NATO INTERNATIONAL STAFF	PUBLIC DIPLOMACY	
OTAN SECRÉTARIAT INTERNATIONAL	DIPLOMATIE PUBLIQUE	

21 February 2011

To : SHAPE Chief of Staff

Cc : Deputy Director of the Private Office
ASG/OPS
IMS Public Affairs
SHAPE Public Affairs Office
SHAPE Strategic Communications

From : Acting ASG/PDD; NATO Spokesperson

Subject : NATO/KFOR Strategic Communications Framework 2011

1.   We have attached the NATO/KFOR Strategic Communications Framework for 2011 in support of the KFOR mission. This document has been developed by the NATO Spokesperson in consultation with the International Military Staff, SHAPE, JFCN, and KFOR. The Framework has been endorsed by the Acting Assistant Secretary General for Public Diplomacy. It will be issued to the Chain of Command as guidance for their communications efforts.

2.   We recommend that all KFOR Troop Contributing Nations align their national communications campaigns with this approach, in order to allow for a coordinated and coherent communications effort during this important year.

(Signed) Dr. Stefanie Babst
(Signed) Oana Lungescu

2 Annexes

ANNEX 1
PDD(SPK)(2011)0003

Introduction

1.   The mission of KFOR as authorised by the North Atlantic Council (NAC) is to contribute to a safe and secure environment in Kosovo and to support the development of security institutions capable of operating without NATO assistance.

2.   In recognition of the improved security situation in Kosovo, KFOR in 2010 began to gradually reduce its force levels and posture by moving to a "Deterrent Presence" (DP) posture. The first phase of KFOR's move to Deterrent Presence, so-called "Gate One", was achieved on 31 January 2010. The transition to Gate 2 was approved by the NAC on 26 October 2010 with achievement by March 2011. With the move through Deterrent Presence, NATO will gradually adjust the number of troops deployed in Kosovo. By the time Gate 2 is achieved, KFOR troop levels will be around 5,000 in total.

3.   In 2010, the NAC approved the transfer of lead guarding responsibility for a number of Properties with Designated Special Status (PrDSS) from KFOR to the Kosovo Police. Subsequently, the responsibility for four out of the nine PrDSS was transferred to the Kosovo Police. This "unfixing" process is expected to continue, as conditions permit and subject to NAC approval, during 2011.

4.   KFOR is assisting in the stand-up and training of the Kosovo Security Force (KSF), an all-volunteer, multi-ethnic, lightly-armed security force under democratic, civilian control. The KSF's mission is to conduct civil protection operations and to assist civil authorities in responding to natural disasters and other emergencies. KFOR's training role is limited to assistance and advice in these areas. Initial KSF operating capability was declared on 15 September 2009. As recruitment and training of KSF members proceeds, expectations of a declaration of KSF Full Operational Capability will continue to grow.

5.   The adaptation of KFOR's force posture during 2010 and its unfixing from Properties with Designated Special Status have been supported by an effective strategic communications (StratCom)[1] approach which has been closely coordinated at all stages throughout the NATO chain of command and NATO HQ. Continued StratCom efforts will be required to complement and support military and civilian activities during 2011 as KFOR's footprint and posture continues to adapt and as progress is made toward mission achievement.

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[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.

Aim

6.   The aim of this framework is to establish NATO's StratCom objectives, themes and messages in Kosovo for 2011, which will guide all NATO/KFOR activities in the communications and information environment.

Stratcom Core Message

7.   The guiding core message is that:

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

StratCom Objectives

8.   NATO's StratCom objectives in Kosovo are to:

a. secure and maintain the understanding and support of the Kosovo population, regional actors, Troop Contributing Nations' populations and the International Community for NATO's mission in Kosovo;

b. dissuade and deter those that might wish to conduct or support destabilizing activities, and isolate them from public support;

c. engage and enlist support from those who, by their actions or implicit authority, can prevent destabilizing activities;

d. engage and encourage support from non-NATO organisations and entities for the continued development of Kosovo as a stable entity within the Balkans region;

e. 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;

f. build trust in local security institutions and EULEX in line with KFOR's role as third responder.

StratCom Themes

9.   The following themes are to be promoted to help our StratCom objectives. These themes will, in turn, be reinforced by communications focus topics. Local circumstances will determine the precise manner in which the themes are promoted, but the aim is to leave audiences with the understanding that our mission reflects the following:

Commitment - The Alliance's continued commitment to stability, security and multi-ethnicity in Kosovo through political dialogue and democratic processes which, in turn, will contribute to security of the wider Western Balkans region;

Confidence and Trust - NATO's support to building confidence and trust within all communities in the impartiality and capability of local security institutions in Kosovo, allowing NATO-led forces to hand over lead responsibility for specific tasks to those institutions where conditions permit;

Cooperation - NATO's determination to work in close cooperation with International Community partners and civil authorities, including other international actors and the institutions in Kosovo, with KFOR as the third responder, and in accordance with its UN mandate, to ensure a safe and secure environment in Kosovo;

Capacity-Building - NATO/KFOR's support for the development of civil protection capacity by the Kosovo Security Force as a multi-ethnic, lightly-armed, all-volunteer security force under democratic civilian control. In addition, NATO/KFOR support to the Kosovo Police to facilitate handover of border and boundary responsibilities and guarding duties at PrDSS;

Create Conditions - NATO's role is to contribute to a safe and secure environment Kosovo-wide, thus creating conditions for dialogue amongst all stakeholders to support broader democratic, economic and social progress.

