

Lessons From Kosovo:

The KFOR Experience

Larry Wentz
Contributing Editor



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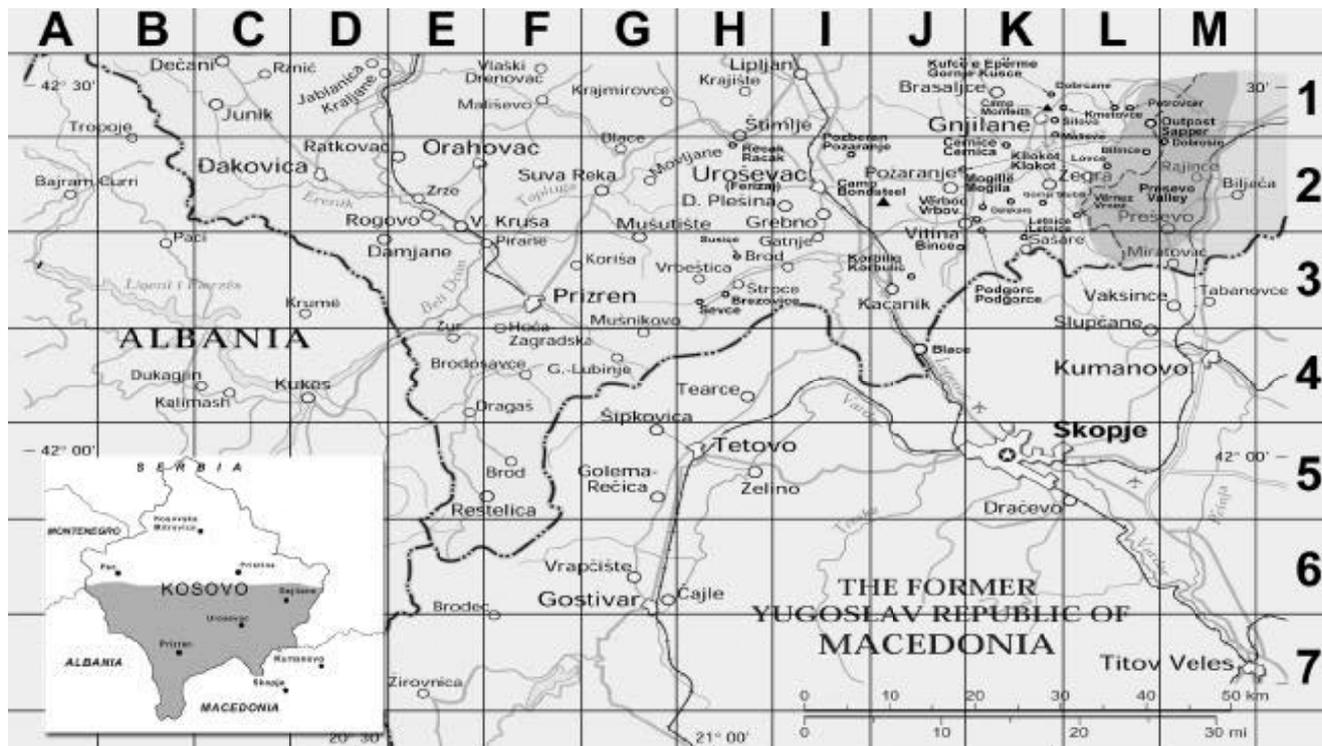




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SECTION 6—COORDINATION AND INFORMATION SHARING

CHAPTER XXIX

Information Sharing in Kosovo: A Humanitarian Perspective

Molly Inman

The idea of information sharing among actors supporting complex emergency operations has been gaining favor for a number of years, but only recently has the technology become advanced, inexpensive, and widespread enough to make it feasible. The omnipresence of the Internet and the ever increasing use of geographic information systems (GIS) to analyze data have turned the notion of creating an information-sharing mechanism for complex emergency operations into a reality. In the evolution of the concept of complex emergency operations, the mission in Kosovo has been on the cutting edge in many fields including information sharing. Though serious gaps in this aspect of the mission remain, they have become much more narrow over the course of the mission and are receiving serious attention. This chapter describes the information sharing efforts among the members of the international community in Kosovo and discusses the lessons learned from their experience.

Complex emergency operations are frequently beleaguered by poor coordination and cooperation that could be substantially improved if knowledge about conditions on the ground were made readily available in an organized manner for collective use. In the absence of information sharing, organizations must collect their own data on affected areas and as Max Dille of the Geographic Information Support Team¹ notes, "[s]ome areas are never visited. Others are visited once and never visited again. Or, the same village may be assessed repeatedly (particularly along the main roads) to the point of potentially endangering the lives of the next assessment team" because the local population become frustrated by continually being assessed without receiving aid or seeing progress.² Such inefficiencies can be partially remedied by creating a mechanism to standardize and to coordinate the collection and sharing of information.

Information sharing in planning and executing complex emergency operations results in:

- Improved coordination of sectoral activities;
- Increased accountability;
- Improved program efficiency; and
- Support for a transition from relief activities to reconstruction and rehabilitation.³

Organizations know what data have already been collected and where there is a dearth, increasing efficiency and promoting coordination among collecting organizations. Once relief providers have analyzed the data, they know where supplies have been distributed and what areas have yet to receive any, resulting in better allocation of relief resources. The coordination of the assessment process and sharing of the results are vital because "grasping the totality of a complex emergency requires more information and understanding than most organizations can gather and analyze alone."⁴ Organizations need not abandon their independent information collection and analysis processes. By coordinating what they will assess and sharing their results, all organizations can benefit from the more thorough and wider assessments while expending fewer resources.

Though the mission in Kosovo charted new territory in the realm of information sharing, the process still requires much improvement to operate at its full potential. An unprecedented amount of resources were poured into Kosovo by the international community, which as experience has shown, can actually hinder information sharing. In other humanitarian assistance operations such as the one in Mozambique, resources were so scarce that the international community including the U.S. military were required to share information and coordinate their efforts if they were to be in any way successful. In Kosovo, however, many agencies, organizations and NATO in particular, brought with them so many resources that information sharing and coordination did not appear as urgent. Much waste could have been eliminated from the outset had there been a functioning information sharing mechanism, especially one that conveyed to the international community which organizations and agencies had competencies in which sectors.

Accountability has also been raised as an issue that plagued the efforts in Kosovo. There are so many different actors working toward the same goal but with different perspectives and agendas. Without knowing what each organization is doing, none of them can be held accountable to the international community for their activities. Organizations rarely hide their activities, but few organizations have the resources to expend to find out what the other 400-plus organizations are doing. However, a mechanism that makes this information readily available encourages organizational peer-pressure, causing them to be self-regulating. An additional concern about accountability: once the information sharing mechanism for the humanitarian community was under development, no real verifying mechanism existed to prevent an organization from providing false information. It soon became evident, however, that if an organization did provide false or inaccurate data, that there was adequate expertise among the members of the humanitarian community to correct the problem. Were it to become a regular practice of a particular organization, that negligent organization would lose credibility.

Geographic Information Systems

In discussing information sharing for humanitarian assistance operations in general, including Kosovo, one must highlight GIS. This technology enables users to integrate location-based data sets and display them together to provide a more complete view of an operational environment. As the U.S. Geological Survey (USGS) defines it, "GIS is a computer system capable of assembling, storing, manipulating and displaying geographically referenced information..."⁵ GIS displays information graphically to clarify the results of and allow for analysis by decision makers. All data must be geo-referenced so that the software can plot it on a digital map. In Kosovo, this was accomplished by assigning a unique place code (p-code) to approximately 2,000 populated areas. Fortunately, GIS technology has become relatively inexpensive and widely available, so that even small nongovernmental organizations (NGO) may afford it. Though developing the data sets and the parameters requires relatively highly skilled technicians to which NGOs may have limited access, they then have the incentive to coordinate more closely with larger IOs such as the UN. to benefit from their technology staff. Once the information is organized, relief

personnel can manipulate it easily even with only limited training that can be delivered via a computer-based tutorial.

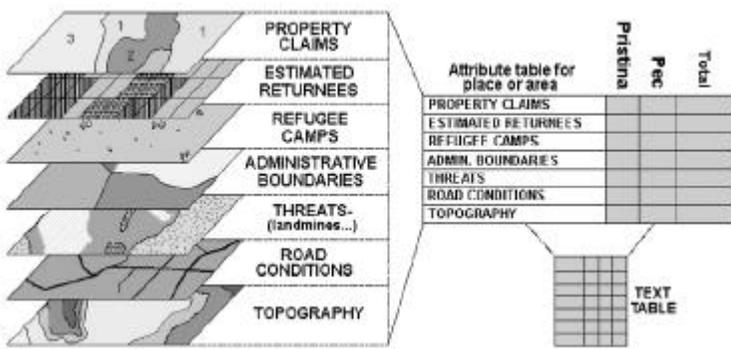


Figure 1. GIS for Repatriation Planning (from presentation by Dr. William B. Wood, Geographer and Director of the Office of the Geographer and Global Issues, U.S. Department of State, "Cross-Border Crisis Intervention: The Use of GIS in Kosovo")

GIS is also valuable to the information sharing effort in complex emergencies because it provides increased incentive for agencies and organizations to agree on a standard method of recording and collecting data. Few disagree that sharing information to support a humanitarian cause is a positive development, but the practical matter of getting them to agree on standard methods is daunting. The information sharing effort in Kosovo has been a pioneering one and will pave the way for future operations. However, even after 18 months, the parties involved are still working toward this goal. Nevertheless, the advantages of using and sharing GIS data are so readily apparent that organizations are committed to finding standards on which they can all agree.

Another advantage of GIS is its simplicity of use that makes it amenable to the often low-tech, chaotic field environment. GIS data can now be recorded and manipulated on a variety of devices including hand-held and ruggedized laptop computers that can be equipped with satellite communications capabilities. GIS data is also readily shared electronically, which allows it to be posted on a central Web site or shared via email or CD. The Internet allows organizations to access information instantly from locations all over the world. The CD allows organizations to use the data without access to the Internet. It is also a suitable format for sharing information that remains relatively

unchanged such as topography. Practitioners in the field can view and use the same information that their strategic planners at headquarters are using. Donors can also use this information to assess the progress in their areas of interest.

GIS is so valuable for use in humanitarian operations because it can enable the international community to assess the operational environment in aggregate. The problems and progress in various regions can be compared easily to assess the situation and assist decision makers. Clearly, GIS is not synonymous with an information sharing regime, but it does encourage actors to cooperate and lays the foundation for collaboration.

The Kosovo Experience

One of the first advocates of information sharing in Kosovo between the Kosovo Verification Mission (KVM) and the United Nations High Commissioner for Refugees (UNHCR) was the U.S. State Department which proposed the idea in October 1998 to Ambassador William Walker, KVM Head of Mission. The proposal focused on using GIS as the catalyst for information sharing. The KVM used GIS to identify the location of minefields and unexploded ordinance, and the UNHCR used it to record housing damage and the location of internally displaced persons. By combining these data sets along with the location of potable water, they were able to collaborate in better managing the resettlement process. Key to this process was the contribution by the U.S. National Imagery and Mapping Agency of the electronic base map and the fundamental data sets on roads, topography, place names, etc. The State Department's Office of the Geographer and Global Issues also contributed enormously, training both KVM and UNHCR personnel to use GIS. Unfortunately, the escalating violence in early 1999 that caused the withdrawal of the KVM halted the program. However, it could not eliminate the need for information sharing which would increase in the next iteration of humanitarian assistance in Kosovo.

Repatriation

In anticipation of the end of the NATO bombing campaign, the international community began in late spring of 1999 to plan for the eventual repatriation of over 750,000 refugees to the severely damaged province. Hoping that

this massive undertaking would be gradual, the Kosovo Repatriation Information Support (KRIS) program commenced and again was largely driven by the State Department in cooperation with UNHCR as well as the NGO community. The goals of KRIS were threefold:

1. To identify sources and availability of U.S. Government-supplied information relevant for safe repatriation of Kosovo refugees;
2. To build information management tools that allow repatriation managers to... use multiple sources of data for strategic planning and tactical operations; and
3. To ensure that as much useful information was shared with NATO, UN, and NGO agencies involved in repatriation implementation.⁶



Figure 2. Kosovo: Reported Locations of Mines and Explosive Hazards (from Dr. William B. Wood, Geographer and Director of the Office of the Geographer and Global Issues, U.S. Department of State)

The UNHCR established a GIS unit in Pristina and worked with NGOs to develop a standardized Rapid Village Assessment form (RVA) for the relief organizations and KFOR to collect essential data on damage to

housing and infrastructure as well as population and civil society. This feat was a monumental accomplishment for the information sharing effort for complex emergencies. The data collected was relatively accurate and gave the humanitarian community a useful first look at what needed to be done. Resuming collaboration with UNHCR, the State Department sent a team to the Former Yugoslav Republic of Macedonia (FYROM) to begin using the data collected in planning for the coordination of repatriation activities. In addition to the RVA data, NATO flew U-2 sorties in early June to provide unclassified imagery of Kosovo which provided valuable information for the resettlement process as well. Though the spontaneous return of refugees foiled the international community's intention of orderly, planned repatriation, and thus precluded the use of the GIS data for advanced planning, the effort was incorporated into the Humanitarian Community Information Center (HCIC) in Pristina.

The Kosovo Humanitarian Community Information Center

The HCIC has been very successful in facilitating the sharing of information in Kosovo and will undoubtedly be used as a model for future complex emergency operations. It provides its services from the UNHCR building in Pristina while being staffed and resourced primarily by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and is supported by the U.S. Agency For International Development, the UK's Department for International Development, Catholic Relief Services, International Rescue Committee (IRC), Organization for Security and Cooperation in Europe, World Food Program, and Save the Children. The Center provides the following services:

- Supplies a database of local and international organizations working in Kosovo;
- Gives practical advice and information of interest to the humanitarian community;
- Provides central bulletin boards;
- Provides agency mailboxes; and
- Promotes the free exchange of information.

Additionally, the center disseminates information through its Web page (www.reliefweb.int/hcic/), especially in the form of maps and geo-referenced data for which the codes have been standardized and are compatible with the two major commercial GIS software packages. One such software package is ArcExplorer, which is available for download online, free of cost from Environmental Systems Research Institute. Using these software packages, agencies can customize maps to meet their specific needs viewing data sets in any combination they wish.

The data sets are categorized into three groups depending on their source and accuracy. Those developed by the HCIC are derived from original Yugoslav Government documents and their coverage is limited to Kosovo. The data sets provided by the European Union are the most accurate geographically and contain the widest range of functional areas, but exclude some areas of Kosovo. The NIMA data sets have lower spatial accuracy than the other two groups but provide coverage of all of Kosovo as well as of neighboring Albania, Montenegro, FYROM, and Serbia-proper. The site also provides a short tutorial on how to manipulate these data sets. In addition to data sets, the HCIC also provides:

- An atlas of Kosovo;
- Planning maps for the regions of Kosovo;
- HCIC Kosovo Encyclopedia CD;
- Kosovo Rapid Village Assessment Data (discussed above); and
- UN agency reports.

One of the most useful items available on the site (which is still under development) is the "Who is doing what, where" information, which provides information on what organizations and agencies are working in what regions. Sharing this information not only allows for the better allocation of resources but also allows KFOR to assess in advance where they might be needed to provide security to members of the international community. Though sponsored by the UN, the HCIC promotes and facilitates coordination not only among UN agencies but also among NGOs, IDPs, KFOR and donors providing humanitarian relief in Kosovo.

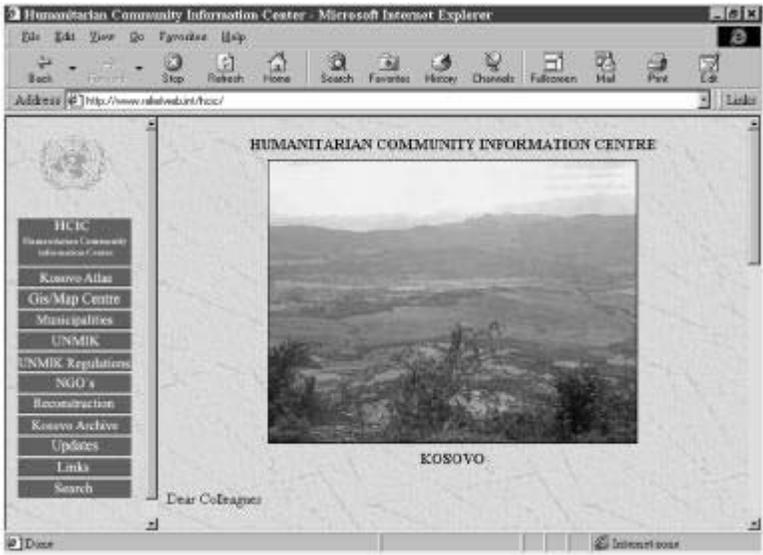


Figure 3. HCIC Web Site Main Page: www.reliefweb.int/hcic/

The Internet in Kosovo

Many of the services provided by the HCIC would not be possible without the presence of the Internet in Kosovo, and in fact, UNMIK is the first major peacebuilding mission that has centrally integrated the Internet. After Serbian forces withdrew from Kosovo on June 12, 1999, the international community had the enormous task of providing immediate humanitarian relief and long-term reconstruction and development for a badly damaged province whose infrastructure had not been well maintained or updated for many years before the conflict. During the NATO bombing, most of the telephone lines between cities in the province had been severed. As the international community returned to begin or to resume aiding the people of Kosovo, it brought with it exorbitantly expensive satellite phones and more affordable but less reliable mobile phones that depended on the Yugoslav company MOBTEL and its one small antenna in Pristina for service. A few residents of the province who had subscribed to Serbian Internet service providers before the war could log on, and the Grand Hotel in Pristina allowed clients to log on for 1DM per minute, which was beyond the means of most local people at the time. With so many organizations, agencies and individuals trying to coordinate the humanitarian effort

and begin the reconstruction effort, the Internet Project Kosovo (IPKO) was formed to begin to fill the communications gap.

