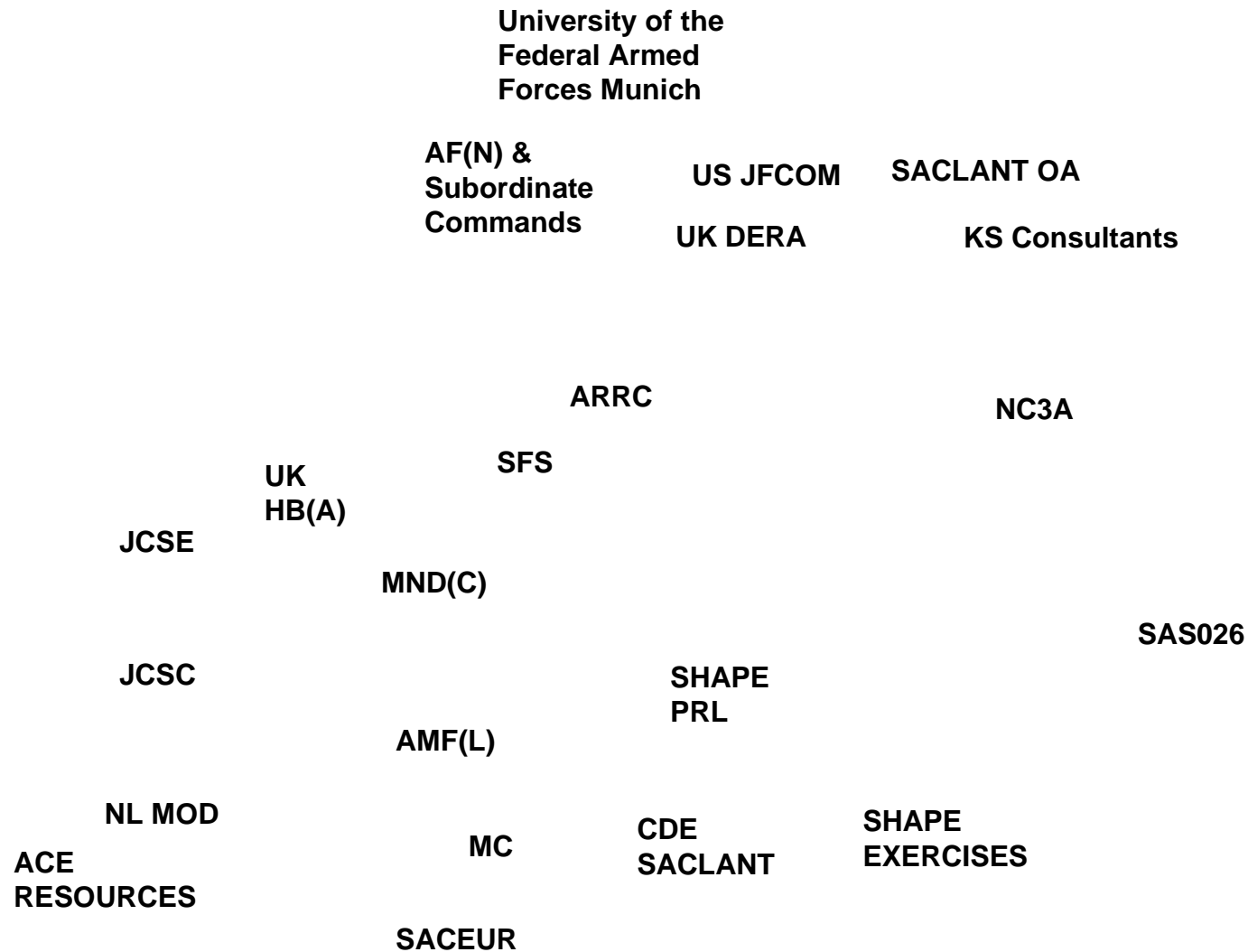
Like their subject, the organisation of C2 studies involves complex interrelationships.

It is crucial for the analytical team to establish which individuals and organisations are involved at an early stage of the study.

It is prudent for the analytical team to map the individuals and organisations involved onto the roles within the project and to understand their interrelationships.



Who is Involved ?





Notes for Slide 8

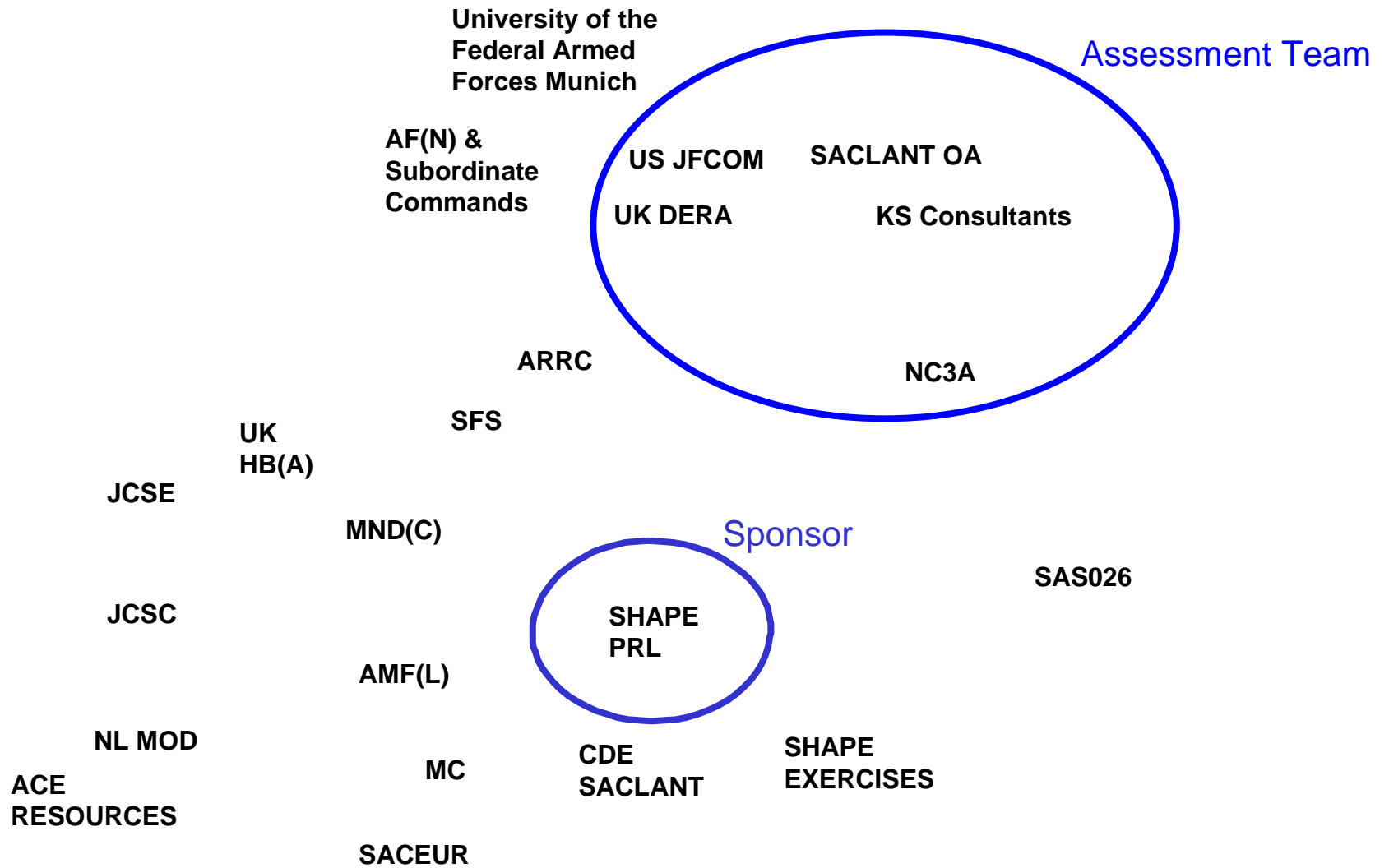
The identification of who is and will be involved in a project is a study in its own right.

Due to the dynamic nature of such projects, those involved should not be surprised if the nature of the teams involved might have to expand or change with time.

On the slide is an example of the organisations involved during the recent Immediate Reaction Task Force (Land) (IRTF(L)) C2 Concept development and experimentation project that completed at the end of 2001. We shall use this to illustrate some of the roles involved in a complex C2 Study.



Assessment Team





Notes for Slide 10

The assessment team is working for the sponsor or client.

The assessment team consists of a senior team leader, a core set of analysts, subject matter experts including military officers, and supporting staff who are working on the study on a day to day basis. The team provides the legitimacy and authority for the study. In the case of the IRTF(L) study the assessment team was led by NC3A OR Division, with contracted experts, analytical and military support from KS Consultants and UK DERA. Free analytical support was also made available at peak periods (such as during exercises) from US JFCOM and SACLANT.

The sponsor will provide the terms of reference, access to needed information, and identify the desired products. In the case of the IRTF(L) study the sponsor was SHAPE Policy and Requirements Land – who were tasked with the evaluation of the C2 Concept.

It is important for the analytical team to understand exactly why the sponsor wants the study and what the sponsor wants to do with the results. In the case of the IRTF(L), this was clear for most of the project – a straightforward evaluation of the military utility of the C2 Concept. However right at the end of the study the results were combined with other issues and decisions were made on the future of the unit under study – something that was not foreseen at the start of the project.



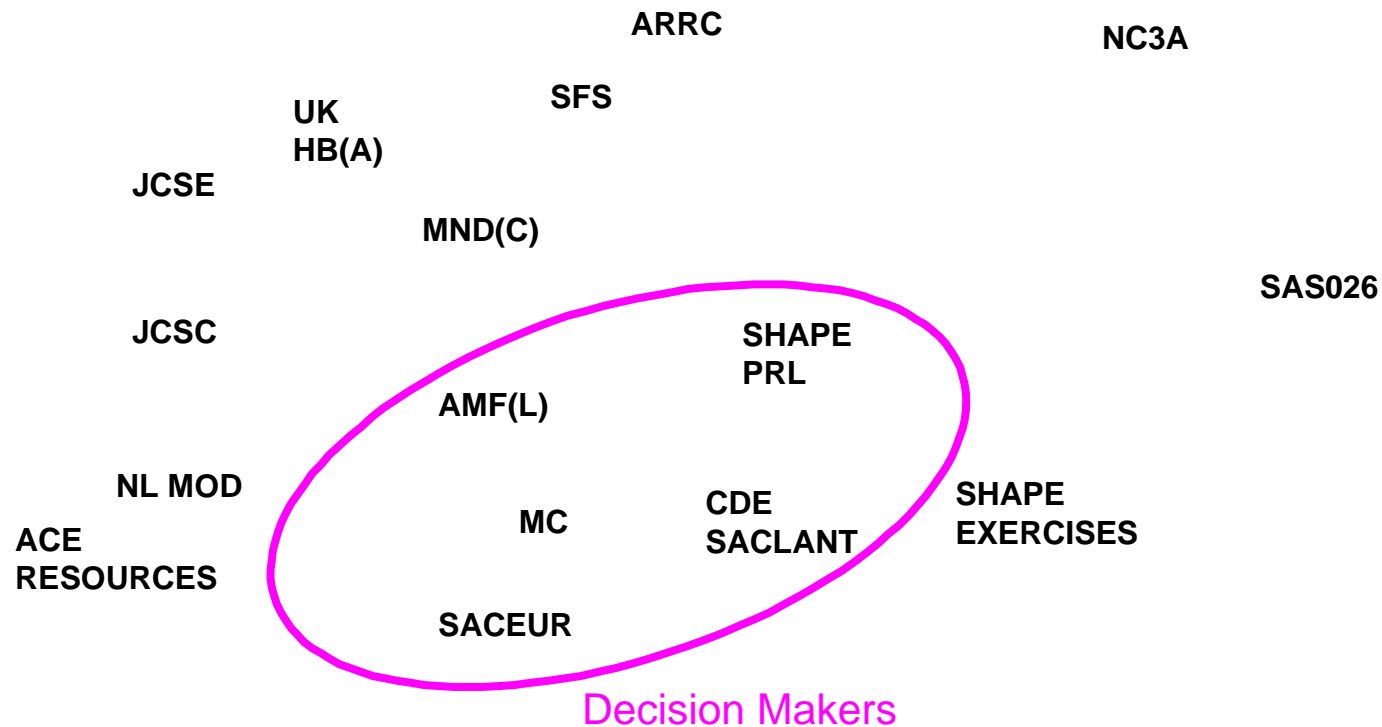
Decision Makers

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US JFCOM
UK DERA

SACLANT OA
KS Consultants





Notes for Slide 12

The decision makers are the individuals or organisations that are expected to make decisions wholly or partially based on the output or findings of the study. It is therefore important for the assessment team to understand exactly what type of assessment the decision makers want the study to support.

