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20 April 2010

To : SHAPE Chief of Staff

From : NATO Spokesman

Cc: : ASG PDD
Head of Press and Media Section

Subject : Kosovo Strategic Communications Framework 2010

1. As requested by ASG PDD, I attach the Kosovo Strategic Communications Framework 2010.
2. The document has been developed with inputs from the chain of command under coordination from SHAPE Stratcom and takes into account comments provided by the IMS, the OPS Division, the NATO Advisory Team (NAT) and PDD.
3. I recommend that the document be circulated to the chain of command.

(signed) James Appathurai

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KOSOVO STRATEGIC COMMUNICATIONS FRAMEWORK 2010

1. Introduction

KFOR is the most visible NATO presence in the entire Balkans Joint Operational Area. KFOR remains also among the most trusted institutions in Kosovo, for all communities, majority and minorities alike.

NATO's KFOR mission is authorised under United Nations Security Council Resolution (UNSCR) 1244 and NATO will remain responsible for contributing to a safe and secure environment in Kosovo as long as necessary. In recognition of the improved security situation in Kosovo, NATO has begun to adapt its force levels in Kosovo and is moving to a Deterrent Presence (DP) posture.

The transition to the DP force posture is being conducted through three Transition Gates, each associated with a commensurate reduction in forces. The transition to each Gate will be subject to a detailed military assessment of the situation on the ground and will require a North Atlantic Council (NAC) decision. Gate 1 was achieved on 31 January 2010, resulting in a total of around 10,000 troops from NATO and non-NATO contributing nations on the ground. In tandem with the force adjustment, a number of KFOR facilities are closing.

While not directly linked to the move to DP, in mid-February the NAC approved the transfer of lead responsibility for the protection of the Gazimestan monument from KFOR to the Kosovo Police. This was the first Property with Designated Special Status (PrDSS) to be "unfixed" by KFOR. Other PrDSS are expected to be "unfixed" in the course of 2010 and beyond. Further progress towards DP, facilities closures and "unfixing" from PrDSSs are all sensitive issues for Kosovo, the region and among NATO nations.

Finally, KFOR received the task from NATO to assist in the stand up and training of the Kosovo Security Force (KSF). The KSF will be an all-volunteer, multi-ethnic, lightly armed security force under democratic, civilian control. The KSF will not be an army, but a security force, and the KSF will not be as substitute for KFOR. The KSF's mission will be to conduct civil protection operations and to assist civil authorities in responding to natural disasters and other emergencies. Initial operating capability was declared on 15 September 2009. As recruitment and training of KSF members proceeds, expectations on prospects for future declaration of Full Operational Capability for the KSF will grow.

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For all these reasons, effective strategic communications (StratCom)¹ is necessary to complement and support military and civilian activities throughout the reduction of KFOR's footprint, and the consequent evolution and progress that is being made toward mission achievement.

2. Aim. The aim of this framework is to establish NATO's StratCom objectives, themes and messages in Kosovo for 2010, which will guide all NATO/KFOR activities in the communications and information environment.

3. StratCom Core Message. The guiding core message is that:

"NATO is committed to contributing to a safe and secure environment within Kosovo, according to its mandate. "

4. StratCom Objectives. NATO's StratCom objectives in Kosovo are to:

- a. Maintain, positively influence, and win, the understanding and support of the Kosovo population, regional actors, Troop Contributing Nations' populations and the International Community for NATO's mission in Kosovo, including the move through Deterrent Presence (DP) to Minimum Presence.
- b. Demonstrate sustainable progress in the overall security situation and in the capability of local security institutions to effectively play their respective roles in the security sector.
- c. Dissuade and deter those that might wish to conduct or support destabilizing activities, and isolate them from public support.
- d. Engage and enlist support from those who, by their actions or implicit authority, can prevent destabilizing activities at the local, regional and international levels.
- e. Encourage uncommitted audiences to support NATO/KFOR in its operation in Kosovo, or at the least remain uncommitted to and unsupportive of those who might wish to conduct destabilizing activities.
- f. Ensure that NATO/KFOR remains among the most trusted institutions in Kosovo and that NATO/KFOR continue to be seen as impartial by all communities.