The first proponents of this project were Teresa Crawford of the Advocacy Project and Paul Meyer of the IRC. Both agreed that the IPKO should "[g]ive the international humanitarian community an efficient tool that enables them to share information, coordinate their activities and communicate more efficiently," as well as "[p]rovide free Internet access to key Kosovar institutions and build a lasting infrastructure for Kosovo's Internet."⁷ Because the telecommunications network in Kosovo was badly damaged and would require years to repair fully, the best solution for connecting Kosovo to the Internet quickly was via satellite. During the bombing, a company called Interpacket had loaned the U.S. humanitarian effort a satellite dish and 1 year of satellite time for the refugee camp in Stenkovac, Macedonia, which had been abandoned along with the camp during the spontaneous and rapid repatriation of the refugees to Kosovo. Meyer convinced Interpacket to move the dish and associated equipment to Pristina to be used to setup the non-profit IPKO. The IPKO team decided that the safest and most neutral site to install the equipment would be on top of the building being used for British KFOR Civil-Military Cooperation (CIMIC) personnel and enlisted the aid of the British Royal Engineers to ensure that the equipment received adequate electricity. IRC also procured the aid of MikroTik, a company based in Riga, Latvia to provide the necessary equipment and software to allow the network administrator to manage the network. As network administrator, the IPKO team pursued a Kosovar Albanian who was well known for his hard work, resourcefulness, experience, and strong commitment to rebuilding Kosovo, and finally persuaded him to join the IPKO initiative.

Though eventually successful, the IPKO team faced several hurdles in getting the service online: having to replace faulty parts, rewiring the electricity to the building in which it was housed, and trying to get the satellite to confirm its signal. The IPKO is now serving more than a hundred organizations including every U.N. agency in Kosovo, OSCE and most large NGOs, charging between 1500 DM and 2950 DM per month, depending on the type of connection, and is providing its services free of cost to Kosovar civic organizations. Eventually, the IPKO will be handed over to the people of Kosovo and will continue to provide Internet service to the local population for years to come.

Information Sharing and the Transition from Relief to Development

As the mission continues to transition from humanitarian relief to reconstruction and development, the H C IC has begun to support the other pillars of the UNMIK, specifically civil administration, institution building and reconstruction. The H C IC has been an excellent tool for supporting the humanitarian community and has the potential to have the similar successes in promoting information sharing among the pillars. Though the pillars support the same mission, there have been significant instances of the lack of coordination. For example, an EU entity, the International Management Group, developed a \$5 million database that employed over 60 staff, but it would not submit to UN standards to ensure compatibility and refused to share its data with the UN until just before the EU phased it out.

Though the H C IC was originally envisioned as a permanent institution to support relief, rehabilitation, reconstruction, and development in Kosovo, there was no formal, guiding plan until the gradual elimination of the humanitarian pillar prompted the drafting of one. The three objectives are prioritized in this initial document are:

1. Expand and strengthen institutional linkages particularly with UNMIK and Kosovo NGOs;
2. Establish a non-binding Advisory Board to provide guidance on policies and practices; and
3. Expand information gathering, management and dissemination systems.⁸

Though the H C IC will continue to facilitate information sharing among the members of the international community, it also plans to reach out to local NGOs to support capacity-building efforts and to become institutionalized within the community. Specifically, the H C IC is pursuing efforts to make its services and resources available in the local languages and is promoting the H C IC as a neutral meeting place to help to reduce the gap between local NGOs and the international community.

The document also lays out four scenarios for potential management structures for the H C IC. The first maintains the status quo having the H C IC remain under the Humanitarian Coordinator's office and continue

to be funded by OCHA. Though it would continue under its current name, it would be not only of service to those in the humanitarian community, but would also support reconstruction and development activities. The second and third scenarios incorporate the UN Development Program (UNDP). The second would give the responsibilities of the Humanitarian Coordinator to the Development Coordinator, but the HCIC would retain its name and some OCHA funding for its functions associated with the humanitarian community. The third specifies that the duties of the Humanitarian Coordinator be eliminated and the HCIC be placed under the UNDP that would necessitate a name change to indicate to the community its change in focus. The fourth scenario places the HCIC under an UNMIK department or pillar, relieving OCHA of its administrative and financial responsibilities. This question, however it is resolved, will inform planning efforts for future operations.

Two more innovations that are aimed at improving in the information sharing effort in Kosovo are the formation of the Information Group (IG) and the creation of the position of Chief of Information Coordination (CIC). The purpose of the IG is:

- To provide relevant information to be shared over the Internet;
- To promote existing standards and the development of new ones;
- To develop guidelines for information sharing; and
- To create a mechanism for cataloging databases and providing appropriate access to legitimate users.

It is a voluntary group composed of information managers, consumers and providers in Kosovo. Though the IG aims to serve the whole community contributing to the effort in Kosovo, it especially focuses on supporting the information requirements of the pillars of UNMIK, the Joint Interim Administrative Structure, and regional and municipal administrators. The CIC, being assigned to the UNMIK chief of staff's office, will act as a member of the strategic management team and will generally help to set information sharing policy for the mission and liaise with the IG and other entities on information issues within the community. Among the CIC's many specific tasks are:

- Managing the information process through the shift from peacekeeping to development;
- Developing measures of effectiveness for efforts to harness information technology in Kosovo; and
- Communicating lessons learned to the U.N. and other organizations that are likely to be involved in supporting peace operation in the future.

While the C IC will be an element within UNMIK, the IG is intentionally less formal to give it flexibility and independence as well as to attract the participation of entities that may be wary of associating with a formal U.N. agency. It will clearly be vital for the C IC, the head of the HC IC, and the IG to coordinate and communicate about their activities.

KFOR CIMIC Contribution

The reviews have been mixed about KFOR and its contribution to information sharing in Kosovo. KFOR has had the onerous responsibility of establishing and maintaining security in the region and understandably would not want to participate in any activity that may compromise its ability to accomplish this mission. However, it has been criticized heavily for restricting the release of essential yet innocuous information. During the spontaneous repatriation of refugees in Kosovo, those in the humanitarian community recognized the danger of unexploded ordnance to the returning civilian population. NATO was reluctant to release this information and stalled until pressure from the humanitarian community forced it to release it or suffer a public relations embarrassment.

Since that rocky start early in the mission, KFOR CIMIC and the international community have improved their relations and developed strong working relationships. One of CIMIC's significant contributions to information sharing is its daily situation report that was written for Supreme Headquarters Allied Powers Europe (SHAPE) but was invaluable to the international community. The CIMIC officers assimilated information from unclassified sources and became brokers of information, creating a dialog among KFOR, UNMIK and the NGOs. Unfortunately, during summer 2000, SHAPE decided that the information being released was too sensitive (though it was derived solely from

unclassified sources) and halted its dissemination. One CIMIC officer expressed his frustration with the decision, explaining that many in the international community relied on that report for information on the security situation and the blocking of its release lessened CIMIC's credibility and went directly against its objectives. Eventually, the situation was resolved by allowing the release of the situation reports, but limiting it to the local international community on the ground.

Lessons Learned

In general, the feedback on the information sharing effort within the international community in Kosovo thus far has been positive, but there are still several areas in which it could be improved. In comparison with other contemporaneous humanitarian operations, the contributing nations have spent lavishly and with so many resources being poured into the province, there needed to be better coordination to ensure equitable distribution. The following is a compilation of lessons learned from various sources and agencies in the field about the information sharing efforts in Kosovo.

UN Mission:

- All planning and equipment needed for an information-sharing mechanism must be in place from the outset. "Incremental, ad hoc implementation simply means that the information and products are always behind schedule and unavailable when they are most needed."⁹
- Have an information plan for the mission that establishes an authoritative civil-military coordination mechanism. The absence of such a mechanism has led to redundancy, lapses in coverage, and wasted information. The HCIC has performed well as the coordinating mechanism among civilian humanitarian organizations, however its coordination with KFOR on information issues has been spotty. The mission would have benefited from having an information plan constructed with the input of the military, the international organizations, and NGOs to ensure that their interests and concerns were addressed.

- The Internet is an excellent medium to communicate information and it should be developed for data and document exchange with public access.¹⁰
- Because of the high turnover of both civilian and military staff, the relationships among them need constant attention to be maintained.
- Though there has been much focus on the technological elements needed to improve information sharing, it is important not to abandon or ignore face-to-face "soft" information sharing which often enables the sharing of "hard" data by establishing trust among the different actors.

GIS:

- "Staffing and equipment needs for the GIS unit must be adequately anticipated and met to ensure an ability to meet increasing demand for data collection and mapping services."¹¹
- A base map must be prepared ahead of time. Often in regions where complex emergencies erupt, the information needed to develop an adequate base map which shows topography, regional borders, district borders, and other semi-permanent features is lacking. Even once this information is obtained, creating the base map is time consuming. Policy makers must anticipate potential complex emergencies and devote resources to gathering information ahead of time.
- The response time of an information sharing mechanism must be improved. GIS data sets are particularly useful at the start of a humanitarian mission before many intervening organizations and agencies have first-hand knowledge of the area. The agency or agencies that assume leadership for an information sharing mechanism need to develop a surge capacity to respond immediately to an unfolding disaster.
- Data collection must be standardized. The rapid village assessment form paved the way for standardized data collection in Kosovo. Had different criteria been used to collect and measure the data, it would have been incompatible and impossible to compile into meaningful data sets. However, the RVA form itself became somewhat of a problem in that often they

were incomplete or illegible, leading to a less accurate assessment. New technology can allow data collectors to take ruggedized computers and hand-held computers into the field to record data in an electronic form and then upload it to their central systems via satellite connections or after they return from the field.

KFOR :

- More professional military education needs to be devoted to peacekeeping operations. Many of the decisions from headquarters about CIMIC information sharing demonstrated their lack of understanding about CIMIC. Military education is still focused on educating officers to fight the next Gulf War and, therefore, leaving them unprepared to make informed decisions in the missions the military is actually facing and will continue to face. It is generally a significant challenge to obtain the trust and respect of the international community when it comes to information sharing in a peace operation and transparency is key to overcoming this challenge. KFOR CIMIC had been using their daily situation reports to win the trust of the other intervening actors in the region when the plug was pulled. Even were it to start releasing them again, it will take time to regain the trust of the humanitarian community.
- More is often less; keep it simple! The resources poured into the mission in Kosovo are unprecedented in comparison with other contemporary peacekeeping missions. Unfortunately, having so many resources massed has discouraged the military from having to share information and has encouraged it to seek complicated solutions. In operations with less funding, the military had to work with the international community and share information using local resources and open sources. In Kosovo, however, KFOR expends many resources to collect classified intelligence that often the international community already knows.
- Bilateralism hurts unity of effort. With a mission as highly publicized as the one in Kosovo, it is understandable that nations contributing forces to KFOR would want to get positive media coverage to maintain domestic public support in their own countries. However, many have noted that attempts to receive

positive media coverage results in negative effects upon unity of effort among the MNBs.

The Internet:

- "The Internet cannot function in a vacuum . It needs money... electricity, and a legal and administrative framework."¹²
 - The IPKO team faced all of these obstacles. Though they received generous loans and donations from various sources initially, donors eventually become less enthusiastic and their funds are always limited. To address this issue, the IPKO decided to charge the international community for its services to recoup its costs, while providing their service free of charge to the local population.
 - Electricity was also an obstacle initially. Two power plants that were in previously in poor condition and had been damaged during the bombing were supplying the entire province with electricity. There were often power outages and power surges, which the highly sensitive high-tech equipment could not tolerate. To overcome this obstacle, the IPKO team had the whole room housing the server rewired and connected to a generator that would provide power to the project automatically in the event of a power outage. They also installed several Uninterrupted Power Sources (UPS) to protect against power surges.
 - Signing the MOU was key to giving the IPKO the authority to provide its services. In the post-conflict environment, there was no functioning legal system, leaving ambiguity about what laws still applied in the province. By signing the MOU with UNMIK, the IPKO established its legitimacy.
- It is important to make certain the system benefits the local people in the long-term and not just the international community in its relief efforts.
- An appropriate organization must be chosen to develop and administer an ISP in post-conflict situations. The International Organization for Migration, whose main function is to transport refugees, was tasked by the U.S. Information Agency to provide

Internet connectivity to refugees at the refugee camp in Stenkovac, Macedonia, but it lacked the expertise and capability to make this effort a success.

Acquiring data:

- Any information sharing mechanism must solicit information; it cannot just wait for NGOs and IOs to come to it with data sets.
- In that same vein, it must be worth an organization's time and effort to share information; for example, for cooperating with the information sharing mechanism, they receive communications capabilities for free or at a reduced rate, or have donors require the sharing of information or rescind funding.
- It must be acknowledged that some organizations will never share certain kinds of information. They cannot be forced to do this, but it is valuable to know what information they will not share.
- At some level, information must be analyzed and given some meaning.
- KFOR is an untapped source of information, especially at the brigade level.¹³

Conclusion

The process of sharing information in Kosovo has been very successful and continues to evolve. Future operations will undoubtedly do well to replicate these efforts, but one hopes that they will also give some attention to its lessons learned. The HCIC has revolutionized information sharing among the members of the international community with its formal mechanism. Advances in technology also continue to facilitate information sharing in Kosovo. The UN is beginning to recognize that the requirement for sharing information in complex emergency operations necessitates the creation of a position under the chief of staff for a Chief of Information Coordination. Additionally, the CIMIC community, perhaps more than any other group, has recognized the need to share information and has worked hard to fill this need, laboring to overcome limitations placed on it from higher up in the

NATO comm and structure. With so many entities working toward this same goal, the international comm unity will continue to narrow the information gap and work toward more effective information coordination for complex em ergencies.

¹The Geographic Information Support Team is an informal technical team comprised of geographic information focal points from the United Nations and donor agencies with disaster management and humanitarian assistance mandates.

²Maxx Dilley, "Structured Humanitarian Assistance Reporting (SHARE): Description and Requirements for Georeferenced Data Collection and Mapping to Support Humanitarian Assistance Operations," USAID Office of Foreign Disaster Assistance, 1999: p 3.

³Maxx Dilley and Nate Smith, Cable summarizing the findings of their December 1999 visit to Kosovo.

⁴Charles J. Jefferson, Ph.D., "Information Dissemination and Use in Complex Emergencies," U.S. Department of State, 1998: p. 3.

⁵United States Geological Survey, "Geographic Information Systems," <http://www.usgs.gov/research/gis/title.html>, 2000.

⁶Presentation by Dr. William Wood, "Cross-border Crisis Intervention: Use of GIS in Kosovo," at the U.S. Institute of Peace, November 17, 1999.

⁷Internet Project Kosovo, <http://www.ipko.org>, 2000.

⁸Office of the Deputy Social Representative of the Secretary-General to Kosovo for Humanitarian Affairs, "The Humanitarian Community Information Centre, Strategic Planning: June to December 2000 and Beyond," U.N. Interim Administration in Kosovo.

⁹Maxx Dilley, "Structured Humanitarian Assistance Reporting (SHARE): Description and Requirements for Georeferenced Data Collection and Mapping to Support Humanitarian Assistance Operations," USAID Office of Foreign Disaster Assistance, 1999: p.14.

¹⁰Office of the Deputy Social Representative of the Secretary-General to Kosovo for Humanitarian Affairs, "The Humanitarian Community Information Centre, Strategic Planning: June to December 2000 and Beyond," U.N. Interim Administration in Kosovo, p. 11.

¹¹*Ibid.*, p. 3.

¹²United States Institute of Peace, "The Internet and the Kosovo Humanitarian Crisis," The Internet Project Kosovo, <http://www.usip.org/bc/vd/vdiplo-share/ipko.html>, 2000.

¹³Office of the Deputy Social Representative of the Secretary-General to Kosovo for Humanitarian Affairs, "The Humanitarian Community Information Centre, Strategic Planning: June to December 2000 and Beyond," U.N. Interim Administration in Kosovo, p. 10.

CHAPTER XXX

Peace Support Operations Cooperation, Coordination, and Information Sharing: Lessons from Kosovo

Larry Wentz

A Matter of Political Will

Increased civil-military involvement in peacekeeping and humanitarian operations around the world is matched in part by the escalation in the number and complexity of these operations. The need to improve cooperation, coordination, and information sharing is on the rise. There are many more actors in today's peace maneuvers than ever before. They have competing as well as common interests and expectations. These peacekeeping efforts must overcome a continuing lack of trust among the disparate participants, and differences in their cultural traditions and behavior patterns. All actors need to understand each other and the roles they can and should play better. They must develop relationships based on mutual trust and recognize that change is a two-way process.

Since no two operations are really the same, one should be careful about generalizing too much about the lessons learned. Nevertheless the experiences of previous operations can give the community a higher level of awareness and facilitate the tailoring of responses to meet the needs of a new operation. Still, even demonstrated changes for the better were not necessarily applied to the challenges of Kosovo. For example, despite extensive Bosnia experience, communications and information-system interoperability continued to be problematic. This state of affairs created security breaches and inconsistent awareness of shared situations.

One should also realize that we were lucky in Bosnia and Kosovo. Even though ground operations in both Bosnia and Kosovo were essentially unopposed and given the overwhelming force of NATO air power, conflicting political, diplomatic, military, and legal pressures compromised the air war. These pressures threatened to tear apart the alliance. One has to wonder whether NATO could maintain its political will, the solidarity of the alliance, and its combat effectiveness in a real shooting war, with casualties.

Although information-sharing progress has been made in Kosovo by means of local collaboration and information technology driven initiatives, there is still much more to do to meet the needs for cooperation, coordination, and information sharing. The Balkan experience highlights the urgency for improvement. This, coupled with the information technology revolution, offers an avenue of approach. It is, however, a matter of political will rather than a technology solution. Technology will be only an enabler.

Setting the Stage

Peace Operations: "...All mischief short of war."

