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COVER NOTE

From:	European External Action Service
To:	Political and Security Committee
Subject:	CivOpsCdr Operational Guidelines for Monitoring, Mentoring and Advising in Civilian CSDP missions

Delegations will find attached EEAS document eeas.cpcc(2014)4077896.

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Encl.: EEAS document eeas.cpcc(2014)4077896

EUROPEAN EXTERNAL ACTION SERVICE

Brussels, 7 November 2014

eeas.cpcc(2014)4077896

LIMITE

NOTE	
From:	European External Action Service
To:	General Secretariat of the Council
Subject:	CivOpsCdr Operational Guidelines for Monitoring, Mentoring and Advising in Civilian CSDP Missions

The General Secretariat of the Council will find enclosed the Civilian Operations Commander Operational Guidelines for monitoring, mentoring and advising in civilian CSDP missions.

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CIVOPSCDR OPERATIONALGUIDELINES FOR MONITORING, MENTORING AND ADVISING IN CIVILIAN CSDP MISSIONS

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REFERENCES

A   Concept for EU Monitoring Missions, doc. 14536/03 of 28 October 2003

B   EU Training Policy in ESDP, doc. 14176/2/03 of 7 November 2003

C   EU Training Concept in ESDP, doc. 11970/04 of 30 August 2004

D   Mainstreaming Human Rights and Gender into ESDP - Compilation of relevant documents, doc. 11359/07 RESTREINT EU of 9 October 2007

    including the following EU documents

- Human Rights mainstreaming, doc. 11936/4/06 of 14 September 2006 and doc. 11678/1/05 of 14 September 2006

- Gender: Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP, doc. 15782/03/08 and related CivCom advice, doc. 59904/08

- Children and armed conflict / UNSCR 1612, doc. 10019/08 and 9822/08 of 23 May 2008

- International humanitarian law, doc. 15246/05 of 9 December 2005

- Transnational justice, doc. 6197/12 of 7 February 2012

- Generic standards of behaviour for ESDP Operations, doc. 8373/3/05 of 18 May 2005

- Protection of civilians, doc. 14940/10 of 18 October 2010

- Civil society, doc. 10056/1/04 of 9 June 2004and doc. 15574/1/06 of 18 December 2006

E   Comprehensive Concept for ESDP Police Strengthening Missions (Interface with Broader Rule of Law), doc. 15031/09 of 26 October 2009

F   Guidelines for the implementation of benchmarking in civilian CSDP missions, doc. 17110/11 of 17 November 2011

G   Guidelines on the use of "Visiting Experts" in the context of civilian CSDP Missions, doc. 8551/12 of 4 April 2012

H   Meeting on Training of CSDP Missions and Operations personnel 7-8 May 2012, Brussels - Summary, CMPD, Ref. Ares (2012) 7100338 of 12 June 2012

I   Guidelines to design civilian CSDP mission-specific organisational structures, doc. 11833/12 of 26 June 2012

J   CPCC Report on the Rule of Law Seminar for CSDP mission experts, held 22/23 November 2012, of 6 December 2012

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1. INTRODUCTION

Civilian CSDP missions that operate in the 'strengthening', i.e. capacity-building mode mostly employ what is often referred to as 'Monitoring, Mentoring and Advising' (MMA). In the context of civilian CSDP, MMA essentially aims at capacity building and transfer of knowledge in order to enable the host country to develop sustainable rule of law organisations and processes.

Whereas the general concept of MMA seems to be widely understood and a number of related conceptual documents have already been developed both within the EU and wider International community, there has, up until now, not been developed an agreed, shared, clear and comprehensive definition of MMA and there are no dedicated guidelines or standard operating procedures (SOPs) applicable to civilian CSDP missions.

It is worth noting that mission staff regularly asked for standardised definitions and SOPs to be developed, last time during the seminar on rule of law organised by the CPCC (see Ref. J). Specialised MMA competencies needed in CSDP missions are not widespread. Whilst senior officials seconded to CSDP missions usually have extensive leadership experience and competence in their respective field of expertise, they often have not received any specific preparation on Monitoring, Mentoring or Advising. They mostly rely on "learning by doing" and lessons learned in the past.

So far, missions have independently of each other prepared SOPs and training curricula for MMA. And although they all encompass the basic principles of MMA, details differ. In particular, the 'monitoring' component has been perceived differently by different actors as well as the relationship and the interdependency of the three MMA components.

Meanwhile, some Member States have established MMA-training curricula for mission staff. The most comprehensive course has been developed by the German Federal Police Academy in Lübeck in cooperation with the Center for International Peace Operations (ZIF), the German Forces and the Ministry of Interior and Sports of the German Federal State of Saxony-Anhalt. This course has been approved by Europe's New Training

Initiative for Civilian Crisis Management (ENTRi) and is regularly being offered in various locations in Europe as well as in the missions[1].

The present guidelines seek to recognize the need for a standardised approach to MMA practice for the purposes of civilian CSDP and the fact that basic knowledge about MMA should be part of pre-deployment training. They build on a thorough analysis of existing best practice and civilian CSDP experience and are focused on explaining concretely how to get MMA activities planned and conducted on the ground.

2. AIM

The aim of this paper is to define, for the purposes of civilian CSDP, MMA best practice as well as operational guidelines for mission planners, mission management and practitioners.

3. SCOPE

These guidelines are applicable to civilian CSDP missions that perform tasks related to MMA within a strengthening mandate.

Whilst training often is a function combined with MMA, the present guidelines do not deal directly with the training aspect.[2]

The guidelines are generic in nature and might need to be adapted according to any specific local circumstances or requirements.

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[1] For example in EUPOL Afghanistan and EUPOL COPPS.
[2] Training requirements will however be identified by MMA activities.