The decision makers may or may not be in command of or part of the sponsor's organisation.

In the case of the IRTF(L) study, the sponsor's task was to provide advice up the chain of command to SACEUR and ultimately the Military Committee on the efficacy of the C2 Concept. The ACE Mobile Force (Land) was the subject of the study but also party to any decision regarding its own future modernisation. It is commanded directly by SACEUR via SHAPE. SACLANT CDE, in Norfolk Virginia however, was not in the command chain. It was only interested in the experience of the team in conducting the study as a test case to illustrate the value of NATO Centred CDE to the Alliance.



Stakeholders

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UK DERA

SACLANT OA
KS Consultants

ARRC

NC3A

UK
HB(A)

SFS

JCSE

MND(C)

SAS026

JCSC

SHAPE
PRL

Stakeholders

AMF(L)

NL MOD

MC

CDE
SACLANT

SHAPE
EXERCISES

ACE
RESOURCES

SACEUR



Notes for Slide 14

The stakeholders are the persons or organisations that are directly or indirectly affected by the study outcome.

Stakeholders may also play other roles. The assessment team must be aware of the potential for conflict when the stakeholders do not include the sponsor or decision maker. Complex problems may arise in the provision of data for the study, as it is the stakeholders who will often have to provide the data, set the security or releasability of that data (and hence the study), and/or agree that the data are representative. For these reasons it is essential that the analysts establish a working relationship with the stakeholders early in the process.

In the case of the IRTF(L) study the ACE Mobile Force (Land) was the main stakeholder as it was the subject of the study. As a decision maker, data and assumption provider and also possible member of a future study team it was in a very powerful position, and was approached and treated with much respect by the assessment team. After a shaky start (where neither side was sure of the other's intentions) a good working relationship was established over the period of the project.

The Netherlands MOD - in the form of the Royal Netherlands Army - was the provider of the Command Information System (ISIS) used as the digitisation vehicle for the evaluation of the concept. As such it was directly affected by the exercise program used for the experimentation and also naturally interested in the future of the concept and AMF(L).

The Military Committee was also a stakeholder, representing the Nations of NATO that contribute troops and staff to the AMF(L) –These nations would be directly affected by any decision on the concept.

ACE Resources at SHAPE were also a stakeholder as they were required to sanction and organise any manning changes proposed for the HQ - including the temporary additional manning required for the evaluation.



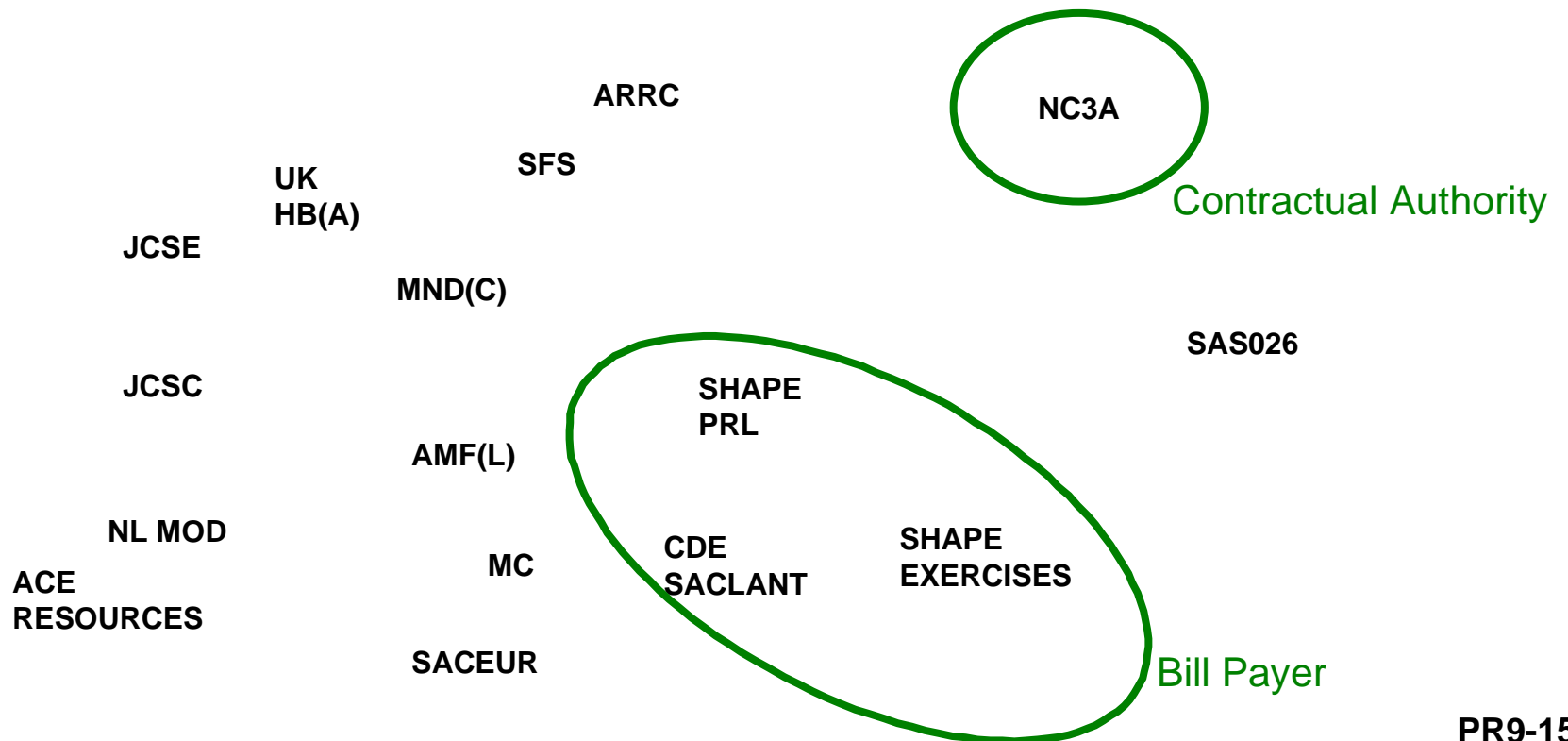
Bill Payers

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Notes for Slide 16

The bill payer is the organisation or individual official paying for the study. It is important for the assessment team to know the level of resources available. Bill payers will normally have a direct interest in the outcome of the study and may be one or more of the other players.

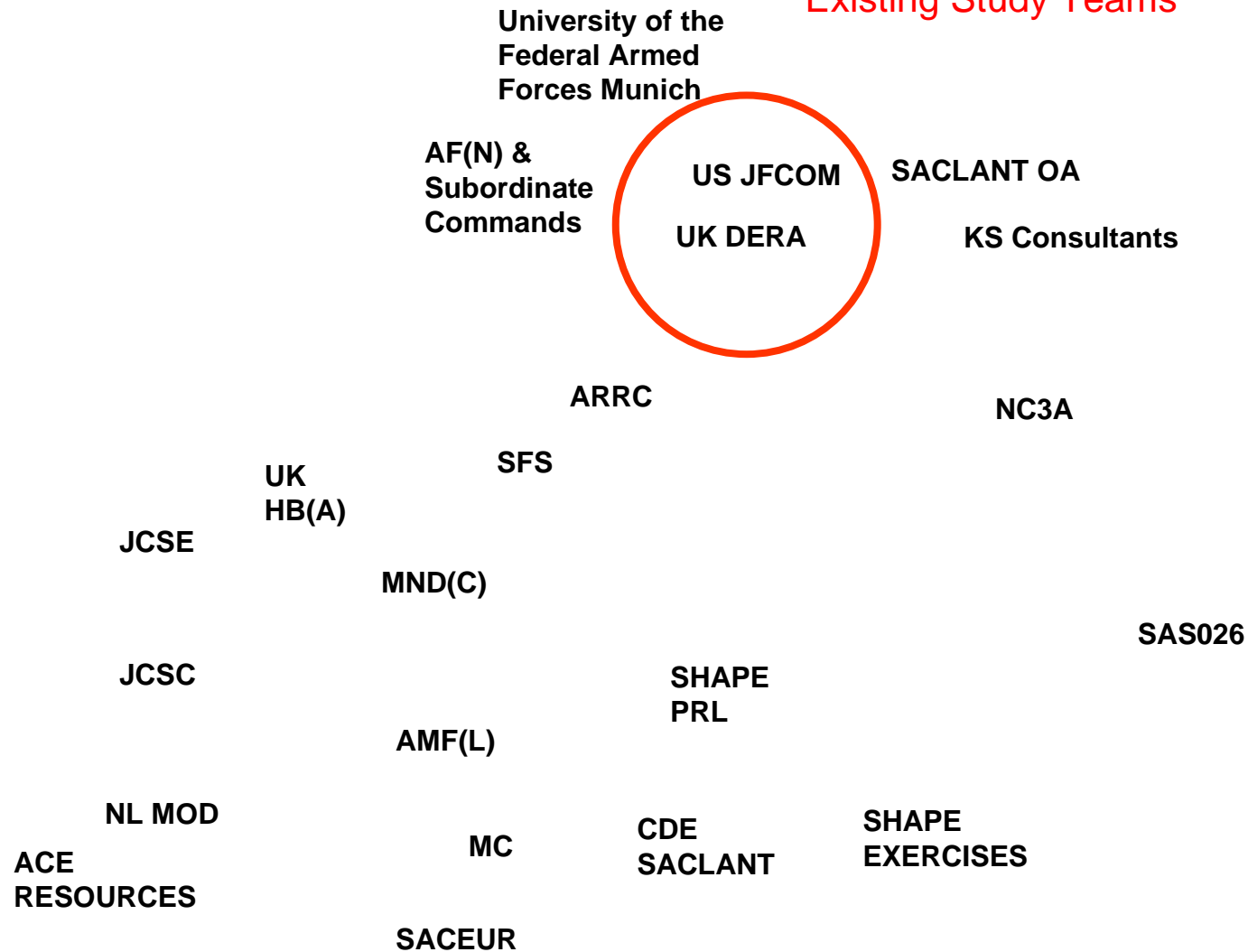
In the case of the IRTF(L) study monies were mostly provided from the slice of the NC3A Scientific Program Of Work owned by SHAPE PRL. In the initial stages of the project some additional monies were also provided by SACLANT. Also in order to attend the exercises some monies also had to be sought from the SHAPE Exercise budget to pay for movement of the CDE observers.