— Sir Winston Churchill

The patterns of conflict in the post-cold-war environment have been changing. The traditional peace operation environment in which combatants signed an agreement in good faith and asked a body like the United Nations (UN) to serve as a neutral observer looks to be a thing of the past. The Balkan experience could lead one to doubt the true intentions of parties to a peace agreement in today's world. It is no longer clear whether the parties have signed to work together to achieve a peaceful settlement or whether they are using this as a way to buy time to regroup and pursue their goals by other means, including violence.

Earlier peace operations were primarily military, with possibly a small police contingent. More recent operations have involved relief and reconstruction teams, election supervision personnel, and multinational civil administration staffs, as well as larger police contingents. Instead of monitoring a cease-fire line, the intervention force is likely to have a much broader mandate. Actions are likely to include disarming belligerents and cantonment or destruction of their weapons, arresting

suspected war criminals, distribution and protection of humanitarian aid, civil infrastructure reconstruction, nation building, and assisting and protecting the resettlement of displaced persons. As a result, the requirement for a more integrated and collaborative civil-military involvement is becoming critical in an environment that is becoming increasingly difficult and dangerous for the peacekeepers.

Many conflicts no longer take place between states that are strong enough to conquer one another but within nations that have become so weak they collapse. "Wars of the amateurs" occur where the population coalesces into identifiable factions. Disintegration of public law enforcement and the military and other security forces occur concurrently. The armed amateurs use the full range of conventional weapons for unconventional operations, such as scorched-earth actions, ethnic cleansing, terrorism, and intimidation of local inhabitants (see Figures 1 and 2).



Figure 1. Kosovo Church Bombing



Figure 2. Over 800,000 Kosovo Albanian Refugees

Political factions with their own agendas led by charismatic leaders work on minority fears and ancient grievances. Many refuse to be held accountable for their actions. There are no clear front lines and rear areas, but are instead fluid zones of conflict. There are wide extremes of weather and terrain, and a mix of urban and rural, modern and primitive, upscale and slum locales. Transportation routes are inadequate, and massive problems develop from displaced persons and destroyed infrastructure. Such was the case for the Balkans.

Post-conflict reconstruction and nation building have changed as well. The financial and other resource commitment of donors and other nations are uncertain. A year after the UN-led Kosovo intervention, supported by the OSCE, EU, and NATO, pledges for financial assistance made at the outset by international financial institutions and nations have as yet to fully materialize. Clear political objectives and end states and definitions for successful interventions and resolution of conflicts rarely exist. For instance, there is still no internationally agreed upon Kosovo strategy and plan to guide the efforts. There was no civil administration or law enforcement infrastructure when UNMIK and KFOR were deployed. It was essentially a "Wild West" environment—and to some extent it still is a year later. Power, water, telecommunications, and transportation infrastructure was lacking or in poor condition and is only slightly better now. There was little desire on the part of the Kosovo Albanians and Serbs to work together to rebuild the country, and that remains true today.

The challenges facing UNMIK and KFOR were enormous. The Kosovo Albanians openly supported international presence since it provided the cover for their continuing efforts towards independence. The Serb position was equally transparent. They continued to oppose Kosovo independence and denounced the international presence as a basis for it. Kosovo was not Bosnia. It was not an internationally recognized state, and unlike Bosnia, no final political solution like the Dayton Accords had been applied. As long as the fundamental question of Kosovo's status remained undecided, there was the possibility of the continuation of violence and, at best, a complete freeze on Albanian and Serbian political interaction. UNMIK and KFOR were committed to a multiethnic society, albeit in a place where the demographic, linguistic, religious, and cultural realities made the pursuit of this goal a practically futile effort. The future of the next generation, who were being influenced by present events and indoctrination, may already have been sullied.

Complex Dynamics at Work

Understanding the relationships and motivations of the players on the peace operations battlefield requires an understanding of the complex dynamics at work. The emerging need for stronger civil-military relationships and for cooperation are influenced not only by the political context and conditions of the operations but also by the shared moments of the participants on the ground. The decision to intervene in a conflict is political. The military mission in support of the intervention reflects the political process.

Military support to such operations is just that, a military operation. The military's function is to create a safe and secure environment. In Kosovo, KFOR soldiers guarded Serb enclaves and churches (see Figure 3) and escorted those Serbs wishing to leave the enclave to travel to Serbia or elsewhere, for shopping and medical treatment.

The military also provides assistance as appropriate and necessary to the International Organizations (IO) and Non-Governmental Organizations (NGO). They are not there, however, to do the jobs of these organizations.



Figure 3. KFOR Guarding Church

The essence of the military's might is its credible coercion. Credible coercion prevents would-be instigators from disrupting humanitarian efforts. The military's presence also promotes the healthy, daily, and political life of the country, and can raise expectations of afflicted peoples. On the other hand, there is the downside risk that such presence may delay stabilization, or create tensions once the situation is stabilized. Potential adverse consequences need to be carefully managed by the senior civil-military leadership on the ground and factored into the initiatives taken by the military supporting them.

The process of establishing security and restoring sufficient stability in order to address humanitarian needs is therefore inherently political. Humanitarian intervention may not be a bloodless exercise nonetheless. Labeling efforts as peace operations, plus a lower threshold for responding to violence, can create false perceptions and imply a casualty-free procedure. Senior political leadership, not only when assessing the need for the use of credible coercion, but also after the forces are sent in, must recognize the on-the-ground risks of such

operations. These risks need to be clearly articulated to the public from the outset, and the communication with the public must continue throughout the operation— especially since public interest in peace operations can be rather short lived.

Force Protection

For extended operations, such as in the Balkans, the tolerance for casualties on the part of the public decreases as time passes and complacency sets in. Therefore, the risks in general become less obvious to the public. Complacency is also something the military on the ground may experience, and needs to be carefully managed over time. If the resident population is not kept adequately informed throughout the intervention period, and do not openly support the operation, then the deployed forces can become a target, sometimes as a possible means of forcing a national policy change. The public does not like nor does it react well to surprises, especially if the loss of life of a soldier in a peace operation is involved. The withdrawal of U.S. forces from Somalia was an example of a political response to a public reaction, and may have shaped the U.S. military force protection policy for some time to come.

A complaint about the U.S. military support in the Balkans often heard from civil and non-U.S. military peace support elements, particularly the U.K. Army elements, is that security is an end in itself, rather than an enabler of broader humanitarian goals. It should be noted that a military commander's first priority is to bring the troops home safely— recognizing that the realities are such that some may not. A potential problem arises when casualties become politically intolerable. Such a political impetus can overly enhance a commander's desire to bring one's troops home safely, and can be amplified to the point of distortion.

Defense of the protective forces can develop into the paramount concern. One might argue that this has become the case for U.S. forces in the Balkans. Kevlar helmets, flack vests, the carrying of loaded weapons, and the use of multiple vehicle convoys form overent around the U.S. sectors in Bosnia and Kosovo are still the norm (see Figure 4). This is not generally true of the other sectors— nor of the rest of the international military and NATO headquarters contingents supporting operations in the Balkans (see Figure 5).



Figure 4. Author with Civil Affairs in Viti



Figure 5. Non-U.S. KFOR Soldier

Because of the perceived surface-to-air missile threat, most allied air operations were conducted above 15,000 feet during Operation Allied Force in order to keep sophisticated and expensive aircraft, pilots, and crew out of harm's way. UAVs were used extensively in support of the air war and the cease-fire compliance and peace operation missions. Although more than a couple of dozen UAVs were lost due to enemy fire or crashes, allied leaders countered criticism about the heavy losses by citing zero pilot deaths or injuries. Nevertheless, some have pointed out that operating at the higher altitudes affected the accuracy of the bombing campaign.

The height from which the bombs were dropped notwithstanding, nobody should expect 100 percent accuracy from any bombing program. Furthermore, although referred to as the first video war and despite the media hype that raised expectations for weapon system precision, not all the weapons employed were precision guided and Operation Allied Force was not a video game. It was a war in its most traditional sense, in which unintended consequences unfortunately transpire. For example, civilian casualties occurred as a result of allied bombings. There were other incidents, such as the accidental bombing of a refugee convoy in Kosovo and of the Chinese embassy in Belgrade. Even during the peace operation, regrettable accidents were occasioned. One such incident was the inadvertent shooting of a young Albanian boy in Vitina by a KFOR soldier. Moreover, in spite of extensive KFOR force protective measures, there were ground operation casualties caused by land mine explosions. Peace operations can be just as dangerous as war.

Self-Interest and Accountability

Contrary to popular belief, giving humanitarian aid is political. Supplying aid may not always be the right remedy for a given situation in a peace operation. In some instances, it can worsen the humanitarian crisis. This is especially true if the aid is not coordinated and managed properly. For example, food can become the currency of political power. As a result, the control and distribution of food can become a locus of local power politics.

Uncoordinated and competing humanitarian assistance efforts serve to exacerbate the difficulties in any given operation. Well-intentioned local military or NGO actions that are not properly synchronized with the broader International Organization led effort can and do cause

problem. Despite their traditional apolitical stance, NGOs are political as well. They have their own reputations, agendas, and spheres of activity to maintain. In fact, all actors on the peace operation battlefield, including the participating nations' civil, political, and military elements and the International Organizations, such as the UN, OSCE, EU, and NATO, have their own self-interests. The challenge is to coordinate and leverage these interests for the good of the whole.

Most—but not all—of these organizations are accountable for the consequences of their actions. Like it or not, the civil-military leaders in the field, through their actions, create and establish policy—whether there is a clear, internationally agreed political strategy or not. The NGOs, on the other hand, have more varied interests, tend to be less structured, and operate autonomously. As a result, in many cases, they are less likely to be held fully accountable for their actions.

There were a lot of good Samaritans trying to provide aid during the Bosnia and Kosovo operations. In Bosnia, there were more than 500 NGOs already in the country when NATO and elements of other International Organizations, for example, the Office of the High Representative (OHR) and the OSCE, arrived. At the outset of the Kosovo operation, there were over 300 NGOs in addition to the KFOR troops and UN, OSCE, EU, and other personnel. All of this activity took place in an area about the size of Connecticut. Attempting to help and coordinate the humanitarian efforts was a monumental task for both the International Organizations and NATO force parties—which they some times referred to as “herding cats.” It is obvious that the civil-military actors, including the NGOs, must improve their collegial awareness and understanding of the political aspects of the peace operation environment, as well as of the myriad ramifications of the actions of all of the participants.

Shared Understandings

To the plus side, no matter how complex the situation, there always seems to be a common understanding of the nature of the situation among the players on the ground. The challenge is to translate this common understanding to a shared vision and strategy, and to make sound plans. However, no two situations are ever really the same and it takes time to determine the requirements of each situation, to understand the dynamics that expedite or impede goals and to assess the

comparative advantages of the participants. It is also imperative to figure out how the different organizations fit together in the grand scheme of things. Ideally, these appraisals should be completed before the operation begins; but this is rarely, if ever, the case. Instead, the process is more episodic and evolutionary.

In terms of traditional roles, the military is more than likely to be frustrated with the ambiguous nature of the political process and political end state. (Political processes and political end states always will be fuzzy). And the civilian side will tend to see the military as being too rigid. Both will be suspicious of each other's true intentions. The realities are that the military bring to the table an infrastructure that provides communications, logistics, and security, and the civilian side brings humanitarian expertise, familiarity with the affected area, and sustained commitment. Both need each other—and in the end, success in the civilian arena provides the military with its "ticket" to go home.

Additionally, there are pressures to elevate the military to the dominant role at the outset of peace operations, or at least until a credible civilian organization can be instituted. If the military are put in this position and if the civilian organization does not step up to its commitments promptly, there is the danger that the military will either leave too soon or stay too long. The military will also be enticed into taking on responsibilities that the civilian agencies should be in charge of, because it has the infrastructure in place to do so. This is precisely what happened to the NATO-led Implementation Force (IFOR) in Bosnia due to the late arrival of the Office of the High Representative (OHR) and its staff. By default, the military performed services it would not normally have done, and then it was expected to continue to do them after the arrival of the OHR. In Kosovo, the UN asked KFOR to help to bridge the gap until UNMIK could get established and assume its appropriate responsibilities. As a result, there was a much better working relationship between UNMIK and KFOR from the outset of the operation. "Mission creep" was not part of the KFOR vocabulary in Kosovo. Still, KFOR continued to be used to plug the holes in the UNMIK civil capabilities, and this needed to be managed carefully.

Blurry Organizational Arrangements and Strategies

In Bosnia, the establishment of the OHR and other International Organization elements occurred significantly later than the NATO military

force deployment. In addition, the OHR was not given the overall authority that was required to direct and synthesize multiple civil and military actions. The NATO-led IFOR did not report to the OHR. The OHR was not a UN Special Representative, with UN authority, since the UN was reluctant to play a lead role as a result of its UNPROFOR experience. In fact, there was no internationally recognized political organization to provide the ultimate leadership, and this hampered synchronization of civil-military activities. As a consequence, the actors operated autonomously, within a loose framework of cooperation, but without a formal structure for developing unified policy and effort on the ground.

In Kosovo, UNMIK tried to advance. It implemented a four-pillar structure under its leadership:

1. UNHCR— Humanitarian assistance
2. UN Civil Administration— Districts, UNIP, and judiciary
3. OSCE— Police schools, media, and elections
4. EU— Reconstruction investments

This was a first-ever civil administration operation for them, however, and the procedures were inadequate to the task. Although KFOR was a military success and the UNMIK organization showed good potential, there was an absence of a clear international vision and uniform strategy and plan for Kosovo. For one thing, KFOR was asked to supply humanitarian assistance on a prolonged basis. In some cases, there was a lack of UNMIK authority for directing and synchronizing activities of the civil-military players, which frustrated its achievements. KFOR had its own reporting chain and COM KFOR was not the UN Force Commander. Despite these difficulties, the early collaborative efforts of UNMIK and KFOR resulted in some progress being made after 1 year. Nevertheless, achieving stable civil administration and rule of law in Kosovo remains a significant challenge.

Unfortunately, the more complex the situation, the less likely it is that a shared vision and common strategy will emerge. The implications for not achieving success are enormous. One might conclude that this is the state of affairs in Kosovo, and hence, question the likelihood that nations will take the risks and employ the resources necessary to rebuild

with any speed. Some argue that a cooling-off period might be advantageous before trying to pursue more ambitious reconstruction efforts. In any case, the decisions of the on-the-ground leaders always will carry a lot of weight, and they always will collectively be creating policy. Therefore, they must be empowered by their respective headquarters and nations to act with wide latitude. Enlarging on their presence and understanding offers at least *de facto* governance and unity of vision, which can guide near-term efforts.

The personnel rotation policies of the military, International Organizations, and NGO unfortunately add uncertainty to a conclusion in the Balkans. For example, KFOR commander and staff turn over about every six months, including the Multinational Brigade commanders, staffs, and multinational units assigned to them. At the end of one year in Kosovo, there was not only complete military turnover but there was also a sizeable turnover of some of the nonmilitary organizations such as UNMIK police and UN civil administration staff. This means major continuity and coordination problems. The loss of institutional knowledge introduces unneeded obstacles to achieving and sustaining a stable operation. In Kosovo, UNMIK also suffered from an unusually high turnover of staff throughout the first year of operation. There was also a lack of skilled staff willing to fill key vacancies. The military-exit strategy in Kosovo is directly tied to the success of UNMIK. The limited progress to-date suggests that the military and International Organizations may be there for some time to come.

Mindsets Need Changing

The foregoing discussion leads one to the conclusion that all parties need to work hard at coordination and cooperation, because complete agreement may never be achieved. The old mindsets of the players need to be altered. The linear, military mindset is unsatisfactory for the task, and the NGOs, in particular, need to articulate their stance of total organizational autonomy, which promotes a behavior of do-whatever-we-want, when-and-where-we-want. NGOs compete for funding and seek visibility for their donors. Therefore, their actions can be closely tied to media coverage of a particular operation. This link between publicity and funding ultimately impacts the extent of NGO participation and continued presence in the area.

Luckily, there are a number of NGOs that are focused on providing grassroots, primary relief, and are committed for the long term. NGOs are usually on the ground before the military arrive, remain during its presence, and stay after it leaves. Hence, the military needs to be prepared to deal with NGOs upon arrival as well thereafter.

The UN, like the NGOs, needs to discard old, bureaucratically oriented politics, a turf-guarding corporate culture, and lingering anti-military perceptions and behavior. It needs to cast off fears that its power, security, and prestige will be sacrificed if it makes compromises.

To obtain the integrated response required for the future, some tough, institutional culture and organizational behavior changes will be necessary. Although full cooperation is the goal, in the end, limited partnerships may be the best that can be achieved for some time to come. This is especially true of the NGO community, who do not operate within either the military or the governmental hierarchies.

A Reality Check

Fortunately, when present on the scene, many of the higher-echelon, institutional attitudes have less effect, since the emphasis is on problem solving, making things happen, and personal relationships and assistance. These operations place tremendous physical, emotional, intellectual, and spiritual demands on the players. Individuals who have worked in these efforts frequently recall how meaningful their participation was, and in spite of their political orientations, organizational perspectives, and insular visions and core values, that they as individuals were in it together. Both the civilian and military staffs are dedicated, selfless, professional people, who work eighteen-hour days under extreme conditions, making life-and-death decisions. Many of the participants view peace and humanitarian assistance not as a profession, but as a calling. For the military, tactical decisions and action can have immediate, strategic and national, political implications— the emergence of what is called the strategic corporal. These are endeavors that one eats, drinks and sleep, and they can have tremendous wear-and-tear on body and soul. As in war, friction is ever-present and needs to be dealt with quickly.

Information Superiority—or Not

There are cases where coalition military actions such as air and naval operations may need to be done in support of a civil-military ground intervention. For example, the NATO-led Operation Allied Force air war over Serbia enabled the UNMIK and Kosovo force (KFOR) intervention. These types of military operations are highly structured and use the latest information technologies to meet intelligence, situation awareness, and command-and-control demands.

In the air war, information superiority allowed NATO to acquire excellent battlefield information. This provided intelligence to assist weapon targeting and the opportunity to deploy more advanced weapon systems. The latter included command and control platforms and precision-guided munitions that locate and destroy targets.