4. DEFINITIONS[3]

4.1 MMA and mentor/advisor

Monitoring, mentoring and advising are three distinct key tasks in capacity building, which can be carried out at political strategic, operational and/or tactical level. They together make up the commonly referred to as 'MMA' concept. Planners as well as practitioners at different levels need to have an immediate picture of what MMA means, what the 'MMA concept contains, how MMA should work and how it is distinguished from other tasks, as for example training.

In certain cases, MMA can be carried out by different members of a mission. However, in such cases, the monitor(s), the advisor(s) and the mentor(s) must stay in close, constant and constructive contact. A good balance between the three tasks is of utmost importance. Mission staff involved in one or more of these functions (monitoring, mentoring and/or advising) within the framework of MMA are referred to as "mentors/advisors".

4.2 Monitoring

For the purposes of MMA, 'monitoring' refers to observing performance, efficiency and work methods and the performance of the local counterparts, with a view to drawing conclusions about how to improve their performance through mentoring and advising. It also involves developing a political and contextual understanding of the institution in which the local counterparts work.

Based on this definition, monitoring is slightly more intensive in the initial phase of the MMA process when the "art of the possible" is further being analysed and informed. This is also the case when the MMA is combined with a training component. After the delivery of theoretical knowledge it has to be monitored closely during duty, to confirm

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[3] The Annex C "Planning Guidelines for Police Monitoring and Mentoring" of the "Comprehensive Concept for ESDP Police Strengthening Missions (Interface with Broader Rule of Law)", reference E, distinguishes between Monitoring and Mentoring only, whilst nowadays it is common practice to distinguish between Monitoring, Mentoring and Advising. The division of the Mentoring in the sense of reference E into Mentoring and Advising leads to a more detailed definition of these mission functions and a better understanding of the related tasks. The definitions used in these guidelines are still in line with the "Comprehensive Concept for ESDP Police Strengthening Missions (Interface with Broader Rule of Law)".

whether this knowledge can be transferred into practical performance. At a later stage, monitoring can be reduced to overseeing whether the mentoring and advising has been successful and whether it has led to changes in the local counterparts' performance and had an effect on the institutions in which s/he is working. In this regard, monitoring is also about asking the right questions, understanding the cultural context and recognizing the behaviour behind a given action.

It is important to distinguish this definition of the 'monitoring' tasks from the "monitoring" a civilian CSDP mission undertakes as its core task. This is the case when, for example, the compliance with international agreements or a ceasefire is to be monitored. In other words: The conduct of monitoring in a mission with a strengthening or a substitution mandate is different from the conduct of monitoring in a mission where monitoring is the core task.[4]

'Monitoring' in the context of MMA should also not be confounded with notions of "evaluation" or "assessment" since the aim is not to measure local performance and capabilities, but, more importantly, to analyse weaknesses and identify gaps that are to be addressed through mentoring and advising. Whether progress is made subsequently should also be monitored.

4.3 Mentoring

The mentor is an experienced person who fosters and supports the personal skills and professional performance of another person (mentee). Mentoring takes place in a long-term one-to-one relationship, which must be based on trust and respect.

Short mission mandates (normally one or two years) and frequent personnel turnovers along with short deployments (normally one year or even less) are however the reality in most CSDP Missions and therefore not easily compatible with the time consuming process of confidence building for a mentoring relationship.

The mentor shares his/her experiences with the mentee. However, the mentee is not necessarily less experienced than the mentor, but his/her experience is often acquired in

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[4]   This is the definition developed in the "Concept for EU Monitoring Missions" in reference A. EUMM Georgia and AMM Aceh are examples of that type.

specific cultural, social and political systems, *when* the host country authorities have decided to benefit from the added value that represents the expertise and experience that civilian CSDP can bring to their staff and institutions.

Mentoring may assist the mentee with practical information and skills in their speciality, provide access and enhance appreciation of international standards, as well as promote skills in problem analysis and solution.

Thus, the mentor goes beyond being an expert in a certain field, but also becomes an agent of change. Consequently, substantive knowledge and practical experience in a specific field is not enough for a mentor, s/he also needs to understand how change happens in individuals and in institutions. Both aspects of the role are equally important and should be given the same attention and dedication.

4.4 Advising

The advisor is an experienced person who gives advice to an organisation in order to develop the performance of the entire organisation with a view to enable the organisation or parts thereof to fulfil its tasks. The advisor, or the team of advisors, usually interacts with several individuals within the organisation.

Advising takes place at different levels of the organisation and can concentrate either on a solution to an individual problem (usually short-term) or on a longer-term reform of an organisation.

Unlike mentoring, which clearly is a long term commitment, advising could be performed by visiting experts if it is a short-term effort requiring specific expertise not available within the mission.

5. BASIC PRINCIPLES FOR MONITORING, MENTORING AND ADVISING

5.1 European values

MMA is to be conducted with respect for the culture of the host country, but without compromising core European values drawing on international law and standards.

These are, according to article 2 of the Treaty of the European Union the following*:*

"The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail."

The European Union intervenes with a civilian CSDP strengthening mission only when the host country has made its own decision to move towards reform and/or state and capacity building. Inviting the EU to assist in these efforts implies acceptance of the above mentioned values and the will of the local authorities to enforce them. However, the mentor will often find him or herself working with counterparts who benefit from a situation of impunity or in institutions that are known to have committed human rights violations. It is important to develop strategies for working through these politically sensitive issues before and throughout the MMA process.

