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**MÉRIDA INITIATIVE**  
**ACTIVITY DESCRIPTIONS**  
**MEXICAN SECURITY COOPERATION PLAN**

REVIEW AUTHORITY: Steve Blodgett, Senior Reviewer

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**Objective: Peace and Security**

**1.3 Stabilization Operations and Security Sector Reform**

**Land and Maritime Interdiction**

**Mexican Army/ Air Force (SEDENA)**

**Program Name:** Ion Scanners

**Funding:** \$500,000 FMF (FY 2008 Supplemental Appropriation)  
\$1,000,000 INCLE (FY 2009 Bridge Funding)

**Program Description:**

This program will provide SEDENA with ion scanners (a type of non-intrusive inspection equipment or NIIE) to detect illicit drugs and precursors, as well as firearms, ammunition, and explosives. SEDENA's logistical capabilities allow it to deny routes to traffickers in the most remote areas. SEDENA's role in interdiction alongside Government of Mexico (GOM) law enforcement agencies, and its use of ion scanners, are necessary for Mexico to mount a robust interdiction system.

**Equipment:**

The ion scanners are molecular detectors capable of identifying both explosives and narcotics. These devices assist in making rapid, preliminary assessments of suspicious items that security forces could encounter while conducting routine or counternarcotics/counterterrorism operations. This technology, along with the totality of available information, permits informed decisions leading to the capture of more contraband and traffickers. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Maintenance and Training**

The proposed package will include a standard maintenance package for the ion scanners. Once the Original Equipment Manufacturer (OEM) maintenance ends, we expect that these units will be integrated into a national service maintenance program for all GOM NIIE planned to be created with the guidance of DHS/CBP and under the management of the Mexican Customs Service. SEDENA has already indicated the desirability of such a central facility and wants to count itself among its future clients. Department of Homeland Security office of Customs and Border Protection (DHS/CBP) can train on their proper tactical use.

**Mexican Government Contribution:**

SEDENA will provide crews and operational costs. SEDENA will operate in costly remote locations.

**Impact of the Program:**

The proposed ion scanners will contribute to the effectiveness of the GOM's comprehensive interdiction strategy and support the expansion of NIIE operations throughout the country's interior, in the pursuit of arms trafficking as well as other types of smuggling.

**Objective: Peace and Security****1.3 Stabilization Operations and Security Sector Reform  
Land and Maritime interdiction  
Mexican Navy (SEMAR)****Program Name:** Surveillance Aircraft and Maintenance**Funding:** \$50,000,000 FMF (FY 2008 Supplemental Appropriation)**Program Description:**

This program will provide funding for up to two CASA 235 maritime patrol aircraft, to complement the seven CASA 212 aircraft currently operated by the Mexican Navy (SEMAR) and deny the use of the eastern Pacific and western Caribbean to terrorists and transnational criminal organizations. The GOM is planning to purchase six CASA 235s on its own, to enable it to conduct maritime surveillance to complement land surveillance efforts by the Mexican Army, Air Force and federal police.

**Equipment:**

The CASA 235s will be equipped similarly to the CASA 235s presently entering service with the United States Coast Guard (USCG), so that SEMAR can use the same set of operational guidelines as the USCG. Using roughly the same configuration will also allow for ready interoperability with the USCG and other USG systems. Key characteristics of the aircraft include a capability to conduct long-range patrols utilizing day and night sensors and radar. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Maintenance and Training:**

The package includes logistics support (primarily spare parts and limited technical support) for three years. Maintenance will be conducted by SEMAR personnel who already have experience with similar aircraft (CASA 212). The aircraft will be flown by experienced Mexican pilots after transition training (training experienced pilots to fly a new type of airplane), which is included in the package. SEMAR will provide fuel.

**Mexican Government Contribution:**

SEMAR currently operates seven CASA 212 Maritime Patrol Aircraft; it intends to buy six CASA 235 during this Mexican Presidential Administration. SEMAR will also invest another \$100 million over the coming five years in ships (including fast interceptors and frigates) and land vehicles. SEMAR will provide crews and fuel for all aircraft.

**Impact of the program:**

The CASA 235s will fill the vacuum left by the retirement of three E2-C aircraft and enhance the ability of SEMAR to conduct long-range maritime patrols. This equipment will improve Mexico's maritime domain awareness and provide surveillance and coordination functions, increasing its capability to seize illicit cargo and deny of the use of Mexican waters to transnational criminals and terrorists.

**Objective: Peace and Security****1.3 Stabilization Operations and Security Sector Reform****Land and Maritime Interdiction****Mexican Army/Air Force (SEDENA)**

**Program Name:** Transport Helicopters, Training, and Maintenance

**Funding:** \$66,000,000 FMF (FY 2008 Supplemental Appropriation)

**Program Description:**

This program will provide the Mexican Air Force (SEDENA) with up to five Bell Helicopter (BH) 412 EP medium-lift utility helicopters for mobility support for a variety of operations, including counterterrorism and counternarcotics. Most importantly, these helicopters will complement Mexican efforts to establish a complete squadron (12) of BH 412 helicopters (the Mexican Air Force has four BH 412 helicopters on hand) that can provide mobility to rapid reaction forces.

**Equipment:**

The BH-412 is a medium lift utility helicopter with a capacity of up to 13 passengers, a range of 423 nautical miles, and a cruise speed of 130 nautical miles per hour (performance statistics are dependent on actual mission requirements and weather). The aircraft can also be configured for cargo operations, to include the use of an external sling. These aircraft will be equipped for day and night flight, as well as instrument flying and operations with night vision goggles. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Maintenance and Training:**

The package includes logistics support (primarily spare parts and limited technical support) for two years for the up to five helicopters in the package and perhaps the four Government of Mexico (GOM) helicopters already in service. Maintenance will be conducted by experienced SEDENA personnel. The aircraft will be flown by experienced Mexican Air Force pilots who will receive transition training (training experienced pilots to fly a new type of helicopter), which is included in the package. SEDENA will purchase fuel for the aircraft.

**Mexican Government Contribution:**

SEDENA will provide crews and fuel. In addition to four Bell 412s, SEDENA currently has about 20 Bell 212s, some of which are being phased out.

**Impact of the program:**

The BH-412 will improve SEDENA's ability to quickly deploy rapid reaction forces, which is essential for establishing the security needed for successful interdiction of arms, drugs, and persons. It will also complement the elements of the larger assistance package, which focus on improving Mexico's intelligence and law enforcement capability to control its national territory.

**Objective: Peace and Security****1. 4 Counternarcotics****Radar and Aerial Surveillance****Office of the Attorney General (PGR)****Program Name:** Citation Aircraft Refurbishment**Funding:** \$2,800,000 INCLE (FY 2008 Supplemental Appropriation)**Program Description:**

This program will upgrade the sensors (radar, forward looking infrared [FLIR], computers, etc.), provide additional crew training, and improve airworthiness of the aircraft. The aircraft refurbishments will include engine overhauls, acquisition of spare engines, and structural repairs. Upgrading the sensors and addressing the airworthiness issues should extend the service life of these key interdiction aircraft for another 10-15 years.