However, not all of the high-tech systems functioned perfectly all of the time. For instance, some were unable to operate under the poor weather conditions that prevailed during the early phases of air operations. There were other issues: As in the ground operations, the human element was an important factor. The planners and users of the information were not always adequately prepared. NATO analysts did not always have a complete understanding of the information.

Furthermore, there were coalition information-sharing problems. These were associated with situation awareness and dissemination of air tasking orders. In some cases, too much information created information overload for commanders and their staffs. In spite of NATO's near-total information superiority, its battle space awareness was manipulated by Serb armed forces more often than was expected. Serb military interception of some NATO in-the-clear communications and allegations of internal leaks of sensitive military information raised concerns about coalition information security and the ability to protect time-sensitive military operation information.

Some Information-Sharing Challenges

Coalition information sharing has multidimensional issues, ranging from technical and procedural to language and culture. There are also policy and doctrinal considerations. As was noted earlier, at the outset, policy, vision, and strategy to guide civil and military, intervention-planning

activities in the Balkans were vague. Internationally agreed-upon policies and doctrines for conducting peace operations are still evolving. KFOR was deployed to impose order and to prevent ethnic violence. But they soon found out they were in a policing operation, requiring them to deal with things such as organized crime and other law enforcement activities. Policing is a civil function, but there was no civil judicial, policing, or administration bodies at the beginning of the operation, nor was there an equivalent UN or other International Organization provided capability. As a result, the military found itself in the position of not only being the policeman and judge, but also the mayor, fire chief and all of the other civil positions necessary to establish order, help those in need, and return to stability. It found itself alone in this regard initially, although it now performs these duties in cooperation with the UNMIK Police.

Information sharing for the military versus law enforcement is different. Police operations require training in police tactics and techniques such as crime scene procedures. These differ from military training and capabilities, especially as they relate to fighting a war. The military does have its own internal criminal investigation facilities and these were used to satisfy immediate MNB needs and to bridge gaps until a UNMIK Police organization could be put into place.

In Bosnia, the political decision-making process was slow and NATO and national guidance was kept closely held. As a result, planning was disjointed at the outset, and there was inadequate sharing of intelligence and force-deployment information among the coalition players. In both Bosnia and Kosovo, NATO command structure experienced difficulties operating in a political and civil vacuum. In addition, there had been only limited military precoordination planning with International Organizations and NGO elements. And although there were pre-deployment exercises that dealt with civil-military issues, there was a critical lack of representation from the civil organizations.

Special Information Security Arrangements

Information security and dissemination differ for the NATO military versus the International Organizations. The NATO Balkans operations (IFOR, SFOR, Allied Force, and KFOR) required the establishment of special information security categories, information release procedures, and information dissemination networks. National-releasable material was

not necessarily NATO releasable, and NATO -releasable information was not automatically IFOR, SFOR, Allied Force, or KFOR releasable.

In Bosnia there were separate data networks to disseminate nationally sensitive and classified information, e.g., SIPRNET for the U.S. elements. In addition, NATO established a NATO SecretWAN for use by allied member nations; LOCE was used for IFOR/SFOR-releasable intelligence dissemination, and the IFOR/SFOR SecretWAN (CRONOS) was for Ops-Intel to headquarters and multinational division headquarters. Non-NATO member nations of the coalition were not allowed direct access to these networks. NATO established a separate data network for disseminating sensitive information to non-NATO troop-contributing nations.

During the air war, both NATO and national networks supported C2 needs. SA CEUR/CINCEUR and his commanders for Air Operations C2 used NATO and U.S. VTC networks extensively. NATO and U.S. data networks supported general officer e-mail traffic, and became the de facto formal messaging system.

There were separate message systems for tasking the air operations: the NATO Air Tasking Message (ATM) and the U.S. Air Tasking Order (ATO), the latter being used to task U.S. stealth operations during the initial phases of the operation. Interestingly, for the non-stealth operations, the NATO LOCE was used to disseminate the ATM/ATO to U.S. air elements at co-located operating bases.

In Kosovo, once again there were separate national networks: a NATO SecretWAN, a KFOR SecretWAN, and a KFOR Unclassified WAN (Internet). LOCE supported KFOR as well. *Operation Allied Force* used CRONOS and LOCE for Ops-Intel and also to disseminate the NATO-commissioned operational picture as well as the NATO air-tasking message (in U.S. parlance, the air tasking order).

The issues for the International Organizations and the U.N. diverged from the NATO military problem of multifarious and redundant systems. The IOs, which operate on the basis of transparency, impartiality, and the rule of law, now are learning that with expanded responsibilities in peace operations, such as election monitoring, arms control verification, and law enforcement, there is a new need for active intelligence collection. The U.N. is finding itself in vulnerable positions where conflicting parties are taking advantage of its naiveté, knowledge gaps and other weaknesses with increasing frequency. This creates a complex

dilemma for it; that is, in trying to live up to high ethical standards while attempting to determine the degree of secrecy to employ in a peace operation. It is also a particularly difficult problem for the U.N. since it, unlike nations and their militaries or NATO, for which tried and proven procedures exist, is just at the inception of formulating its policies and procedures for such operations.

As a result of early experiences in Bosnia, where U.N. in-the-clear messages were being intercepted and exploited by the Serbs, the U.N. now has a limited, secure communications capability deployed in Kosovo. In addition to selectively employing secure communications and information systems, the U.N. also needs to establish capabilities, processes, and procedures to deal with collection, classification/declassification, storage, and dissemination of sensitive information in a systematic fashion. Compatibility with NATO and national capabilities to facilitate sharing of sensitive information and secure interoperability are yet to be determined.

Information Sharing Not a Natural Proclivity

Information sharing is not a natural proclivity for many of the organizations and actors involved in coalition operations. Military and intelligence organizations are not accustomed to sharing data with international and NGO organizations, and vice versa. For operational security reasons, there is a continuing reluctance on the part of the military to share time-sensitive operational information with anyone other than military—especially multinational political bodies. Even for military-to-military sharing, strict need-to-know rules are applied. Fears that data will be misused or that databases contain inaccuracies also work against open information sharing.

Even in military-to-military sharing, not all nations in a military coalition are treated as equals. Many partners in today's operations are former enemies in the cold war, so there are different levels of need-to-know restrictions placed on sharing sensitive military-related information with them. On the other hand, there is a need for the Western nations to learn how to make better use of the military intelligence and political and cultural insights that these former enemies bring to the table in support of coalition peace operations, especially in areas where they may have more experience and understanding of the environment, the Balkans being a prime example.

NGOs and the media are concerned about maintaining the perception of their neutrality and are afraid of being perceived as pawns of military intelligence organizations. Therefore they are hesitant to work too closely with the military. In addition, they do not always share the same objectives, and are suspicious of national government intentions. NGOs need certain information or assistance from the military, such as weather, threats, military movements, and hostage rescue or evacuation parameters, if needed. For example, they need to know about the availability of military transportation services in order to carry out their humanitarian support activities. On the other side, the NGOs in particular, have insights useful to the military regarding how to accomplish things in the locale, brokering cooperation from key locals, and identifying potential problem and humanitarian assistance areas.

There is a need in peace support operations to increase trust and improve the ability to share the information necessary to achieve both the civil and military goals. This must be done without undermining the International Organizations' and NGOs' neutrality and the military's sensitivities to exposing operational security information. This is a fine line to walk; but it can be done if everyone is sensitive to one other's concerns. In Kosovo, UNMIK, KFOR, and the NGOs seemed to have a reasonably good working relationship. They met frequently to coordinate and inform each other on activities of mutual interest. Information centers were established throughout Kosovo. They were used by UNMIK, OSCE, KFOR and its MNBs to provide a means for improving collaboration, coordination, and information sharing among the various actors, including the international and local NGOs and all local ethnic groups.

The Media: Friend or Foe?

The media's job is to tell the story as they see it. The media, however, are an assemblage of competing organizations, each with its own agenda. The media are neither partners nor opponents of policy-makers and military commanders; yet what they cover and how they cover it affects both. Frequently journalist and reporters find themselves in harm's way while trying to get the story. Some, in the end, make the ultimate sacrifice.

There appears to be a growing concern that today's media may be focusing too much on getting the sensational stories that sell magazines, newspapers, and airtime on radio and TV, rather than on reporting a

balanced mix that includes other equally important, but perhaps less visual and dramatic stories. The media are everywhere and report live events around the world— in some cases even before the commanders on the ground are aware of them. The military is sensitive to the CNN effect of instant, worldwide reporting and its potentially adverse impact on ongoing operations. It is also wary of unsubstantiated reports to which it must react in order to clarify situations to higher authorities. The latter had to be done many times in Bosnia and Kosovo, and required diverting scarce military resources urgently needed elsewhere.

The media on the other hand, are very leery of the military's attempts to overtly control their activities, and also react negatively to the government and military's use of spin doctors. IFOR, SFOR, and KFOR had quite good working relationships with the press, mainly because public affairs had the commander's personal attention and the media had direct contact with the military. During the air war over Serbia, press relationships were somewhat strained during the initial phases of the operation. This was due to military restrictions on the release of operational information and the inability of NATO spokespersons to counter media skepticism about the exercise. But the relationship improved in course with the establishment of a NATO media operations center. It linked NATO with SHAPE and key national capitals, and improved the quality and timeliness of information released to the media.

The military and International Organization public affairs officers are just as defensive as the media are to losing impartiality and legitimacy. They are the honest broker spokespersons for their organizations and leaders. A lesson repeatedly learned by the military is that media coverage matters and that the role of military public affairs should not be underestimated. The delicate balance between operational security and providing open information continues to drive the military to be much more cautious and selective in sharing information with NGOs, media, and other nonmilitary organizations.

The Balkans have been a good learning experience, and progress is being made to improve military information sharing with the media, NGOs and others such as multinational political bodies like the UN and NATO. For example, the media operations center set up at NATO headquarters during the air operation facilitated national coordination and improved the NATO public information office's access to military information. Moreover, the UN, UNHCR, OSCE, EU, KFOR, and the

lead-nation military elements of the Multinational Brigades established public information centers throughout Kosovo for NGOs, the public, and other interested parties.

Although every effort was made to place the public information centers outside the wire of military installations in order to facilitate international and local press access to the military, this was not always done. For example, unlike KFOR and the other MNBs, the German and United States' press centers were located inside the wire of the base camps, limiting freedom of access. Putting public information centers outside the wire did require some military security measures to ensure the safety of journalists should an attack occur. The KFOR Coalition Press Information Center (CPIC) was located in downtown Pristina, next to the sports stadium. Each of the MNBs had public affairs LNOs at the CPIC. The CPIC was used for press briefings and as an information center where not only KFOR and MNB related information was available, but also UNMIK, UNHCR, OSCE, World Health Organization, and others'.

Some Other Hurdles

There are cultural and language differences that affect collaboration, coordination, and information sharing. Players on the peace operation battlefield come with differing expectations, skills, capabilities, and experience, and not all speak the language of the coalition operation or the country in which they are operating.

Plan-We-Must Versus Plan-If-We-Can

The military approach is plan-we-must and is highly structured, disciplined and focused. It places a wide footprint on the ground in terms of an overwhelming capability, for which it attempts to define a clear end state, with the ultimate objective to get out as soon as possible. Conversely, for the International Organizations and NGOs it is more like plan-if-we-can. They lack the structure and discipline of the military, plus they have a much broader focus. Their footprint on the ground is much more limited, as are their capabilities, and their end state is less well-defined, with many of them remaining in the country long after the military leave.

Language Remains a Challenge



Figure 6. Local Hire Albanian Interpreter

Language continues to be a major problem for the military. These operations tend to occur in areas where the military language training programs do not provide an adequate supply of qualified linguists. In Kosovo, the interpreters were a mix of U.S. military and civilians and locally hired Albanians and Serbs. There was something on the order of 400 contact interpreters in MNB (E) alone. Many of the U.S. citizens had clearances, and were used for sensitive military assignments, such as being attached to Special Forces teams. Most interpreters were fluent in one language and had a working knowledge of the other. One therefore had to be careful about using Albanian interpreters in Serb areas, and visa versa, since locals could quickly tell the difference. Many times the military had no choice and had to emphasize that they were there to help everyone regardless of ethnicity. This was particularly difficult in Serb areas where the use of an Albanian interpreter would provoke anger.

Many of the male interpreters were easy to identify. They were the long-haired guys in fatigues standing in the mess hall line. Others such as the one shown in Figure 6 (the person next to the soldier with the helmet on) looked like any other soldier. This particular individual was a local Albanian from Gnjilane who worked with the U.S. tactical PSYOP teams. He said he learned his English from watching U.S. TV and movies and from the G.I.s.

Locally employed interpreters sometimes explained rather than translated, or added their own spin, and required careful monitoring. In Kosovo, a number of soldiers who could not speak Albanian or Serbian found it more useful to try to speak to locals in German or Italian rather than use interpreters. This practice established direct communication and had a positive effect.

Most of the interpreters were hired locally via an Army contract with TRW. There were also many local employees through Brown and Root (probably the largest employer in Kosovo) who were engaged to support Camp Bondsteel and Camp Monteith day-to-day operations, e.g., laborers, dining facility, PX, and laundry and cleaning services. The use of locals has a downside security risk that needs to be watched closely and managed daily.

Interpersonal Skills and Training Make a Difference

Information sharing among organizations also has personality, education, training, and experience aspects that influence the degree of cooperation, coordination, and sharing that may be achievable in a multinational operational environment. Picking key leaders that promote and demonstrate open communication and cooperation has a primary constructive effect on how well the rest of the organizations function together. The value of collaboration needs to be an integral part of the education and training of the participants.

The use of joint planning and training before deployment also has a crucial effect on successfully implementing civil-military cooperation and information sharing when intervention takes place. NATO and U.S. forces are employing pre-deployment exercises to prepare replacement forces and the U.S. military uses what is called right-seat training to facilitate the transfer of responsibilities on the ground. In Kosovo, at the UNMIK Special Representative of the Secretary General and COMKFOR level, there was excellent cooperation, and this flowed downward in their respective organizations. The SRSG and COMKFOR met daily, and KFOR provided assistance to UNMIK to help it develop an UNMIK Strategic Planning Document.

Ad Hoc Arrangements Pave the Way

The success of peace operations continues to rely heavily on the professionalism, dedication, and ingenuity of the individual men and women who were there. Agility and accommodation remain key as the civil-military community persist in trying to understand how modern information technology can be used to synchronize activities in support of peace operations and to facilitate more open information sharing. Many times, ad hoc arrangements helped to resolve the collaboration, coordination, and information-sharing challenges in the environment.

Whatever Works

A cottage industry of liaisons emerged in Bosnia, and in Kosovo to a lesser extent. There were liaisons between IFOR/SFOR and the Multinational Divisions (MND), among the MND headquarters, between the MND lead nations and non-NATO military units assigned to them, between IFOR/SFOR/MNDs and International Organizations such as the OHR, UN, and OSCE, and between these organizations and NATO, the NGOs, and the Bosnian civil agencies, such as the water, power and telecommunications utilities.

In Kosovo, liaison exchanges were most prominent between the KFOR and its MNBs, and between MNB lead nations and the military elements assigned to them. KFOR headquarters were responsible for coordination and synchronization of MNB activities; but a plan and process for doing this was lacking. KFOR efforts were focused more on collaboration and cooperation with UNMIK. KFOR provided liaisons to UNMIK and UNMIK provided liaisons to the MNB headquarters. There were no liaisons exchanged between the five MNB headquarters, and this served to make cross-MNB leveraging that much more difficult. The MNB civil affairs units played a major role in interfacing with nonmilitary organizations such as UNMIK, OSCE, the NGOs, and local organizations. Military liaisons were instituted by some of the larger NGOs to help improve their overall relations.

In the U.S. sector, MNB (E), U.S. Civil Affairs teams were co-located with the UNMIK regional office in Gnjilane and municipal offices in major cities such as Vitina, Kamënica, Stupce, and Kacanik. The U.S. MPs were co-located with UNMIK Police at UN-established municipal

police headquarters. U.S. Intelligence and Special Forces liaison teams provided specialized support to the non-U.S. elements assigned to MNB (E). Italian Carabinieri of the Multinational Specialized Units that reported to COM KFOR also had units assigned to each of the MNBs. There were also liaisons at other command and organization levels, such as at SHAPE headquarters and the Partnership for Peace nations, and there were Russian liaison elements. The NATO Combined Air Operations Center employed resident, national military air liaisons to support air operations' cooperation, coordination, and information sharing. There were NATO civil aviation liaisons with EUROCONTROL and the national Civil Air Traffic Control organizations during the air war, and the NATO Media Operations Center had national, civilian and military liaisons and NATO -military representatives. These are just a few examples of some of the liaisons that were utilized to bridge language, culture, doctrinal, procedural, and communications gaps and to facilitate coordination, cooperation, and information sharing in a multinational operational environment.

Strong leadership and collaboration skills are critical to achieving more open information sharing. Lack of trust is a fundamental source of tension in coalition operations. Trust relationships are earned and can be easily broken. Therefore, selecting senior leaders who can build and sustain trust relationships and work together for the common cause is an important consideration in building the team. In reality, however, these do not seem to be the major factors when selecting leaders for peace operations. More often than not, it seems to be the luck of the draw for the coalition peace operation team.

At the outset of the Bosnia operation, the senior-level civil-military relationships were not as strong as those established in Kosovo, where the Senior Representative of the U.N. Secretary General and Commander KFOR work very closely together and meet daily. Their staffs also worked together very closely, enabled by the co-location of some KFOR CIMIC staff at UNMIK headquarters in Pristina. As noted earlier, UNMIK liaisons were placed at MNB headquarters to facilitate the exchange of information. The early COM KFOR leadership established frequent and close direct ties with the MNB commanders, with whom they met weekly; but with the transition of KFOR leadership to EUROCORPS, direct ties seemed to occur less frequently, and were more often at the deputy COM KFOR levels. The COM KFOR focus during the EUROCORPS

regime seemed to be more politically oriented, and aimed at UNMIK, OSCE and other political bodies.