5.2 Local ownership

The ultimate goal of MMA (the "why") is to ensure the transition of knowledge, skills and capacity with respect for the full ownership of the host-country´s authorities. This will only be possible when a capacity has been established and consolidated through sustained MMA activities. Local ownership however involves a series of challenges: the host country initially might not have the capacity to take ownership because of shortfalls in organisation, experience, legal framework, etc. Therefore local ownership is strongly linked to capacity building. It is also closely linked to sustainability. However, a reform imposed on a country from the outside - even with the agreement of the political elite - is bound to fail in the long run.

Local ownership should therefore entail the active participation in the entire process by stakeholders at all levels. Identifying all relevant and legitimate national, regional and local partners is a delicate but important requirement. There is no doubt that this can be sensitive for instance in the early stages of a mission to countries emerging from long lasting authoritarian rule. These difficulties must be overcome with respect, cultural awareness, flexibility and patience but always with respect to the European values. Local ownership should be achieved by means of gradual capacity building and increase continuously over time so that, in the end, the reform is sustainable.

Consequently, local ownership ideally means working closely with the local authorities from the outset, seeking advice from other local stakeholders, building on the governance, legal and institutional processes already in place and helping to design reform processes that will work in the specific local context, whilst avoiding copying approaches from abroad, including from the country of origin of the mentors/advisors that do not fit into the administrative and judicial system and the cultural context of the host country. In other words: MMA develops local ownership as the solution to local problems with due recognition to international law and standards, including human rights and equal rights principles.

5.3   Capacity building

MMA by its very nature and intent contributes to capacity building. Capacity building generally speaking refers to the developing of the knowledge, skills and competences of a specific individual, group or institution. Just as local ownership does not limit itself to the local elite, capacity building should include all relevant stakeholders, including the civil society. Capacity building takes place at individual and institutional and societal level. Ideally, capacity building is let and coordinated by a locally owned body.

'Mentoring', involves not only developing the expertise of the mentee, but also sensitising him/her to the needs of capacity building in related sectors of society. 'Advising' in this context entails institutional capacity building, but also the development of responsible and accountable institutions sensitive to feedback from civil society and other stakeholders.

5.4   Sustainability

Sustainability is the capacity to ensure that the benefit is enduring. The goal of MMA therefore is to bring about lasting change that is maintained after the CSDP mission has been completed. This is best achieved through a focus on the local authorities' leadership that bears a multiplying factor for the longer-term effect of MMA and associated capacity building. Among others, 'Train the trainers' activities complement this approach in the field of training.

Normally the mentor's/advisor's influence in his/her counterparts' daily routine will be intensive in the early stages of an MMA relationship and focus predominately on technical working methods. However as soon as the counterparts show appetite to adapt competences, working and management techniques, the mentor/advisor should slowly start to reduce his/her active influence in the counterpart's daily routine and move to a more strategic perspective.

Over time, the mentor/advisor progressively steps back until -finally- the MMA relationship has made itself redundant.

To achieve sustainability it is important that mentors/advisors, the international community, the local authorities and the mentees share the same vision of the reform, changes to be accomplished, doctrine and work methods to be implemented.

5.5 Flexibility

Sustainability can only be achieved with a flexible approach: the aim is not to impose a system on the host country that is equal or similar to a European country; the aim is rather to give the host country/representatives the tools needed to develop a system that fits for this individual country. This system should however be based on internationally recognised standards and European values, especially with regards to respect for human rights, equality including gender, dignity, freedom, democracy and the rule of law. One must take into account that the cultures of each individual host country are different. Therefore, a concept well suited for one host country might not work for the next. What is needed is creative thinking, also "outside the box".

Flexibility with respect to timelines is also necessary. Mentors/advisors must respect the agendas, commitments, working conditions and working rhythm of their host country counterparts while at the same time insisting to certain extent on their contribution to the MMA. This is particularly true in post-conflict situations. A flexible approach and some composure must also be applied when it comes to reaching certain goals within a certain timeframe. The mentor/advisor must not take it personally when the local counterpart does not always follow his/her advice.

Flexibility is required not least in societies in change - elections and vetting processes might mean frequent changes in personnel and thus local counterparts. Important political decisions of the host country´s government might be overhauled and respected. MMA needs to adapt at any time to any such new circumstances whilst remaining within the scope of the mission mandate and the considerations related to European values.

5.6 Patience

MMA is about affecting and managing change. Change can be difficult and challenging and it can cause resistance. Even if change aims at improving the performance of local institutions, it can be perceived as a threat to groups or individuals. There will be times in MMA when the local counterpart will doubt that his country has really chosen the right course. There will be times when advice is rejected. Maybe after all, the local counterpart might think that returning to old values and old governance styles would suit the country better – respectively will just be better for the local counterpart and his or her network. Therefore MMA requires patience in understanding how and why certain practices prevails, working with locally relevant examples, discussing locally relevant solutions and allowing messages to be absorbed through repetition at a pace which suits the mentee and his/her organisation. This also implies patience in terms of time management and requires mentors/advisors to change perspective and reflect on why the local counterpart(s) might be resistant to any change in certain areas.

5.7 Awareness of the political, legal and administrative environment

It is of the utmost importance for mentors/advisors to understand the political environment in which they work. This includes understanding the evolving political interests and power games of individuals, groups and factions and how formal government and governance structures relate to possible informal structures, etc. Understanding the political environment also demands looking beyond so-called political elites. Developing an understanding of human and gender issues is an integral part of this process.

The political influence of mentees or advised persons rises the higher they are within the local hierarchy. Mentors often work at higher levels within the local

ministries/organisations, and in some CSDP missions, even Ministers are mentored by mission members. Thus it is important to know, how the respective ministry/organisation works and how the relations among the different ministries/organisations are on top of the overall political dynamics and evolving political interests and positions etc. Networks of international mentors/advisors could be very helpful to avoid competition and resistance among the ministries/organisations, to avoid that uninformed mentors/advisers are being used for political purposes and to coordinate CSDP activities on the local political/strategic level.