**Equipment:**

The two Cessna Citation II 550s were acquired by the PGR in the early '90s. They are the same model of aircraft used by DHS/Customs and Border Protection. This model was selected because of its wide speed range (i.e., it can go slow with smaller aircraft, as well as overtake such higher performance turboprop aircraft as Beechcraft King Airs). End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Mexican Government Contribution:**

PGR will provide the planes, crews and operational costs.

**Impact of the program:**

Interdiction is a major component of the Mexican strategy to meet the threat posed by organized crime, and maintaining an aerial tracking and intercept capability is key to its success. These two aircraft are the PGR's sole intercept and tracking platforms and are thus critical elements of an interdiction model that uses these planes to identify the target and then incorporates Mexico's fleet of transport helicopters to bring in additional support. These aircraft are mission-critical to Mexico's interception of aerial trafficking and to reducing the flow of drugs, arms, or other illicit cargo across our shared border, greatly assisting in overcoming existing gaps in the coverage.



**Objective: Peace and Security****1. 4 Counternarcotics****Land and Maritime Interdiction****Mexican Army/Air Force (SEDENA)**

**Program Name:** Mobile Gamma Ray Non-Intrusive Inspection Equipment.

**Funding:** \$2,000,000 INCLE (FY 2009 Bridge Funding)

**Program Description:**

This program will provide SEDENA with mobile gamma ray non-intrusive inspection equipment (NIIE) to support interdiction efforts at interior checkpoints, in collaboration with the Secretariat of Public Security (SSP) Federal Police. SEDENA's logistical capabilities allow it to deny routes to traffickers in the most remote areas. SEDENA's role in interdiction fills a gap among Government of Mexico (GOM) law enforcement agencies

**Equipment:**

This package will provide mobile gamma ray NIIE for SEDENA. USG support will provide the latest technology, the same utilized by the DHS/CBP to maximize interoperability and joint tactical training. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Maintenance and Training:**

The proposed package will include a standard maintenance package for the mobile gamma ray NIIE. Once the Original Equipment Manufacturer (OEM) maintenance ends, we expect that these units will be integrated into a national service maintenance program for all GOM NIIE planned to be created under the management of the Mexican Customs Service. SEDENA has already indicated the desirability of such a central facility and wants to count itself among its future clients.

**Mexican Government Contribution:**

SEDENA will provide crews and operational costs. SEDENA will operate in costly remote locations.

**Impact of the program:**

Providing SEDENA with additional NIIE will contribute to the effectiveness of the GOM's comprehensive interdiction strategy and support the expansion of

NIE operations throughout the country's interior, to detect and intercept flows of illicit goods and persons.

**Objective: Peace and Security****1.4 Counternarcotics****Federal Police Force: Secretariat of Public Security (SSP)****Program Name:** Non-Intrusive Inspection Equipment and Canine Inspection**Funding: \$43,950,000 INCLE:****\$29,950,000 (FY 2008 Supplemental Appropriation):**

- \$29,200,000 for Non Intrusive Inspection Equipment;

- \$750,000 for Canine Training

**\$14,000,000 (FY 2009 Bridge Funding):**

- \$14,000,000 for Non Intrusive Inspection Equipment

**Program Description:**

This program will provide SSP (the Secretariat of Public Security, the agency controlling the newly consolidated federal police force) with Non-Intrusive Inspection Equipment (NIIE) to support interdiction efforts at interior checkpoints, complementing similar activities undertaken by the Army (SEDENA) and Customs.

Designated the prime civilian law enforcement agency focusing on counternarcotics, the SSP requires a robust capacity in NIIE to support its interdiction efforts.

**Equipment:**

The program will provide Mobile Gamma Ray Non Intrusive Inspection Units, x-ray vans for light vehicles, and additional canine training. Funding will be used to procure up to 20 mobile gamma ray NIIE, four x-ray vans for light vehicles, and training for 45 canine teams. USG support will provide the latest technology, the same utilized by the DHS/CBP. This interoperability will allow DHS/CBP to train the SSP in the best tactical application of the NIIE. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Maintenance and Training:**

The proposed package will include a standard two-year maintenance package for NIIE. Once the Original Equipment Manufacturer (OEM) maintenance ends, SSP will be required to provide for their maintenance as it would equipment it purchased with GOM funding.

**Mexican Government Contribution:**

SSP already has seven mobile Vehicle and Cargo Inspection Systems (VACIS) NIIE, three of which were acquired with prior USG funding. SSP currently plans to purchase up to 23 mobile gamma ray NIIE in the coming five years. SSP will also provide crews and operational costs.

**Impact of the Program:**

Providing the SSP with additional NIIE, including canine team training, will enhance the capability of the Federal Police to detect and intercept flows of trafficked arms, drugs, precursors, persons, and other illicit goods.

**Objective: Peace and Security****1.4 Counternarcotics****National Security and Investigation Center (CISEN)****Program Name:** National Security and Investigation Center (CISEN)**Funding: \$8,085,000 INCLE:****\$5,085,000 (FY 2008 Supplemental Appropriation)****\$3,000,000 (FY 2009 Bridge Funding)****Program Description:**

This program will help the Mexican Intelligence service (CISEN) bolster its capabilities to counter terrorism threats. A major revamping of its database infrastructure seeks to better integrate information captured from entry points by the Mexican Immigration Service (INAMI), retain relevant historic information developed by other Mexican law enforcement agencies (LEAs), and allow for rapid data retrieval, and analyses, including link analysis capabilities (tools used to sort intelligence data). Funding would provide new computer systems and architecture to be integrated into CISEN's existing data and telecommunications systems, as well as the capability for secure data sharing.

**Equipment:**

Equipment will include computer hardware, operating systems, training for updating secure communications, and computer site preparation costs. The telecommunications system linking the 18 ports of entry where CISEN is active with headquarters will include encrypted voice over internet protocol (VOIP); allow monitoring of interviews of suspect travelers in real-time from headquarters via secure voice and data systems; provide a wireless capability for transmission of data from portable units; and include the installation of biometric readers and fingerprint readers. End-use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Maintenance and Training:**

The proposed package will include a standard two-year maintenance package for the various equipment, allowing CISEN time to absorb the maintenance costs into its own budget.

**Mexican Government Contribution:**

CISEN will provide site, personnel, and operational costs.

**Impact of Program:**

The system will integrate with CISEN's portal to *Plataforma Mexico*, the Government of Mexico's nationwide secure system for inter-connectivity among law enforcement agencies. In addition, the program will include hardware and software required to manipulate large databases to deduce links and other data beneficial to investigations. Through *Plataforma Mexico*, CISEN's new analysis capability will inform law enforcement operations within Mexico and those coordinated with the U.S., Central American and other regional partners.