There were formal and many ad hoc joint working groups, joint commissions, and other joint activities formed to facilitate collaboration, coordination, and information sharing in the Balkans. In Bosnia there was the Joint Civil Commission and the Joint Military Commission that were used to synchronize civil and military activities respectively, and to deal with faction military leadership and their adherence to the terms of the Military Annex to the Dayton Agreement. In Kosovo, there was the Joint Interim Administrative Structure and the Joint Implementation Commission. The former dealt with civil administration and the latter ensured compliance with the provisions of the Military Technical Agreement. The JIC was also used to oversee activities of the Kosovo Protection Corps, which was composed of leaders and members of the demilitarized UCK/KLA. There was an MNB (E)-chaired Joint Security Committee (JSC) that dealt with regional and municipal security matters. The MNB (E) JSC met weekly at the UNMIK municipal offices. These meetings provided an opportunity for the military, UNMIK, and NGO representatives to discuss activities and issues and to assign actions for resolution. In MNB (E) sector, there was also a weekly UNMIK four-pillar meeting held at the UNMIK regional office in Gnjilane, for which Task Force Falcon represented KFOR.

The UN, OSCE, and KFOR and its MNBs setup information centers that were located in the major cities and provided free and open access to all who wanted to use the facilities. In Pristina, there was the Humanitarian Community Information Center that was supported by UN elements, as well as other organizations, and it encouraged and enabled the exchange of information among the wide range of actors working in Kosovo. KFOR CIMIC used the HCIC facilities as its de facto CIMIC Center. The OSCE established information centers in major cities to facilitate coordination with local NGOs. The MNBs established information centers either co-located in municipal UNMIK facilities or in facilities they took over for this purpose. In the case of the latter, these centers were located as storefront operations within the cities, usually near Serb enclaves.

KFOR Public Affairs created a Joint Information Bureau and employed a Joint Information Coordinating Committee to focus efforts and coordinate, collaborate, and share information among public affairs

units and the media. There were joint coordination working groups established by Civil Affairs (in NATO terms, Civil Military Cooperation, or CIMIC), PSYOP, and information operations to foster collaboration, coordination, and sharing of information between these multinational parties. The activities of the committees and working groups were not directive in nature, but were consensus building. The purpose was to establish a shared awareness of ongoing efforts and concerns of KFOR and the MNBs. The working groups also served to help resolve conflicts and to boost overall efforts. In most cases, NGOs were invited to participate, but rarely did, except for the CA/CIMIC working groups.

There were a number of UNMIK and HCIC initiatives to create a voluntary information group composed of consumers and providers of information, to broaden the HCIC information databases and information-sharing role, to select a GIS software standard (e.g., MapInfo was used by a number of organizations), and to install a UNMIK Chief Information Officer.

Many other ad hoc activities ebbed and flowed as dictated by operations on the ground.

Intelligence is Always a Challenge

The intelligence community employed National Intelligence Cells (NIC) to facilitate collaboration and coordination at headquarters levels, and lead nations used intelligence support teams to facilitate exchange of information with non-lead nation military units assigned to their area of responsibility. For example, in MNB (E) the U.S. intelligence support team with the Russian brigade not only translated releasable KFOR intelligence into Russian, but also translated news stories from the Internet that related to Chechnya and provided these to them as well. The Russians did not have good access to news and the units in Kosovo were from the Chechnya operation. Many would be returning to this operation at the completion of their Kosovo tour.

The NATO Combined Air Operations Center created an Intelligence, Surveillance, and Reconnaissance Cell to coordinate collection management in support of IFOR, SFOR, KFOR, and *Operation Allied Force* requirements. During the air war, a U.S. intelligence cell was established at SA CEUR's Chateau in order to be able to provide General Clark with continuous current intelligence even when he was at home.

There was also an operations officer available at the chateau to provide him with operational information as events unfolded.

For Bosnia, there was an Intelligence Coordination Cell (ICC) established and staffed by multinational representatives at the U.S. Joint Analysis Center (JAC) in Moleworth, England. The ICC supported field requests for information, the integration of multinational intelligence inputs and the dissemination of processed intelligence to IFOR/SFOR elements using the LOCE network. The ICC supported KFOR as well. It was a de facto intelligence help desk, where nationals in the field, whose English speaking skills were limited, could ask national counterparts at the ICC for information in their native language.

The Balkans is a HUMINT-intensive environment, and as was the case for IFOR/SFOR, a J2X was used by KFOR and a G2X by MNB (E) to coordinate and resolve conflicts in multiple HUMINT activities. MND (N) in Bosnia used the concept of a HUMINT coordinator, a G2X, with great success. In Kosovo, the role of the G2X was more of a challenge for MNB (E) and not quite as successful as experienced in Bosnia by MND (N).

Interpreting requests for information at high-level centers such as the ICC and national rear area intelligence and information centers, may not only have a literal component (what was said, what was meant, and what was understood may not be the same thing) but can also have an understanding, or appreciation, component, since perspectives differ as one moves up the command levels and gets further away from the actions on the ground. The U.S. employed National Intelligence Support Teams at its NICs as a way to bridge communications between the rear area capabilities with the commander on the ground. Intelligence analysts were also frequently sent into the field with the troops in order to address potential gaps as well. These approaches served to improve the overall understanding and responsiveness of the intelligence community to the on-the-ground commander needs.

Open source information publications such as Pentagon *Early Bird* equivalents were produced daily in the U.S. sectors. In Bosnia it was the *Night Owl*, and in Kosovo, the *Daily Falcon*. The OSCE monitored the local media activities in Kosovo, reported daily on the content of the Serb and Albanian radio and TV network broadcasts and print media articles, and reported violations of UN media policy directives.

The OSCE also produced a weekly summary report, and all reports were available in hard copy or electronically over the Internet.

Interoperability and Information Sharing: It's Not a Technology Issue

As was the case in Bosnia, communications and information-system interoperability and sharing of information among NATO, national militaries, international organizations such as the UN, and the NGOs was problematic in Kosovo too. In fact, there were fewer interconnections of networks in Kosovo than there were in Bosnia. When information sharing did take place, sneakernets tended to be the mode of choice. Multiple stovepiped systems and duplication of effort proliferated in the Kosovo battlefield. The root cause of this situation was not technical, but largely a matter of political will. The issues were coupled with some continuing distrust between military and nonmilitary organizations and outdated, restrictive NATO and national policies regarding the sharing of so-called military information. The unwillingness to provide some limited-guard gateway interconnection for the respective data networks exacerbated the situation. Interoperability of NATO STU-IIB and U.S. STU-IIIa continued to be a problem in Kosovo in spite of the fact that this has been a well-publicized issue in the Balkans and elsewhere. The U.S. solution would be quite simple: deploy with the NATO-compatible key.



Figure 7. PTK Building in Pristina

Another complicating factor was that although many lessons were learned in Bosnia, Kosovo was not Bosnia. The Kosovo public telecommunications services (PTK) were inadequate before the air war, and Operation Allied Force solved this problem by neutralizing any functioning capabilities that may have existed. This becomes visibly obvious in places like downtown Pristina, where one can see the effects of a Cruise Missile attack that destroyed the telecommunications center (see Figure 7) across the street from the facilities now being used for UNMIK headquarters. The UN, KFOR, and military voice networks were not interconnected to the degree they were in Bosnia. In many cases, it became necessary, and even easier, simply to meet face to face.

Use of Commercial Products on the Rise

A wide variety of commercial products and services now offer military-grade features, including rapid, globally deployable, self-sustaining communication capabilities and voice and data network encryption. NATO and its allied militaries are moving toward more extensive use

of a mix of commercial and military systems, and the commercial sector is becoming a dominant player in providing communications and information systems support for peace operations. Adding momentum to this trend is the fact that the number of simultaneous peace support operations being conducted around the world by the military is accelerating. Coupled with today's military insatiable appetite for information, the bandwidth needs far exceed that which current military tactical systems can effectively support for globally deployed forces. Hence, commercial products and services have become a necessary and viable alternative to meet real-world operational needs.

The commercial sector supports deployable military C2 packages such as the U.S. Army Fly Away, the U.S. Marine Corps JTF Enabler, and the U.S. Air Force Communications Reception Teams. The emerging strategy for sustained operations is to replace military tactical capabilities as soon as possible with commercial capabilities such as the U.S. Army Dragon package and the U.S. Air Force Theater Deployable Communications-Integrated Communications Access Package. The intelligence community also uses commercial capabilities extensively to support forward-deployed elements and to provide access to rear area intelligence centers and analysis teams.

Enhanced military-like services derived from commercial products and services such as VTC, data networking, and e-mail have both innovative results— and unintended consequences. During the air war, virtual C2 of the air operation became the way of doing business. VTC was used to link geographically dispersed commanders, and the data networks facilitated near real-time sharing of information among commanders and staff. VTC and the data networks allowed the commanders and staff to rapidly reach anywhere in the world for whatever expertise was required. IFOR, SFOR, and Allied Force commanders used VTC extensively for command and control; but in the case of KFOR, it was used less frequently, and seemed to be used more for informing and coordinating than for command and control.

E-mail became the formal messaging system. This raised questions regarding whether e-mails were directive in nature and which ones were simply action officers sharing information, ideas, or opinions. Signature authority control, audit, and assured delivery requirements for formal military messaging were violated as well. Although there were videotapes of VTCs, there were no written transcripts that could be

used to inform others, and there was no complete written record of operational decisions for historical purposes. As a result, the military commanders feel strongly that a key lesson of the Balkans is the imperative to clarify the role of email in combat operations and to instill discipline in the use of both email and VTC.

Experiences and lessons from ongoing peace support operations should lead to a further breakdown of the barriers to information sharing, and ultimately to a willingness to consider selective, operationally appropriate interconnection of military and nonmilitary systems to meet peace support operations needs. Using commercial products and services may be a means to achieving this end. For example, in Kosovo the Internet became, in effect, the information sharing network among the civil and military participants. Hotmail and Web sites were used extensively for sharing relevant peace operations' information.

Extending Services into Kosovo

The UN extended its commercially based global communication and information system into Kosovo to provide voice and information network services, including email and Internet access, to all of its deployed elements. The UNMIK network is a mixture of leased services and UN-provided services. NATO contracted a commercial, turnkey service for its KFOR voice and data network services. There was also a military tactical network overlay to support essential KFOR command and control needs.

The commercial- and military-provided services supported KFOR headquarters and extended connectivity and access to its Multinational Brigade headquarters, KFOR support elements, and NATO and SHAPE headquarter units. Each of the five Multinational Brigades deployed a mix of military-tactical and commercial capabilities.

For the sustained operations phase, the US Army deployed its *Dragon* package, which is a commercially based, contractor-maintained-and-operated capability. The *Dragon* package fulfills the communications and information needs of Camp Bondsteel and Camp Monticelli, the major US support bases in Kosovo, and Camp Able Sentry in Macedonia. US military tactical systems were used to support deployed units and essential MNB (E) headquarters command-and-control needs. In MNB (E), the Army Trojan Spirit, special-purpose systems and national intelligence systems, used by the National Intelligence Support

Team, provided its own independent and stovepiped capabilities, which included commercial products and leased services. The U.S. UAVs were used extensively— Hunter more than Predator in Kosovo— and their video was broadcast real time over the Joint Broadcast System to the MNB (E) and KFOR/USNIC intelligence cells. National Intelligence Cells of the United States, United Kingdom, France, Germany, Italy, and other nations provided intelligence services to KFOR J2. The NATO-provided LOCE and CRONOS networks were also used by KFOR for intelligence dissemination.

Commercial SATCOM and Cellular

Leased, commercial SATCOM is the major long haul provider of connectivity for military and nonmilitary systems deployed in Kosovo. Commercial satellite phones such as INMARSAT continue to be used for contingency operations; but commercial cellular phones, European GSM-based system, emerged as the communicating means of choice in Kosovo, especially for the non-U.S. forces.

Internet Comes of Age



Figure 8. Sign for Internet Café in Pristina

The Internet played a major role in informing and facilitating information sharing among the various parties. Internet Web sites were used extensively for open information sharing and informing. E-mail provided an alternative means of communications to public telecommunications and served to facilitate information sharing across traditional military and nonmilitary boundaries.

A nonprofit organization, IPKO, instituted an Internet service provider in Pristina, which supplied access to several of the larger cities and offered Internet services to organizations such as the UN, OSCE, and a number of the larger NGOs. They also supported "Internet Cafes" for general public use as well (see Figure 8).

There were, however, some difficulties associated with the use of the Internet, such as the "ILOVEYOU" virus that temporarily disabled some NATO and national military data network capabilities in Kosovo. Not only that, the Serbs used the Internet for propaganda purposes. During the air war, they used computer network attack techniques to modify NATO and national Web site home pages and to take down the NATO public affairs Web site. They further used spamming and mail bombs to disrupt Internet e-mail traffic directed to and from NATO headquarters.

Creative Uses of Off-the-Shelf Products

There were new, creative uses of commercial products that emerged in Kosovo. In the U.S. sector, the Motorola *TalkAbout* recreational Two-Way radio was used extensively for dismounted, convoy, and base area communications purposes. It became a real status symbol, and nearly everyone had one clipped to his or her flack vest. There were also other types of commercially available hand-held radios that were used by the NGOs, UNMIK, and KFOR personnel. Use of these unprotected radios introduced military OPSEC risks that needed to be carefully managed.

Another surprise entry was the extensive use of the 3Com *Palm Pilot* for note taking and exchanging information. It was not unusual to see U.S. military staff officer's scratch notes on their Palm Pilot during a meeting and then use the infrared link to exchange notes or send a tasking. Commercial remote sensing and Geographic Information System software were used by the military for improved mission planning and by the nonmilitary, such as, the U.S. State Department and the UN, for Humanitarian Assistance and nation building planning and assessment.

activities, such as refugee returns, reconstruction and mine location and clearing actions.

Kosovo—An Information-Poor Environment

Kosovo civilian radio and TV stations were destroyed by the air war. The fact that a large portion of the educated and technically skilled Kosovo work force were Serbs who fled when the bombing started or when KFOR occupied Kosovo further complicated the situation. They still have not returned. The mass exodus of Serbs also resulted in the print media being reduced to Albania-only products. Commercial enterprises, such as Radio Shack or CompuSA equivalents, were, and still are, nonexistent in Kosovo. A few years ago, commercial radio, TV, and print media are recovering; however, there is yet to be a Serbian language daily newspaper produced in Kosovo for the Serb community. Serbian language papers come from Serbia. Remote villages lack adequate access to media outlets, so little current information gets to them. Some villages have radio; but few have TV or print media access.

The Internet has become a lifeline to the outside world for the civilian population in the municipalities such as Pristina. For many people in the new Kosovo, e-mail was the only mail. Although progress has been made over the last year, much still needs to be done for Kosovo communications and information.

Information Operations

Like Bosnia, coalition information operations in Kosovo dealt with truth projection. As a result, all of the peace operation parties got involved. Furthermore, there were multiple information campaigns being conducted simultaneously in spite of KFOR efforts to pull the UNMIK, OSCE, KFOR, MNB and NGO community together in order to integrate their efforts. KFOR did not issue orders but sought collaboration. Meetings with the MNBs were held weekly in an attempt to create a shared understanding and agreement on the information campaigns to be conducted by the MNBs, and so that they at least generally met the COM KFOR priorities and intent. Other organizations such as UNMIK and the NGOs were invited but rarely came.

“Weapons of Choice”

The KFOR information operations “weapons of choice” were public information, PSYOP, Civil-Military Cooperation, and the Joint Implementation Commission. Use of disinformation and deception were not allowed. Only “white” PSYOP was employed, and there was no KFOR-led counterpropaganda campaign in spite of extensive use of propaganda by the Serbs. The general rule of thumb was “do not react to disinformation. Instead, react to selective issues of importance and tell the truth.” The goal was to create conditions for the implementation of a political settlement. This resulted in themes such as: promote a safe and secure environment, deter violence and criminal activities, encourage a free and open society, promote a positive UNMIK and KFOR image, and mine and UXO awareness, to name a few. The target population was mainly 20 to 50 year olds and was a mix of Roma, Turkish, Albanian, and Serbs. Teenagers were not a major factor in the KFOR information campaign. In Bosnia, the German PSYOP product “MIKO” was specifically targeted for teenagers, and was one of the more useful products produced by the IFOR/SFOR information campaign. A similar product was not funded for Kosovo and little effort was directed at addressing teenagers’ needs.

The KFOR information operations cell activities focused on planning, coordinating, collecting data, analyzing the effectiveness of the information campaign, assessing all activities of KFOR from an information operations perspective, and advising COMKFOR accordingly when conflicts arose.

MNB information operations cells such as the MNB (E) Task Force Falcon Cell employed a similar focus for their area of responsibility. The MNB (E) activity was more intense than the KFOR and other MNB efforts. Additionally, it was a structured process with direct commander interest and involvement and brought all players of the Task Force Falcon team (the Commander, PA, CA, PSYOP, J2, J3, M Ps, Maneuver, and others) into the planning and execution process. The U.S. Land Information Warfare Activity was used by the MNB (E) commander to lead and orchestrate its information campaign. KFOR sponsored separate weekly information operations and PSYOP working groups as a way to facilitate collaboration and coordination, to encourage building common themes and objectives, to share insights on activities being pursued by the various players, and to resolve conflicts where necessary and possible.

Approaches and Products

UNMIK, OSCE, KFOR and MNB approaches and products included the use of newspapers, including inserts for local papers, magazines, posters, handbills, radio/TV, press conferences and releases, and Internet Web sites. UNMIK published the *UNMIK News*, OSCE, the *UPDATE*, UNHCR, the *Humanitarian News*, KFOR, the *KFOR Chronicle*, and, at the MNB level, the *U.S.*, the *K-Forum* and *Falcon Flier*, for example. Paid inserts for local newspapers (mainly Albanian since there was no Serb press in country) were employed by KFOR and MNB (E). The U.S. Task Force Falcon PSYOP team had the responsibility for the MNB (E) products. KFOR produced a monthly magazine called the *Dialogue*.