In this context, the political impact, in turn, of mentoring and advising at such higher level must be underlined. In fact mentoring/advising influences not only the mentees but the whole organisation. Mentors/advisors in particular have to understand that reform and change in the rule of law, police or other sectors of public administration inevitably involves challenging power structures, and even if the idea of these changes may be welcomed on paper, it often is perceived as threatening. These potential ramifications must be clearly identified ahead.

Mentors/advisors have to be aware of the applicable local laws, regulations and administrative procedures and their advice has to be based on them. Furthermore, they have to know the organisational structures of the local organisations/authorities that they work with. A common mistake of mentors/advisors is that they base their mentoring/advising efforts on laws, regulations and administrative procedures valid in their home countries as well as on their experiences they made working in their home countries without taking the local environment into consideration. As a result mentoring/advising efforts may not lead to the desired outcome. Nevertheless, European best practices could be the basis for discussions and proposals if there is a need for change.

5.8   Cultural awareness

The mission's capacity to adapt to the local culture and environment is a key factor for success of any of MMA activity. Cultural awareness involves knowledge of the host culture and sensitivity to cultural differences. Culture is of course neither uniform nor static. Understanding culture also demands understanding gender and other social norms,

including the relevance of ethnicity and religion.

Mentors/advisors should be able to pick up non-verbal signals in an intercultural environment but also be aware of their self-image and how the local counterparts interpret their behaviour Gestures and body language vary largely from one culture to another. Therefore, mentors/advisors should be aware of typical gestures, body language and behaviour of the cultural context, they are working in. Everyday gesture like nodding a "yes" and shaking one's head for "no" is not universal - not even Europe-wide – and that a "yes" does not necessarily mean "yes, I agree with you and I will do it"

Furthermore it is important for each mentor/advisor to understand how culture, e.g. gender norms, impact on working methods and business communication of his/her local counterpart and to consider such impact when planning his/her MMA activities.

For MMA to be successful, it is essential that all mission staff acquaint themselves with local habits, manners and customs (see also "Code of Conduct" in "References") – during working hours and also in spare time. In their contacts with locals, mentors/advisors should strike a good balance between adjusting and remaining themselves. If possible, expertise of local mission staff should be used in the induction training for new mentors/advisors.

5.9   Respect

MMA is to be conducted with respect for the culture of the host country, but without compromising core European values. MMA presupposes that the host country has committed itself to a change and that it has decided to change in a direction compatible with European values. One of the most difficult tasks can be to balance the respect for the host country and the respect for certain European values such as gender equality or human rights. Flexibility and cultural sensitivity is required. It is important to be able to show respect without always agreeing. It is also important to avoid a situation/behaviour where the counterpart fears to lose his/her face. In addition, a mentor/advisor should show interest in the host countries culture and traditions as well as personalities of his/her local counterpart(s).

5.10 Interaction

MMA involves a two-way communication. The mentor/advisor is not a lecturer: he or she is a listener and a sounding board. Mentoring is rewarding also for the mentor: he or she will learn from the process in the sense that he or she will use his/her ability to think in creative ways and develop cultural sensibility. When advising people in an organisation, the advisor should allow for constant feedback from his/her counterparts and take such feedback into account.

5.11 Trust and confidence

The relationship between the mentor/advisor and his/her local counterpart must be one of trust and confidence. The mentor/advisor cannot assume that he or she will be trusted from the first day on. Time must be allocated to building the relationship; patience, flexibility and cultural awareness have to be applied to this effect. Although it is easily said to build a relationship of trust, it is only through continuous effort, patience, and great care that this can actually be achieved. However, once accomplished, it is highly rewarding and leads to the essence of the mentoring approach.

From a certain point on, trust and confidence should have grown to an extend that allows both sides to address not only minor challenges, but also critical areas.

5.12 Structured transfer of knowledge

Although the social and interpersonal aspects of MMA should not be underestimated, it is also important to ensure a structured transfer of knowledge. The concept and method of MMA must be made clear to the local counterparts during the planning phase, i.e. prior to mission start. Once the mission is established, and is taking into account local conditions, it is advised to agree individually on a plan(s) for mentoring and advising and to set up concrete objectives with the local counterpart(s). An example for a template for an MMA Plan is attached as Annex A.

5.13 Cooperation with other actors

Most likely, the civilian CSDP mission will not be the only international actor providing assistance in a given host country. A constant and open dialogue and a structured cooperation and coordination mechanism with other organisations is necessary to avoid duplication of activities and instead generate synergies and complementarity of efforts. It is not unusual that high-ranking officials in the host country have several mentors from different organisations. At times, even one single organisation provides several mentors/advisors to the same organisation. Sometimes these actors work under different budgets or programmes – and with different priorities and strategies for change. It is essential that all mentors´/advisors' work is coordinated and goes in the same direction. Above all, it is crucial to avoid competition between different mentors/advisors and stem any attempts to play mentors/advisors against each other. Whenever possible coordinated messages should be delivered by all international mentors.

The MMA target organisation and individuals should be identified only after a deep and critical host country-specific analysis that is initiated during the orientation phase of operational planning and then continued throughout the mandate of the mission. MMA is also a way of gaining access to high-level officials and to prepare the ground for buy-in of further activities, where appropriate. Therefore, it can be useful to perform MMA functions even if the local counterpart already is in contact with other actors. However, the pros, cons and added values of MMA activities on top of already existing capacity building must be carefully analysed.

