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ISAF Reintegration Guide



**Force Reintegration Cell
HQ ISAF**

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Introduction

For thirty years, the Afghan People have suffered and sacrificed to achieve peace. We Afghans desire not only short-term security, but a consolidated and sustainable peace. We must explore the sources of our differences We must find ways to bring those who are disenfranchised back into the fabric of our society, economy and polity. We recognize many have suffered – and like all Afghans – seek justice, prosperity, and security.

*Resolution
National Consultative Peace Jirga
Kabul*

The Afghanistan Peace and Reintegration Program (APRP) provides for both **reintegration**, where fighters leave the fight and peacefully rejoin their communities, and **reconciliation**, where entire insurgent groups reach a settlement with Government of the Islamic Republic of Afghanistan (GIRoA) leading to an end to hostilities.

Reintegration is the focus of this guide, which includes information on the APRP, its place in the International Security Assistance Force (ISAF) Counter Insurgency (COIN) Campaign, and ISAF's role in supporting it. This guide provides the information that ISAF members – at all levels – need in order to work with communities, community leaders, and GIRoA and Afghan National Security Forces (ANSF) partners in support of the program. APRP is an Afghan Program, and ISAF's role is to assist GIRoA in fully implementing it.

APRP Background

President Karzai stated his commitment to peace in his November 2009 Inauguration Speech. He reiterated this at the January 2010 London Conference, where he stated that Afghans need to, “*reach out to all of our countrymen, especially our disenfranchised brothers*”.

At the National Consultative Peace Jirga (NCPJ) held in Kabul in June 2010 – attended by 1600 delegates – a main topic was establishing a framework for national peace. With representation from all elements of

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Afghan society, the Jirga gave its support to President Karzai, and provided him with a strong mandate to pursue peace.

The APRP was developed in response to the NCPJ resolution, and it was informed by previous successful peace programs around the world. President Karzai issued a decree on June 29, 2010, that detailed the APRP structure and directed its implementation. Representatives of the international community endorsed the APRP at the July 2010 Kabul Conference. The Afghan Government then issued a "Joint Order" on September 6, 2010, that gave detailed instructions to ministries and provincial governors on how to implement the APRP.

The High Peace Council (HPC) was established in October 2010. This body is responsible for providing advice to the President, and for guiding, overseeing, and ensuring APRP implementation.

Prospects for Peace

Over their long and proud history, Afghans have developed effective means to settle disputes among themselves in order to maintain peace.

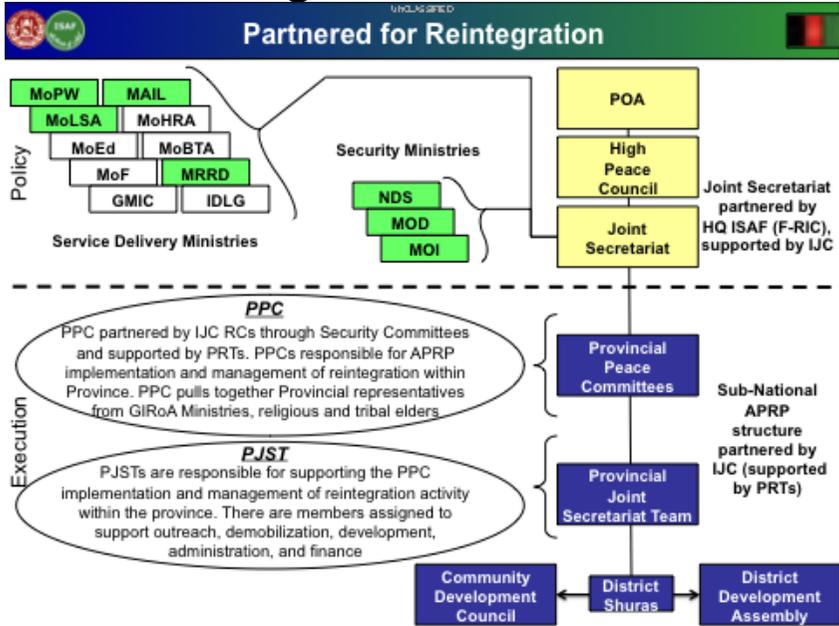
The prospects for peace during a conflict often improve when the combatants have determined that they find that they cannot defeat the enemy through force, and they see a future of endless hard, inconclusive combat, draining their will and that of their allies. Such sentiments are increasingly evident in Afghanistan. These conditions improve the likelihood of widespread reintegration of combatants.