For focused activities such as landmine and UXO awareness and stop-the-violence and safe-and-secure-environment messages, KFOR and the MNB PSYOP team used posters and handbills extensively. KFOR and MNB (E) both funded radio stations and KFOR TV programming as well as airtime as purchased by KFOR for RTK TV broadcasts in Pristina. Popular music and KFOR message scripts were provided to radio stations for broadcasting, and weekly commander talk shows were employed to get the KFOR message on the airwaves and to discuss local issues and initiatives. Where telephone service existed, people could call in to talk to the commander while on the air.

In MNB (E), the Medical Civil Action Program (MEDCAP) also played an important role in support of the information campaign in addition to its primary role of providing medical services. Several times a week MEDCAP units would visit different remote communities to provide immediate medical care to persons suffering from minor conditions. The MASH-style hospital tent complex on Camp Bondsteel in MNB (E) provided emergency medical services for not only the military, but local nationals as well. The Germans in MNB (S) also employed MEDCAP-equivalent activities, and they too had a field hospital that provided emergency medical services for local nationals. The outstanding services provided by these activities served to re-enforce KFOR legitimacy and to promote a very positive image of the United States, German, and other KFOR forces in Kosovo.

Finally, the information operations team created talking points that addressed key KFOR and sector issues and objectives for the

information campaign in MNB (E). Typical subjects addressed a wide range of interests, like refugee returns, civil registration, mine awareness, transfer of authority for the 1 ID to 1 AD transfer, rule of law, and stopping the violence, the role of the Kosovo Protection Corps, the role of the Kosovo Police Service, and the status of UNSCR 1244. These talking points were updated weekly or as required, and distributed to all levels of command. They served to provide a common perspective and to educate those involved in the operation. Thus while they were on patrol or engaged in discussions with the local populace and community leaders, the soldiers could be prepared to discuss issues and initiatives in some detail. Commanders on the ground viewed this as a very effective tool in the conduct of their campaigns.

Unlike Bosnia, where the new paper *Herald of Peace* was printed in two languages, this was not possible in Kosovo because of the strong ethnic differences. Separate papers had to be published. The only source of Serb language newspapers locally was Serbian papers out of Belgrade, and in fact, OSCE helped to have them distributed in Kosovo. The Serbian newspapers contained propaganda as well as news.

Other Challenges

There were numerous other challenges. The Serbian Red Cross were funded and controlled by the Serbs. It was reported that they were taking USAID and other international aid packages and covering the source markings with Serbian Red Cross markings before distributing to the Kosovo Serb community. Interpreters/translators needed to be kept track of to ensure the radio/TV transcripts and newspaper inserts initially written in English were translated properly into Serbian and Albanian and that the right words used before being broadcast and distributed. Broadcasts were monitored to make sure that correct messages were actually aired on the radio and TV. It was also important that printed material targeted for Serbs in fact went to the Serb communities, and likewise for Albanian material. Frequently those distributing print material had to make a special effort to determine the homes that were Serb and the homes that were Albanian in mixed communities before delivering the material. KFOR and the MNBs needed a professionally trained and experienced radio and TV team in order to compete effectively with the Serbian media activities, which

employed professional journalists, newscasters, scriptwriters, and R/TV producers and broadcasters.

Product Testing

Information campaign product testing and assessments of effectiveness used multiple, but simple, approaches. Local hires were used, as was random street testing, before issuing a publication or product. A Gallup Poll was sponsored by KFOR and conducted Kosovo-wide every three months. Radio shows were taped and reviewed as part of the quality monitoring. OSCE performed daily media monitoring and provided daily and weekly summary reports of radio, TV, and print media activities. KFOR and its MMBs also used open-source monitoring, including Internet Web sites, to assess information campaign effectiveness.

Complexities of the Air War

Information operations during the air war was much more complex. Propaganda, computer network attack, deception, poor NATO and coalition OPSEC posture, and other factors were exploited quite effectively by the Serbs to manipulate NATO's battle space awareness and its ability to conduct an effective information campaign. Since NATO did not engage in counterpropaganda, only truth projection, there were only national-led efforts to counter Milosevic's activities. For example, during the air war, the U.S. Information Agency's (USIA) Information Bureau, now operating as the U.S. State Department's Office of International Information Programs, tailored a number of information campaign and counter-propaganda activities that exploited the Internet. Their Kosovo Web site distributed video, print, and audio information in eight languages. A public outreach list-server provided information to foreign and national opinion leaders. In a public-private partnership, Internet centers were established at refugee centers in Europe and the United States that allowed refugees to access information and send e-mails to trace family members. An online newspaper was distributed to all locations hosting refugees to inform them of items of interest to their welfare and tracking family members. The Information Agency's cyber-watch group remained active throughout the conflict in order to track Kosovo coverage on the Internet and monitor Serbian disinformation. These initiatives can serve as models for future information campaigns.

U.S. Congressional testimony suggested that both NATO planners and users of information were not adequately prepared to conduct information operations. The pool of personnel available to perform certain key functions such as language translation, targeting, and intelligence analysis was limited, and the conduct of an integrated information campaign was delayed by the lack of both advanced planning and strategic guidance to define key objectives. Additionally, getting the attention of the senior, fighting commanders to convince them that information operations were a force multiplier was a challenge as well. In the view of Admiral Ellis, USN and Commander Joint Task Force Noble Anvil, "At once a great success.. and perhaps the greatest failure of the war. A properly executed information operations could have halved the length of the campaign." Progress is being made; but there is still a lot to be learned about conducting a coalition information-operations campaign.

The Way Ahead

Civil-military unity of effort has been an essential, yet frustratingly elusive, requirement for success in post-cold-war peace operations. At the outset of the Kosovo operation, the political end state was ill defined and there was no political-military strategic plan. The planning among the participants was fragmented. The KFOR command arrangements were politically driven and the C2 relationships lacked specificity and were complex. Contributing to the confusion were the inadequate definitions of the cold war derived NATO C2 states of command—OPCOM, OPCON, TACOM, and TACON. They were vague leaving the nations to interpret them as they wished. The civil-military arrangements and processes were complex as well. The UNMIK implementation lagged KFOR and this put pressure on the military to temporarily fill the gap until the civil agencies were capable of assuming their responsibilities. Expectations of the multitude of participants needed to be carefully managed—there were competing interests and fears of loss of power and prestige. There continued to be a general lack of trust among the players and a lack of a shared understanding of the value-added through more open and improved information sharing. Needless to say, the ability to coordinate, collaborate, and share information between civilian and military entities was problematic. Information sharing among the actors on the peace operations

landscape continued to be largely a manual process. Improved information sharing would certainly be a means to an end and could serve to enhance operational efficiencies and thereby avoid wasteful duplication of effort, conflicting advice, contradictory programs, and competing actions. The obstacles to more open sharing need to be recognized and, to the extent possible, practical recommendations developed for ameliorating them.

Two types of information emerged as essential for peace operations. They were the need for current information about the situation on the ground and accurate maps. Military sharing of situation awareness and other information with civil agencies continued to be problematic. In Kosovo, attempts were made to improve shared situation awareness through the use of civil- and military-provided information centers. An excellent example of such a center was the Humanitarian Community Information Center in Pristina, which was run by civilians and was available for anyone's use, be they NGO, local nationals, regardless of ethnic origin; the military, or international organizations. Availability of accurate maps continued to frustrate the military on the ground. Although the U.S. National Imagery and Mapping Agency had taken significant steps forward to improve map quality and make them electronically available to the U.S. military, the process was not good enough at the outset of the Kosovo operation. Tourist maps once again became the map of choice for navigating the streets of the major city areas and neither the military nor tourist maps were sufficient enough for navigating along the poorly defined and marked border areas. GPS receivers were a constant companion of the maneuver and other forces moving around the area. Map quality improved but sharing NATO maps among coalition partners and for use by nonmilitary elements such as the UNMIK Police proved to be the next challenge. There is an urgent need for an internationally agreed strategy on sharing in order to ensure nations and international organizations provide the ways and means necessary to accommodate the sharing of appropriate situation awareness and other operations relevant information among the civil-military participants.

Agreed communications and information systems architectures did not exist to guide the planning and implementation of the civil-military systems used in Kosovo. Furthermore, there was no single civil or military organization responsible for system implementation and management. As a result, multiple, independent (referred to as stove-

pipelined) system were implemented creating interoperability challenges and security disconnects. The independent civil-military networks were loosely interconnected and did not form a federated network for shared use so there was only a marginal operational ability for the participants to communicate and share information among the communities of interest. In many cases, it was easier to visit the person than to call them. Military and civil organizations both relied to a large extent on the use of commercial products and services—these ranged from turnkey communications and information systems managed by contractors to mixed tactical military and deployable commercial capabilities. Satellite phones, cellular and the Internet were major players as well. The mountainous terrain of Kosovo proved to be a performance challenge for the tactical line of sight military communications and this led to workarounds that included creative use of commercial handheld radios such as the Motorola *TalkAbout* sports radios for dismounted operations, convoy communications and base communications. The use of commercial communications and information system products and services to satisfy operational military C2 needs is feasible, on the rise and cost-effective but there are OPSEC risks that need to be planned for and managed when using these products and services, especially when used without appropriate security protection. The need exists for agreed coalition communications and information system architectures to guide the planning and implementation of the systems and the interoperability arrangements necessary to facilitate civil-military information sharing. There is also a need for an information management and security plan that details the information sharing and protection requirements for such operations.

Today's information and communications technologies can serve to facilitate exchange among the disparate players of peace operations. The integration of social, economic, political, geographic, weather, military activities, threats, refugee return, reconstruction, human rights violations, criminal activities, and other relevant information and the timely dissemination of the processed information to interested parties in the field, are well within the realities of today's technology. However, uncontrolled use of information technology can result in information overload, blur operational initiatives, and lengthen decision times for military operations in particular. In the end, it comes down to the human element, the ability to find, interpret, and use information effectively, and the willingness to trust each other, openly share information, and to

coordinate, cooperate, and work together for the good of a common cause. As noted at the outset of this chapter, this is not a technology issue, it is an organization and political will issue. Technology is an enabler.

Although agility and accommodation continued to be keys to military success as well as to explain old good luck, in the final analysis it was good people that made it happen. The success of KFOR, and MINUB (E) in particular, was because of the professionalism, dedication, and ingenuity of the men and women who were there and those who supported them.

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APPENDIX A

Military Technical Agreement

Military Technical Agreement Between the International Security Force (KFOR) and the Governments of the Federal Republic of Yugoslavia and the Republic of Serbia

Article I: General Obligations

1. The Parties to this Agreement reaffirm the document presented by President Ahtisaari to President Milošević and approved by the Serb Parliament and the Federal Government on June 3, 1999, to include deployment in Kosovo under UN auspices of effective international civil and security presences. The Parties further note that the UN Security Council is prepared to adopt a resolution, which has been introduced, regarding these presences.

2. The State Governmental authorities of the Federal Republic of Yugoslavia and the Republic of Serbia understand and agree that the international security force (KFOR) will deploy following the adoption of the UNSCR referred to in paragraph 1 and operate without hindrance within Kosovo and with the authority to take all necessary action to establish and maintain a secure environment for all citizens of Kosovo and otherwise carry out its mission. They further agree to comply with all of the obligations of this Agreement and to facilitate the deployment and operation of this force.

3. For purposes of the agreement, the following expressions shall have the meanings as described below :

a. *The Parties* are those signatories to the Agreement.

- b. *Authorities* means the appropriate responsible individual, agency, or organisation of the Parties.
- c. *FRY Forces* includes all of the FRY and Republic of Serbia personnel and organisations with a military capability. This includes regular army and naval forces, armed civilian groups, associated paramilitary groups, air forces, national guards, border police, army reserves, military police, intelligence services, federal and Serbian Ministry of Internal Affairs local, special, riot and anti-terrorist police, and any other groups or individuals so designated by the international security force (KFOR) commander.
- d. *The Air Safety Zone (ASZ)* is defined as a 25-kilometre zone that extends beyond the Kosovo province border into the rest of FRY territory. It includes the airspace above that 25-kilometre zone.
- e. *The Ground Safety Zone (GSZ)* is defined as a 5-kilometre zone that extends beyond the Kosovo province border into the rest of FRY territory. It includes the terrain within that 5-kilometre zone.
- f. *Entry into Force Day (EIF Day)* is defined as the day this Agreement is signed.

4. The purposes of these obligations are as follows:

- a. To establish a durable cessation of hostilities, under no circumstances shall any Forces of the FRY and the Republic of Serbia enter into, reenter, or remain within the territory of Kosovo or the Ground Safety Zone (GSZ) and the Air Safety Zone (ASZ) described in paragraph 3. Article I without the prior express consent of the international security force (KFOR) commander. Local police will be allowed to remain in the GSZ.

The above paragraph is without prejudice to the agreed return of FRY and Serbian personnel which will be the subject of a subsequent separate agreement as provided for in paragraph 6 of the document mentioned in paragraph 1 of this Article.

b. To provide for the support and authorization of the international security force (KFOR) and in particular to authorize the international security force (KFOR) to take such actions as are required, including the use of necessary force, to ensure compliance with this Agreement and protection of the international security force (KFOR), and to contribute to a secure environment for the international civil implementation presence, and other international organisations, agencies, and non-governmental organizations (details in Appendix B).

Article II: Cessation of Hostilities

1. The FRY Forces shall immediately, upon entry into force (EIF) of this Agreement, refrain from committing any hostile or provocative acts of any type against any person in Kosovo and will order armed forces to cease all such activities. They shall not encourage, organise or support hostile or provocative demonstrations.

2. Phased Withdrawal of FRY Forces (ground): The FRY agrees to a phased withdrawal of all FRY Forces from Kosovo to locations in Serbia outside Kosovo. FRY Forces will mark and clear minefields, booby traps and obstacles. As they withdraw, FRY Forces will clear all lines of communication by removing all mines, demolitions, booby traps, obstacles and charges. They will also mark all sides of all minefields. International security forces' (KFOR) entry and deployment into Kosovo will be synchronized. The phased withdrawal of FRY Forces from Kosovo will be in accordance with the sequence outlined below:

a. By EIF + 1 day, FRY Forces located in Zone 3 will have vacated, via designated routes, that Zone to demonstrate compliance (depicted on the map at Appendix A to the Agreement). Once it is verified that FRY forces have complied with this subparagraph and with paragraph 1 of this Article, NATO air strikes will be suspended. The suspension will continue provided that the obligations of this agreement are fully complied with, and provided that the UNSC adopts a resolution concerning the deployment of the international security force (KFOR) so rapidly that a security gap can be avoided.

- b. By EIF + 6 days, all FRY Forces in Kosovo will have vacated Zone 1 (depicted on the map at Appendix A to the Agreement). Establish liaison team with the KFOR commander in Pristina.
 - c. By EIF + 9 days, all FRY Forces in Kosovo will have vacated Zone 2 (depicted on the map at Appendix A to the Agreement).
 - d. By EIF + 11 days, all FRY Forces in Kosovo will have vacated Zone 3 (depicted on the map at Appendix A to the Agreement).
 - e. By EIF + 11 days, all FRY Forces in Kosovo will have completed their withdrawal from Kosovo (depicted on map at Appendix A to the Agreement) to locations in Serbia outside Kosovo, and not within the 5 km GSZ. At the end of the sequence (EIF + 11), the senior FRY Forces commanders responsible for the withdrawing forces shall confirm in writing to the international security force (KFOR) commander that the FRY Forces have completed and completed the phased withdrawal. The international security force (KFOR) commander may approve specific requests for exceptions to the phased withdrawal. The bombing campaign will terminate on complete withdrawal of FRY Forces as provided under Article II. The international security force (KFOR) shall retain, as necessary, authority to enforce compliance with this Agreement.
 - f. The authorities of the FRY and the Republic of Serbia will cooperate fully with international security force (KFOR) in its verification of the withdrawal of forces from Kosovo and beyond the ASZ/GSZ.
 - g. FRY armed forces withdrawing in accordance with Appendix A, i.e. in designated assembly areas or withdrawing on designated routes, will not be subject to air attack.
 - h. The international security force (KFOR) will provide appropriate control of the borders of FRY in Kosovo with Albania and FYROM (1) until the arrival of the civilian mission of the UN.
3. Phased Withdrawal of Yugoslavia Air and Air Defence Forces (YAADF)

- a. At E IF + 1 day, no FR Y aircraft, fixed wing and rotary, will fly in Kosovo airspace or over the A SZ without prior approval by the international security force (K F O R) commander. All air defence systems, radar, surface-to-air missile and aircraft of the Parties will refrain from acquisition, target tracking or otherwise illuminating international security (K F O R) air platforms operating in the Kosovo airspace or over the A SZ .
- b. By E IF + 3 days, all aircraft, radars, surface-to-air missiles (including man-portable air defence systems (M A N P A D S)) and anti-aircraft artillery in Kosovo will withdraw to other locations in Serbia outside the 25 kilometre A SZ .
- c. The international security force (K F O R) commander will control and coordinate use of airspace over Kosovo and the A SZ commencing at E IF . Violation of any of the provisions above, including the international security force (K F O R) commander's rules and procedures governing the airspace over Kosovo, as well as unauthorized flight or activation of FR Y Integrated Air Defence (I A D S) within the A SZ , are subject to military action by the international security force (K F O R) , including the use of necessary force. The international security force (K F O R) commander may delegate control of normal civilian air activities to appropriate FR Y institutions to monitor operations, deconflict international security force (K F O R) air traffic movements, and ensure smooth and safe operations of the air traffic system . It is envisioned that control of civil air traffic will be returned to civilian authorities as soon as practicable.