Contractual authorities have the legal authority to let contracts on behalf of the bill payer. In the case of the IRTF(L) study this was NC3A itself.



Existing Study Teams

Existing Study Teams





Notes for Slide 18

The assessment team must be aware of and sensitive to the existence of teams in other related study areas.

Should such teams exist, the assessment team should endeavour to exploit the work done and available skills and techniques. Such external teams may also be appropriate for membership in peer reviews.

In the case of IRTF(L) an extensive literature search was conducted – with the majority of recent references within the UK and US. Exploratory trips to US Battle labs and UK facilities revealed the current state of knowledge with respect to measuring C2 performance in exercises and evaluating new C2 concepts. In response to this our data collection methodology was based initially on the Fort Leavenworth, US Army Research Institute ACCES method.



Future Study Teams

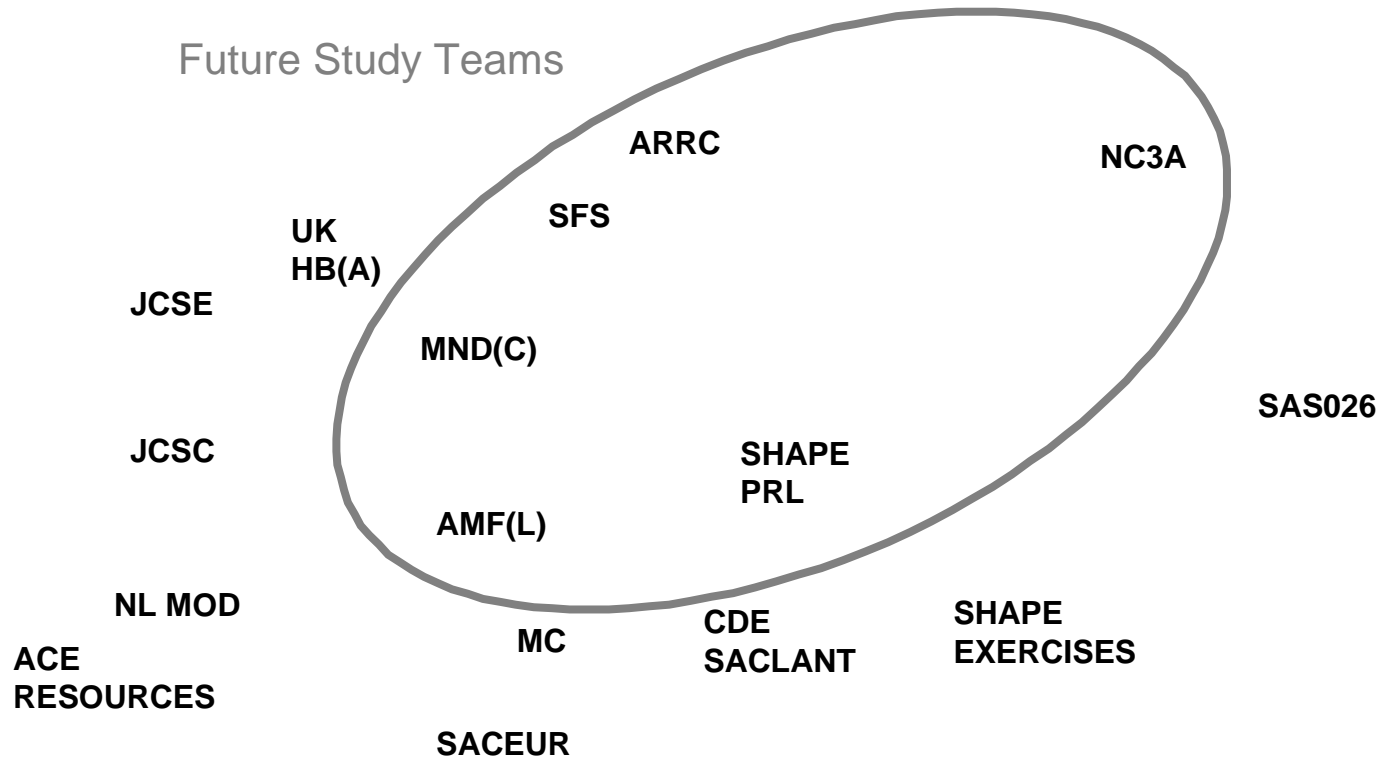
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Future Study Teams





Notes for Slide 20

The assessment team must be aware of and sensitive to the needs of future analyses and assessments. Data collection, method documentation, and the archiving of data, methods, models and results are fundamental responsibilities of all professional analysts. Method and data should be (as far as is practicable) disseminated and published.

In the case of the IRTF(L) Study, it was identified at an early stage that there could be future related projects. In particular those relating to expeditionary and initial entry forces. The probable NATO organizations that could be involved in such studies were us (NC3A), SHAPE PRL, AMF(L), Multinational Division (Central), Strike Force South and the ACE Rapid Reaction Corps. Of course there would probably be future study teams within the nations – but these plans are not visible to NATO. Consequently, as we are very likely to be involved in such future work; all data was archived, it has been routinely written up during the project and the final report and technical notes are in the process of being published.



Peer Reviewers

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SAS026

Peer Reviewers

JCSC

SHAPE
PRL

AMF(L)

NL MOD

ACE
RESOURCES

MC

CDE
SACLANT

SHAPE
EXERCISES

SACEUR



Notes for Slide 22

Outside experts brought in to look at the work and provide constructive criticisms are called peer reviewers.

Peer review teams could be composed of specialists and other study teams in related subject areas and should include representatives from all key disciplines in the assessment.

In the case of the IRTF(L) project we could not arrange a formal Peer Review of the solution strategy adopted. The only thing that we could achieve was through submitting the problem to the SAS026 panel as an example for testing the coverage of the COBP. This yielded some practical advice and helped the assessment team better understand the dynamics of the project.

This novel use of a NATO SAS panel was obviously not a permanent solution to our problem (which will occur again in the next projects) – however since we were able to present our problem to a group of neutral experts from the nations this might be a future area where RTO could provide a service to the analysts of the nations and NC3A ??



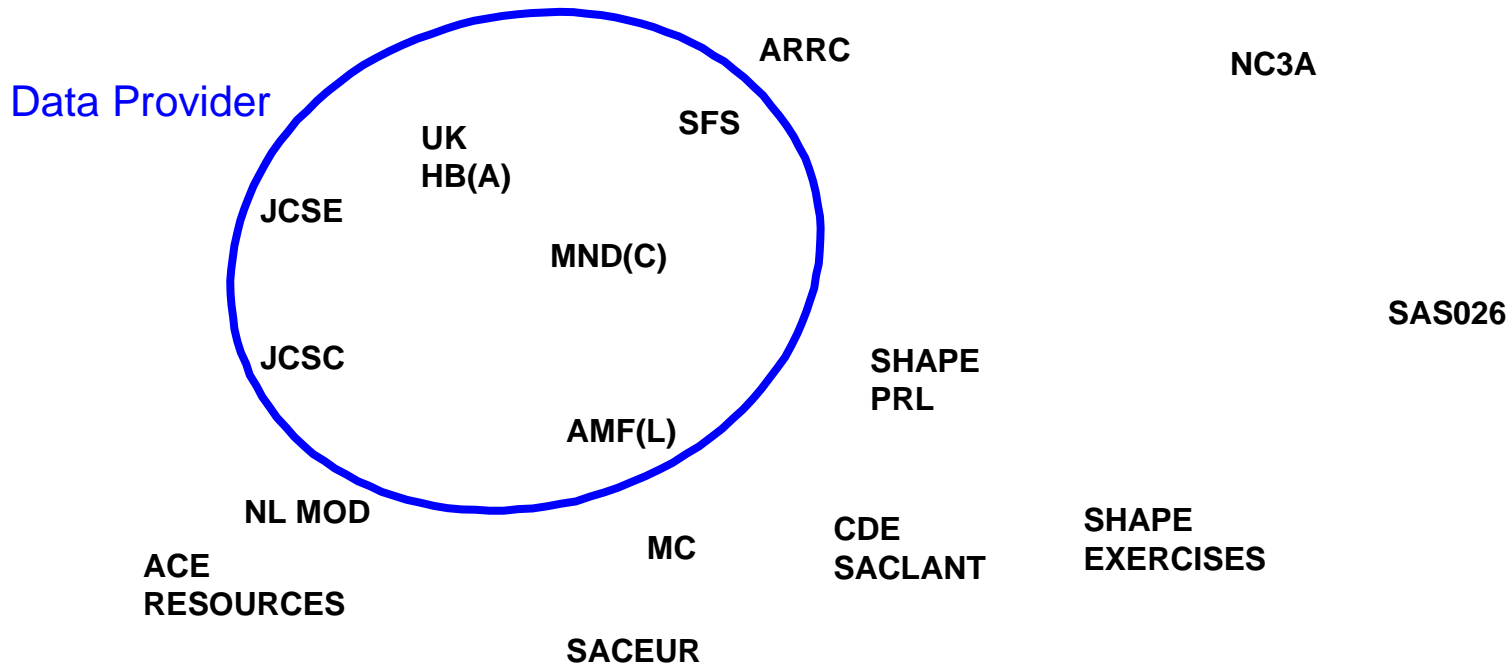
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Notes for Slide 24

Data providers are the individuals and organisations that possess data and information useful to the assessment team.

Many of these will be stakeholders.

The motivation to provide data to the study must be developed by the analytical team and the sponsor.

In the case of IRTF(L) most of the data was derived from NATO training exercises run by or for AMF(L) (a Stakeholder), MND(C), SFS and Joint Sub Regional Commands South East and South Centre. In all cases relationships had to be curried to allow access to the HQ and Exercise Control for the exercise observers, and for background materiel such as Standard Operating Procedures (SOPs) etc. Historical data for the study was also provided from the UK Historical Branch (Army) - which was approached via the contracted UK members of the assessment team.