Provincial governor presents Qur'an to reintegration candidates

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APRP Organizational Structure



The President is responsible for the APRP. The High Peace Council advises the President on policy, directs the Joint Secretariat to implement the program, and provides support through its sub-committees. The Joint Secretariat is responsible for executing all elements of the APRP. It also provides program support at the sub-national level.

In provinces, governors are responsible for implementation. They are assisted by a Provincial Peace Committee (PPC), which has wide governmental and non-governmental representation. Provincial Joint Secretariat Teams (PJST) provides support to the governor and the PPC, and provides the technical and administrative support to help manage reintegration activity in the province. These provincial structures link to and leverage district and community structures like Afghan Social Outreach Program Councils, District Development Assemblies, Community Development Committees and other local structures which exist in most of Afghanistan. Linking provincial peace efforts to district and community structures is essential for the success of the APRP.

Program Overview

Only Afghans are eligible for the APRP. The program is anchored in the reality that most Afghan insurgents are fighting in or near their communities, and only a minority is ideologically driven. Most insurgents fight because of grievances, and these are typically of local origin. The APRP seeks to enable local agreements where communities, supported by GIRoA, reach out to insurgents in order to address their grievances, encourage them to stop fighting, and rejoin their communities with dignity and honor.

Grievance resolution and alternatives to fighting that protect dignity and honor are key to the process, but reintegration also needs community security. An insurgent will consider coming forward only if he is confident that he will survive the process, and his reasons for doing so will vary. Many insurgents will be tired of fighting and worry about the threat of being targeted. Others may decide that fighting is no longer the way to achieve their goals. Reintegration depends on trust and confidence among Afghans – and establishing this will often require a long period of dialogue.

The APRP brings lasting reintegration through three stages:

1. **Social Outreach, Confidence-Building, and Negotiation**
2. **Demobilization**
3. **Consolidation of Peace and Community Recovery**

Reintegration is an essential part of the COIN Campaign, not an alternative to it. Reintegration removes fighters from the battlefield. ISAF's role is to team with Afghans at every level. We must help them communicate the program and its opportunities to the Afghan people, and support them in implementing it.

APRP – How it Works

The APRP seeks to bring former fighters back to their communities with honor and dignity, so they can live peaceful, healthy, and productive lives. Reintegration is enabled by local agreements where communities (supported by the Government) reach out to insurgents, work to resolve their grievances, and encourage them to stop fighting and rejoin their communities peacefully and permanently. The APRP has three stages: **Social Outreach, Demobilization, and Consolidation of Peace and Community Recovery.**



APRP Program Structure

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Social Outreach, Confidence Building and Negotiation

Outreach involves building awareness of the APRP. ISAF can assist by discussing the APRP with our Afghan partners and by facilitating Afghan efforts to inform the public about the peace process. Afghan government officials and Afghan citizens need this awareness. They need to understand what the APRP offers, that it will be supported by GIRoA, and that it will endure.

The APRP is anchored in the reality that most Afghan insurgents are fighting in or near their communities, and only a minority are ideologically driven. Most insurgents fight because of grievances, and these are typically of local origin. Under the political authority of the HPC, the APRP seeks to enable local initiatives where community, district, and provincial leaders – led by the PPCs – reach out to insurgents to address their grievances encourage them to stop fighting, and rejoin their communities with dignity and honor.