**Objective: Peace and Security****1.4 Counternarcotics****Federal Police Force: Secretariat of Public Security (SSP)****Program Name:** National Police Registry**Funding:** \$4,000,000 **INCLE:**

\$3,000,000 (FY 2008 Supplemental Appropriation)

\$1,000,000 (FY 2009 Bridge Funding)

**Program Description:** This program will provide support to the Mexican National Police Registry administered by the National System of Public Security (SNSP), an independent agency of the Secretariat of Public Security (SSP) that is responsible for coordinating public security activities among the three levels of government (federal, state and local). The National Police Registry is being developed to track public security personnel, by maintaining files on their biographic and biometric data, qualifications, training, personnel actions, reprimands, and employment status.

**Equipment:** The program will provide the equipment necessary to capture biometric data and to incorporate it into the National Police Registry, as well as hardware to host the Registry and to enable states and municipalities to connect to it.

**Training:** The program will provide training in the capture, storage and retrieval of biometric information with the goal of developing this capacity in the SNSP for continued operation of the Registry.

**Mexican Government Contribution:** The SNSP has designed and is in the process of developing the National Police Registry. SNSP employees will operate, maintain and upgrade the system as necessary.

**Impact of the Program:** One of the major goals of the Registry is to prevent the hiring by one agency of a police officer who was fired for cause by another agency.

**Objective: Peace and Security****1.4 Counternarcotics****Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)****Program Name:** Security Equipment for Law Enforcement**Funding:** \$6,000,000 INCLE (FY 2008 Supplemental Appropriation)**Program Description:**

The program is designed to enhance overall protection of police and prosecutors by providing security equipment as required. This will include armored vehicles, bullet proof vests, radio communications equipment, for at-risk law enforcement personnel. In the past few years, hundreds of Mexican police officers have been killed in the line of duty, mainly due to organized crime elements tied to the ever expanding drug cartels in Mexico.

The security threat posed by the drug cartels in Mexico extends to the President of Mexico and his Cabinet. While the President and Cabinet members are afforded appropriate security to ensure their safety, additional equipment and training is needed to protect the second echelon of the at-risk PGR prosecutors and SSP investigators targeted by the drug cartels.

**Equipment:**

The project will provide at-risk prosecutors and investigators with up to 30 armored vehicles, approximately 200 protective vests/helmet sets, communication equipment and other safety-related equipment that will enhance overall security for PGR and SSP personnel directly involved in the prosecution of organized crime/drug trafficking organizations. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Training:**

Training in the proper use of this equipment will be an important part of this program to help PGR and SSP personnel maximize their protection and minimize the threat. Training under this program will complement VIP Protection training, which is ongoing at this time with the assistance of the State Department's Diplomatic Security Anti-Terrorism Assistance Program (ATA). ATA training has been provided to the security details for both the Attorney General's (PGR) and the Minister of Public Security's (SSP) protection details, and more training is planned for 2008.



**Mexican Government Contribution:**

PGR and SSP will provide personnel and operational costs. PGR and SSP already have armored vehicles and some protective gear.

**Impact of the Program:**

Prosecutors and investigators will be better able to pursue criminal cartels and build cases for conviction if they are better shielded from the recurring threats to their lives. Assassinations of law enforcement personnel have been increasing steadily in recent years. The government's commitment to protecting their law enforcement personnel will also send a clear message that this government is serious in its fight against the organized crime/drug trafficking organizations.

**Objective: Peace and Security**

**1.4 Counternarcotics**

**National Migration Institute (INAMI)**

**Program Name:** National Migration Institute (INAMI)

**Funding:** \$22,000,000 INCLE:

**\$20,000,000 (FY 2008 Supplemental Appropriation)**

**\$2,000,000 (FY 2009 Bridge Funding)**

**Program Description:**

Currently there are 165 operational ports of entry (POEs) in Mexico (58 airports, 51 seaports and 56 land crossings). This program will help INAMI upgrade and expand its existing Integrated System for Immigration Operations (SIOM), which currently tracks only 80% of those who require registration upon arrival and none exiting the country.

The package will help INAMI build a robust Information Technology (IT) network to support many aspects of Mexican immigration verification and control operations across POEs, (some of which are located in remote areas) and internal check-points. It will also provide auxiliary equipment, including passport and fingerprint readers necessary to implement biometric standards, as well as communications, medical supplies, and search and rescue equipment to assist Mexican immigration authorities in rescue operations along Mexico's southern border. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Mexican Government Contribution:**

INAMI will provide personnel and operational costs.

**Impact of the Program:**

The IT requested will form the foundation for new and improved systems that will allow for the expansion of the INAMI's ability (incorporating biometric information and technology/standards) to track all persons entering and exiting Mexico, via air, land and sea POEs, as well as at interior INAMI checkpoints. It will also be used to track the entries and exits of repatriated Central Americans. Additionally, the IT equipment will modernize internal immigration control and document issuance processes involving machine-readable documents to be used in immigrant registration and in the issuance of employment and residency permits, as well as developing biometric-based temporary working documents for

● Guatemalans working in southern Mexico. An up-graded SIOM will establish the links and related systems to enable appropriate information sharing with DHS/CBP, DHS/ICE, FBI, DEA, U.S. Marshal Service, ATF and law enforcement agencies in Central America.

**Objective: Peace and Security****1.4 Counternarcotics****Mexican Customs Service****Program Name:** Non Intrusive Inspection Equipment and Canine Inspection**Funding:** \$30,000,000 INCLE:

\$24,000,000 (FY 2008 Supplemental Appropriation)

\$6,000,000 (FY 2009 Bridge Funding)

**Program Description:**

This program will provide Mexican Customs with additional non-intrusive inspection equipment (NIIE). This program will also provide enhanced training for dog/handler teams and kennels, as well as technical assistance to support the establishment of a dog/handler training academy for all civilian law enforcement agencies.

**Equipment:**

This package includes a variety of NIIE for Customs, including x-ray imaging technologies (to permit search for contraband in commercial conveyances with cargo, personally owned vehicles, carry-on baggage at airports, bus terminals and land ports of entry); Integrated Surveillance Intelligence Systems (ISIS) that compiles inspection data derived from the operations of the NIIE nationwide at one central location; gamma ray units for inspecting palletized air cargo; and, portable ion scanners for use anywhere. NIIE technologies will enable Customs to screen a targeted stream of commercial traffic while still facilitating the flow of legitimate trade, cargo and passengers. (The final purchase decisions will be made in close consultation with DHS/CBP.) Funding will be used to procure varied types of NIIE to support Customs enforcement operations, and to establish a service and maintenance system.

The support for the canine/handler academy will include equipment associated with healthy kennels (anti-bacterial tile, spray equipment, health apparatus, etc.) and the training of the dogs and their handlers (including classroom equipment and training mock-ups).

**Maintenance and Training:**

The proposed package will include a standard maintenance package for the NIIE and funding for Mexican Customs to establish (with the guidance of DHS/CBP) a maintenance center (estimated \$6.5M) that will provide servicing for all units, after the manufacturer warranty period expires. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Mexican Government Contribution:**

Mexican Customs already has fielded 41 fixed, gamma radiation Vehicle and Cargo Inspection Systems (VACIS) deployed at 16 of Mexico's 48 Ports of Entry (POEs), resulting in 33 percent coverage of POEs. Customs will also provide crews and operational costs.