6.   RESPONSIBILITIES WITHIN MISSION LEADERSHIP

6.1   General Aspects

Successful MMA can significantly assist in and enable the implementation of the mission mandate, where applicable, and lead to positive and tangible results over a defined period of time. It is a crucial tool that, if implemented efficiently and effectively, will be

overarching, reaching out across all aspects of mission implementation. Therefore, MMA has to be thoroughly planned and implemented within the mission's structure[5].

6.2 Mission Senior Leadership responsibility

The mission leadership has to ensure that mentors/advisors have the right skillset and experience to perform their tasks. Thus it is important that job descriptions reflect the necessary experience[6], skills and competencies, including cultural awareness.

Mission senior leadership need to fully understand the role and function of MMA and remain involved in the entire process. They have to provide direction to mentors/advisors and to ensure the internal and external coordination and integration of the MMA process into other mission activities, where applicable. Where required, an effective mechanism within the mission has to be established that ensures effective communication between the various parts of the mission. This will involve, for example, ensuring communication between advisers on human rights and gender issues, curriculum/training designers as well as trainers and those working on MMA.

The HoM should ensure that mentors working at the strategic level are included in strategic discussions, where appropriate, as they can provide relevant advice and add significant value to the mission internal decision making.

Activities of mentors/advisors must be reflected in the MIP and benchmarked in line with the terms agreed with the local counterparts.

Mentors/advisors in turn must regularly report on progress made and/or difficulties encountered within the framework of established mission reporting guidelines.

6.3 MMA in-Mission Coordination

Without changes to the mission structure, a coordinator for mentors might be considered, who

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[5]   Paragraph 7.1 Mission Planning Phase
[6]   A certain level of life experience/seniority could be a requirement in addition to a proven record of professional experience especially for the purposes of mentoring.

would not necessarily be a line manager but a person who ensures, that all mentoring activities by the mission are well coordinated.

This Coordinator would also act as a focal point for other international actors or key partners undertaking similar tasks.

7. MMA IN THE VARIOUS PHASES OF MISSION PLANNING AND CONDUCT

7.1 Mission Planning phase

→ *Planners are to analyse carefully the host countries absorption capacity.*
Successful MMA takes into account the absorption capacity of the individual host country, in terms of numbers of mentors/advisors and space as well as concerning the overall level of ambition. Local authorities must not be overwhelmed by the CSDP actions: it takes time to mentally and practically absorb new skills and procedures. Members of the host organisation often have to "re-think" complete problem solution strategies. At the same time, they have to run their daily business in a changing environment, they are not familiar with. Also the absorption capacity of local counterparts needs to be assessed carefully by the planning team. In other words: The level of ambition of either MMA activity needs to carefully mirror the actual capacity of the host country to absorb.

→ *Planners are to identify the other members of the international community and coordinate with them*
Planners have to identify the members of the international community (e.g. other international missions or organisations, bilateral programmes, NGOs) who are involved in the support process to the host country and check the existence of a local reform strategy, an implementation road map, an approved doctrine or a training concept in the sectors the EU CSDP mission intend to do MMA. Furthermore, the planners have to assess if other actors of the international community are already involved in MMA activities. They should develop a good cooperation and coordination with them to achieve synergies.

➔ *Planners are to critically analyse the appropriate level of cooperation etc.*

MMA should be aimed at the widest possible audience in the host country. Changes only at ministerial level without any foundation in the rest of the administration will not be sustainable.

Neither will action at a lower level without endorsement from the higher levels of the host hierarchy be sustainable. Decisions about level of cooperation and its depth should ideally be mutually agreed with the local authorities during the planning phase, in coordination with the other stakeholders. An example for a template for the identification selection of local MMA counterparts to be advised can be found in Annex B.

In practise, it can be difficult to get enough well experienced and high-ranking staff from Member States for the mentoring of highest-level local counterparts (Ministers, deputy ministers, chiefs of police, etc.). Therefore, it can be considered to enrich the mentoring of these senior counterparts of the host country through high-ranking visiting experts, who join the permanent mission mentors from time to time to ensure an appropriate level of mentoring.

➔ *Planners are to encourage local stakeholders to allow for co-location of staff.*

It is essential that the mentor/advisor in principle has constant and uninhibited access to his/her counterpart(s) in the host organisation. Therefore, he or she should ideally have an office in close proximity to his/her counterparts. If that is not possible, the mentor/advisor has to ensure that he/she tries nonetheless to spend enough time in the counterpart's working environment. The basic methodology for MMA (co-location or not, etc.) has to be agreed with the local authorities, ideally as early as possible during the planning phase, with the flexibility to be adapted to better conditions later. Indeed, often the idea of co-location will progress slowly as confidence and credibility is being built progressively. If co-location is not possible or not appropriate, the mentor/advisor should be present in his/her counterpart's environment as often as possible and try to attend key-meetings, conferences, etc.

➔ *Planners are to identify any material needs that might facilitate MMA.*

In order to successfully accomplish MMA, some material support might be needed to facilitate the process. Such material could include for instance the funding of seminars, leaflet or booklet printing, a teambuilding away-day for MMA counterparts etc. Planners have to budget for this. However the issue of funding can also be critical: The mentor/advisor needs to avoid to be seen as an "equipment-deliverer" only. The establishment of a Project Capability in the mission

headquarters may be considered in order to properly coordinate the delivery of means and equipment of different contributing organisations needed for the MMA activities of the mission.[7]

→ *MMA to be carefully integrated in the operational planning documents.*

All the above mentioned considerations for the planning of MMA activities for a civilian CSDP mission have to lead to a logical and consistent definition of the mission objectives in the Concept of Operations (CONOPS), as well as to the design of concrete MMA related tasks and benchmarks in the Operation Plan (OPLAN) and -more in detail- to the planning of concrete actions in the Mission Implementation Plan (MIP). Since the planning documents are the basis for any mission benchmarking, evaluation and reporting, MMA objectives, tasks and actions need to be measurable and therefore based on objectively verifiable indicators.[8]