An insurgent will only consider coming forward if he is confident that he will survive the process, and his reasons for reintegrating will vary. Many insurgents will be tired of fighting and worry about the threat of being targeted. Others may decide that fighting is no longer the way to achieve their goals. Reintegration depends on trust and confidence among Afghans – and establishing this will often require a long period of dialogue.

Reintegration involves overcoming distrust, skepticism, and uncertainty on all sides. For some, concerns about security, immediate livelihood, and grievances will need to be addressed before insurgents formally come forward to reintegrate. This is an Afghan process. Afghans can only reintegrate with Afghans, and the dialogue must be among Afghans. It will take time and many discussions. Although ISAF does not directly participate in the discussions, it can facilitate by providing money and other resources. GIRoA and ISAF have a process for considering restriction of targeting for fighters involved in dialogue at this stage.

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Demobilization

If there is a willingness to reintegrate, and an insurgent has been properly vetted by ANSF in consultation with communities and meets APRP eligibility criteria, the ex-combatant enters the demobilization phase and is formally enrolled in the reintegration program. Formal enrolment includes an intent-to-reintegrate form, individual survey, biometrics collection, small arms registration, and heavy weapons turn-in. The reintegration candidates are then provided basic Transition Assistance by the PJST to aid in meeting the basic needs for them and their immediate family, which helps replace financial support that may have been provided by the insurgency. Provinces should consider the security needs of reintegrees during this phase, including whether there is a need for short term relocation to safe houses. The Transition Assistance lasts for approximately 90 days, during which time the goal is to enroll the reintegration candidates in Disengagement Training.

Disengagement Training is designed to counter common misperceptions among ex-combatants and increase their chances of becoming healthy, productive members of their communities. The training includes modules on civics, dispute resolution, social responsibility, religion, and health. Upon successful completion of Disengagement Training the candidate and the government sign a Declaration of Reintegration and the ex-combatant is considered to be formally reintegrated. Political amnesty is provided for their insurgent offenses, but criminal offenses and war crimes and crimes against humanity may be subject to later prosecution.

With robust partnership from ISAF, it is the responsibility of the ANSF, the Provincial Security Committee and the Provincial Governor to assess, plan and execute provision for community security in reintegration districts and provinces. Community recovery activities also need to be ready by the end of demobilization to consolidate reintegration.

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Consolidation of Peace and Community Recovery

Community Recovery represents the third phase of the APRP. It is designed to consolidate the peace process by giving reintegrees and their community's alternatives to fighting and demonstrating peace dividends to the local population. Activities are designed to benefit the entire community, not just reintegrees, in order to avoid creating perverse incentives. Such activities may include agricultural extension services, rehabilitating and maintaining agricultural and transport infrastructure, community based development activities and vocational and literacy education. Ultimately, these activities must link to long term GIRoA development programs.

This phase will be the most technically challenging to deliver. It will require extensive collaboration and discussion among the community, the sub-national reintegration bodies, the Joint Secretariat, ISAF, district and provincial government development bodies and other local parties. Experience shows that community requests may be realistic and conservative or they may be unrealistic and extravagant, especially if they believe other communities are receiving greater benefits. Expectations about the particular 'package' delivered to each community will have to be managed. Communities will need to understand that what they will receive will not be identical to other communities. Decisions on this will be based on objective assessments of the community and its priority needs, and the realities of what can be delivered.

Community recovery will be delivered through a combination of Afghan Ministry programs, the APRP small grants process and local Non-Governmental Organizations (NGOs). Consideration should also be given to using existing donor and GIRoA development programs to support reintegration.