**Impact of the program:**

The GOM's comprehensive interdiction strategy seeks to bring to bear as many actors as possible, across as broad an area as possible, in an integrated fashion, so as to deny traffickers easy movement throughout Mexico. The dogs (both the funding for a massive growth in the numbers of dog/handler teams and the resources to be dedicated to establishing Mexico's capability to eventually supply its own dog/handler teams) are simply another form of NIIE. The GOM's prior NIIE focus was oriented principally on coverage at its ports of entry; it is now interested in significantly expanding NIIE operations throughout the country's interior, in the pursuit of arms trafficking as well as other types of smuggling. The USG's provision of equipment, dog/handler teams and tactical training will complement the GOM's own substantial efforts, greatly enhancing its interdiction capabilities.

**Objective: Peace and Security****1.4 Counternarcotics****Mexican Communication and Transportation Secretariat (SCT)****Program Name:** Mexican Communication and Transportation Secretariat (SCT)**Funding:** \$25,165,000 INCLE (FY 2008 Supplemental Appropriation)**Program Description:**

The Communication and Transportation Secretariat (SCT) provides the secure satellite communication network for law enforcement agencies to communicate operationally, cooperate and share information. It also administers Mexico's postal system (SEPOMEX), which too often is used to transport drugs and other illicit substances.

The bulk of the support to SCT will establish a redundancy in infrastructure to support its sole satellite-based secure telecommunications network for national security agencies. (The prior back-up capability collapsed with loss of the satellite upon which it depended in 2000). The support will also provide for the design of the next generation of Mexico's secure telecommunications network, and will allow for a major overhaul of SCT's infrastructure for system administration.

The remainder of the support proposed will be dedicated to improving the capability of the inspectors of SEPOMEX to screen mail (moving within Mexico as well as internationally) for drugs and other contraband. This program seeks to secure mail handling and distribution through enhancements of infrastructure and provision of security equipment (surveillance cameras, fingerprint readers, etc.) and fire detection/suppression equipment. Ion scanners will allow postal inspectors to detect explosives or narcotics at key points throughout the postal system. Additional support will provide non-intrusive inspection capabilities for analyzing the contents of cargo being transshipped through a major postal service bulk/parcel facility. A special focus will be to strengthen the inspection and security capabilities of the postal service facility at the Mexico City airport.

**Equipment:**

Support provided to SCT through the FY 2008 Supplemental will provide the back-up secure satellite-based communications network, including the electronics needed to send/receive a secure signal via bandwidth rented on a commercial satellite, bringing state-of-the-art enhancements (such as encryption

capabilities) to the overall system. Support will also include technical assistance that help define Mexico's next generation of secure communications.

Support to SEPOMEX will provide equipment that will improve the safety and security of several key postal handling facilities. (The specific equipment will be selected based on the advice of subject matter experts from the U.S. Postal Service Inspectorate.) FY 2008 Supplemental funding would provide SEPOMEX with portable ion scanners that would enhance its inspection capabilities; it would also provide sophisticated security and detection equipment for the SEPOMEX distribution center at the Mexico City airport.

#### **Maintenance and Training**

The proposed package would include a standard maintenance package. In the case of the secure telecommunications system, it will extend coverage for a year beyond when the Original Equipment Manufacturer (OEM) maintenance ends. For the NIIE, the proposed package will include a standard two-year maintenance package for NIIE. Once the Original Equipment Manufacturer (OEM) maintenance ends, SEPOMEX will be required to provide for their maintenance as it would equipment it purchased with GOM funding.

#### **Mexican Government Contribution:**

SCT will provide site, personnel, and operational costs for these programs.

#### **Impact of the program:**

The satellite-based secure telecommunications network will provide a sustainable capability for the GOM to transmit voice, video and other data streams containing confidential information for use in law enforcement and other national security functions, maintaining operational security. It will provide for further development to keep pace with advances in secure communications. The secure telecommunications network will enhance communication and operational coordination among Mexican law enforcement agencies and will facilitate information sharing between Mexican and U.S. law enforcement. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

The package will modernize the GOM's central mail handling facilities. It will screen for illicit goods transiting the mail, while facilitating the flow of legitimate mail. The security enhancements and NIIE will give the Postal Service the means to test rapidly and definitively for traces of narcotics, explosives and

other illicit substances in its mail, helping to restrict the movement of illicit goods, including across the U.S. border.



**Objective: Peace and Security****1.4 Counternarcotics****Office of the Attorney General (PGR)****Program Name:** Data Analysis and Maintenance**Funding: \$12,000,000 INCLE:****FY 2008 Supplemental Appropriation:**

- \$2,000,000 for Case Tracking and Penal Process
- \$5,000,000 for CENAPI
- \$1,000,000 for Maintenance for OASISS, CENAPI and Link Analysis

**FY 2009 Bridge Funding:**

- \$4,000,000 for Case Tracking and Penal Process

**Program Description:**

**Case Tracking and Penal Process** -- The PGR is completely re-engineering its prosecutorial processes as part of its *Constanza* project. It intends to digitize all other aspects of its paper flow (including case management, file security, etc.) to make the PGR more effective, efficient, transparent and accountable. With prior USG funding, the PGR completed a pilot project that created a case-tracking capability that linked PGR headquarters with its 32 sub-offices in each state capital. The requested funding would extend the pilot project to the 134 PGR entities that exist below the state capital level.

**CENAPI** -- CENAPI is the PGR's unit dedicated to intelligence analyses and data dissemination. It is the official source for all data used by U.S. law enforcement agencies regarding interdiction, eradication and other crime statistics. The PGR must move CENAPI to a new location for security reasons. This assistance will support CENAPI's move to a new location and the design and installation of a new state-of-the-art server system to manage its critical databases, in addition to Link Analysis software (tools used to sort intelligence data). The PGR will bear the far greater cost of relocating and preparing the physical infrastructure to house the unit.

**Maintenance for OASISS, CENAPI and Link Analysis** -- The PGR has requested funding for two years of maintenance/licensing for a variety of hardware and software requested within this package. Adequate maintenance is essential to keep these increasingly sophisticated information systems up and running.

**Mexican Government Contribution:**

PGR has already invested heavily in its infrastructure (site, equipment) and in its training systems. PGR will pay personnel and operational costs.

**Impact of the Program:**

By law, the PGR is the lead GOM law enforcement agency in the prosecution of all transnational crime, which includes all aspects of trafficking in drugs, precursors, persons and arms, as well as terrorism. The extension of an existing case-tracking system across all PGR divisions will greatly enhance the institution's ability to manage its prosecutorial duties and responsibilities throughout Mexico. The restructuring of CENAPI's databases in a new, more secure location, will benefit all Mexican and USG agencies that seek authenticated intelligence data on criminal activity in Mexico and more sophisticated analyses of crime trends. The positive impact of this will directly benefit USG law enforcement agencies in their efforts to protect the United States against transnational criminal organizations.