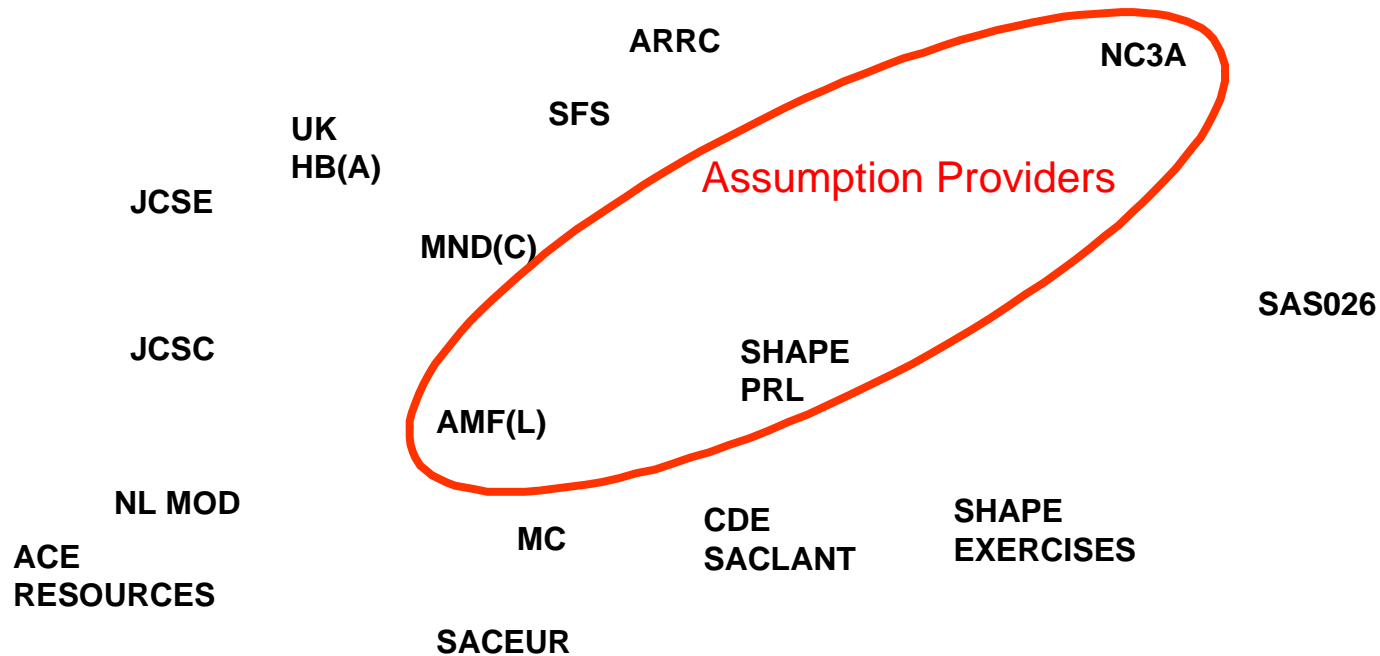
Assumption Providers

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Notes for Slide 26

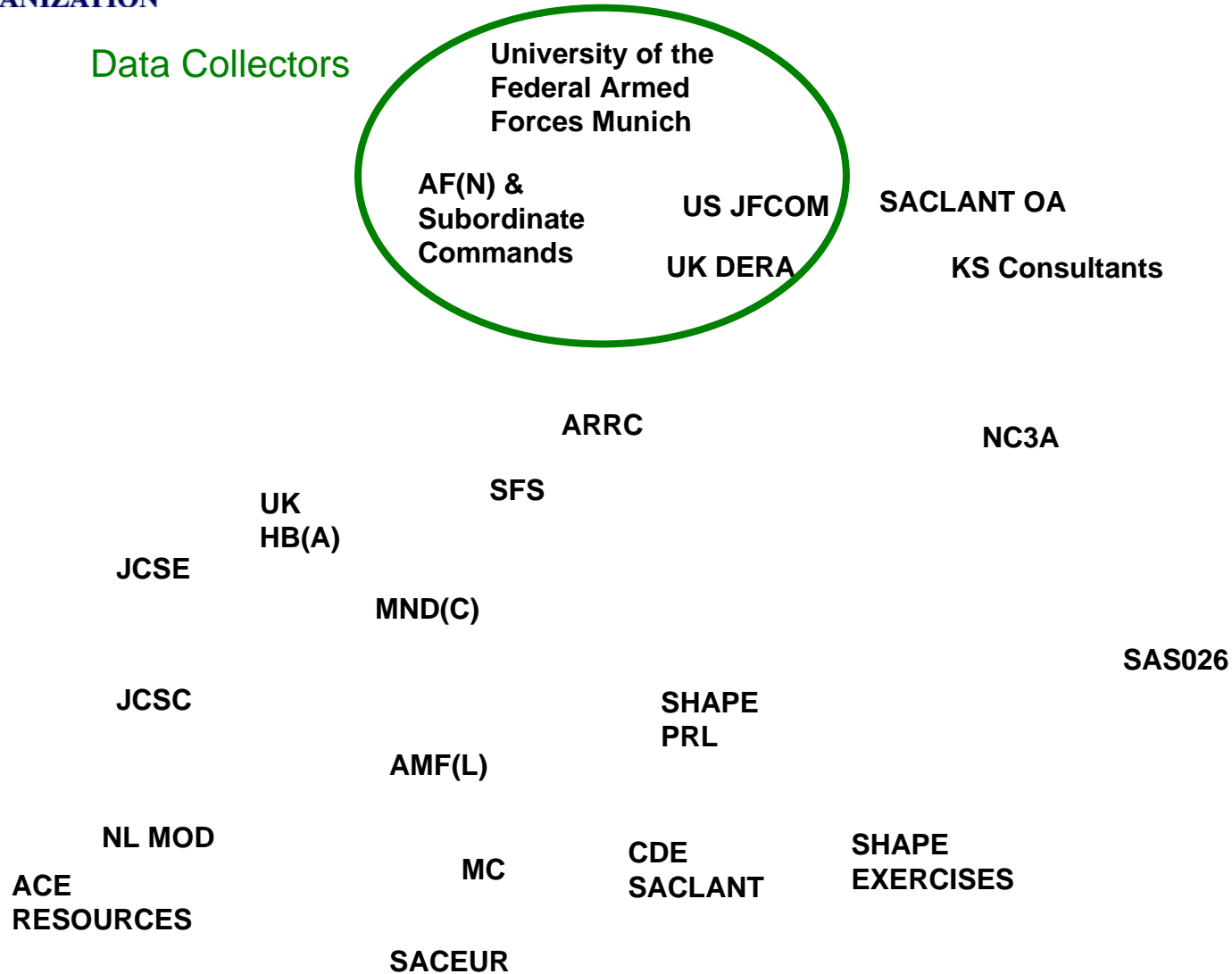
Assumption providers are those individuals or organisations that can provide “givens” such as future doctrine, performance data, force mixes, organisational structures, and scenarios. Creation of a positive relationship with these organisations is important to the study

In the IRTF(L) Study, we were in the fortunate position to actually be one of those bodies - through our and our sponsor’s involvement in the NATO Defence Requirements Review. The owner of the C2 Concept however was HQ AMF(L) itself, and therefore remained the authority as to its conceptual and physical implementation.



Data Collectors

Data Collectors



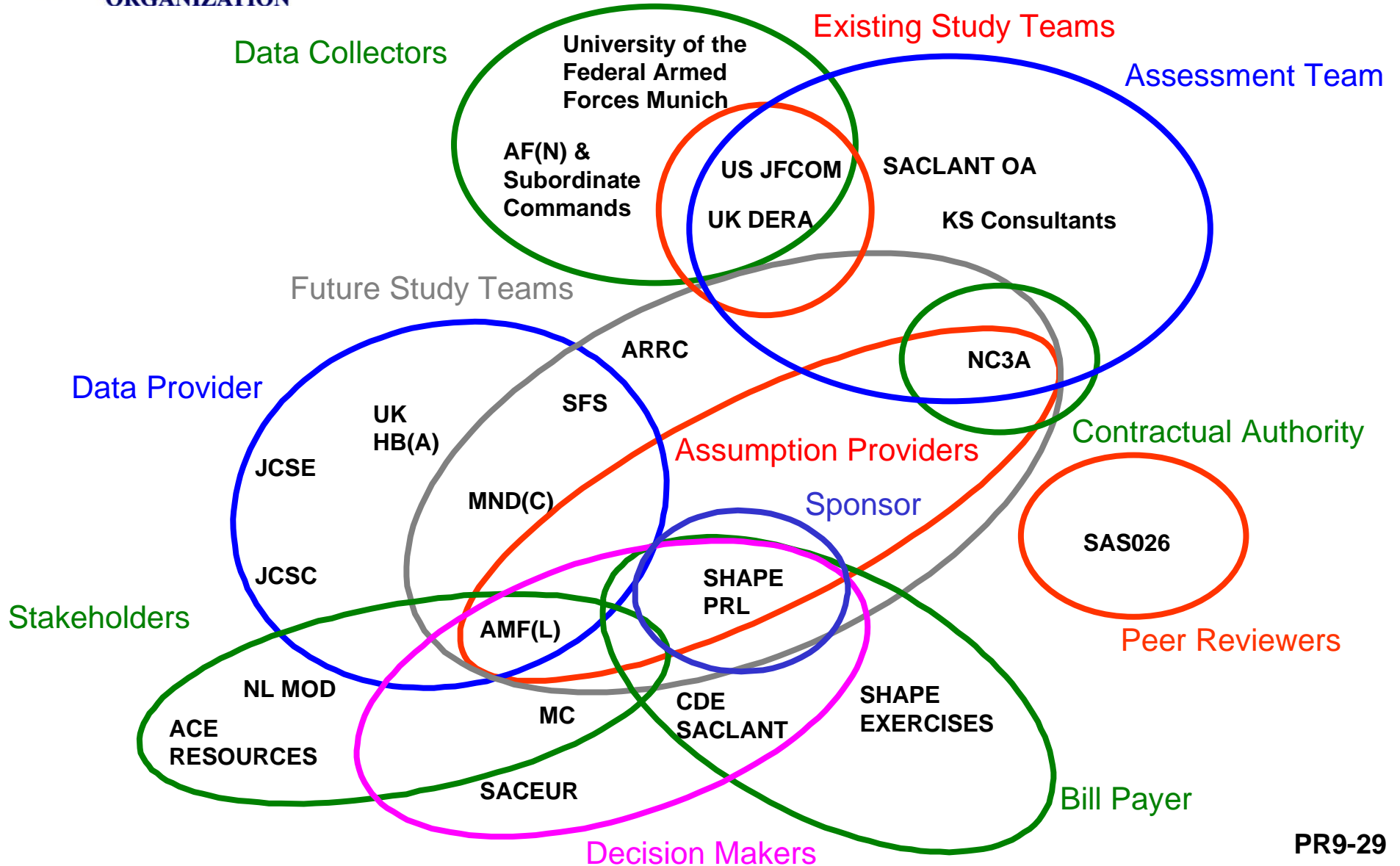


Notes for Slide 28

In some C2 analyses, where data must be extracted from real world experiences, exercises, experiments, and wargames, teams of data collectors and subject matter experts will be required. The identification of people with the appropriate background and training as data collectors are important elements of such studies.

In the case of the IRTF(L) study, data was largely extracted through observation of HQ activities during exercises and team-in-the-loop wargames. In all of these exercises Subject Matter Experts were used to observe functional and cross functional activities in the HQ. Most of the military SMEs were provided by Regional Command AF NORTH and its subordinate commands across Allied Command Europe (ACE). Additional data collectors were also provided by the German University of the Federal Armed Forces and US JFCOM. UK DERA provided military analysts to lead some of the activities involved in capturing the HQ processes.

Relationships





Notes for Slide 30

The relationship among the assessment team, the key sponsor, and the stakeholders is of paramount importance.

This, perhaps, more than any other single factor, will influence the course and success of the effort. Accordingly, adequate attention needs to be paid to understanding the situation facing the key sponsor and stakeholders as much as the subject under study.

The assessment team should be also aware that the different participants will have divergent perspectives and may have divergent agendas.

Therefore the assessment team should make sure that they understand the background of the individuals involved, their organisational settings, roles and responsibilities, their history, and their current situation.

Contact with analysts who have worked with this sponsor and review of prior analyses for this sponsor facilitate this objective. OR Organisations must therefore routinely “market ” their skills within the organisations with which they will be working.