Small Grants: The Joint Secretariat will be rolling out a system for short term small grants for reintegration communities. Tier 1 grants are small scale grants that must be initiated by a reintegree community, usually through a Community Development Council (CDC). Communities can apply for as many grants as they need within an overall total of \$50,000 as long as no one grant exceeds \$25,000. Tier 2 grants (up to

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\$200,000) are available for a broader range of applicants including NGOs and District Development Assemblies. The PJST will be primarily responsible for managing this process. Decision making on the small grants has been devolved to a Small Grants Committee at the Provincial level, which will be chaired by the head of the Provincial Development Committee. APRP (UNDP) regional offices will play an important role in supporting the process.

Ministry Programs: In Solar Year (SY) 1390 (2011-12) Ministry of Agriculture and Livestock (MAIL), Ministry of Labor and Social Affairs (MOLSAMD), Ministry of Rehabilitation and Rural Development (MRRD) and Ministry of Public Works (MOPW) have been provided with a total of \$31million (US) to support the implementation of their annual reintegration plans. The ministries have committed to informing their provincial directors of where and when they intend to deliver these specific programs in priority APRP provinces and districts, as defined by the JS. MOLSAMD has been allocated funds to extend vocational training. MOPW has been allocated funds to employ reintegration communities in road maintenance. MAIL has been allocated funds for reintegration communities to roll out agriculture conservation and reforestation projects, fruit production and processing, and irrigation rehabilitation. MRRD has been allocated funds for reintegration communities to implement the National Area Based Development Program (district-managed labor intensive infrastructure), the National Rural Access Program (construction and maintenance of tertiary roads), and the National Solidarity Program (NSP). The NSP is being rolled out in all APRP priority provinces and many priority districts using APRP funding. NSP will play an important role in reducing the likelihood of creating rivalries between reintegree and non-reintegree communities as it will be extended to all communities within a district. Not all ministries will roll out in all provinces, ISAF and Provincial Reconstruction Teams (PRTs) can obtain detailed information on ministry roll out plans from the Force Reintegration Cell (F-RIC).

Leveraging Ministries: The Afghan Government has obligated ALL of its ministries to support the APRP - not just those that have received funding from the APRP. Given APRP budget constraints in SY 1390, governors and PPCs should seek to leverage *existing programs* being delivered by all ministries in their provinces to extend their activities to reintegrees from within their existing budgets. Provinces can seek

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support from the JS to leverage the relevant ministry in Kabul as well as at the provincial level. This is a useful bottom up approach based on opportunities and development priorities identified at the local level.

Civil Society: The JS allocated a budget of US\$5 million for new emerging programs, including civil society. This can facilitate the participation of NGOs and community groups in the delivery of reintegration activities including community recovery, outreach, grievance and conflict resolution, and trauma counseling.

International Development Agencies and PRTs: Donor nations may seek to utilize their existing programs to support reintegrees and their communities. Reintegrees have already been included in existing vocational and educational programs, as well as community demining. As with APRP activities it is important that donor activities are not targeted at reintegrees alone but also inclusive of their communities.



Reintegration candidates being briefed on demobilization

Reintegration Funding

Funding is available from two dedicated sources of reintegration funding, as well as other complementary resources. The largest source of funds for the APRP is the internationally financed APRP Reintegration Finance Mechanism, a joint effort between GIRoA and donor countries. Supplementing APRP funding is the U.S. funded Afghanistan Reintegration Program (ARP), which is designed to be used for gap filling, fast implementation and capacity building.

The APRP Reintegration Finance Mechanism disburses funds to PJSTs and to ministries. On the provincial level, via the provincial float accounts, PJSTs manage:

- Operational budgets for Provincial Joint Secretariat Teams, including salaries, rental of offices and safe houses, utilities, and outreach expenses.
- Outreach budgets: \$10K rapid reaction accounts for governors to use on outreach, grievance resolution, and other immediate reintegration needs as necessary.
- Transition Assistance: Once ex-combatants are formally enrolled into the program they are eligible to receive \$120 per month for a total of 3 months.
- Small Grants: Tier 1 and Tier 2 grants will be managed and administered by PJSTs.