7.2 Mission Conduct phase

Below is a set of do's and don'ts that are suggested to mentors/advisors/practitioners in civilian CSDP missions:

7.2.1 Build-up and analysis phase

− Analysis of the situation and the concrete MMA working environment and counterparts: Observe, ask questions, acquire an overview of the situation, map the institutions and the actors, understand the official and non-official decision making process, where power lies and what could trigger institutional and behavioural change. Cultural awareness, and an understanding of human rights and gender concerns is essential;

− Analysis of requests/offers for MMA against the mission objectives, the MIP in accordance with the missions benchmarking9 and taking into account reasons for or against a particular MMA offer/request;

− Sources: Takeover from the predecessor where applicable, personally or documentation and evaluation, mission documentation (reports etc.), open sources

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[7]　See "Guidelines to design civilian CSDP mission-specific organisational structures" in reference I.
[8]　See "Guidelines for the implementation of benchmarking in civilian CSDP missions" in reference F.
[9]　See "Guidelines for the implementation of benchmarking in civilian CSDP missions" in reference F.

(internet etc.), information from other mentors/advisors and mission members;

– The built-up and analysis phase should be completed with an initial report that defines the baseline for the MMA process (foreseen tour of duty of a new mentor/advisor).

7.2.2 Planning and development phase

– Take the time that is needed to build a relationship, trust and confidence.

– Develop a MMA memorandum together with the local counterpart(s), if appropriate, once decision has been taken on whom to mentor / which organisation to advise, including objectives, expected results, timelines and milestones.

– Do not push for activities without reassuring commitment from the local counterparts.

– Make sure that the local counterpart(s) understand the concept of MMA, what they can expect from you and what is expected from them.

– The MMA agreement needs to be based on the Mission Implementation Plan (MIP), which breaks down the tasks of the mission outlined in the OPLAN into specific MMA activities. Such MMA activities are then conducted in order to produce specific, measurable effects (outputs), as defined in the mission benchmarking.

– Clearly state the objectives of MMA.

7.2.3 Implementation phase

The implementation is the real "action phase", where the agreed plans and projects are being accomplished.

– Stay at all times professional, credible and realistic in your advises. You can develop a personal relationship but not to such an extent that your professionalism, neutrality and objectivity can be compromised or questioned. This is especially important when working within government and security institutions known for corruption and human rights violations. It is important to understand the dynamics that contribute to violations, and to make use of this knowledge in MMA, but violations cannot be condoned.

– Be nonetheless open to socialise on free time if security and cultural considerations

allow.

– Unless specifically mentioned in the mission mandate no monitoring and no mentoring in operational activities. The mentors/advisors must never be at the side of the mentees when involved in operations.

7.2.3.1 Sharing European best practice and values while respecting the values prevailing in the host country and taking into account that the country is (probably) in a transition phase.

– Do not push for European best practice if unrealistic in the host country, but never engage in a domain, which contradicts European core values;
– Present a realistic approach in the transition phase and an end-goal;
– Be clear about the purpose of all suggested changes;
– Be clear about European values such as democracy, human rights including gender equality;
– Be attentive to information about human rights violations and discrimination in the institutions in which you work, and make use of this information in MMA with the aim to identifying feasible and practical steps for promoting accountability, human rights and equality.
– Be attentive to both verbal and non-verbal communication;
– Be attentive to intercultural differences in communication and interpersonal relationship;
– Engage in a regular, frank and honest exchange of experience with other mentors/advisors;
– Document the MMA experiences on a regular basis, preferably as a group. Such practice allows for experiences to be transferred to new staff and to develop over time, even with a high rate of staff turnover. A template for a MMA LogBook can be found in Annex D.

7.2.3.2. Recognise tensions and dividing lines within the host organisation

- Recognise dividing lines between various ethnic and religious groups within the host organisation without minimising them;

- Recognise how gender norms influence the host organisation;
- Identify ways to encourage and facilitate various groups to work together;
- Assist the organisation in finding ways to overcome ethnic, religious and gender differences.

7.2.3.3 Identify training needs

- MMA does not include training, but the identification of training needs. Mentors/advisors therefore have to be closely involved in the planning of training activities, to make sure that the needs identified are properly met;
- Mentors/advisors should facilitate access of their local counterparts to appropriate training;
- On the other hand, MMA activities can be planned as a follow-up of trainings to contribute to the sustainability of the training results.

7.2.3.4 The mentor/advisor must be aware of the difficulties in working with - often inexperienced - interpreters/language assistants (skills to be learnt in training)

– When working through an interpreter, use clear concepts, easy language and short sentences. Be aware of concepts for which there may not be a direct translation into the local language (for example, mentoring, rule of law, gender);

– Create a professionally friendly, respectful and trusting relationship with your interpreter, in order to make sure that he or she wants to translate for you and help you to be understood;

– Instruct interpreters to translate everything and in the first person (I-form) - not summarised as in *"Mr X says that…"*;

– Be aware that interpreters might change a message they find embarrassing. An inexperienced interpreter/language assistant sometimes feels "responsible" for the statements he or she translates;

– Make clear to the interpreters and the counterparts that the task of the interpreter is to relay a message from one language to another without evaluation or responsibility for the contents;

- Take time to explain background concepts to interpreters. If possible, give them background material to read and specialised vocabulary to learn. The more the interpreter understands of the subject matter the better he or she will relay the message. Make sure that the interpreter feels comfortable to ask you for clarification, if he/she does not fully understand what you are trying to say;

- Make sure that the interpreter is accepted by the local counterpart. Sometimes ethnic, religious or gender differences can be problematic;

- Consider to ask your interpreter for advice on how to best interact in a given culture or how to best approach an issue with your local counterpart(s). Interpreters can be a great resource for navigating the local culture.