**Objective: Peace and Security****1.4 Counternarcotics****Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)****Program Name:** Forensics Laboratories**Funding:** \$5,000,000 INCLE (2008 Supplemental Appropriation)**Program Description:**

The PGR operates the sole all-inclusive federal forensics laboratory system. Its expert examination of evidence and subsequent findings will become even more critical to the successful investigation and prosecution of criminal cases when a legal reform package now before the Mexican Congress reorients prosecutors toward winning prosecutions, leaving investigative duties to police officers. The forensics lab also trains police and prosecutors at the federal and state levels in such areas as ballistics, collection and preservation of evidence, chemical/biological analysis, and computer forensics. The funding will be used to provide state-of-the-art equipment, including three Integrated Ballistics Identification Systems (IBIS) and three mass spectrometers. These activities build upon support provided by the USG over the last decade. Training in the use of this sophisticated equipment – often by USG subject matter experts (SMEs) – will be provided by original equipment manufacturers or by SMEs using regular budget funding. The ultimate goal is to bring the PGR laboratories into conformance to the general requirements of ISO 17025, independently demonstrating its competence, impartiality and capability.

**Mexican Government Contribution:**

PGR has already invested over \$20 million in acquiring a new building and equipping it, as well as in training staff. PGR will pay personnel and operational costs.

**Impact of the Program:**

The equipment and training provided will modernize PGR capabilities in forensics and promote greater reliance on scientific evidence in the prosecution of crimes. Improved forensic capability will improve Mexican Government capabilities to develop and prosecute successful cases. The program will also complement the efforts of USG law enforcement agencies by generating legal evidence that can be shared with U.S. agencies for prosecution of cases in the U.S. Further, it will build relationships between U.S. federal forensic experts and counterparts in Mexico.

**Objective: Peace and Security****1. 4 Counternarcotics****Drug Demand Reduction**

**Program Name:** Drug Demand Reduction: National Network for Technological Transfers in Addictions (RENADIC), Certification and Training of Drug Treatment Counselors, Drug Free Community Coalitions, Metric System – Evaluation of Drug Treatment Assistance

**Funding: \$11,000,000 INCLE:**

**\$10,000,000 (FY 2008 Supplemental Appropriation)**

**\$1,000,000 (FY 2009 Bridge Funding)**

**Program Description:**

The National Council against Addictions (CONADIC) in the Secretariat of Health is responsible for promoting drug awareness, demand reduction and rehabilitation. This program 1) supports CONADIC's efforts to provide computer hardware for a distance learning platform for the entire country to facilitate training and technical assistance on drug prevention and treatment; 2) establishes a national-level counselor certification system in order to improve the delivery of drug treatment services; 3) creates Drug Free Community Coalitions to increase citizen participation in reducing drug use among youth; and 4) provides an independent evaluation of the drug treatment/certification project in order to assess training effects and long-range outcomes such as decreased drug use and reductions in criminal activity.

**Equipment and Training:**

Funding will support the GOM's efforts to design, acquire and install a national data center, incorporating a network for massive storage and the various pieces required to manage and secure this database, known as the National Network for Technological Transfer in Addictions (RENADIC). The program will also build on the successful initiative conducted in El Salvador and Guatemala through the Organization of America States/CICAD concerning the certification and training of Drug Treatment Counselors. This project involves a basic 12-week certification course and two advanced 12-week certification courses for substance abuse counselors, including specialized training for the treatment of methamphetamine abusers. In addition, the program will help establish drug free community coalitions on the Mexican side of the border to work in collaboration with 25 drug-free coalitions on the U.S. side; part of a bi-national project. Finally, the program will conduct a science-based empirical evaluation of the drug

treatment project that will be conducted through a results-based performance system (e.g., metrics).

**Mexican Government Contribution:**

CONADIC is in the process of programming \$70 million in assets seized in 2007 towards their drug demand reduction efforts. The GOM have asked for USG technical assistance and expertise in those areas above where they believe the USG can be of the most assistance. USG support is merely a contribution to the larger efforts the GOM is undertaking to modernize and improve its programs on demand reduction, while ensuring the expansion of these efforts to reach vulnerable and at-risk populations.

**Impact of the Program:**

This program as a whole will enable broad civil society and government action to increase drug awareness and combat addiction. The expansion of RENADIC will allow CONADIC to direct a nationwide campaign against methamphetamine and other addictions, an additional benefit that complements USG objectives. The drug treatment counselor project will enhance Mexican treatment programs and will be evaluated with science-based metrics, with the objective of reducing drug use, related crime, and violence among client populations. The drug free community coalition project will increase drug awareness and prevent drug addiction along our common border with Mexico through a comprehensive, community-wide approach to substance abuse and its related problems.

**Objective: Peace and Security**  
**1.5 Transnational Crime**  
**Financial Intelligence Unit (FIU)**

**Program Name:** Financial Intelligence Unit (FIU)

**Funding:** \$5,000,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

The program will provide assistance for software/hardware to respond more effectively to the evolving nature of money laundering. A key part of the effort, to be coordinated and developed with Treasury's Financial Crimes Enforcement Network (FinCEN), will be to modernize the FIU's capabilities to process, analyze and correlate money flowing through the financial system to look for anomalies for further investigation. The FIU's recent naming as a national security agency and the GOM's even more recent passage of a Terrorist Financing Law only reinforce the important role the FIU has to play in the areas of counternarcotics and counterterrorism, supporting the coordinated efforts of Mexican and U.S. law enforcement agencies.

As Mexico expands its anti-money laundering and counterterrorism financing regime to extend compliance requirements to new reporting entities and mandate new reporting requirements such as those for international transfers, the volume of received reports is expected to grow significantly. Monitoring and analyzing this information will require better databases and capabilities to share information with other financial regulatory and law enforcement agencies.

**Equipment:**

Upgraded software/hardware will enhance data management and analysis systems to include link analysis, query functionality, data analysis, production of reports, and graphic displays. Funding will cover hardware to implement the new system as well as equipment for additional staff.

A link between the FIU and *Plataforma Mexico*, the GOM's nationwide secure system for inter-connectivity among law enforcement agencies will help to facilitate information-sharing among GOM agencies and with international and foreign law enforcement organizations. End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Mexican Government Contribution:**

The FIU has made initial investments in information technology that this program will build upon. The FIU will provide staff and operational costs.

**Impact of the program:**

Mexico's FIU has the sole responsibility to develop intelligence with regard to money laundering and terrorist financing, forming a key element in the matrix of GOM agencies pursuing these crimes. Strengthening its capabilities will enhance the FIU's ability to maintain, process, and analyze data in an expeditious and efficient manner; thereby directly benefiting Mexican and USG law enforcement agencies working in concert with the FIU to counter money laundering undertaken by transnational criminal and terrorist organizations.