On the national level, the Joint Secretariat disburses funds for:

- Ministry programs: community recovery programs delivered by MRRD, MAIL, MOLSA and MOPW.
- Commanders relocation: In dialogue with Governors, PPCs and the JS, the HPC can authorize support for the relocation of mid to high level commanders and their families.
- Ulema Mobilization: Funding for religious leaders to conduct outreach, confidence building, negotiation and religious education at the local level.
- Disengagement Training (DT): A national contract to deliver DT at the local level.

Supplementing the APRP is the US Department of Defense 'National Defense Authorization Act' (NDAA) 'Afghan Reintegration Program'

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(ARP). Its use broadly mirrors the APRP, and must follow the USFOR-A ARP “Money as a Weapons System (MAAWS)-A” Standard Operating Procedure (SOP). The SOP specifies the type of projects authorized, the application procedure and funding process. Non-US units may access these funds through an authorized US commander or other US Defense Department official. ARP funding is designed to be a stop-gap until the APRP Reintegration Finance Mechanism is fully mature. ARP is not to be used for ongoing sustainment costs or other items that can and should be funded through the APRP Reintegration Finance Mechanism. From the outset, it is essential to coordinate the use of stop-gap ARP funding with GIRoA so that permanent APRP funding for project sustainment can be secured.

NDAА ARP Authorized Activities:

- Deradicalization activities such as education and vocational training.
- Public infrastructure and agriculture works projects.
- Conflict resolution costs (such as mediator expenses).
- Costs for equipment to enhance community security - not weapons.
- Relocation, settlement and temporary living expenses for reintegrees.
- District and community level reintegration offices and administration.
- Monitoring, weapon registration and disposal.
- Reintegration costs associated with released detainees.

Activities not Authorized by NDAА ARP:

- Payments to combatants to get them to stop fighting.
- Weapon buy-back schemes or the purchase of weapons/ammo.
- Payments to ANSF or other protection/security forces.
- Entertainment (except for approved reintegration-related events).
- Reward programs.
- Salaries for military or civilian government personnel.
- Psyops and info ops not associated with reintegration.
- Support to individuals (unless they are participating in a reintegration program and they are a registered reintegration candidate).
- Support to private businesses for the sole benefit of the business.

In addition to the APRP Reintegration Finance Mechanism and the ARP, the APRP is designed to coordinate and leverage other existing sources of funding to support reintegration. GIRoA ministries have ongoing development programs which can expand into reintegration areas.

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National funding sources will be available to some troops and PRTs. International development agencies (USAID, DFID, AUSAID, etc.) and NGOs also have development programs which can support reintegration. Provinces can partner with the private sector to train and employ reintegrees. All of these activities should be coordinated by provincial authorities.



Biometric data is taken from a reintegree

Provincial Responsibilities

- **Lead Local Reintegration:** Provincial governors are responsible for peace and reintegration efforts in their provinces, led by a Provincial Peace Committee comprised of community leaders. A Provincial Joint Secretariat Team executes peace programs and runs the day-to-day reintegration efforts in the provinces.

APRP can only succeed where provincial leadership and resources are linked to district and community-level structures. IDLG committed local structures, like ASOP shuras, DDAs and CDCs to support peace and reintegration.

- **Provincial Outreach:** PPCs must develop and implement provincial outreach plans using contemporary and traditional communications to raise awareness of the APRP and to articulate GIRoA's commitment to peace, grievance resolution, and reintegration. District and provincial peace shuras have been held in several provinces to assist in raising awareness and demonstrating commitment to the program. HPC members can also be invited to visit a province to raise the APRP profile and assist with negotiations.

- **Grievance Resolution:** PPCs must identify individuals who can be employed as mediators where necessary. These might include tribal, religious and community elders. It will also be important to involve supporting actors in civil society. Mediation and dialogue over grievances can be supported by local mullahs and elders, members of the HPC, and, if grievances lie with government authorities, can be referred to the CEO of the Joint Secretariat for intervention by the HPC and Afghan Government institutions.