Maintaining Relationships

- A Continuing Dialogue in a Common “Language”
- Regular Meetings
- Terms Of Reference
- Expected End Product
- Budget



Notes for Slide 32

It is important that a dialogue with the sponsor and stakeholders is maintained by the assessment team throughout the study. As there is no single “language” that will describe the study problem, it is important to spend time at the beginning of a study to establish a common “language” that both the assessment team and the sponsor and stakeholder can understand. This point may seem obvious in a NATO setting in which the participants speak many different natural languages. However, it is equally important in a single language setting because common words and phrases have different meanings for different organisations, services, and even individuals within a single organisation.

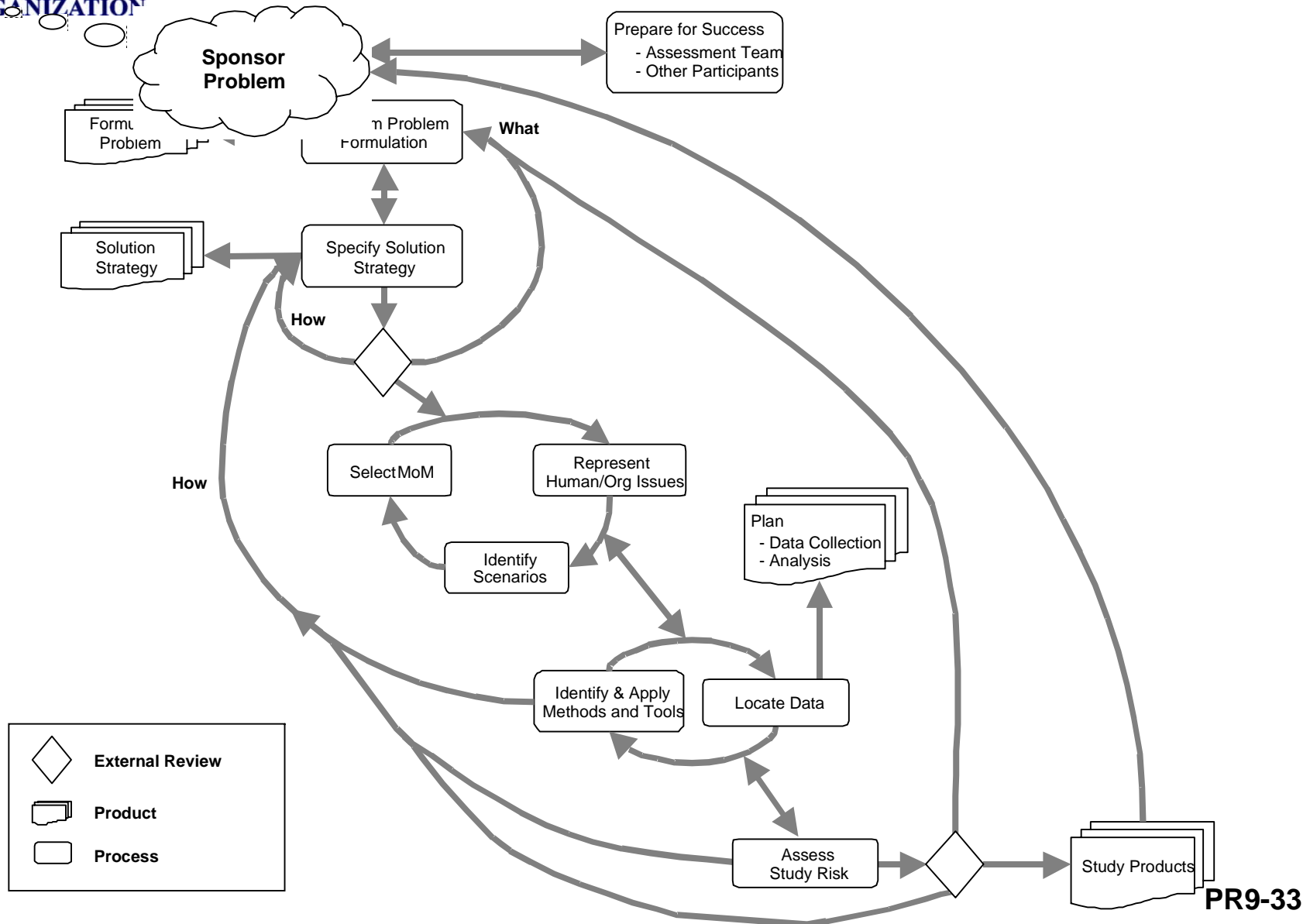
Regular meetings and contact will minimise misunderstandings. From a professional point of view, Operations Research (OR) and Operations Analysis (OA) analysts will always wish to inform the sponsor and stakeholders of key developments and/or challenges as the study unfolds. Regular and routine interactions need to be built into the project plan. If there are multiple sponsors and stakeholders and other key actors, the assessment team should try to meet them jointly, particularly when decisions need to be made. Separate meetings will often lead to inconsistent guidance and will place the assessment team in a position of trying to accommodate differing interests.

Terms of Reference. A good term of reference covers goals, scope, products, schedule, and resources. These will determine the focus of the assessment and establish limits or freedoms granted to the assessment team within the sponsor’s and stakeholders’ organisations. Letters of introduction and instructions to actors within the sponsor and stakeholder organisations may also be useful.

It is important to know at an early stage in the project what the products of the study are to be used for by the sponsor and stakeholder organisations. The expected end product will set the tone and relative importance of the project in the eyes of the sponsor, stakeholder, and other actors. The assessment team needs to establish and understand the products needed or desired by the sponsor and stakeholder. For example, a study could be used to; effect a significant impact on the stakeholder’s domain, gain a greater understanding of the issues, produce an improved capability to perform future work, and/or make contributions to the body of knowledge.

The sponsor will have limited resources and a study budget in mind. When the sponsor’s resources are limited to a level below what is required to support a quality study, the assessment team will need to suggest strategies to address the shortfall. Alternative approaches include decomposing the problem and only undertaking the core part of the study that is affordable, linking the sponsor to other actors that have an interest in the same or a similar problem and who could contribute resources, and/or stretching the project over a longer time so that resources from future budget cycles become available. In developing strategies that involve doing only a part of the study to satisfy budget constraints, care must be taken to ensure that the product that will be produced provides a meaningful answer or contribution and does not depend upon a follow-on effort that may or may not be funded.

Phases of a Study





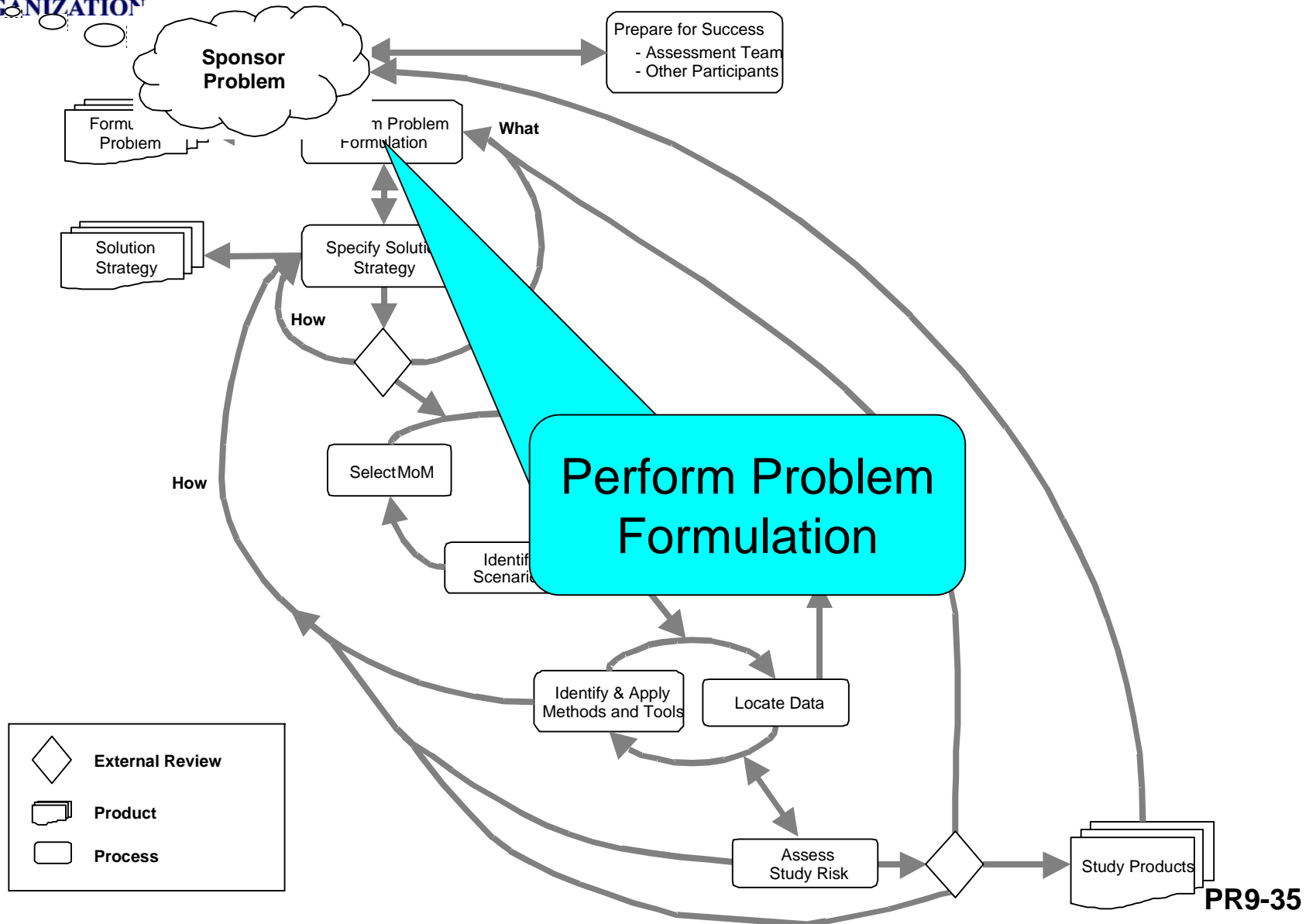
Notes for Slide 34

Moving now to the second part of this briefing. We will now look at the phases of a study.

It is important to realise that all of the elements of the C2 assessment are interrelated. Hence [*point*] Problem Formulation, Solution Strategy, Measures of Merit, Scenarios, Human/Organisational Factors, Models/Tools/Data, and products are all interdependent. This diagram illustrates the major phases and iterative nature required for C2 assessments. This diagram was the most difficult thing for the SAS026 team to agree on and produce. In essence it is at the heart of the COBP.

We shall now discuss the key points in this diagram.

Problem Formulation





Notes for Slide 36

The output of Problem Formulation specifies the “what” of the assessment.

C2 studies tend to be complex and feature multiple attributes, some of which may not be apparent at the start of the study. Neither the assessment team nor the sponsor should be surprised if the issues initially presented for study are replaced by other issues that are closer to the underlying causes of the initial problem or, in some cases, symptoms presented. Problem formulation should therefore be re-performed routinely during a study - especially when new attributes start to appear. As a minimum this should be immediately following the establishment of the solution strategy and any assessment of study risk.

A consequence of the dynamic nature of problem formulation is that the solution strategy and any of the other elements of the assessment may also need to change as the study progresses.

Additionally, the sponsor should be aware that the nature of the assessment team, sponsor, or assumption provider teams might also have to expand or change with time. This has implications for planning, budgeting, and tasking.



Building an Assessment Team

- Core Team

- Project management;
- OR/OA skills
- Cross military experience
- Organisational theory
- Data collection.