**Objective: Peace and Security**

**1.5 Transnational Crime**

**Office of the Attorney General (PGR)**

**Program Name:** Expand Anti-TIP OASISS Program

**Funding:** \$2,000,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

The Operation against Smugglers (and Traffickers) Initiative on Safety and Security (OASISS), established in 2005, facilitates the sharing between prosecutors on both sides of the U.S.-Mexico border of physical records associated with networks of human traffickers operating along the border, helping prosecutors identify, investigate, prioritize and prosecute them. In September 2007, a prior USG-funded project completed the infrastructure needed to convert the physical exchange of records to a digital system that provides a secure information exchange process along most of the border from Tijuana to Ciudad Juarez. FY 2008 Supplemental funding will provide the infrastructure needed to extend OASISS coverage to 100% of the U.S.-Mexico border from Tijuana to Matamoros. (Adaptation to the basic software will later allow for it to be used on separate systems to handle similar information exchange regarding traffickers in arms and marijuana.) End use monitoring will be implemented to ensure that the equipment will be used in accordance with U.S. and Mexican laws.

**Mexican Government Contribution:**

PGR will provide site, personnel, and operational costs.

**Impact of the program:**

This program will allow both governments to target cross-border criminal activity more effectively, thereby saving lives and yielding a safer and more secure border. Since the program's inception in 2005, more than 650 traffickers have been identified for prosecution using information shared between U.S. DHS/CBP and Government of Mexico PGR officials via OASISS. The proposed project will provide for the secure exchange of critical prosecutorial information across the entire U.S.-Mexico border, which will result in improved coordination of enforcement operations across the two governments.



**Objective: Governing Justly and Democratically**

**2.1 Rule of Law and Human Rights**

**Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)**

**Program Name:** Strengthening Units on Anti-Gang, Anti-Organized Crime & Anti-Money Laundering

**Funding:** \$2,000,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

The Secretariat of Public Security (SSP) is establishing or up-grading the capabilities of specific vetted units that cooperate with USG law enforcement agencies to address gangs and organized crime, and money laundering. Expanded information sharing between Mexico and the United States (and relevant Central American countries) will be a key component of this program. The USG is already assisting the Secretariat of Public Security's efforts to bring in new recruits to populate the existing units. The anti-gang vetted unit would be especially important, due to the transnational activities of major gangs, which once mainly operated in large U.S. cities and Central America, but are now extending their influence up into southern Mexico and down into northern Mexico. The money laundering unit would support the newly broadened bilateral tactical cooperation in that area. Other units may be created, as needed.

Funds will be used to ensure that these new and existing vetted units receive professional training, equipment and other forms of support. Purchases may include such items as communications systems, protective gear, computers, vehicles and specialized investigative devices (e.g., cameras and tracking equipment). Funds will also be used to expand support for existing vetted units which work with DEA and ICE on organized crime and money laundering.

**Mexican Government Contribution:**

SSP and PGR will provide staff and operational costs.

**Impact of the Program:**

This investment will provide GOM law enforcement entities with the proper tools to investigate and prosecute gang leaders, drug lords and cartel leaders. Cooperating U.S. law enforcement agencies will be able to improve the quality of U.S. domestic investigations through an enhanced information exchange with Mexican counterparts.

**Objective: Governing Justly and Democratically****2.1 Rule of Law and Human Rights****Federal Police Force: Secretariat of Public Security (SSP)**

**Program Name:** Continuing Police Education and Training Program

**Funding:** \$5,000,000 ESF (FY 2008 Supplemental Appropriation)

**Program Description:**

The goal of the Calderon administration is to consolidate the federal, state and local police forces into one united career force. Hiring requirements will be standardized nationally. There will be a national standard requirement for continuing education in police techniques, professional conduct, and ethics. Police will be able to serve at any level with any jurisdiction, permitting greater career mobility and opportunities for advancement based upon merit.

This program will support the Secretariat of Public Security (SSP) as it designs and implements a comprehensive training and continuing education program that will achieve the professional standardization of the career police force nationally. Mérida funding will support exchanges, curriculum development, and training of trainers. A rigorous needs assessment is the first step in this process, given the challenge presented by the diversity of Mexico's current police forces. Specific curricula will vary according to the needs of the police organizations being targeted. Under Mexico's new justice and police reforms, fundamental police skills, such as writing reports (including crime scene reports), interview summaries, inventories of seizures and crime scene evidence, etc. will be modified and standardized. Police will more often be called to provide testimony in open public court sessions. A broad curriculum to meet those needs will be developed and reviewed by police officials, civil authorities and civil society. Courses will be piloted, tested and reviewed before dissemination nationally.

U.S. and Mexican law enforcement agencies will share best practices in training, especially regarding innovative ways to extend this training to all parts of the country. The United States will provide the expertise of current or retired officers of U.S. law enforcement agencies, as well as the expertise of other subject matter experts.

**Mexican Government Contribution:**

GOM agencies will provide site, staff, and operational costs.

**Impact of the Program:**

More and better trained police are essential to the GOM's strategy against drug trafficking and organized crime; it will also help to build strong law enforcement cooperation between Mexico and the United States. This program will create a solid foundation for basic recruit and advance training, and help Mexican law enforcement entities develop standard operating procedures that will ensure well-trained investigators can work at peak efficiency. Training will also be directed at helping Mexican law enforcement entities to attack misfeasance and abuses.

**Objective: Governing Justly and Democratically****2.1 Rule of Law and Human Rights****Office of the Attorney General (PGR) and Secretariat of Foreign Relations****Program Name:** Extradition Training**Funding:** \$2,000,000 INCLE (FY 2008 Supplemental Appropriation)**Program Description:**

Assistance provided by U.S. prosecutors, law enforcement agents, and other federal officials will focus on building and enhancing Mexico's extradition and fugitive return program. This program will focus on assisting Mexican authorities to improve their ability to request and obtain the return of fugitives to Mexico from the United States through various means including deportations and extraditions. U.S. law enforcement authorities will assist their Mexican counterparts in the development and effective use fugitive investigation techniques and tools. The program will also focus on capacity building for Mexico's state and federal prosecutors and related officials in the specialized legal practice area of international extradition with the United States.

Assistance will also focus on preparation of extradition requests to meet U.S. legal standards for arrest warrants and the requirements of U.S. courts in international extradition proceedings. The program will include training on preparation of extradition requests for a variety of criminal offenses ranging from violent crime to complex fraud, corruption, and organized crime. Through the development of practice materials, seminars, and workshops, U.S. and Mexican prosecutors will exchange best practices and experience concerning their respective systems of criminal justice with a view toward their application to international extradition proceedings in United States courts.

The program may also include, as appropriate, visits by Mexican officials to the United States to observe extradition proceedings and exchange ideas and experiences with U.S. counterparts. Aside from prosecutors and other executive branch officials, exchanges between U.S. and Mexican judges who hear extradition cases also will be facilitated.

**Mexican Government Contribution:**

PGR and the Courts will provide personnel and fund some operational costs.