- **Demobilization:** PPCs and PJSTs must develop plans for conducting demobilization within their provinces with the support of the ANSF. This should include each of the steps in the demobilization process. A robust solution that does not always rely on Joint Secretariat support is essential.

- **Community Security:** Provincial Governors, ANSF and the Provincial Security Committees are responsible for assessing, planning

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and executing community security plans in reintegration districts. This will require robust partnership and capacity building support from ISAF.

- **Community Recovery:** Provincial and district governors should work closely with PPCs and PJSTs to understand reintegree community needs and identify what community recovery resources they have available - including small grants, proposed ministry programs, and existing ministry and donor programs within provinces. As much as possible, these efforts should be tied into the Provincial Development Plan, Provincial Development Council and existing community development efforts and entities like Community Development Councils.

Informal Reintegration

Informal reintegration occurs when an insurgent stops fighting and returns home without involvement in APRP. The informal returnee gets no protection from targeting, will have no support in addressing his grievances, and will not receive any assistance or training. His community will not be able to benefit from the APRP's community recovery opportunities. For these reasons, insurgents should be encouraged to reintegrate formally under the APRP.

Afghan Local Police (ALP)

The APRP and ALP are separate programs. Reintegrated former fighters may in some cases join the ALP. But to do so, former fighters must pass through the same Interior Ministry screening procedure as any other ALP candidate. There is no guaranteed place in the ALP for ex-fighters.

Frequently Asked Questions

What is the Afghanistan Peace and Reintegration Program (APRP)? The APRP is the Afghan peace program which aims to take insurgents out of the fight and return them to their communities with honor and dignity, so that they can live peaceful, productive lives. The APRP provides for both reintegration (where fighters leave the fight and rejoin their communities), and reconciliation (where insurgent movements reach political settlements with the Afghan government that ends their armed opposition).

How does the APRP work? The APRP enables local agreements where communities (supported by the Afghan government) reach out to fighters, work to address their grievances, and encourage them to stop fighting and rejoin their community, peacefully, permanently, and with dignity and honor. Fighters are not defeated, nor do they surrender. It is enabled through a three-phase process of **Outreach, Demobilization, and Consolidation of Peace**, and requires trust between all parties.

How is the APRP different from past programs? The APRP uses experience from similar programs around the world. It is different from other Afghan programs because it involves the entire community – not just the ex-fighters – addresses grievances, and aims to deliver benefits to the community that prepare the people to live peaceful, productive lives.

Does the international community support the APRP? The international community fully supports the APRP. It expressed its strong support at the Kabul Conference in July 2010 and again in May 2011. As well as political support, countries have pledged significant financial support. Beyond those countries which have formally pledged financial support, several other countries have expressed their interest in contributing to the peace process.

Why will fighters want to join the APRP? Many fighters are tired of fighting and of the constant threat of being killed or injured. Most fighters active in Afghanistan are fighting close to their communities, and are not ideologically driven. Instead, most are driven by grievances, and many understand that they will not get what they want through violence. The APRP provides a way for fighters to have their grievances addressed and for them to return to peaceful lives with dignity, honor, and security.

What is the International Security Assistance Force (ISAF) role in the APRP? ISAF's role is to assist and encourage the Afghan government to fully implement the program. This includes close partnering and assistance to the Afghan government organizations that are managing and implementing the

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APRP at the national, provincial and local levels. Additionally, ISAF will support efforts to publicize the program. All ISAF activities will be conducted with the full understanding that the Afghan government directs and implements the APRP.

How do reintegration and the APRP support ISAF's campaign?

Reintegration is an important part of ISAF's plan. When fighters stop fighting permanently, violence drops and the security of the people improves. Additionally, addressing grievances can bring better, more responsible governance. If successful, reintegration can hasten the return of peace to the entire country.