- Consultants and Part-time Team

- Military training and exercise planning
- Communications and information systems
- Human interfaces
- Operations Other Than War (OOTW)
- Social science
- Military history
- Command
- Deployment analysis
- Intelligence/threat assessment
- Legal/contracts/administration.

Expertise
Requirements



Notes for Slide 38

Following initial problem formulation, the precise skills and experience required by the assessment team will need to be established – this is in response to the results of the problem formulation.

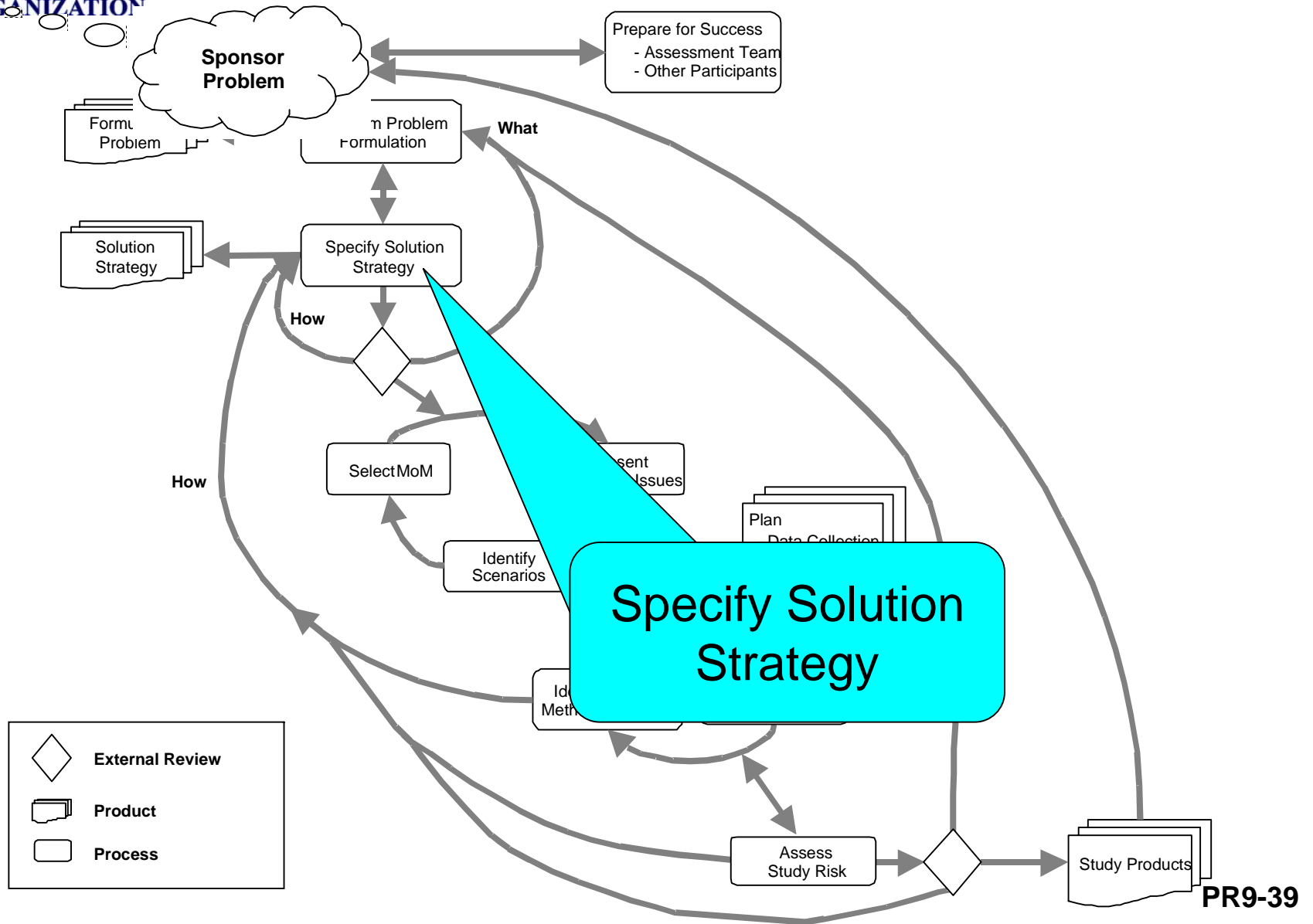
Typically, the assessment team will need to be interdisciplinary. The wide range of skills and experience needed can be allocated between a full time core team and a collection of consultants or part-time team members. As an example, this slide shows an ideal breakdown of the skills available to the assessment team involved in the evaluation of the IRTF(L) C2 concept study.

Following the identification of the skills or expertise required of the team, those analysts made available for the core team should ensure that they have a basic understanding of the military fields under consideration. Gaps in experience should be filled.

Building a C2 assessment team with this full breadth of knowledge, capabilities, and skill requires a long-term commitment to preparing a corpus of potential team members through recruitment, education, training, and provision of opportunities for appropriate field experience.

Now. It is one thing to assemble a group of people, quite another to forge them into a coherent and effective team. Time should be allowed for the group to form into a team.

Solution Strategy





Notes for Slide 40

The next step is to develop a Solution Strategy that specifies the “how” of the assessment.

Once the Solution Strategy has been agreed and adopted by the sponsor a set of terms of reference (e.g. Statements of Work [SOW] for contracts) should be produced that will determine what work is to be conducted, the contractual obligations, deadlines, and resources.

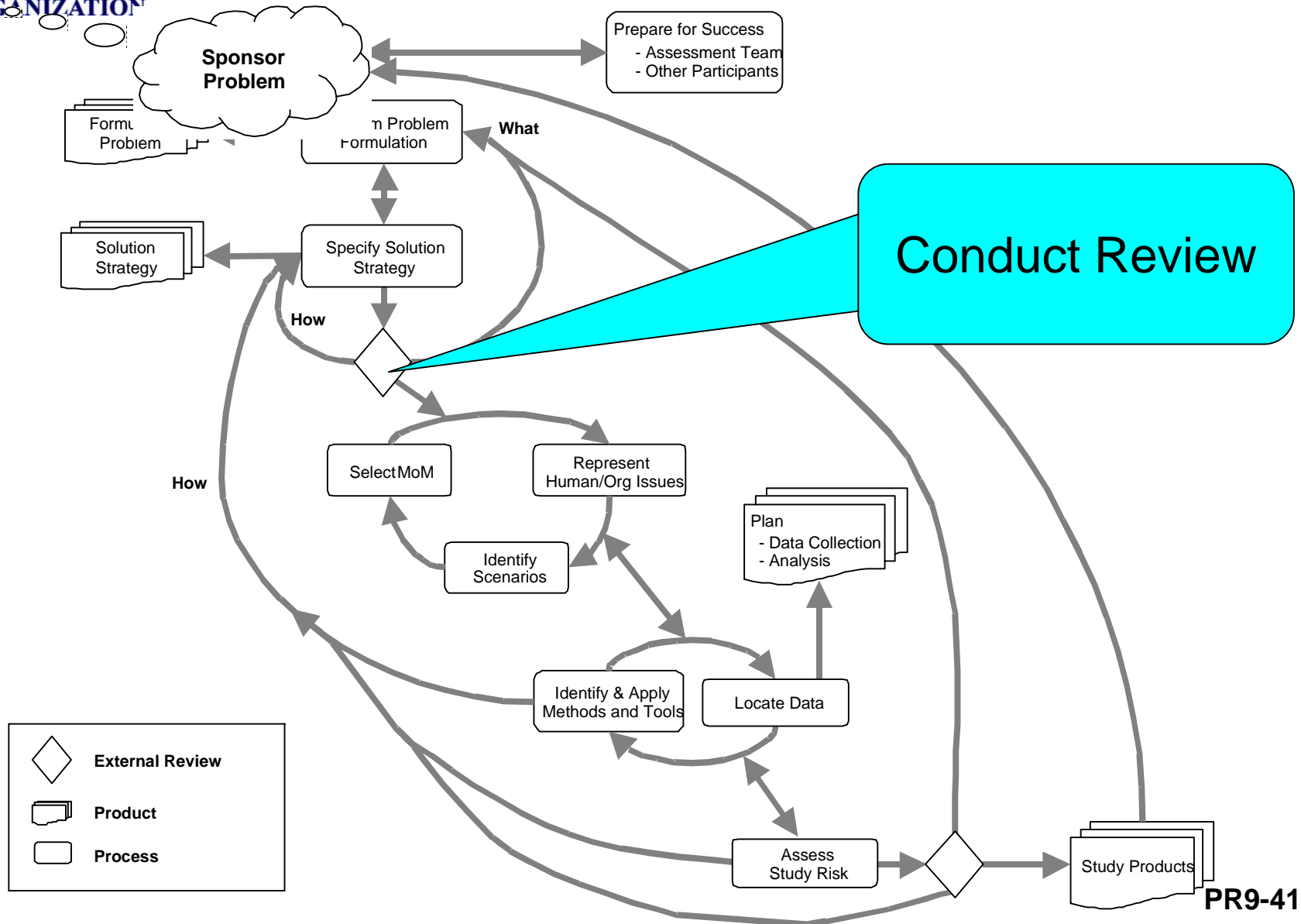
Although these must be established as a project plan before work on the project begins in earnest, flexibility must be built-in due to the iterative nature of C2 assessment.

The assessment team must be aware of any preconceived “solutions” that have been proposed by the sponsor, stakeholders, and/or decisionmakers and explicitly deal with these as appropriate, avoiding another pressure to be steered in a particular direction.

The assessment team also must note if its results are being steered in a particular direction and follow ethical behaviour in performing the study.

In many cases a risk-based approach to C2 assessments can usefully complement the more traditional cost-effectiveness approach. In particular, this will help decisionmakers to deal with the uncertainties of the real problem.

