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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001a. form	Fax Cover Sheet [partial] (1 page)	01/20/1999	b(7)(C)
001b. memo	Kosovo/NATO Planning Cheatsheet--7 DEC 98. [NATO] (1 page)	01/20/1999	P1/b(1)
002. memo	Possible U.S. Contribution to a Post-Settlement Force in Kosovo- Points for Consultations with Congress. [See rs241_001c, 2009-0983- M; vz6267_003, and ke5741_001c, this case. See also vz6265_005 and 006a, this case] (6 pages)	01/31/1999	P1/b(1)
003a. briefing paper	Summary of NATO Military Planning Operations. (1 page)	09/10/1998	P1/b(1)
003b. memo	Kosovo/NATO Planning Cheatsheet--9 Sept 98. [NATO] (1 page)	09/10/1998	P1/b(1)
003c. briefing paper	SACEUR Contingency Operation Plan for the Air Response to the Crisis in Kosovo- CONOPLAN 10601 "Allied Force" [NATO] (3 pages)	07/27/1998	P1/b(1)

COLLECTION:

Clinton Presidential Records
National Security Council
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FOLDER TITLE:

POL-MIL Plan Doc [1]

2008-0994-F

vz6343

RESTRICTION CODES

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PRM. Personal record misfile defined in accordance with 44 U.S.C.
2201(3).

RR. Document will be reviewed upon request.

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Norwegian OSCE Chairmanship

OSCE KOSOVO MISSION

FOLLOWING THE CONCLUSION OF A POLITICAL SETTLEMENT

I. INTRODUCTION

The OSCE will be the primary organisation for implementing the civilian part of a political settlement in Kosovo. There is an existing mission on the ground. The OSCE will build on this Mission and its experience to facilitate a quick start-up of the civilian implementation. This implementation must get underway immediately to build confidence in the population and support for the Kosovo Agreement. Unnecessary delays must be avoided. Significant changes both in personnel and mission organisation will be required to fulfil the new tasks as specified in the agreement. However, the OSCE already has personnel and resources on the ground to start implementation quickly in almost all areas. A mission structure (Headquarters and regional/field structure) exists which can be used for the implementation of the new tasks.

The following is proposed as an outline for the new OSCE mission in Kosovo. It creates an integrated approach to the implementation in order to avoid wasteful duplication and complicated and time-consuming coordinating structures. Most of the new tasks are inter-related. The main purpose of this document is to outline the new tasks and thereby allow delegations to start recruitment of personnel without delay. Separate detailed plans under each heading are being developed.

II. MAIN TASKS

The Mission will carry out civilian implementation of the Kosovo Agreement (KA), supported by other specialised organisations where appropriate. The main tasks of the Mission will be in the following fields:

- **Elections:** preparing for and organising elections, including voter registration and education, chairing the Central Election Commission, supervising and conducting polling.
- **Police and security issues:** supervising and directing the draw-down of current forces, building up a new police force as well as monitoring and training of the new force.
- **Democratisation:** assisting in developing democratic political parties, provide support for building NGOs and a civil society, and develop modern media.
- **Human rights:** verifying implementation of the HR aspects of the KA.
- **Institution building:** putting in place a new political, judicial, legislative and executive framework.
- **Economic co-ordination:** overseeing and coordinating reconstruction, directing (and as necessary arbitrating) financial issues, and co-ordinating humanitarian assistance.

- **Confidence-building:** working with the two parties, and liaising with the military implementation force.

It is estimated that the total number of international staff required for the new tasks will be around 1400. The mission must organise its work with the aim of transferring its tasks to local citizens gradually, and as soon as possible.

III. TRANSITIONAL TASKS

A period of transition will exist between the entry-into-force (EIF) of the KA and the arrival of a sufficient number of any military implementation force to ensure fulfilment of the initial requirements, principally military in character, of the Agreement. It is likely that the Mission will be required to assume temporary responsibility for supervising and verifying compliance with some of these elements. This can be done using the existing OSCE mission structure, which includes large numbers of personnel with military background and experience in Kosovo. This transition period must be as short as possible. A military force must therefore be brought into place quickly, in order to allow the OSCE to concentrate on the civilian tasks and to create the stability required for civilian implementation. The existing OSCE Mission (KVM) can play a significant role in facilitating the deployment of the military force. Possible transitional responsibilities would then be assumed by the military implementation force. The Force and Weapons Verification Group of the OSCE Mission would subsequently be phased out.