Who can join the APRP? The APRP is a nation-wide program for all Afghan fighters who agree to renounce violence and ties to terrorist groups, and to live peacefully under the laws of Afghanistan. Foreign fighters and criminals are excluded from the program. The APRP does not favor any particular group or region. All Afghan communities will benefit from a lasting peace.

What about fighters who just stop fighting and go home? Informal reintegration occurs when a fighter stops fighting and returns home on his own. When this happens, there is a risk that the ex-fighter may be pursued and detained by the Afghan security forces or international forces. In addition, neither the fighter nor his community will be able to benefit from the APRP opportunities. For these reasons, fighters are encouraged to reintegrate formally under the APRP.

How will the APRP benefit peaceful and law-abiding Afghans? Under the APRP, everyone benefits in a community where there is reintegration. APRP recovery activities and projects are for the entire community. However, reintegration will not occur everywhere. For some Afghans, the benefits will come more broadly, from living in a peaceful and stable Afghanistan. Other programs will support these peaceful communities.

What happens to fighters who want to reintegrate but cannot return to their communities? Communities will decide whom they will accept back, and will inform appropriate local authorities of their decision. If a community refuses to accept a former fighter, or the fighter does not want to return to his community, authorities will endeavor to find alternatives for the fighter. This may involve temporary or permanent relocation.

Who is responsible for securing reintegrees against reprisals from their enemies? ANSF are responsible for providing security to reintegrees and their communities. Through the process of addressing grievances, reintegrees should be able to return to their communities peacefully. Reintegrees may also keep

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their personal weapon, in accordance with the laws of Afghanistan, to protect themselves and their families.

How does APRP handle insurgents who wish to flip sides and fight on behalf of the government? APRP is not a means for establishing pro-government militia groups. Groups that change sides should not join APRP until they are ready to leave the conflict and reintegrate with their communities. Insurgents who reconcile and wish to join the Afghan National Security Forces, (as National Army, National Police or Local Police,) can and should reintegrate first, so they can be properly vetted, demobilized and granted forgiveness for their anti-government activities.



Reintegration Candidates undergoing weapons management

Lessons Learned

- **Limited Awareness.** News and stories about the APRP and the High Peace Council in the Afghan media have increased awareness. Still, significant improvements in APRP knowledge and understanding can be made within Afghan society and government, Coalition Forces, and the international community. Intensive communication and outreach must continue.
- **Lengthy Dialogue.** Insurgents are contacting GIRoA in many ways – through the MOD and NDS, through coalition force units, and on occasion, through high-level GIRoA officials. Often, ISAF does not learn of these contacts until well after they're established. The dialogue often includes discussions about security issues and grievances that must be addressed. These discussions can proceed for months before sufficient trust is established, and decisions to reintegrate are made.
- **Afghan Ownership.** For Afghans, the APRP is a process of political and community reconciliation at the local level. In fact, Afghans do not even have a word for reintegration. Provincial authorities need to be responsible for each reintegration event, as they must be grounded in sovereign Afghan political and community decisions about resolving grievances and making peace. *Only Afghan decisions will survive transition.* The role of ISAF and PRTs is to build Afghan capacity to deliver the APRP, especially by assisting GIRoA authorities to plan, budget, and execute the APRP.
- **Coordination.** The APRP is one part of the GIRoA/ISAF campaign. Security, governance, rule of law, and development programs are being established simultaneously. Provincial authorities should be encouraged to draw on all of these programs to support the community security, grievance resolution, and community recovery phases of the APRP.
- **Finance.** The International Community has donated over \$140 million dollars this year, but the program is still developing structures at the national and sub-national level, thereby making disbursement of funds more difficult. To bridge this capability gap, Coalition Forces have utilized U.S. Afghan Reintegration Program (ARP) funding to support the reintegration mission. The U.S. funding is designed to serve as a

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bridging mechanism, while the internationally-funded program will provide the long-term support for mission sustainment. Sustainment should always be planned, and information should flow up the chain of command when developing ARP activities with GIRoA.