Article III: Notifications

1. This agreement and written orders requiring compliance will be immediately communicated to all FR Y forces.
2. By E IF + 2 days, the State governmental authorities of the FR Y and the Republic of Serbia shall furnish the following specific information regarding the status of all FR Y Forces:
 - a. Detailed records, positions and descriptions of all mines, unexploded ordnance, explosive devices, demolitions,

obstacles, booby traps, wire entanglement, physical or military hazards to the safe movement of any personnel in Kosovo laid by FRY Forces.

- b. Any further information of a military or security nature about FRY Forces in the territory of Kosovo and the GSZ and ASZ requested by the international security force (KFOR) commander.

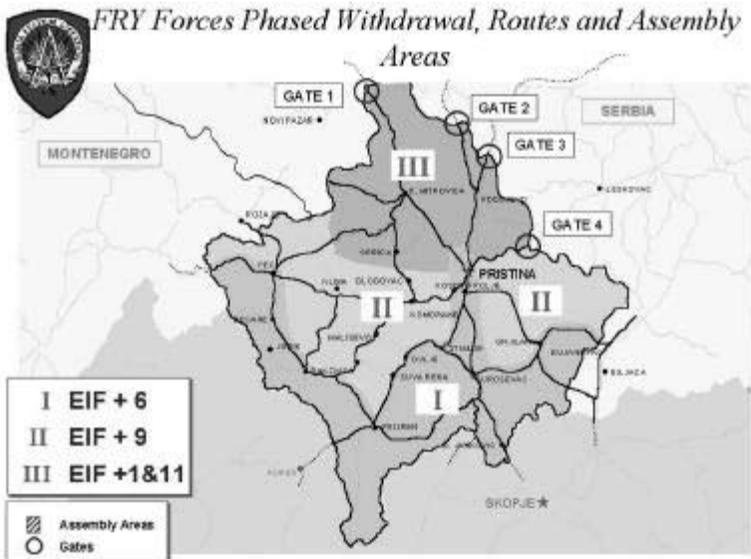
Article IV: Establishment of a Joint Implementation Commission (JIC)

A JIC shall be established with the deployment of the international security force (KFOR) to Kosovo as directed by the international security force (KFOR) commander.

Article V: Final Authority to Interpret

The international security force (KFOR) commander is the final authority regarding interpretation of this Agreement and the security aspects of the peace settlement it supports. His determinations are binding on all Parties and persons.

Article VI: Entry Into Force



This agreement shall enter into force upon signature.

1. Consistent with the general obligations of the Military Technical Agreement, the State Governmental authorities of the FRY and the Republic of Serbia understand and agree that the international security force (KFOR) will deploy and operate without hindrance within Kosovo and with the authority to take all necessary action to establish and maintain a secure environment for all citizens of Kosovo.

2. The international security force (KFOR) command shall have the authority, without interference or permission, to do all that he judges necessary and proper, including the use of military force, to protect the international security force (KFOR), the international civil implementation presence, and to carry out the responsibilities inherent in this Military Technical Agreement and the Peace Settlement which it supports.

3. The international security force (KFOR) nor any of its personnel or staff shall be liable for any damages to public or private property that they may cause in the course of duties related to the implementation of this Agreement. The parties will agree a Status of Forces Agreement (SOFA) as soon as possible.

4. The international security force (KFOR) shall have the right:

- a. To monitor and ensure compliance with this Agreement and to respond promptly to any violations and restore compliance, using military force if required.

This includes necessary actions to:

1. Enforce withdrawal of FRY forces.
 2. Enforce compliance following the return of selected FRY personnel to Kosovo.
 3. Provide assistance to other international entities involved in the implementation or otherwise authorised by the UNSC.
- b. To establish liaison arrangements with local Kosovo authorities, and with FRY/Serbian civil and military authorities.

c. To observe, monitor and inspect any and all facilities or activities in Kosovo that the international security force (KFOR) commander believes may have military or police capability, or may be associated with the employment of military or police capabilities, or are otherwise relevant to compliance with this Agreement.

5. Notwithstanding any other provision of this Agreement, the Parties understand and agree that the international security force (KFOR) commander has the right and is authorized to compel the removal, withdrawal, or relocation of specific Forces and weapons, and to order the cessation of any activities whenever the international security force (KFOR) commander determines a potential threat to either the international security force (KFOR) or its mission, or to another Party. Forces failing to redeploy, withdraw, relocate, or to cease threatening or potentially threatening activities following such a demand by the international security force (KFOR) shall be subject to military action by the international security force (KFOR), including the use of necessary force, to ensure compliance.

Turkey recognizes the Republic of Macedonia with its constitutional name.

APPENDIX B

United Nations Security Council Resolution 1244 (1999)

UNSCR 1244 Adopted by the Security Council at its 4011th meeting, on 10 June 1999

The Security Council,

Bearing in mind the purposes and principles of the Charter of the United Nations, and the primary responsibility of the Security Council for the maintenance of international peace and security,

Recalling its resolutions 1160 (1998) of 31 March 1998, 1199 (1998) of 23 September 1998, 1203 (1998) of 24 October 1998 and 1239 (1999) of 14 May 1999,

Regretting that there has not been full compliance with the requirements of these resolutions,

Determined to resolve the grave humanitarian situation in Kosovo, Federal Republic of Yugoslavia, and to provide for the safe and free return of all refugees and displaced persons to their homes,

Condemning all acts of violence against the Kosovo population as well as all terrorist acts by any party,

Recalling the statement made by the Secretary-General on 9 April 1999, expressing concern at the humanitarian tragedy taking place in Kosovo,

Reaffirming the right of all refugees and displaced persons to return to their homes in safety,

Recalling the jurisdiction and the mandate of the International Tribunal for the Former Yugoslavia,

Welcoming the general principles on a political solution to the Kosovo crisis adopted on 6 May 1999 (S/1999/516, annex 1 to this resolution) and welcoming also the acceptance by the Federal Republic of Yugoslavia of the principles set forth in points 1 to 9 of the paper presented in Belgrade on 2 June 1999 (S/1999/649, annex 2 to this resolution), and the Federal Republic of Yugoslavia's agreement to that paper,

Reaffirming the commitment of all Member States to the sovereignty and territorial integrity of the Federal Republic of Yugoslavia and the other States of the region, as set out in the Helsinki Final Act and annex 2,

Reaffirming the call in previous resolutions for substantial autonomy and meaningful self-administration for Kosovo,

Determining that the situation in the region continues to constitute a threat to international peace and security,

Determined to ensure the safety and security of international personnel and the implementation by all concerned of their responsibilities under the present resolution, and acting for these purposes under Chapter VII of the Charter of the United Nations,

1. Decides that a political solution to the Kosovo crisis shall be based on the general principles in annex 1 and as further elaborated in the principles and other required elements in annex 2;

2. Welcomes the acceptance by the Federal Republic of Yugoslavia of the principles and other required elements referred to in paragraph 1 above, and demands the full cooperation of the Federal Republic of Yugoslavia in their rapid implementation;

3. Demands in particular that the Federal Republic of Yugoslavia put an immediate and verifiable end to violence and repression in Kosovo, and begin and complete verifiable phased withdrawal from Kosovo of all military, police and paramilitary forces according to a rapid timetable, with which the deployment of the international security presence in Kosovo will be synchronized;

4. Confirms that after the withdrawal an agreed number of Yugoslav and Serbian military and police personnel will be permitted to return to Kosovo to perform the functions in accordance with annex 2;
5. Decides on the deployment in Kosovo, under United Nations auspices, of international civil and security presences, with appropriate equipment and personnel as required, and welcomes the agreement of the Federal Republic of Yugoslavia to such presences;
6. Requests the Secretary-General to appoint, in consultation with the Security Council, a Special Representative to control the implementation of the international civil presence, and further requests the Secretary-General to instruct his Special Representative to coordinate closely with the international security presence to ensure that both presences operate towards the same goals and in a mutually supportive manner;
7. Authorizes Member States and relevant international organizations to establish the international security presence in Kosovo as set out in point 4 of annex 2 with all necessary means to fulfil its responsibilities under paragraph 9 below;
8. Affirms the need for the rapid early deployment of effective international civil and security presences to Kosovo, and demands that the parties cooperate fully in their deployment;
9. Decides that the responsibilities of the international security presence to be deployed and acting in Kosovo will include:
 - a. Determing renewed hostilities, maintaining and where necessary enforcing a ceasefire, and ensuring the withdrawal and preventing the return into Kosovo of Federal and Republic military, police and paramilitary forces, except as provided in point 6 of annex 2;
 - b. Demilitarizing the Kosovo Liberation Army (KLA) and other armed Kosovo Albanian groups as required in paragraph 15 below;
 - c. Establishing a secure environment in which refugees and displaced persons can return home in safety, the international

civil presence can operate, a transitional administration can be established, and humanitarian aid can be delivered;

- d. Ensuring public safety and order until the international civil presence can take responsibility for this task;
- e. Supervising demining until the international civil presence can, as appropriate, take over responsibility for this task;
- f. Supporting, as appropriate, and coordinating closely with the work of the international civil presence;
- g. Conducting border monitoring duties as required;
- h. Ensuring the protection and freedom of movement of itself, the international civil presence, and other international organizations;

10. Authorizes the Secretary-General, with the assistance of relevant international organizations, to establish an international civil presence in Kosovo in order to provide an interim administration for Kosovo under which the people of Kosovo can enjoy substantial autonomy within the Federal Republic of Yugoslavia, and which will provide transitional administration while establishing and overseeing the development of provisional democratic self-governing institutions to ensure conditions for a peaceful and normal life for all inhabitants of Kosovo;

11. Decides that the main responsibilities of the international civil presence will include:

- a. Promoting the establishment, pending a final settlement, of substantial autonomy and self-government in Kosovo, taking full account of annex 2 and of the Rambouillet accords (S/1999/648);
- b. Performing basic civilian administrative functions where and as long as required;
- c. Organizing and overseeing the development of provisional institutions for democratic and autonomous self-government pending a political settlement, including the holding of elections;

- d. Transferring, as these institutions are established, its administrative responsibilities while overseeing and supporting the consolidation of Kosovo's local provisional institutions and other peace-building activities;
 - e. Facilitating a political process designed to determine Kosovo's future status, taking into account the Rambouillet accords (S/1999/648);
 - f. In a final stage, overseeing the transfer of authority from Kosovo's provisional institutions to institutions established under a political settlement;
 - g. Supporting the reconstruction of key infrastructure and other economic reconstruction;
 - h. Supporting, in coordination with international humanitarian organizations, humanitarian and disaster relief aid;
 - i. Maintaining civil law and order, including establishing local police forces and meanwhile through the deployment of international police personnel to serve in Kosovo;
 - j. Protecting and promoting human rights;
 - k. Assuring the safe and unimpeded return of all refugees and displaced persons to their homes in Kosovo;
12. Emphasizes the need for coordinated humanitarian relief operations, and for the Federal Republic of Yugoslavia to allow unimpeded access to Kosovo by humanitarian aid organizations and to cooperate with such organizations so as to ensure the fast and effective delivery of international aid;
13. Encourages all Member States and international organizations to contribute to economic and social reconstruction as well as to the safe return of refugees and displaced persons, and emphasizes in this context the importance of convening an international donors' conference, particularly for the purposes set out in paragraph 11g above, at the earliest possible date;

14. Demands full cooperation by all concerned, including the international security presence, with the International Tribunal for the Former Yugoslavia;

15. Demands that the KLA and other armed Kosovo Albanian groups end immediately all offensive actions and comply with the requirements for demilitarization as laid down by the head of the international security presence in consultation with the Special Representative of the Secretary-General;

16. Decides that the prohibitions imposed by paragraph 8 of resolution 1160 (1998) shall not apply to arms and related matériel for the use of the international civil and security presences;

17. Welcomes the work in hand in the European Union and other international organizations to develop a comprehensive approach to the economic development and stabilization of the region affected by the Kosovo crisis, including the implementation of a Stability Pact for South Eastern Europe with broad international participation in order to further the promotion of democracy, economic prosperity, stability and regional cooperation;

18. Demands that all States in the region cooperate fully in the implementation of all aspects of this resolution;

19. Decides that the international civil and security presences are established for an initial period of 12 months, to continue thereafter unless the Security Council decides otherwise;

20. Requests the Secretary-General to report to the Council at regular intervals on the implementation of this resolution, including reports from the leaderships of the international civil and security presences, the first reports to be submitted within 30 days of the adoption of this resolution;

21. Decides to remain actively seized of the matter.

Annex 1

Statement by the Chairman on the conclusion of the meeting of the G-8 Foreign Ministers held at the Petersburg Centre on 6 May 1999:

The G-8 Foreign Ministers adopted the following general principles on the political solution to the Kosovo crisis:

- Immediate and verifiable end of violence and repression in Kosovo;
- Withdrawal from Kosovo of military, police and paramilitary forces;
- Deployment in Kosovo of effective international civil and security presences, endorsed and adopted by the United Nations, capable of guaranteeing the achievement of the common objectives;
- Establishment of an interim administration for Kosovo to be decided by the Security Council of the United Nations to ensure conditions for a peaceful and normal life for all inhabitants in Kosovo;
- The safe and free return of all refugees and displaced persons and unhindered access to Kosovo by humanitarian aid organizations;
- A political process towards the establishment of an interim political framework agreement providing for a substantial self-government for Kosovo, taking full account of the Rambouillet accords and the principles of sovereignty and territorial integrity of the Federal Republic of Yugoslavia and the other countries of the region, and the demilitarization of the KLA;
- Comprehensive approach to the economic development and stabilization of the crisis region.

Annex 2

Agreement should be reached on the following principles to move towards a resolution of the Kosovo crisis:

1. An immediate and verifiable end of violence and repression in Kosovo.
2. Verifiable withdrawal from Kosovo of all military, police, and paramilitary forces according to a rapid timetable.

3. Deployment in Kosovo under United Nations auspices of effective international civil and security presences, acting as may be decided under Chapter VII of the Charter, capable of guaranteeing the achievement of common objectives.

4. The international security presence with substantial North Atlantic Treaty Organization participation must be deployed under unified command and control and authorized to establish a safe environment for all people in Kosovo and to facilitate the safe return to their homes of all displaced persons and refugees.

5. Establishment of an interim administration for Kosovo as a part of the international civil presence under which the people of Kosovo can enjoy substantial autonomy within the Federal Republic of Yugoslavia, to be decided by the Security Council of the United Nations. The interim administration to provide transitional administration while establishing and overseeing the development of provisional democratic self-governing institutions to ensure conditions for a peaceful and normal life for all inhabitants in Kosovo.

6. After withdrawal, an agreed number of Yugoslav and Serbian personnel will be permitted to return to perform the following functions:

- Liaison with the international civil mission and the international security presence;
- Marking/clearing minefields;
- Maintaining a presence at Serb patrimonial sites;
- Maintaining a presence at key border crossings.

7. Safe and free return of all refugees and displaced persons under the supervision of the Office of the United Nations High Commissioner for Refugees and unimpeded access to Kosovo by humanitarian aid organizations.

8. A political process towards the establishment of an interim political framework agreement providing for substantial self-government for Kosovo, taking full account of the Rambouillet accords and the principles of sovereignty and territorial integrity of the Federal Republic of Yugoslavia and the other countries of the region, and the demilitarization of UCK. Negotiations between the parties for a

settlement should not delay or disrupt the establishment of democratic self-governing institutions.

9. A comprehensive approach to the economic development and stabilization of the crisis region. This will include the implementation of a stability pact for South-Eastern Europe with broad international participation in order to further promotion of democracy, economic prosperity, stability and regional cooperation.

10. Suspension of military activity will require acceptance of the principles set forth above in addition to agreement to other, previously identified, required elements, which are specified in the footnote below. A military-technical agreement will then be rapidly concluded that would, among other things, specify additional modalities, including the roles and functions of Yugoslav/Serb personnel in Kosovo:

Withdrawal

- Procedures for withdrawal, including the phased, detailed schedule and delineation of a buffer area in Serbia beyond which forces will be withdrawn;

Returning personnel

- Equipment associated with returning personnel;
- Terms of reference for their functional responsibilities;
- Timetable for their return;
- Delineation of their geographical areas of operation;
- Rules governing their relationship to the international security presence and the international civil mission.

Notes

Other required elements:

- A rapid and precise timetable for withdrawal, meaning, e.g., 7 days to complete withdrawal and air defence weapons withdrawal outside a 25 kilometre mutual safety zone within 48 hours;

- Return of personnel for the four functions specified above will be under the supervision of the international security presence and will be limited to a small agreed number (hundreds, not thousands);
- Suspension of military activity will occur after the beginning of verifiable withdrawals;
- The discussion and achievement of a military-technical agreement shall not extend the previously determined time for completion of withdrawals.