Review





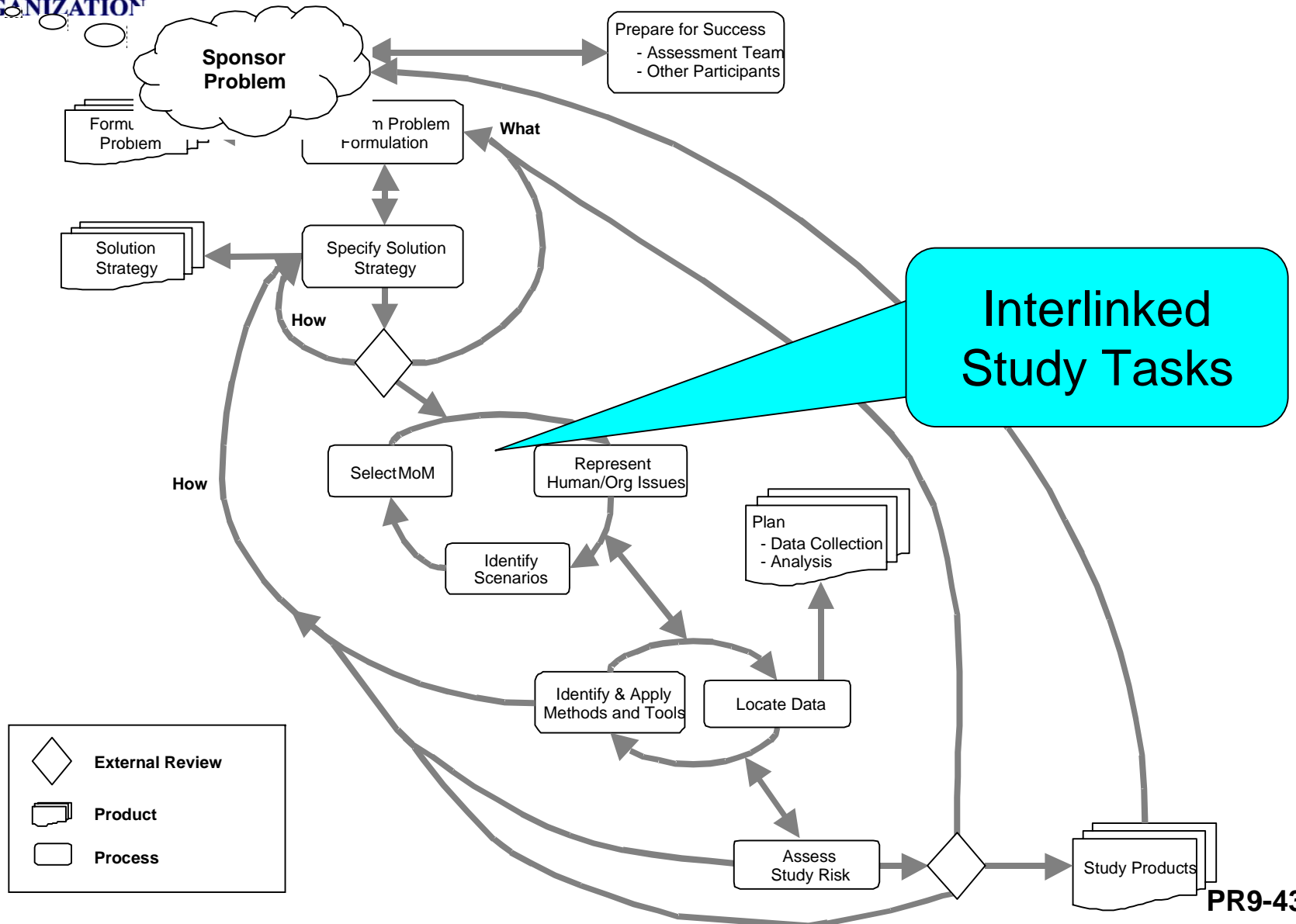
Notes for Slide 42

Once there has been a preliminary formulation of the problem and development of a solution strategy, it is imperative that an initial review be conducted.

This review should be conducted from multiple perspectives (e.g. with respect to the sponsor's initial problem, the feasibility with respect to resources including team skills and schedule, soundness of the proposed analytic approach).

As a result of this review, changes will usually be made in both the problem formulation and the solution strategy.

MoMs, Scenarios & Human/Org Factors





Notes for Slide 44

We now enter a period in a C2 study where the tasks are inextricably interlinked.

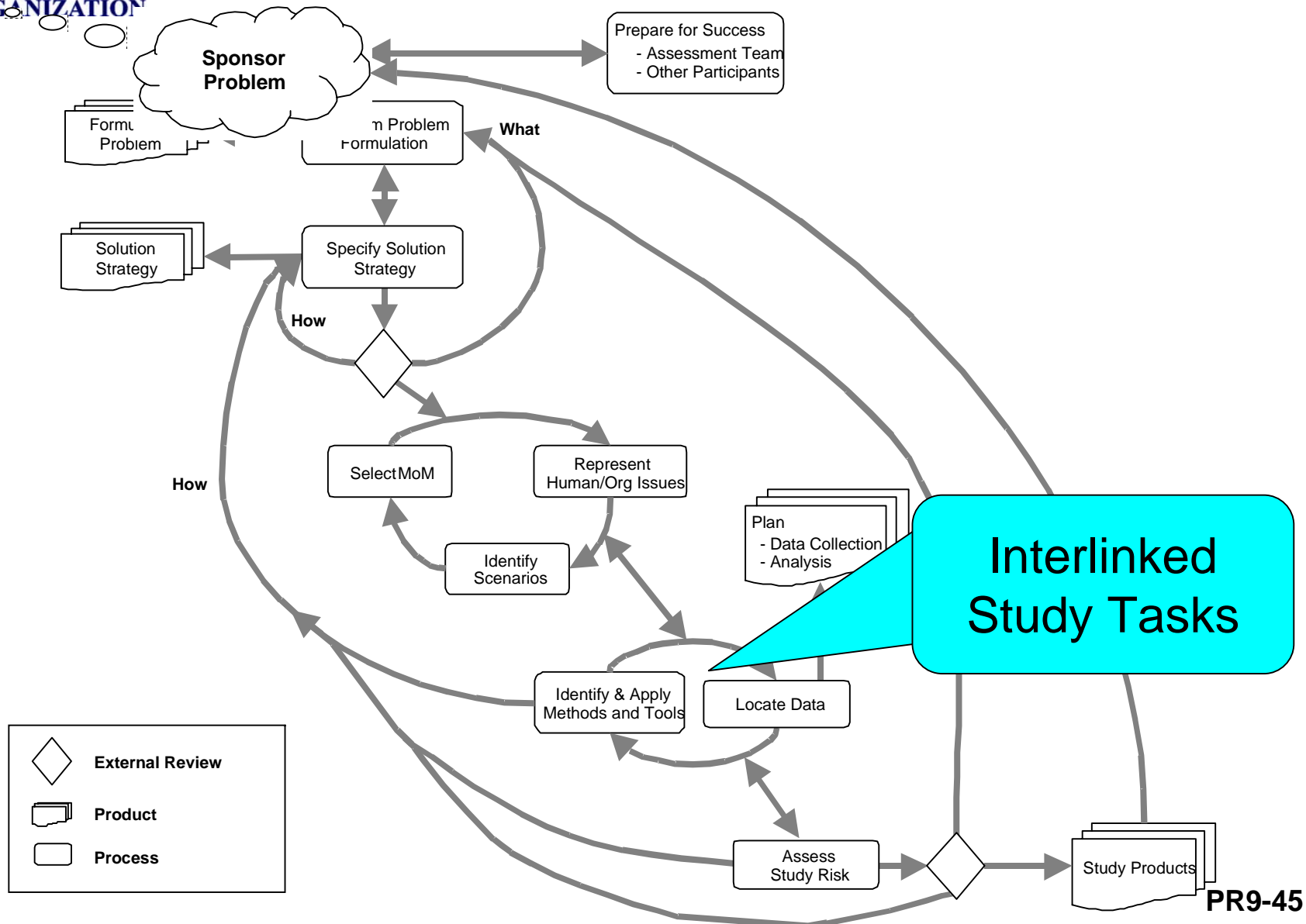
At this stage the assessment team must specify the hierarchy of Measures of Merit (MoM), incorporate and identify relevant human and organisational factors, and specify the appropriate scenarios.

As suggested by the diagram, there is no unique sequence for doing these tasks.

Iteration is required to ensure that these tasks are done in a coherent, consistent fashion.

When all of these tasks have been completed, the team will have specified the key variables to the necessary level of detail with adequate considerations for assessment validity and reliability.

Models, Tools and Data Requirements





Notes for Slide 46

We now enter another period in a C2 study where the tasks are inextricably interlinked.

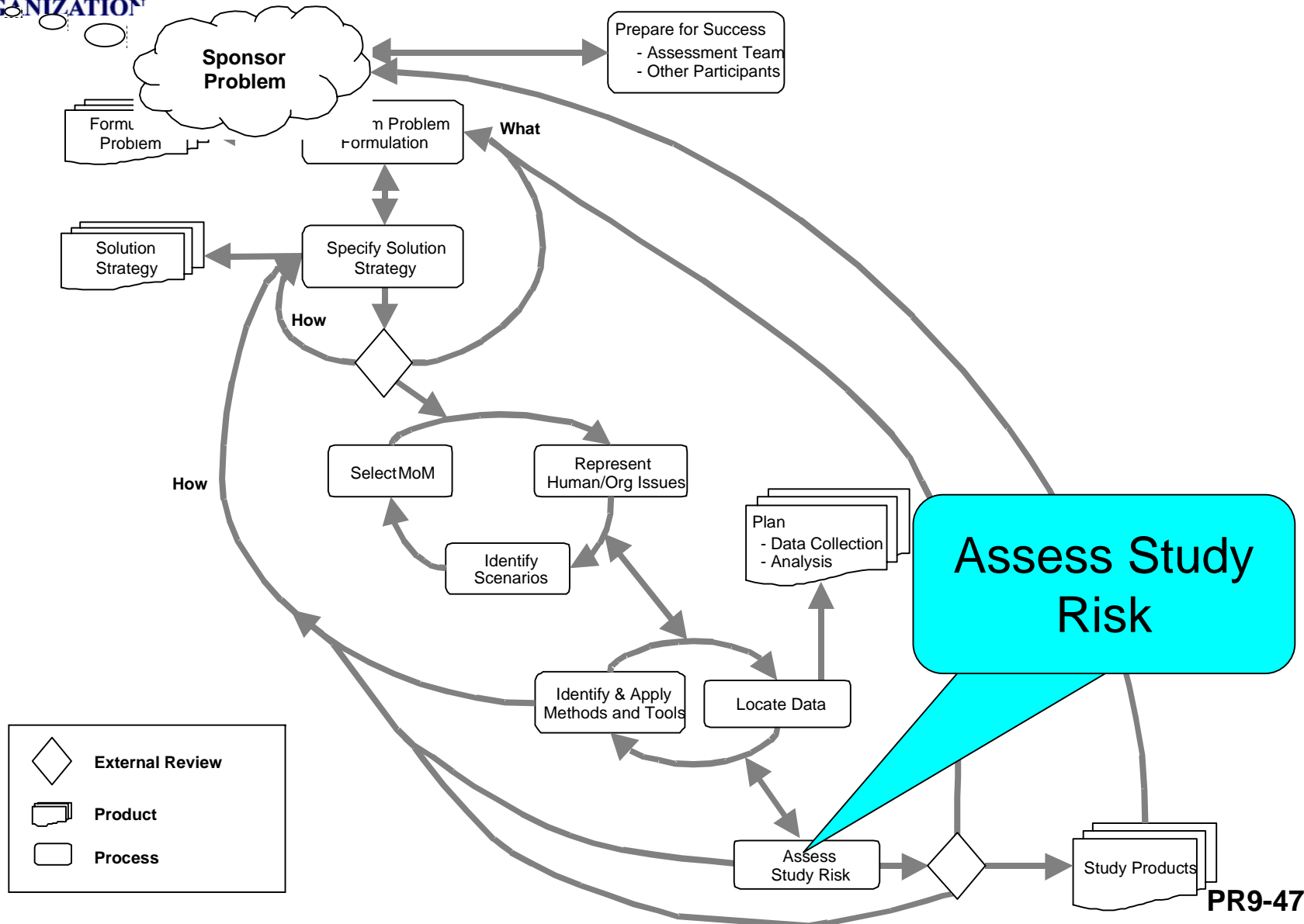
The next step is to iteratively identify the methods and tools and data required to perform the assessment. One of the major challenges of the assessment is to identify and gain access to models, tools, and data that are appropriate for exploring the issues of interest.

The challenges come in several dimensions:

- First, there is a limited set of tools that deal effectively with the C2 dimension of the problem.
- Second, for even this limited set, it is often difficult to access and modify the tools to reflect the variables of interest.
- Third, there is often a paucity of useful data and previously validated parameters.