¹ Defined as "the coordinated and appropriate use of NATO communications activities and capabilities - Public Diplomacy, Public Affairs (PA), Military Public Affairs, Information Operations (InfoOps) and Psychological Operations (PSYOPS), as appropriate - in support of Alliance policies, operations and activities, and in order to advance NATO's aims." See PO(2009)0141 dated 29 Sep 09.

5. **StratCom Themes.** In pursuit of the StratCom objectives, it is essential to synchronize messages and actions. The ways in which messages and actions are articulated is to be determined on the basis of local circumstances.

Four themes will be promoted during 2010:

Resolve - The Alliance's continued resolve to foster stability, security and multi-ethnicity in Kosovo that, in turn, will have an important impact on the security of the wider Western Balkans region.

Progress - An increasingly stable Kosovo, in which local institutions are increasingly able to provide for Kosovo's security, within their respective roles, with NATO-led forces handing over responsibility for specific security tasks to local institutions in Kosovo.

Stability – NATO's support to all communities in Kosovo, equally and without prejudice, to regional stability, political dialogue and democratic processes. KFOR's support for the development of the KSF as a multi-ethnic, lightly-armed, all-volunteer security force under democratic civilian control is to be seen within this context.

Partnership - NATO is committed to remain the guarantor of a safe and secure environment in Kosovo and will continue to cooperate closely with International Community partners and civil authorities, including other international civil presences and the institutions in Kosovo.

6. **Focus Topics.** During 2010, StratCom efforts will be focused to support:

- a. The progressive transition of KFOR to a deterrent presence, taking into account the growing ability of other local institutions to deal with law and order security challenges in Kosovo – as the international police presence in Kosovo (EULEX), the Kosovo Police (KP) and other local institutions are demonstrably capable of effectively playing their respective roles in the security sector.
- b. KFOR force adjustments and associated KFOR facilities closures.
- c. KFOR "unfixing" from Properties with Designated Special Status (PrDSS), while also ensuring the preservation of religious and cultural heritage sites.
- d. The development of the KSF as a multi-ethnic, professional security force, capable of providing emergency response and civil protection, and a force that will not be a substitute for KFOR.
- e. Increased representation of all minorities within the Kosovo Police and the KSF, in support of the multi-ethnic development of institutions in Kosovo.

7. StratCom Messages. The key StratCom messages will be promulgated as appropriate by NATO HQ to ensure that they reflect contemporary issues and areas of focus. The key messages as of 20 April are provided at Annex A.

8. Coordination. Timely and effective coordination within and between headquarters will be essential to the delivery of NATO's StratCom objectives.

Within Kosovo, the KFOR Joint Effects Cell (JEC) and the KFOR Public Affairs Office (PAO) will exercise the StratCom function at the local level. The NATO Advisory Team will provide support as necessary.

At the Operational Command in JFCNaples, the StratCom focal point is the Joint Effects Management Branch.

In SHAPE, the focal point is the Office of Chief StratCom.

In the NATO Headquarters in Brussels, the focal points are the Office of the NATO Spokesman and the Office of the IMS/Public Affairs Advisor.

Vertical coordination will routinely be conducted via a periodic KFOR StratCom VTC and periodic meetings as appropriate.

StratCom coordination between NATO, Troop Contributing Nations and international organisations will primarily be led by NATO HQ, although tactical engagement and coordination may also occur within Kosovo, led by HQ KFOR. TCNs will be actively encouraged to adopt NATO's StratCom objectives, themes and messages when developing their national StratCom plans.