- Randomly test the reliability of the translation provided by your interpreter.

7.2.4. End phase/Evaluation phase

- Handover is particularly important in mentoring. Ideally the previous mentor/advisor should personally introduce the new mentor to his/her local counterparts and both mentors should work together with them for some time;

- Every mentor/advisor leaving the mission should prepare a well-structured report to his/her line manager and a detailed handover note to his/her successor.

- Since normally personnel do not overlap in civilian CSDP missions, a detailed handover note is of utmost importance for the consistency of the MMA relationship. The handover note consequently goes far beyond the report to the line manager, since it includes the difficult attempt to "handover a relationship". It therefore needs to include not only facts, but also personal information on the local counterpart. Only a proper handover, personally and/or in writing, can provide for continuity within the MMA process. A template for a Handover Form can be found in Annex E.

- It is important that a well-justified decision is being made as to when to terminate an MMA relationship - either because objectives have been reached or because the relationship no longer fits the strategic objectives of the mission;

- At the end of the mission an extensive and detailed report should be written. It is essential to stress progress towards a goal even if the end-goal has not been reached;

–   Suggest ways to the local counterparts on how to reach the end-goal on their own.

8.   TRAINING

Pre-deployment training in MMA is essential for civilian CSDP missions to perform such functions effectively (see "References B and C"). Especially for mission personnel both seconded and international contracted staff that are being deployed to take up a MMA function in a CSDP mission for the first time, such pre-deployment-MMA training is key and therefore should be mandatory. Several institutions in Europe are in the process of developing curricula for MMA training, or have already certified them.[10] These training activities should include the core principles of MMA as well as its do's and don'ts.

Furthermore, MMA training should be an integral part of the induction training of the mission (in-mission training that builds on the pre-deployment training). Such training should include a country brief and any specific cultural issues as well as experience and best practices from other mentors/advisors in the same mission. Such exchange allows for experiences to be transferred effectively to new staff and to develop over time even where there is a high rate of staff turnover.

Mentors/advisors, who already gathered some MMA related experience in previous missions, have to realise that not all their experience might be directly applicable to another host country. Each new MMA assignment is thus a new experience, also for the mentor/advisor himself. What worked in one host country might not work in another.

On top of such structured MMA training, missions should also provide space for mission staff to exchange views and share strategies that have worked or that have not worked. Regular meetings between mentors/advisors could be foreseen for such exchange.

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[10]   For example, ENTRi has already certified a Mentoring course designed by the German Federal Police Academy together with the Center for International Peace Operations (ZIF), the UN Training Centre of the German Armed Forcesand the Ministry of Interior and Sports of the German Federal State of Saxony-Anhalt.

9. IMPLEMENTATION

These guidelines should be implemented in all civilian CSDP missions that perform MMA functions.

Training for MMA activities in civilian CSDP missions should be designed taking into account these guidelines. Already existing training curricula should gradually be revised, as appropriate, in light of these guidelines.

The CPCC shall distribute the guidelines widely to ensure that all relevant stakeholders, including training institutions take them into account for their related activities.

10. REVIEW

These guidelines will be reviewed following a detailed lessons learned process no later than two years after their implementation.

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ANNEXES[11]

A   Template for an MMA Plan

B.   Template for the identification and selection of local MMA counterparts

C   Template for an MMA Assessment

D   Template for an MMA LogBook

E   Template for a Handover Form

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[11]   The templates annexed to these guidelines are to be understood as **proposals**. They need however to be adjusted accordingly to the requirements of each individual mission.

ANNEX A – EXAMPLE FOR A TEMPLATE FOR A MMA PLAN[12][13]

MMA Plan	
Local Counterpart	
Organisation/Department	
Mentor/Advisor	
MMA-Period *(Since when have you been working with your counterpart(s)? Until when approximately?)*	
Mission Objectives/Task *(Please enumerate the concrete mission objective/s and task/s you want to achieve by the MMA activity)*	
Objectives of the local counterparts organisation	
MMA Activities *(long term)*	
MMA Activities *(short term)*	

....   __ / __ / __

  Local counterpart signature   date

....   __ / __ / __

  Mentor/advisor signature   date

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[12]   Ideally to be agreed with the local counterpart(s)
[13]   The MMA Plan needs to consistent with the MIP.