Verification tasks during the transition period might include (but are not limited to) supervising:

- cessation of hostilities;
- notification of dispositions of forces and minefields; and
- re-deployment, withdrawal, and de-militarisation of forces.

IV. STRUCTURE OF THE KOSOVO MISSION

The following structure will meet the requirements laid down in the tasks assigned to the OSCE in the KA. (Please refer also to attached chart.)

A. HEAD OF MISSION

The Head of Mission (HOM) will be appointed by the OSCE Chairman-in-Office and report to the OSCE Permanent Council. He will have overall responsibility for running the OSCE Mission in Kosovo. The Head of the Mission shall serve as Chair of the Joint Commission, whose task is to monitor and co-ordinate the civilian implementation of the Agreement. The HOM shall have overall responsibility for ensuring implementation of all of the civilian annexes, and will also have final authority to interpret any provision of the agreement, and make final and binding decisions thereon.

The HOM will also chair the Central Election Commission (CEC). It is essential that this function be kept separate from the work of the Elections Department in organising the elections process. As such, the CEC will require a support staff of legal advisors and legal translators separate from the rest of the Mission structure.

i. Office of the Head of Mission

The Office will provide support to the HOM in carrying out his tasks, with particular emphasis on planning and co-ordination, with substantial input of the relevant departments. (Staff in these positions will include legal and political advisors.) The Spokesperson's office will also report directly to the HOM.

ii. Military Liaison Office

This office will liaise directly with the military forces present in Kosovo. This function will be of particular importance in the critical early phase of the implementation of the KA, but will have to continue throughout the implementation period.

B. SENIOR DEPUTY HEAD OF MISSION

The Senior Deputy Head of Mission (SDHOM) will oversee the general management and co-ordination of the Mission's work. When the HOM is absent, the SDHOM will serve as Acting Head of Mission (A/HOM).

i. Administration

Given the projected size of the Mission, and its significant personnel and financial resource requirements, a professional management structure is needed. This structure should be headed by a Director of Administration. He will be in charge of all support services. The various units - personnel, budget, finance, procurement, logistics, training etc. - will be headed by experienced international staff. This will apply both to the Headquarters and the regional centres.

ii. Joint Operations Centre (JOC)

The JOC will provide co-ordinated support for the Mission, both in terms of logistics and information from other organisations on the ground in Kosovo. It will provide information and monitor security situations in the field. It will also serve as the link between the Mission and support agencies in terms of logistics and security.

C. DEPUTIES TO THE HEAD OF MISSION

i. Police Affairs Department

The Mission will be charged with the significant task of ensuring compliance with the provisions for police and civil/public security. The Mission will need a

The Mission will be responsible for the following:

- supervising and verifying the draw-down and eventual phasing out of MUP forces;
- simultaneously establishing and training a new police force reflecting the ethnic composition of the region;
- the creation of a police training academy;
- supervision of policing at all levels, and
- monitoring and instructing as necessary the Criminal Justice Administration.

ii. Democratisation Department

The Democratisation Department will be responsible for implementing training programmes required for the formation of a well-functioning democratic society (except for judicial activities, which would be covered by the Rule of Law Department and the police, which will be carried out by the Police Department).

Key tasks will include:

- political party development and party building training;
- governance (including training of members of the Kosovo and communal assemblies, and personnel in administrative positions);
- civil society and NGOs development and support;
- election implementation (bringing into place and supporting activities of elected bodies)
- developing programs for OSCE media outlets and activities, and
- local media development; (including support to existing media outlets, assistance in restarting banned and new media outlets, and training of journalists).

iii. Rule of Law Department

This department will cover all aspects of the rule of law and reform of the judicial branch of government. It will cover the establishment of new judicial bodies and all aspects of legislative drafting, be it prosecutorial reform, reform of the system of appointment of judges, etc. A priority of this department will also be human rights verification activities. Although much of the activities of this department will be concentrated at Headquarters it will also require a strong field presence. This applies in particular to human rights verification in order to ensure respect for the rights of all communities throughout Kosovo.