**Impact of the Program:**

This program will enhance bilateral cooperation on extradition and fugitive returns.

**Objective: Governing Justly and Democratically**

**2.1 Rule of Law and Human Rights**

**Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)**

**Program Name:** Police Professionalization and Training Program

**Funding:** \$4,500,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

This program will expand training both for newly created units and for expanded existing units in the Office of the Attorney General (PGR) and in the federal police force which answers to the Secretariat of Public Security (SSP). Training will also be extended to States' Attorney General Offices which partner with the SSP and the PGR, other police forces as the SSP implements national police consolidation, and to the Secretariat of Public Administration (SFP; the Mexican federal anti-corruption agency).

Emphasizing a train-the-trainer approach will maximize the long-term impact of training. Training collaborations with U.S. law enforcement agencies will be extended to their counterparts at all levels of government. Training will usually draw on the expertise of current or retired officers of U.S. law enforcement agencies, as well as the expertise of other subject matter experts. Such training would include basic criminal investigative techniques and ethics for the thousands of investigators SSP expects to recruit over the coming years. It also would be used to train middle managers on how best to absorb the skills being brought to the job by these recruits. Other training would include anti-corruption investigative techniques, to be provided to the Office of Inspectors General of the respective institutions.

Investigative capacity will be enhanced not only through training collaborations and expert exchanges but also through exchange of best practices in the use of special investigative techniques and in the development of task force strategies, particularly in reference to organized trans-border crime.

**Mexican Government Contribution:**

GOM agencies will provide site, staff, and operational costs.

**Impact of the Program:**

More and better trained prosecutors and police are essential to the GOM's strategy against drug trafficking and organized crime and will help to build strong law enforcement cooperation between Mexico and the United States. This program will create a solid foundation for basic recruit and specialized investigative training, which will in turn enhance the operational capacity of Mexican law enforcement entities. Technical assistance provided by the USG will help investigative units develop standard operating procedures that will ensure well-trained prosecutors and investigators can work at peak efficiency. Training will also be directed at establishing the means within the Mexican law enforcement establishment to attack misfeasance and abuses.

**Objective: Governing Justly and Democratically****2.1 Rule of Law and Human Rights****Secretariat for Public Security (SSP), Customs, National Migration Institute (INAMI)****Program Name:** Stand Up Robust Polygraph Capability**Funding:** \$5,000,000 INCLE:

\$2,000,000 (FY 2008 Supplemental Appropriation)

\$3,000,000 (FY 2009 Bridge Funding)

**Program Description:**

The Secretariat for Public Security (SSP) is seeking to create a more effective and trustworthy federal police force. In addition to replacing officers in leadership positions who are suspected of corruption, SSP wishes to have the means to vet its entire force, through the use of polygraph exams and stringent background checks. Mexican Customs and Immigration authorities will begin similar vetting programs. All three agencies seek to use polygraph technology in the following ways:

- carry out pre-employment screening for new recruits;
- perform integrity checks within the existing workforce; and
- use the polygraph more broadly with witnesses as an investigative tool.

The USG will provide expert training and equipment, using federal law enforcement advisors, to ensure integrity within the SSP, Customs and INAMI. Three million dollars of assistance will be directed to support SSP and \$1 million each to support Customs and INAMI.

**Mexican Government Contribution:**

SSP has already invested more than \$3 million in site, equipment, and personnel training. SSP, Customs and INAMI will pay personnel and operational costs.

**Impact of the Program:**

The polygraph program will have a positive impact on the pre-employment and mid-career screening processes as one of a battery of tools to be employed, by way of vetting applicants who attempt to conceal information requested during the screening process. Corruption within the ranks of the SSP, Customs and INAMI will be diminished through periodic testing of employees. Investigations will be enhanced utilizing the polygraph as an investigative tool.



**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**  
**Office of the Attorney General (PGR)**

**Program Name:** *Constanza* Judicial Process Improvement/Coordination Initiative

**Funding:** \$24,000,000 INCLE:  
\$14,000,000 (FY 2008 Supplemental Appropriation)  
\$10,000,000 (FY 2009 Bridge Funding)

**Program Description:**

The Office of the Office of the Attorney General (PGR) is completely re-engineering its operations and the management of the institution's responsibilities, including the prosecutorial process and case management. This effort to make the PGR more transparent and accountable, more responsive, and less susceptible to corruption has been labeled *Constanza*. It will involve a redistribution of functions and provide the means to establish more secure controls over information throughout the PGR.

The PGR is designing the reengineering project itself, and has asked that the USG provide the related hardware and software to create a unified and integrated informatics infrastructure, as well as provide for interconnectivity throughout the PGR. The request includes the creation of an automatic system for disaster recovery, the PGR's connection to *Plataforma Mexico* (a national network linking public security agencies), and associated maintenance and licenses for two years.

(Note: This project is distinct from the PGR data collection and analysis project, and any hardware and software provided will not be duplicative.)

**Mexican Government Contribution:**

PGR has already invested over \$10 million of its own resources in the design of *Constanza*, which this activity would complement.

**Impact of the Program:**

This re-engineering of the PGR will help eliminate impunity, delays, and injustices that may exist in the current system. It will provide for greater transparency and accountability, reduce corruption, and enhance public confidence in the PGR. The success of *Constanza* will enhance the PGR's capability to contribute to the general move towards greater transparency across the Government of Mexico, promote rule of law, and enable it to participate more fully

in law enforcement. The unified and integrated informatics infrastructure to be developed by this program will provide for interconnectivity throughout the PGR. It will also allow the PGR to share data with other Mexican law enforcement agencies via *Plataforma Mexico*, as well as facilitate information sharing with USG and other regional partner law enforcement agencies.

**Objective: Governing Justly and Democratically****2.1 Rule of Law and Human Rights****Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)**

**Program Name:** Evidence Preservation and Chain of Custody

**Funding:** \$2,000,000 INCLE (FY 2008 Supplemental)

**Program Description:**

This program will provide training for the justice sector personnel (prosecutors, public defenders, judges, investigators and police at the federal, state and local levels) in new procedures in the following areas:

1. Securing the crime scene to minimize contamination;
2. Seizing evidence properly;
3. Securing the chain of custody;
4. Maintaining records to prove the chain of custody; and
5. Court testimony regarding chain of custody procedures.

Funding will provide expert technical support to Mexico as it drafts codes of criminal procedures, develops custodial policies and procedures to set minimum federal standards that will also be maintained at the state level. The USG will send forensic experts, judges, prosecutors, police and court personnel to assist in developing and enhancing best practices for crime scene management, evidence seizure and evidence collection and storage.

Office of the Attorney General (PGR) forensic laboratories will assume a lead role in the preservation and collection of evidence program as part of their efforts to adhere to international standards (ISO 17025).

**Mexican Government Contribution:**

The various Mexican institutions involved (PGR; federal and state courts; and federal, state and local police) will fund equipment, provide personnel and cover operational costs.