- **Provincial Demobilization.** Effective demobilization begins with provincial-level vetting, as defined in the Joint Secretariat Vetting SOP. Provincial staffs are responsible for submitting vetting documentation to the JS. Upon JS review of the vetting documentation, the provincial staff can proceed with formal enrollment (intent form and survey). The JS will coordinate biometric collection in support of the provincial enrollment. Additional biometric equipment is being decentralized to the regional level, with the intent of distributing it to the provincial level. Proper provincial vetting, coordination, and preparation for demobilization processing are critical for smooth reintegration operations.
- **Reintegree Security.** Taliban targeting of reintegrees has occurred. The security of reintegrees must be considered and monitored during demobilization and after. This is a GIRoA/ANSF responsibility. ISAF should verify that security is being provided and may need to assist in its delivery. Reintegrees can keep their personal weapons, but must give up heavy weapons. They can share in responsibility for their security by using their personal weapons. In some cases, ALP detachments can assist. 'Safe houses' are another temporary solution, but longer-term, permanent solutions must be found.
- **Informal Reintegration.** There are instances where reintegration has occurred outside the APRP. Informal reintegration should be formalized if possible, and formal reintegration must follow APRP procedures. Not only will this ensure that reintegrees and their communities benefit fully from the program and are properly protected, it also ensures that the program is protected. Failure to follow APRP procedures risks harming the program because of its association with failed reintegration.

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Do's and Don'ts

DO

- Do make sure that Afghans lead on all reintegration activity.
- Do be energetic in engaging your Afghan partners in the ANSF, district and provincial officials, and community leaders regarding the APRP.
- Do report all reintegration activity or opportunities – and any abuse of the reintegration process – up your chain of command.
- Do seek advice and guidance from your chain of command if you are uncertain how to proceed.
- Do support Afghan reintegration by assisting with communication and coordination amongst our Afghan partners.
- Do preserve the honor and dignity of the reintegrating insurgent.
- Do identify and – through GIRoA – respond to all reintegration opportunities.
- Do ask your chain of command for guidance on issues of criminal activity, arrests and amnesty; do report GIRoA arrests of reintegrees.

DON'T

- Don't offer amnesty or immunity from GIRoA prosecution.
- Don't ever refer to reintegration as an act of "surrender," or, "laying down of arms."
- Don't tell a reintegree whether he is on a targeting list.
- Don't offer money or development aid directly to insurgents to stop fighting.
- Don't support or be party to any agreement that cedes political authority or territorial control to insurgents.
- Don't compromise on human rights.
- Don't ignore suspected abuse or corruption in the reintegration process. Report it up through your chain of command.

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National Consultative Peace Jirqa

Initial ISAF Contact with an Insurgent/Go-Between

Initial contact with ISAF, GIRoA, or the ANSF may be direct, or through a trusted go-between, in order to protect the insurgent from targeting. If the insurgent lacks confidence in GIRoA or ANSF, he may approach ISAF. If initial contact is with ISAF, take the following actions:

- Notify the chain of command of potential reintegration candidate.
- Seek to determine the following from the candidate:
 - Name and contact/location details of candidate or go-between.
 - Why the candidate wants to reintegrate?
 - If the candidate has grievances, what are they?
 - If this the first contact made with GIRoA/ANSF/ISAF?
 - Do they seek any immediate assistance from ISAF?
 - If the contact is with a go-between, what is his relationship with the candidate?
 - If the insurgent is a commander, how many other fighters will reintegrate?
 - How next contact with the candidate / go-between will be made.
- Reassure the candidate/go-between that ISAF will continue to assist him to reintegrate for as long as it takes.
- Inform insurgent/go-between that the decision to accept him into the formal reintegration process lies with GIRoA.

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Registering Reintegration Candidates in Badghis



Taliban joining the peace process in Puza-i-Eshan

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