As a result of the establishment of the MoM for the study and the data that underpins those MoM and models, a data collection and analysis plan should be formulated. The sponsor should also be made aware of the difficulties associated with getting appropriate data, cost of the data collection and analysis plan, and the implications to the study if the required resources are not set aside and budgeted to collect, collate, process, and analyse the data

Study Risk





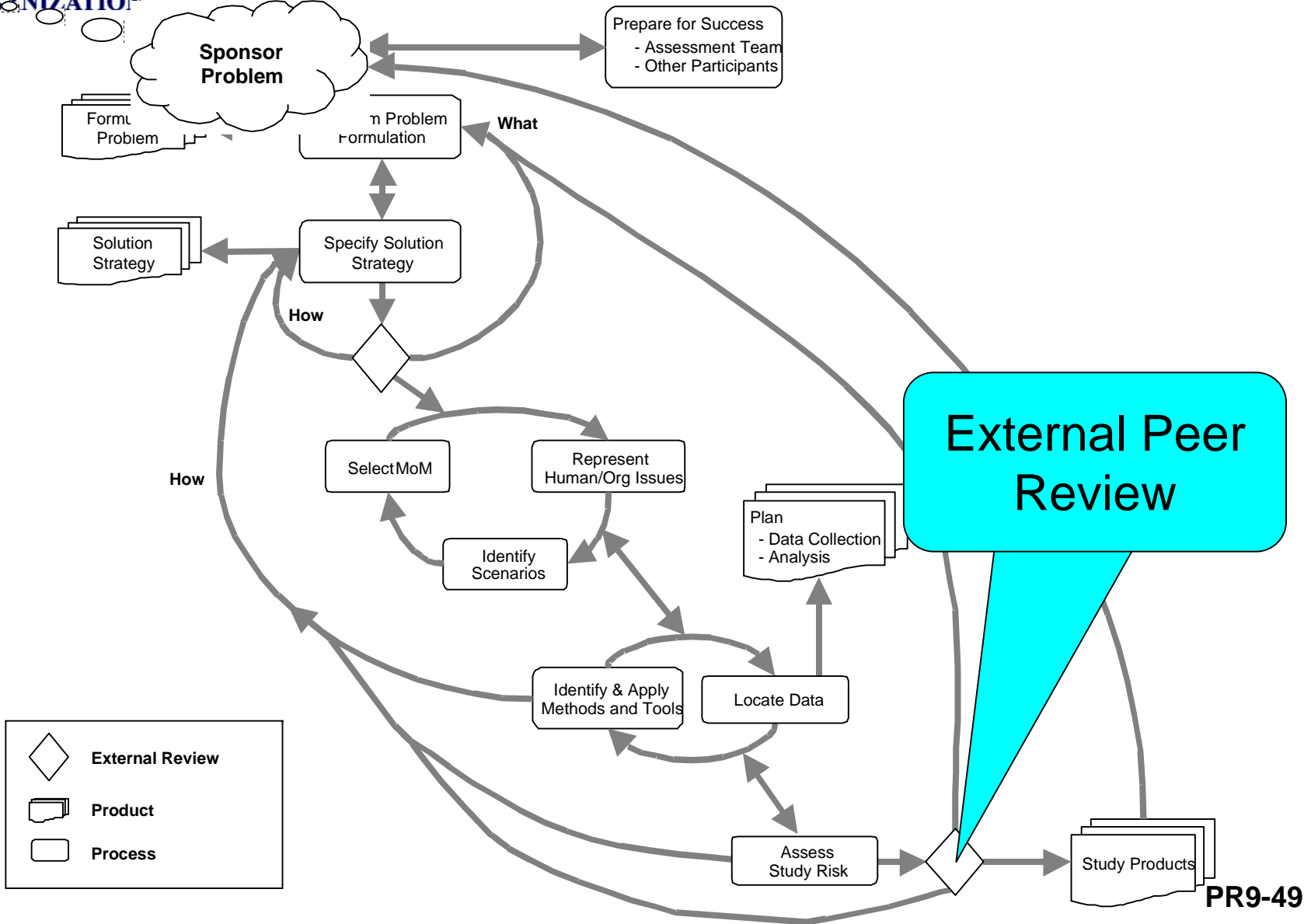
Notes for Slide 48

At this point in the process the assessment team should take a look at the risks and uncertainties associated with the decisions made with respect to all of the tasks performed to date (e.g. consistency between the scenarios and the data, models and availability of data, tools and analysis).

The sponsor must be made aware of these risks and uncertainties and the strategies developed by the team to mitigate them.

If the risks associated with the successful completion of the study are perceived as being too high, the solution strategies should be revisited and adjusted accordingly.

Peer Review





Notes for Slide 50

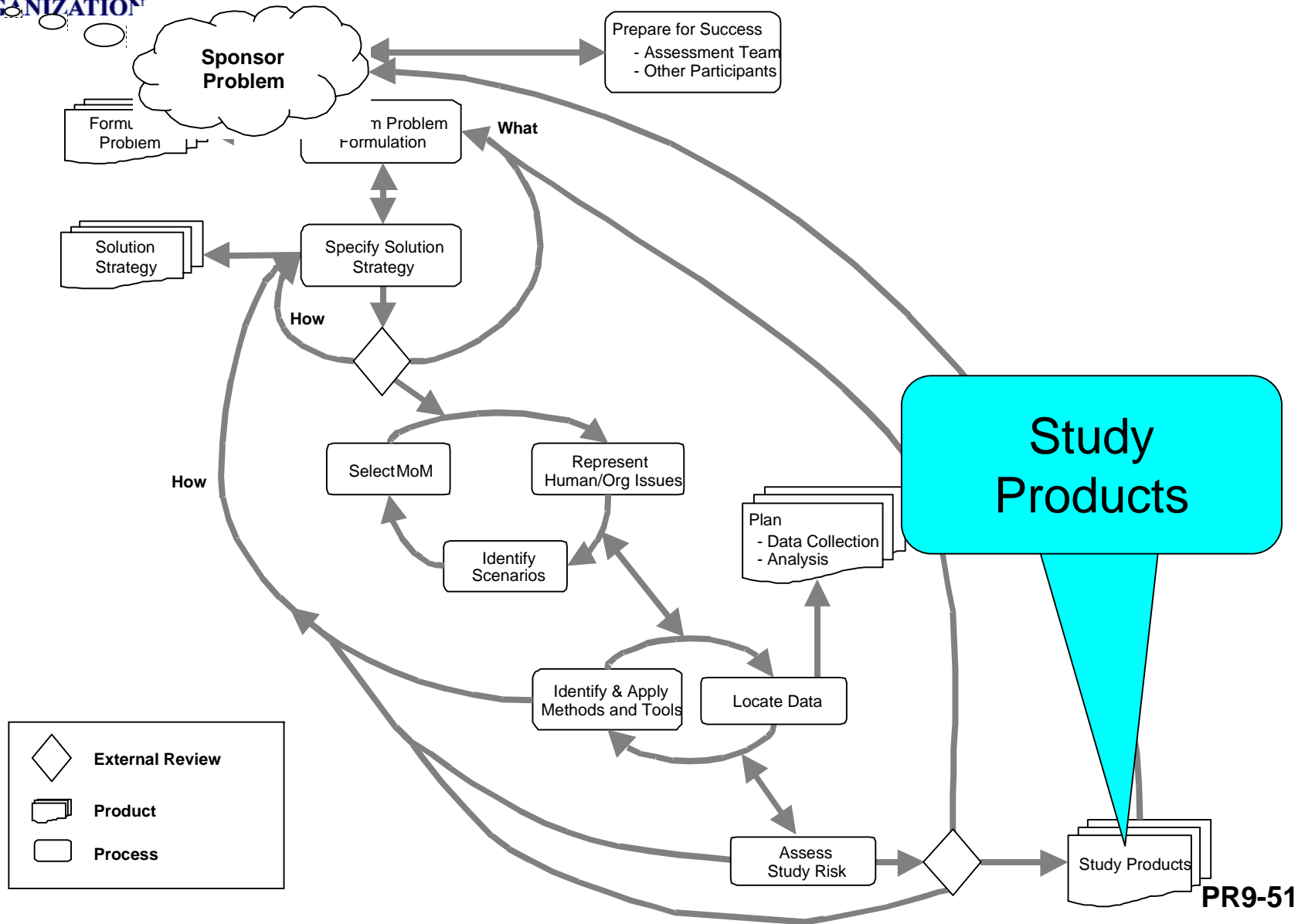
When the risk and uncertainties are perceived as manageable, a peer review should be conducted.

Peer reviews are not used enough because they tend to be time-consuming, seen as raising costs, or perceived as threatening. In addition, research teams often want to perfect their results and methods before revealing them.

The key is to build a peer review into the study from the outset. The sponsor should be informed as to the importance of the peer review. Peer reviews should be built into the budget and reviewers invited to look at the terms of reference, interim products, and draft reports so that they are knowledgeable about the effort and motivated to support the project. In later stages of the study, the peer review can improve presentation and also act as a mechanism to make the results known to the professional communities.

Over time the assessment team should develop a relationship with high quality peers and use them as a pool of reviewers.

Products and Documentation





Notes for Slide 52

At this point we are in a position to execute the assessment.

The assessment team leader should keep a study notebook or journal in which all assumptions and decisions are documented so that they are available for detailed discussion.

Detailed administrative records need to be kept regarding the data, metadata, models, and analytical and documentation tools. This will enable replication of parts of the C2 analysis should the need arise.

An effort should be made to create data sets (not just the project results) that will be available to other researchers. The resources required to make such data available to external bodies needs to be made clear to the sponsor.

The conduct of the study will not usually be linear. It should be anticipated that multiple iterations will be conducted and that lessons learned from initial data collection and analysis efforts will inform subsequent activities.

The team must recognise the importance of presenting the results of the assessment in a clear and comprehensive manner, taking into consideration the style of the decisionmaker. It is particularly important that these results illuminate rather than obscure the uncertainties associated with the assessment.

- Open and honest dialogue
- Conduct balanced C2 assessments
- Notify Sponsor and key players
 - Threats to balanced assessment
 - Risks and uncertainties of data and methods
 - Strategies to minimise risks



Notes for Slide 54

In the final and third part of the presentation I shall briefly touch on ETHICs.

Professional operations research organisations, such as the Military Operations Research Society (MORS) and the European Operations Research Society, have developed professional codes of ethics.

The assessment team should also be guided by a set of professional ethics and standards of conduct to ensure the integrity and quality of the analysis. This means that the assessment team should – if we take the MORs Ethics:

- Maintain an open and honest dialogue with the sponsor and other key players within the project in order to minimise misunderstandings;
- Ensure that C2 assessments are organised and conducted in a balanced fashion that adequately identifies and represents all perspectives, options, and relevant evidence;
- Inform the sponsor and other key players of:
 - any constraints, assumptions, or circumstances that threaten a balanced assessment;
 - the risks and uncertainties associated with the methods and data used in the project,
 - strategies to minimise these risks.



Questions

MATE NĚJAKÉ OTÁZKY ??

DO YOU HAVE ANY QUESTIONS...?

AVEZ VOUS DES QUESTIONS ?

HABEN SIE NOCH FRAGEN ?

ALGUNA PREGUNTA...?

SPØRGSMÅL ??

CZY SĄ PYTANIA ??

SORUNUZ VAR MI...?

HEEFT U NOG VRAGEN ?

VAN KÈRDÈSE ?!

A VOSTRA DISPOSITIONE PER EVENTUALI DOMANDE

TEM ALGUMA QUESTÃO PÖR ??

HAR DERE NOEN SPØRSMÅL ??

Assessment Participants, Relationships and Dynamics

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