The Rule of Law Department will be responsible for:

- support for the creation of new judicial bodies
- drafting of interim legislation
- drafting of rules of procedure for elected bodies
- human rights verification;
- monitoring the prison system
- drafting regulations regarding the functioning of independent media, as required
- co-operating with and facilitating the work of the International Criminal Tribunal for the former Yugoslavia (ICTY); and
- support of the establishment of the Ombudsman institution.

iv. Elections Department

Preparing for elections for the Kosovo and communal assemblies, and those other positions stipulated by the KA will be a particularly challenging task given the lack of a reliable census and the weakness of local institutions. An early field presence will also be required to assist in the establishment and work of Local Election Commissions (LECs) (as stipulated by the CEC).

A strong Elections Department will require:

- voter registration;
- election management co-ordination;
- a training division;
- a highly qualified IT division;
- voter information;
- political party liaison services;
- organisation and supervision of polling.

v. Economic Co-ordination Department

Economic and humanitarian co-ordination will be a key component of the implementation of the KA. The EU must play a lead role in carrying out economic reconstruction. In the humanitarian field, the resources and expertise of the UNHCR, other relevant organisations and NGOs must be fully utilized. In addition to its role as the main co-ordinator of international assistance, a major implementation responsibility will be supervision of the financial sector in Kosovo, a task complicated by the presence of parallel economic systems.

The Economic Co-ordination Department will be charged with:

- co-ordinating economic reconstruction programmes and humanitarian assistance;
- arbitrating in economic disputes;
- monitoring the implementation of the KA regarding tax and customs collection;
- oversee the functioning of public economic infrastructure as required.

D. MISSION STRUCTURE

The new OSCE Mission will base itself on the present KVM structure, with Headquarters in Pristina, five regional centres in Pec, Prizren, Kosovska Mitrovica, Gnjilane and Pristina, and a strong field presence in all 29 municipalities. The existence of this structure will facilitate a quick start-up of the civilian implementation.

V. PERSONNEL REQUIREMENTS

Immediate measures should be taken to establish a plan for putting into place the new OSCE Mission structure which meets the KA's requirements and makes best use of existing resources. Procedures for the timely recruitment of qualified staff is urgently required. As seen from the above description of tasks, the composition of the new Mission will be very different from the current Mission.

There will be considerable demand for civilians with highly specialised competencies, especially in the fields of:

- legal issues/rule of law;
- civil administration;
- human rights;
- elections; and
- police administration.

A comprehensive network of field officers will be required, particularly for elections, institution-building, police affairs and human rights verification.

The total international staffing requirements for the Mission will be about 1400 - 1550, which will include the following (all approximations):