ANNEX B – EXAMPLE FOR A TEMPLATE FOR THE IDENTIFICATION AND SELECTION OF LOCAL MMA COUNTERPARTS

<table>
<tr><td colspan="3" align="center">Identification and selection of local MMA counterparts</td></tr>
<tr><td colspan="2">Name and job title of suggested counterpart</td><td></td></tr>
<tr><td colspan="3">Objective and task that the MMA activity would meet</td></tr>
<tr><td colspan="2">1)   Mission objective 1</td><td></td></tr>
<tr><td colspan="2">2)   Mission objective 2</td><td></td></tr>
<tr><td colspan="2">3)   Mission objective 3</td><td></td></tr>
<tr><td colspan="2">4)   Mission objective 4</td><td></td></tr>
<tr><td colspan="2">Does the suggested counterpart hold a post in line with the Mission's strategy?
(For explanations, see next box below.)</td><td align="center">yes / no</td></tr>
<tr><td colspan="2">The missions strategic MMA might include positions that are at tactical or operational level. It might still be of strategic value for the mission to address these positions. If you suggest mentoring a person / advising an organisation on such a tactical or operational position, please describe briefly why it is of strategic value for the mission.</td><td></td></tr>
<tr><td colspan="2">Title of post/function</td><td></td></tr>
<tr><td colspan="2">Strategic</td><td></td></tr>
<tr><td colspan="2">Tactical</td><td></td></tr>
<tr><td colspan="2">Does the suggested counterpart have the relevant competence to benefit from MMA?</td><td align="center">yes / no</td></tr>
<tr><td colspan="2">Has the suggested counterpart expressed interest in/commitment to MMA?</td><td align="center">yes / no</td></tr>
<tr><td colspan="2">Is the suggested counterpart being mentored/advised by other actors from the international community?</td><td align="center">yes / no</td></tr>
<tr><td colspan="2">If yes, which IC actor/s is/are mentor/advisor?</td><td></td></tr>
<tr><td colspan="2">Does the mission have a mentor/advisor to match the needs identified?</td><td align="center">yes / no</td></tr>
<tr><td colspan="2">Should MMA be initiated?</td><td align="center">yes / no</td></tr>
<tr><td colspan="2">Name and mission job title of suggested mentor / advisor</td><td></td></tr>
<tr><td colspan="2">Name and mission job title of responsible line manager</td><td></td></tr>
<tr><td colspan="2">Decision on mentoring / advising approved by
(Name and mission job title, Component)</td><td></td></tr>
</table>

ANNEX C – EXAMPLE FOR A TEMPLATE FOR A MMA ASSESSMENT

MMA Assessment

Overall Aim

- ➢ Promoting effective relationships
- ➢ Disseminating good practice
- ➢ Identifying inefficiencies
- ➢ Providing pointers to enhance performance
- ➢ Strengthening the capacity for self-improvement
- ➢ …

Local counterpart:	
Organisation/Department/Unit:	
Rank:	
Functional Title:	
Mentor/Advisor:	

Local counterpart:
(background, educational level, career path and trajectory, time in present position, ambitions)

Structure of Organisation/Department/Unit:
(How is the organisation/department/unit structured? Who reports to whom? Does an organisational chart exist? How is the team divided? How are activities coordinated and with whom? How do staff members organise themselves? Lines of communications? Financial and budgetary responsibility and size? Do they have objectives/development plans? Which gaps are there?)

Strategic, Operational and Tactical Plans:
(Look for updated weekly, monthly or six-monthly plans. Are there national strategies and/or policies to take into account? Secure copies.)

Staff capacity and capability:
(List current staff ranks within the Department/Unit. Do job descriptions exist? Are staff being appraised? Succession planning – how are staff hired/selected? Skills mix on each team? How long has the staff of the Department/Unit been working in the organisation? Are they functioning as a unit? How would you assess the staff retention? Are the positions budgeted and are they staffed?)

Identify resources to undertake duties and/or achieve organisational objectives:
(Number and type of vehicles? Office equipment? Are they used and do the serial numbers correspond with our records (if donated by the mission) or the organisation's records? Condition of office equipment (copy machines, printers and safe)? Technical/covert equipment? Where is it? Is it used? Can they provide examples?)

Performance Data/Records:
(e.g. computer or manual records? Is the work performance increasing or decreasing? Success stories?)

General overview of the organisation/department/unit in bullet points:

Strengths	Weaknesses
Opportunities	**Threats**

Mentor's/advisor´s comments:

Line Manager comments:

ANNEX D – EXAMPLE FOR A TEMPLATE FOR A MMA LOGBOOK

MMA LogBook				
Local Counterpart:		**MMA-Actor**		
Date/ Location	**Discussion Summary**	**Agreed Actions**	**Measures Taken**	**Evaluation** *(Which of the identified weaknesses have been addressed / improved / not improved and why?)*

ANNEX E – EXAMPLE OF A TEMPLATE FOR A MMA HANDOVER FORM

MMA Handover	

Local counterpart(s) : (name and function)	
Organisation/Department/Unit:	
Rank:	
Functional Title:	
Departing Mentor/Advisor (name): **Tour of duty:**	From….to…
Incoming Mentor/Advisor (name)**:** **Tour of duty:**	From….to…

Documents attached (from the departing mentor/advisor)**:**

- Initial MMA report
- MMA Plan
- Identification of local MMA counterparts
- MMA Assessment
- MMA LogBook
- Evaluation of tour of duty
- Additional documents useful to inform the incoming mentor/advisor

Local counterpart(s):

Background of the counterpart(s)
(background, educational level, career path and trajectory, time in present position, ambitions)

Own experience and observations of the departing mentor/advisor:
(How was the relationship/working relationship [professional, friendly, trustful]?, access to the counterpart(s), willingness to cooperate, etc.)

Description of the structure of organisation/department/unit:
(from MMA Assessment)

Networks:

Networks of the counterpart(s)
(Working environment, institutional network, social networks, relations and links to the political level, etc.)

Network of the departing mentor/advisor
(contacts to other mentors/advisors on the ground, international community, working groups or committees, helpful social networks, etc.)

Meetings to participate related to MMA
(meetings with counterparts, coordination meetings with other mentors/advisors, international community, working groups, committees, etc.)

Agreed MMA Plan:
(main objectives and activities)

Successes during tour of duty:
(activities related to objectives of the MMA Plan and the level of achievement)

<table>
<tr><td>

</td></tr>
</table>

Failures during tour of duty:
(activities related to objectives of the MMA plan and presumptive reasons for the failure)

Recommendations of the departing mentor/advisor:
(most important activities to continue, how to build up relationship with counterpart(s), etc.)

Handover meeting with the counterpart(s):

Date:
Time:
Location:
Participants:

....   __ / __ / __

Departing mentor/advisor signature   date

....   __ / __ / __

MMA Coordinator signature   date

....   __ / __ / __

Incoming mentor/advisor signature   date

_____