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ANNEX A

KEY MESSAGES as of April 2010

(to be further developed and maintained by NATO HQ, Press and Media)

Mission

- KFOR will remain responsible for a safe and secure environment and freedom of movement in Kosovo and will stay in Kosovo under United Nation Security Council mandate 1244 as long as necessary.
- The Alliance's commitment to Kosovo remains firm. KFOR will continue to execute this mandate in an impartial manner, for all citizens of Kosovo, majority and minority alike.
- NATO's objective is to continue supporting the development of a stable, democratic, multi-ethnic and peaceful Kosovo with the respect for the rule of law and will continue to cooperate closely with the institutions in Kosovo, the United Nations, the European Union and other international actors wherever appropriate
- KFOR maintains contact with all relevant agencies regarding security issues in Kosovo on a regular basis.

Move to Deterrent Presence and Force Adjustment

- The first phase of KFOR's move to deterrent presence – so-called "Gate One" - has been accomplished smoothly on 31. January 2010, according to plan. KFOR has now a leaner and more flexible structure.
- NATO's decision to gradually reduce troop numbers in Kosovo reflects the positive evolution of the security situation over a sustained period of time and the confidence that NATO and partner nations have in the progress made.

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- With KFOR's force readjustment, we will continue to fulfil our mandate for a safe and secure environment with a force posture and structure that matches the current improved security requirements.
- With the move to deterrent presence, we will gradually adapt the number of troops deployed in Kosovo, while maintaining strong reserve forces standing ready in troop contributing nations to support KFOR, whenever necessary (Over-The-Horizon Forces).
- The international police presence in Kosovo (EULEX), the Kosovo Police Service (KPS) and other local institutions are demonstrably capable of effectively playing their respective roles in the security sector. The decision to a gradual adjustment of KFOR to a deterrent presence takes into account the growing ability of these institutions to deal with the law and order security challenges in Kosovo.

Kosovo Security Force (KSF)

- KFOR received the task from NATO to assist in the stand up and training of the Kosovo Security Force (KSF). The KSF will be an all-volunteer, multi-ethnic, lightly armed, security force under democratic, civilian control.
- The task of setting up the KSF is status neutral. NATO and KFOR remain impartial.
- The KSF will not be a replacement for KFOR. The KSF will also not be an army, but a security force, which will be open to all communities in Kosovo.
- KSF tasks will include search and rescue operations; explosive ordnance disposal; control and clearance of hazardous materials; fire-fighting and other humanitarian assistance tasks.
- The recruitment and training process of the KSF is in accordance with NATO standards.
- KFOR mentors, advises and trains the KSF in order to ensure that it may quickly become an effective pillar of security for the people of Kosovo.
- The KSF Final Operational Capability (FOC) is to be reached in 2-5 years, however the timeline still remains to be determined. Once fully operational, the KSF will be composed of 2500 members and 800 reservists. It will be democratically controlled and capable of carrying out the jobs assigned to it by the institutions in Kosovo.

Unfixing

The transfer of lead responsibility for the protection of the Gazimestan monument (occurred on 18 March 2010) to the Kosovo Police reflects the confidence that NATO

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and its KFOR contributing partner nations have in the capability of the Kosovo Police to perform this important task.

- The transfer of this security task from KFOR to the Kosovo Police represents an important first milestone in the process of transitioning to the Kosovo Police the lead responsibility for the protection of cultural and religious sites in Kosovo.
- The transfer of lead responsibility for the Gazimestan monument from KFOR to the Kosovo Police has been carefully prepared and exercised by the two security institutions KFOR and the Kosovo Police.
- Leaders of all relevant institutions and from all affected communities, as well as of interested international organizations in Kosovo were consulted on this important step. In executing this new task, the Kosovo Police will be monitored, mentored and advised by EULEX.
- KFOR is prepared to support the Kosovo Police to guarantee the security of this site, in accordance with its mandate to ensure a safe and secure environment in Kosovo.

Parallel Structures

- KFOR is responsible for a safe and secure environment in Kosovo. KFOR remains impartial and will not comment on political issues.
- As the NATO Secretary General said, from the security point of view, KFOR will support all approaches and strategies that can contribute to ensuring peace and stability in Kosovo.