Focus topics

10.   Focus topics provide further guidance on the scope of communication activities, products and programmes at the strategic level. During 2011, the focus of communications efforts will be on the following topics which provide opportunities to promote and/or reinforce the themes:

    a. continued progress through the Deterrent Presence transition which acknowledges the growing ability and regional acceptance of appropriate institutions – including the European Union Rule of Law Mission in Kosovo (EULEX), the Kosovo Police (KP) and other appropriate institutions which confirm the ability to effectively play their respective roles in the security sector - to manage law and order as well as security challenges in Kosovo;

    b. KFOR force adjustments and associated KFOR facility closures;

    c. KFOR "unfixing" from Properties with Designated Special Status (PrDSS) while ensuring the preservation of religious and cultural heritage sites;

    d. the continued development of the Kosovo Security Force towards achievement of Full Operating Capability (FOC);

e. multi-ethnic development of institutions in Kosovo;

f. border and boundary issues - KFOR's continued contact with Serbian security forces, especially Serbian Armed Forces (SAF), and support to the Kosovo Police/Border and Boundary Police (BBP), to ensure the situation remains calm and stable along the administrative boundary;

g. the further development of Kosovo Police/Border and Boundary Police capabilities to enable them to assume guarding responsibility for their borders.

Stratcom Messages

11. StratCom messages will be promulgated as appropriate by NATO HQ to ensure they reflect contemporary issues and areas of focus. The key messages are provided in Annex 2.

Coordination

12. Timely and effective coordination within and between headquarters will be essential to the accomplishment of NATO's StratCom objectives. Within the scope of this StratCom Framework, Allied Command Operations (ACO) is responsible for the delivery and coordination of military communications and information activities:

a. within within Kosovo, KFOR HQ will provide the StratCom focus at the local level;

b. within the Balkans JOA, HQ JFC Naples will provide the military StratCom focus;

c. outside the Balkans JOA, the military StratCom focus will be provided by SHAPE.

13. At the political level, the StratCom focus will be provided by the Public Diplomacy Division (PDD), Office of the NATO Spokesperson, in close cooperation with IMS. Vertical coordination will routinely be conducted via a periodic Kosovo StratCom VTC and face-to-face meetings as appropriate.

14. StratCom coordination between NATO, Troop Contributing Nations and international organisations will primarily be led by NATO HQ, although engagement and coordination will 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.

Key Messages as of January 2011
(To be further developed and maintained by NATO HQ, Press and Media)

Mission

- NATO remains committed to an enduring safe and secure environment, and freedom of movement in Kosovo in accordance with its mandate under United Nation Security Council 1244.

- The Alliance's commitment to Kosovo remains firm. KFOR continues to execute its mandate in an impartial manner, for all people of Kosovo.

- NATO's objective is to continue supporting the development of a stable, democratic, multi-ethnic and peaceful Kosovo with respect for the rule of law, and will continue to cooperate closely with the Institutions in Kosovo, Serbia, the United Nations, the European Union and other international actors wherever appropriate.

Move through Deterrent Presence and Force Adjustment

- 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.

- With KFOR's force adjustment, NATO continues to fulfil its mandate with a force posture and structure that matches the current improved security requirements.

- With the move through Deterrent Presence, NATO will gradually adjust 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 Kosovo Police (KP), the European Union Rule of Law Mission in Kosovo (EULEX), and other appropriate institutions are demonstrably capable of effectively playing their respective roles in the security sector. The decision to gradually adjust KFOR troop levels through Deterrent Presence takes into account the growing ability of these institutions to deal with the law and order as well as with security challenges in Kosovo.

Kosovo Security Force

- NATO tasked KFOR to stand up the Kosovo Security Force. The Kosovo Security Force is an all-volunteer, multi-ethnic, lightly armed civil protection force under democratic, civilian control.

- The Kosovo Security Force is a civilian protection force which recruits members from all Kosovo communities and acts for the benefit of all the people of Kosovo.

- Kosovo Security Force tasks include search and rescue operations; explosive ordnance disposal; control and clearance of hazardous materials; fire-fighting; and other humanitarian assistance tasks.

- Kosovo Security Force recruits and trains in accordance with NATO standards.

- KFOR mentors, advises and trains the Kosovo Security Force in order to ensure it is an effective civil protection force for the people of Kosovo.

- It is democratically controlled and increasingly capable of carrying out the tasks assigned to it by the institutions in Kosovo.

Unfixing

- The transfer of guarding responsibility for the protection of Religious and Cultural Heritage (RCH) sites from KFOR to the Kosovo Police reflects confidence in the capability of Kosovo Police.

- Each transfer is an important milestone in the process of transitioning the lead responsibility for the protection of cultural and religious sites in Kosovo to the Kosovo Police.

- KFOR will, in accordance with its mandate, support the Kosovo Police and other appropriate authorities to guarantee the security of these sites.

Border and boundary issues

- KFOR exercises its mandate according to the principles of the Military Technical Agreement (MTA) with Serbia.

- Kosovo Police/Border and Boundary Police have assumed responsibility for the border with Albania. The process of Kosovo Police border assumption will continue in close cooperation with European Union Rule of Law Mission in Kosovo (EULEX).

- NATO/KFOR will continue to engage with Serbian Armed Forces (SAF) in order to address issues of mutual concern related to the Military Technical Agreement (MTA).

Northern Kosovo

- KFOR will continue to exercise its mandate in an impartial manner as directed by the North Atlantic Council.

- KFOR is firmly committed to the delivery of a Safe and Secure Environment and Freedom of Movement throughout Kosovo and has adopted a robust layout in the area in close coordination with the Kosovo Police and the European Union Rule of Law Mission in Kosovo (EULEX).

- Resolving of issues of mutual concern requires participation and dialogue between all stakeholders.