APPENDIX C

Acronym List

A

AAFES Army and Air Force Exchange Service

AAR After Action Review

ABC American Broadcasting Company

ABCCC Airborne Battlefield Command and Control Center

ACE Allied Command Europe

ACE Analysis and Control Element

ACOS Assistant Chief of Staff

ACT Analysis Control Team

AC2ISRC Aerospace Command and Control and Intelligence, Surveillance, and Reconnaissance Center

AD Armored Division

ADAM Air Defense and Airspace Management Directorate

ADAMS Digital Avionics Methodology Schema

ADCON Administrative Control

AFAC Airborne Forward Air Controller

AFN Armed Forces Network

AFSOUTH Allied Forces, Southern Europe

AIRSOUTH Allied Air Forces Southern Europe

AJP-9 Allied Joint Publication #9, *NATO Civil-Military Cooperation (CIMIC) Doctrine* (4th Study Draft), July 2000

ALO Air Liaison Officer

AMF ACE Mobile Force, Allied Mobile Force

AMF (L) ACE Mobile Force (Land)

AMIB Allied MIB Battalion

AMPS Automated Mission Planning System

AO Area of Operation

AOR Area of Responsibility

APOE Aerial Port of Embarkation

APV Armored Personnel Vehicles

ARRC Allied Command Europe Rapid Reaction Corps (NATO)

ASD(C3I) Assistant Secretary of Defense (Command, Control, Communications, and Intelligence)

ASG Area Support Group

ASZ Air Safety Zone

ATM Air Tasking Message

ATM Air Traffic Management

ATO Air Tasking Order

AUTODIN Automatic Digital Network

AUTOFU Automated Functionless (radar) (German tactical systems)

AUTOKO Automated Corps (German tactical system)

AWACS Airborne Warning and Control System

B

BDA Battle Damage Assessment

BDE Brigade

BDU Battle Dress Uniform

BRAs Bubbas Running Around

BSMC Balkans Spectrum Management Cell

BUB Battle Update Briefing

C

C2PC Command and Control Personal Computer

C3 Command, Control, and Communications

C3I Command, Control, Communications, and Intelligence

C4ISR Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance

CA Civil Affairs

CAC Crisis Action Cell

CALL Center for Army Lessons Learned

CAOC Combined Aerospace Operations Center

CAS Campaignable Sentry

CAS Close Air Support

CAT Computer Aided Translation

CCIR Commander's Critical Information Requirements

CCRP Command and Control Research Program

CEC Central Election Commission

CECOM Communications-Electronics Command

CERT Computer Emergency Response Teams

CEU Commission of the European Union

CFMU Central Flow Management Unit

CHATS C I/HUM INT Automated Tool Set

CHE Complex Humanitarian Emergencies

CIA Central Intelligence Agency

CID Combat Identification

CID Criminal Investigation Division

CI Counterintelligence

CIM Chief of the Implementation Mission

CIMIC Civil-Military Cooperation

CINC Commander in Chief

CINCEUCOM Commander in Chief, United States European Command

CINCSOUTH Commander-in-Chief, Allied Forces Southern Europe

CINCUSNAVEUR Commander-in-Chief, U.S. Navy, Europe

CIS Communications and Information Systems

CISCC CIS Control Center

CIVPOL Civilian Police

CJCMTF Combined Joint Civil-Military Task Force

CMD Command

CMO Civil-Military Operations

CNA Computer Network Attack

CNBC Consumer News and Business Channel

CNN Commercial News Network

CODAN Carrier Operated Device, Anti-Noise

COE Council of Europe

COMINT Communications Intelligence

COMKFOR Commander, Kosovo Force

COMMZ Communications Zone

COMSEC Communications Security

CONOPS Contingency Operations

CONUS Continental United States

COYOTE Canadian Surveillance System

CPIC Coalition Press Information Center

CRC Combat Replacement Center

CSCI Commercial Satellite Communications Initiative

CSIS Center for Strategic and International Studies

C-SPAN Cable Satellite Public Affairs Network

CTAPS Contingency Theater Air Control System Automated Planning System

CUDN Common User Data Network

D

DAMA Demand Assigned Multiple Access

DANIDA Danish Aid Agency

DASH Deployable Automation Support Host

DCSINT Deputy Chief of Staff for Intelligence

DCSLOG Deputy Chief of Staff for Logistics

DEAD Destroying Enemy Air Defense Systems

DENCAP Dental Civic Action Program

DFAC Dining Facility (Administration Center)

DFSCoord Deputy Fire Support Coordinator

DIA Defense Intelligence Agency

DISA Defense Information Systems Agency

DISA-EUR Defense Information Systems Agency— Europe

DISN Defense Information Systems Network

DoD Department of Defense

DOIM Directorate of Information Management

DOS Department of State

DP Displaced Persons

DPKO Department of Peacekeeping Operations

DRSN Defense Red Switched Network

DSACEUR Deputy Supreme Allied Commander, Europe

DSCS Defense Satellite Communications System

DSN Defense Switched Network

DTG Date-Time Group

DTG Digital Transmission Group

DTRAC DataTrac (Information tracking system manufacturer)

E

EAC Echelons Above Corps

EADRCC Euro Atlantic Disaster Response Coordination Center

EAPC Euro-Atlantic Partnership Council

EBU European Broadcasting Union

ECAC Election Complaints and Appeals sub-Commission

ECB Echelons Corps and Below

ECHO European Community Humanitarian Organisation

EIF Entry into Force

EJS Emergency Judicial System

ELINT Electronic Intelligence

EMG Emergency Management Group

EOD Explosive Ordnance Disposal

EPS Elektroprivreda Srbije (Serbian Electricity Provider)

ERT Emergency Response Team

EU European Union

EUCOM United States European Command

EURCERT Europe Computer Emergency Response Team

EUROCONTROL European Organisation for the Safety of Air Navigation

EUROCORPS European multinational army corps

EW Electronic Warfare

EWS Expeditionary Weather Squadron

F

FAADCS Fleet accounting and disbursing centers

FAC Forward Air Controllers

FAP Fly Away Package

FEMA Federal Emergency Management Agency

FHT Field HUM INT Team

FM Force Module

FM Frequency Modulation

FMD Flow Management Division

FOB Forward Operating Base

FRAGO Fragmentary Order

FRY Federal Republic of Yugoslavia

FSE Fire Support Element

FSO Fire Support Officers

FST Field Support Team

FYROM Former Yugoslav Republic of Macedonia

G

G2X General staff for HUM INT coordination

GCCS Global Command and Control System

GFSU Greek Force Support Unit

GIS Geographic Information System

GP Group

GPS Global Positioning System
GSA General Services Administration
GSA General Support Artillery
GSM Ground Station Module
GSZ Ground Safety Zone

H

HA Humanitarian Assistance
HARM High-Speed Anti-Radiation Missile
HCIC Humanitarian Community Information Center
HESCO Brand name: Hesco Bastion Concertainer® Defense Wall
HF High Frequency
HMMWV High Mobility Multipurpose Wheeled Vehicles
HOC Human Intelligence (HUMINT) Operations Cell
HQ Headquarters
HS-MUX High-Speed Multiplexers
HUMINT Human Intelligence

I

IAC Interim Administrative Council
IADS Integrated Air Defense System
IATA International Air Transport Association
IC Information Campaign
ICAO International Civil Aviation Organization

ICITAP International Crime Investigative Training Assistance Program

ICRC Intelligence Contingency Readiness Center

ICRC International Committee of the Red Cross

ICTC International CIMIC Training Center

ID Identification

IDA Institute for Defense Analyses

IDNX Integrated Data (Digital) Network Exchange

IDP Internally Displaced Person

IDR Initial Design Review

IFONE Telecommunications service provider

IFOR Implementation Force

IMF International Monetary Fund

IMINT Imagery Intelligence

IMS Information Management System

IMS International Military Staff

INFOSEC Information Security

INMARSAT International Mobile Satellite Communications Company

INSS Institute for National Strategic Studies

INTELINK SECRET-level Web-based access

INTELINK-S Secret-level component of Intelink

INTSUM Intelligence Summary

IO Information Operations

IO International Organization

IOM International Organization for Migration
IOR Indian Ocean Region (location of GEO satellites)
IOWG Information Operations Working Group
IPB Intelligence Preparation of the Battlespace
IPKO Internet Project Kosovo
IR Information Requests
IRC International Rescue Committee
IRIDIUM German satellite telecommunications system
IRT Individual Readiness Training
ISB Intermediate Staging Base
ISP Internet Service Provider
ITC Irish Transport Company
IVSN Initial Voice Switched Network

J

J-2 Intelligence (Joint Staff Directorate)
JAT Joint Analysis Team
JCC Joint Civil Commission
JCCC Joint Communications Control Center
JDISS Joint Deployable Intelligence Support System
JEOC Joint Elections Operation Center
JFACC Joint Forces Air Component Command
JFLCC Joint Forces Land Component Command
JFMCC Joint Forces Maritime Component Command

JIAS Joint Interim Administrative Structure

JIC Joint Implementation Commission

JOC Joint Operations Center

JOIS Joint Operations/Intelligence Information System

JSC Joint Security Committee

JSEAD Joint Suppression of Enemy Air Defense

JSTARS Joint Surveillance Target Attack Radar System

JTF Joint Task Force

JTIDS Joint Tactical Information Distribution System

JVB Joint Visitors Bureau

K

KDG Kosovo Development Group

KFOR Kosovo Force

KLA Kosovo Liberation Army

KPC Kosovo Protection Corps

KPN Netherlands Postal and Telecommunications Services

KPS Kosovo Police Service

KPSS Kosovo Police Service School

KRIS Kosovo Repatriation Information Support

KSN KFOR Secret Network

KTC Kosovo Transitional Council

KU Ku Frequency Band

KVM Kosovo Verification Mission

L

LAN Local Area Network

LANDCENT Allied Land Forces Central Europe

LBD United Democratic Movement

LCAC Landing Craft Air Cushion

LDK Democratic League of Kosovo

LIWA Land Information Warfare Activity

LNO Liaison Officer

LOCE Linked Operations-Intelligence Centers Europe

M

MA Municipal Administrator

MAAP Master Air Attack Plan

MACC Mine Action Coordination Center

MANPAD Man-Portable Air Defense System

MASH Mobile Army Surgical Hospital

MASINT Measurement and Signature Intelligence

MCM Mobile Communications Module

MCU Multipoint Control Unit

MDMP Military Decision Making Process

MEDCAP Medical Civic Action Program

MEDEVAC Medical Evacuation

METL Mission-Essential Task List

MEU Marine Expeditionary Unit

MI Military Intelligence

MILSATCOM Military Satellite Communications

MITEL Canadian telecommunications company

MLRS Multiple Launched Rocket System

MNB Multinational Brigade

MNB-C Multinational Brigade (Central)

MNB-E Multinational Brigade (East)

MNB-N Multinational Brigade (North)

MNB-S Multinational Brigade (South)

MNB-W Multinational Brigade (West)

MND Multinational Divisions

MNICC Multinational Intelligence Coordination Cell

MOBTEL Mobile Telecommunications (Yugoslavian company)

MOC Media Operations Center

MOD Minister (Ministry) of Defense

MoE Measure of Effectiveness

MoM Measure of Merit

MOU Memorandum of Understanding

MP Military Police

MPAD Mobile Public Affairs Detachment

MRE Meal Ready-to-eat

MRE Mission Rehearsal Exercises

MRP Ministry of Public Order

MSE Mobile Subscriber Equipment

MSF Médecins sans Frontières

MSNBC Microsoft/National Broadcasting Company

MSU Multinational Specialized Unit

MTA Military Training Agreement

MTA Governments of the Federal Republic of Yugoslavia and the Republic of Serbia

MTI Moving Target Indicator

MUP Ministry of Internal Affairs Police (translation)

MWR Morale, Welfare, and Recreation

N

NAC North Atlantic Council

NAC2 NATO Air Command and Control

NACOSA NATO CIS Operating and Supporting Agency

NAEW NATO Airborne Early Warning

NAMIS NATO Automated Meteorological Information System

NAMSA NATO Maintenance and Supply Agency

NATMC NATO Air Traffic Management Center

NATO North Atlantic Treaty Organization

NC3A Nuclear Command, Control, and Communications (C3) Assessment

NCO Non-Commissioned Officer

NDU National Defense University

NEWSKY Commercial satellite communications provider

NGO Non-governmental Organization

NIC National Intelligence Cells

NIC National Intelligence Council

NIDTS NATO Initial Data Transfer System

NIMA National Imagery and Mapping Agency

NIPRNET Nonsecure Internet Protocol Router Network

NIST National Intelligence Support Team

NSA National Security Agency

NSA NATO Standardization Agency

NSE National Support Elements

O

OAF Operation Allied Force

OASD Office of the Assistant Secretary of Defense

ODCSIM Office of the Deputy Chief of Staff, Information Management

OHR Office of the High Representative

OIC Officer in Charge

OJG Operation Joint Guardian

OmniTrac Commercial Satellite Tracking System

OPCOM Operational Command

OPCON Operational Control

OPLAN Operations Plans

OPORD Operations Order

OPSEC Operations Security

OPTEMPO Operations Tempo

OSCE Organization for Security and Cooperation in Europe

OSINT Open-Source Intelligence

P

PA Public Affairs

PABX Private Automatic Branch Exchange

PACOM Pacific Command

PAG Public Affairs Guidelines

PAIS Public Affairs Information Service

PAO Public Affairs Officer

PASOS Portable Automated Surface Observing System

PBX Public Telephone Switching

P/DSRSG Principal Deputy Special Representative of the Secretary General

PDD Presidential Decision Directives

PPF Partnership for Peace

PGOK Provisional Government of Kosovo

PI Point of Impact

PI Procedural Item

PIO Public Information Officer

PIR Primary Intelligence Requirements

PIR Priority Intelligence Requirements

PJP MUP Specialized Units

PMSVS Pilot to Meteorological Service Voice System

POLAD Political Advisor

POP Point of Presence

POW Prisoner of War

PPDK Party for Democratic Progress in Kosovo

Promina Commercial networking system provided by Logistica Telecom

PSE PSYOP Support Element

PSO Peace Support Operations

PSYOP Psychological Operations

PT Physical Training

Ptarmigan British Army military radios

PTK Kosovo Public Telecommunications

PTT Postal, Telephone, and Telegraph Services

PVO Private Voluntary Organization

PX Post Exchange

Q

QRF Quick Reaction Force

R

RAND Research and Development

RATT Radio Teletype

RELNATO Releasable Intelligence NATO
RELKFOR Releasable Intelligence KFOR
RELSFOR Releasable Stabilization Forces
RFMC Regional Frequency Management Cell
RIP Replacements in Place
RJEOC Regional Joint Election Operation Cell
RMWS Remote Miniature Weather Station
RSO Receiving, Staging, and Onward Moving
RSO Regional Security Officer
RTK Radio Television Kosovo
RTS Radio Television Serbia
RVA Rapid Village Assessment

S

SA Security Assistance
SA Selective Availability (GPS)
SA Senior Advisor
SA Situational Awareness
SACEUR Supreme Allied Commander Europe
SACLANT Supreme Allied Commander Atlantic
SAJ MUP Special Anti-terrorist Units
SAM Surface to Air Missiles
SATCOM Satellite Communications
SC SIGN IT Correlation

SCI Sensitive Com partm ented Inform ation

SEAhuts SoutheastA sia H uts

SETAF Southern European Task Force

SFOR Stabilization Force

SHAPE Suprem e H eadquartersA llied Pow ers, Europe

SIGINT Signals Intelligence

SINGARS Single-ChannelG round and A irborne Radio System

SIPRNET Secret Internet Protocol.R outerN etw ork

SITREP Situation Report

SNC Serbian N ationalC ouncil

SOCCE SpecialO perationsC om m and and ControlE lem ent

SOF SpecialO perations Forces

SOP Standard O perating Procedure

SpaceLink C om m ercial.satellite com m unications com pany

SPOD Sea Port of D ebarkation

SPOE Sea Port of E m barkation

SPRINT Special.Psychiatric Rapid Intervention Team

SPS Socialist Party of Serbia

SRSG Special.R epresentative of the Secretary G eneral

STEP Standard Tactical.E ntry Point

STU-III Secure Telephone U nit III

SWO StaffW eatherO perations

T

TACMET Tactical Meteorological

TACOM Tactical Command

TACON Tactical Control

TACSAT Tactical Satellite

TAMSCO American telecommunications company

TEMA Training, Education, and Mutual Assistance

TF Task Force

TFCICA Task Force C I C Coordinating Activity

TFE Task Force Eagle

TFF Task Force Falcon

TFMC Theater Frequency Management Cell

TMK Kosovo Protection Corps (Trupat E Mbrojtjes se Kosoves)

TOA Transfer of Authority

TOC Tactical Operations Center

TO&E Tables of Organization and Equipment

TPN Tactical Packet Network

TPT Tactical PSYOP Team

TRANSEC Transmission Security

TRAP Tactical Recovery of Aircraft and Personnel

TROPO Troposphere

TRRIP Theater Rapid Response Intelligence Package

TRW Thompson Ramo-Wooldridge Company

TSM Target Synchronization Matrix

TST Tactical Support Team

U

UAE United Arab Emirates

UAV Unmanned aerial vehicles

UCK *Ushtria Clirimtare E Kosoves*

UCMJ (United States) Uniform Code of Military Justice

UCPMB Former UCK/KLA (Liberation Army of Presovo, Medvedja, and Bujanovac)

UHF Ultra-high Frequency

UNHCR United Nations High Commissioner for Refugees

UNITAF Unified Task Force

UNMIK United Nations Interim Administration Mission in Kosovo

UNMIK-P United Nations Interim Administration Mission in Kosovo Police

UNOSOM II United Nations Operation in Somalia II

UNPROFOR United Nations Protection Force

UNSCR United Nations Security Council Resolution(s)

UNTAES United Nations Transitional Administration in Eastern Slavonia (Baranja and Western Sirmium)

UPS Uninterrupted Power Sources

USA United States Army

USACAPOC U.S. Army Civil Affairs and Psychological Operations Command

USAF United States Air Force

USAFE United States Air Force, Europe

USAFE/SA United States Air Forces Europe Studies and Analysis

USAID United States Agency for International Development

USAREUR United States Army, European Command

USCINCEUR Commander-in-Chief of U.S. European Command

USEUCOM United States European Command

USGS U.S. Geological Survey

USIA U.S. Information Agency

USKFOR United States Kosovo Force

USMC United States Marine Corps

USN United States Navy

USNAVEUR United States Naval Forces Europe

UXO Unexploded Explosive Ordnance

V

VERP Village Employment Rehabilitation Program

VJ Yugoslavian Army

VSAT Very Small Aperture Terminal

VTC Video Conferencing

W

WAC Weapons Authorization Card

WAN Wide-Area Network

WPC Warrior Preparation Center

X

XP DCS/Plans (USA F)

Y

YAADF Yugoslavia Air and Air Defense Forces

Z

ZOS Zone of Separation

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development for the operational level of warfare. He flew in NATO E-3As, U.S. E-3B/Cs and U.S. E-8Cs during the Air War over Serbia and then was the Chief of Staff, United States Air Forces Europe Studies and Analysis (USAFE/SA), who were tasked by the Chief of Staff of the Air Force to write the after action report for the Air War over Serbia.

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