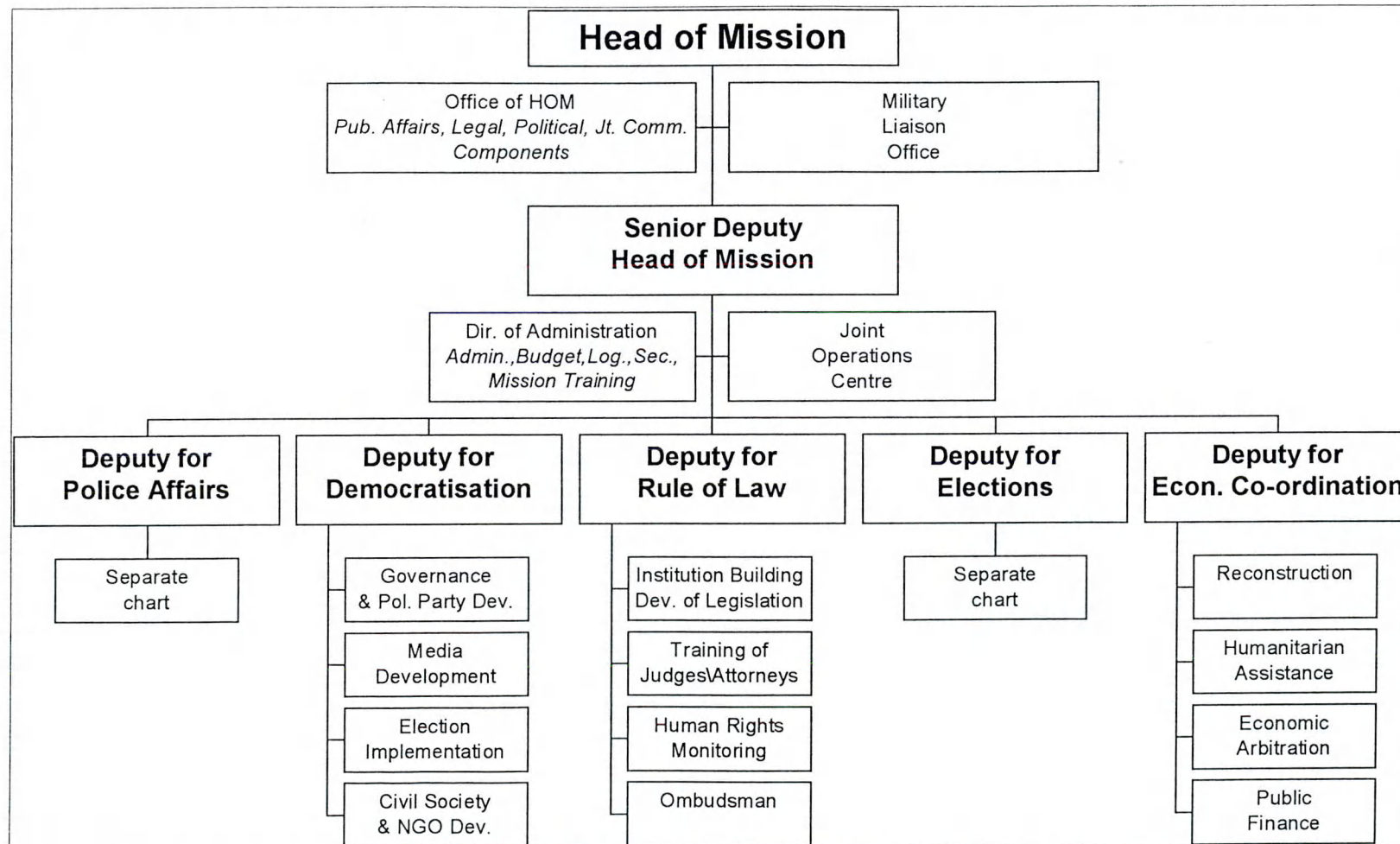
- Offices of the HOM, SDHOM: 30-35
- Administration (incl. training component and field presence) and JOC: 300-320
- Police Affairs: 600-700
- Democratisation/Rule of Law: 250 - 300
- Elections; initial core staff: 100
- Economic Co-ordination: 50 – 100
- Liaison Offices: 15
- Transitional tasks: numbers depend on arrival of military implementation force

It should be noted that, in contrast to other departments (which will undertake immediate recruitment) the Elections Department will have a phased schedule for deployment of required staff. A core staff of 100 will be required immediately. There will be a need for 400-500 registration supervisors (based on use of registration centres) four months after EIF with a duration of two months. Twenty days before election day, 1200 supervisors will need to be deployed. These personnel can be withdrawn seven days after the elections. Consequently, the 1400 – 1550 personnel estimated above does not include personnel for transitional tasks or the additional staff required for elections for shorter periods (20 – 60 days).

Within the existing OSCE Mission (KVM) resources do exist on which the new mission can be built and civilian implementation started. This includes buildings and equipment as well as a number of qualified personnel. For instance, there are more than 100 personnel with police background in the KVM and a limited number of personnel with experience in the fields of human rights and democratisation. This staff would serve to initiate work on new tasks and plan for further and more extensive implementation.

The personnel requirements listed above are first estimates. However, they are based on KVM experience from Kosovo as well as relevant experience from Bosnia-Herzegovina, Croatia and elsewhere with regard to the new civilian tasks. Work is now underway to elaborate annexes and operational plans, which will enable the OSCE to present more precise resource requirements, post descriptions and budgetary consequences. In some areas, such as police and election, this work is already well advanced.

Proposed OSCE Mission HQ Organisation



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001a. form	Fax Cover Sheet [partial] (1 page)	01/20/1999	b(7)(C)

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2008-0994-F
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001b. memo	Kosovo/NATO Planning Cheatsheet--7 DEC 98. [NATO] (1 page)	01/20/1999	P1/b(1)

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- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]