**Impact of the Program:**

Improved crime scene management, evidence collection and preservation, and courtroom testimony will enhance the ability to effectively and transparently prosecute criminals, decreasing the likelihood of traffickers escaping prosecution

while ensuring due process and adherence to international human rights standards. In addition, this support will strengthen the ability of both countries' law enforcement to use evidence collected in either country.

**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**  
**Office of the Attorney General (PGR)**

**Program Name:** Prosecutorial Capacity Building

**Funding:** \$7,500,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

Assistance provided by U.S. and other prosecutors will focus on developing effective skills and tools for Mexican prosecutors to use in the implementation of the upcoming changes to Mexico's criminal justice system, including the introduction of a more accusatory criminal justice system, *i.e.*, the presentation and confrontation of evidence at oral public trials, and in developing and prosecuting complex cases. Expert exchanges will cover oral trial advocacy skills; evidentiary issues in an accusatory system; evidentiary issues specific to transborder cases; use of forensic, electronic and undercover evidence in complex cases involving organized crime, corruption, narcotics trafficking and financial crimes; prosecutor/police coordination; and task force development with emphasis on trans-border crimes, including counter-narcotics, firearms trafficking, organized crime and corruption. The program will include training and mentoring on electronic surveillance, undercover operations, informants and grant of immunity to cooperators, the use in court of forensic evidence and advanced technology to strengthen criminal cases, and policy and procedures manuals. This training is designed to build the capacity of the prosecutor's office in effectively and efficiently prosecuting complex criminal cases in an oral, adversarial system. Assistance will also focus on strengthening Mexican prosecutors' offices by identifying management reforms that would improve structure, organization and management; develop effective case and information management systems; and establish internal integrity policies and procedures.

**Mexican Government Contribution:**

PGR is already investing heavily in designing new processes and faces huge costs associated with the transition to oral trials.

**Impact of the Program:**

Enhancing the capacity and effectiveness of Mexican prosecutors will increase the conviction rate in complex criminal cases as well as improve the ability for US and Mexican law enforcement to work closely on combating transnational crime. This program will enhance the ability of prosecutors to

effectively and efficiently secure convictions in court and protect individual rights with appropriate accountability.

**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**

**Program Name:** Judicial Exchanges

**Funding:** \$4,500,000 ESF (FY 2008 Supplemental Request)

**Program Description:**

This program will support professional peer exchanges between Mexican federal and state judges with judges from the United States and other countries that practice oral, adversarial trials. These exchanges will provide an opportunity to share best practices in a range of matters affecting trials, such as court administration, case management, evidentiary issues, and the design and oversight of pre-trial services.

Over the next eight years, Mexico will completely reform its criminal justice system, implementing oral trials with emphasis on scientific evidence and a public defender system. These reforms will require retraining for all justice system actors, from investigators to judges.

The program will support a series of professional peer-to-peer judicial exchanges allowing practicing judges on both sides of the border to exchange best practices and to witness actual court room proceedings in each country. Judges will have the opportunity to share with each other not only what they practice, but why different practices work best in different scenarios. They will be able to discuss court systems and operations, security issues, case tracking and how to help to standardize and centralize case administration and ensure the transparency and opportunity for citizen oversight required by Mexican law. Participants will be able to examine systems that would generate reliable statistics on judicial, prosecutorial and public defense case loads, pre-trial detention rates and practices, and promote judicial efficiency. The program will provide funding for follow-on projects to be identified by judicial exchange participants.

**Mexican Government Contribution:**

The Courts are already investing heavily in designing new processes; however, these institutions face huge costs associated with the transition to oral trials.

**Impact of the Program:**

This program will enhance the ability of judges to effectively and efficiently adjudicate cases in their court rooms and protect individual rights with appropriate accountability. Enhancing the capacity and effectiveness of Mexican judges will ensure that justice reforms are implemented effectively and rapidly. Professional exchanges will support cooperation between U.S. and Mexican courts as both learn more about each country's court systems and processes. Conviction rates may increase. Mexican judges will more readily transition from the existing written system to one that is more accountable, efficient, and transparent. This transition will instill confidence in Mexican citizens and contribute to Mexico's long-term democracy, stability and prosperity.



**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**

**Program Name:** Pre-Trial Case Resolution Alternatives

**Funding:** \$2,000,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

Funding will provide training and technical support to the justice sector personnel (judges, prosecutors, and public defenders) and human rights NGOs to expand the use of pretrial case resolution alternatives, such as plea bargaining, mediation and restorative justice. These tools were previously unavailable to Mexico's federal and state criminal courts, and justice sector personnel have very little experience in their application. These tools will reduce court congestions, and allow the justice sector personnel to dedicate more resources and time to the most serious crimes. Funding will provide support in incorporating these components into the federal and state codes of criminal procedure and develop policies and guidelines for the justice sector at the federal and state levels.

Plea bargaining will enable Mexican prosecutors to expeditiously increase their conviction rates. When applied effectively, plea bargaining allows Mexican prosecutors to gather additional intelligence and evidence relative to complex organized crime investigations. U.S. prosecutors will share best practices with their Mexican counterparts.

**Mexican Government Contribution:**

Mexican Federal and State governments will fund personnel and operational costs.

**Impact of the Program:**

The USG has helped Mexican States enhance the roles of mediation and restorative justice as a means of dispute resolution and to prevent recidivism. Mediation and other forms of pre-trial case resolution are a small part, but critical in a comprehensive justice system. Alternative sentencing is designed to prevent court congestion and reduce the current high rate of recidivism. Civil society trained in alternative justice can oversee that it is being done properly. Pre-trial resolution of lesser crimes will reduce case congestion by freeing up court resources to concentrate on higher priority organized crime cases.

**Objective: Governing Justly and Democratically**

**2.1 Rule of Law and Human Rights**

**Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)**

**Program Name:** Asset Forfeiture

**Funding:** \$1,000,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

This program will provide training and assistance to support Government of Mexico (GOM) efforts to reform its asset forfeiture legislation and regulations which will enhance the capacity of the GOM to seize the assets of criminal organizations, and develop a comprehensive plan for asset management and disposition.

Specifically, USG law enforcement agencies would:

1. Assist the GOM in implementing the existing criminal forfeiture law and proposed non-conviction-based forfeiture law once it is enacted.
2. Advise on developing an effective asset management program and determining the current capabilities and weaknesses of the asset forfeiture fund. The program and subsequent training could focus on pre-seizure planning, asset inventory, valuation, custody and maintenance, interlocutory sales, restitution and asset sharing. Assistance would also provide guidance on implementation of the plan, which would encompass an asset tracking system, generation of reports, and auditing to ensure accountability.
3. Advise on developing a GOM training program on financial investigations and implementation of asset forfeiture laws for investigators, prosecutors and judges.
4. Provide computers and other equipment for investigations and implementation.

**Mexican Government Contribution:**

PGR and SSP will fund personnel and operational costs.

**Impact of the Program:**

The proposed program will strengthen the GOM's legal regime, enhance its ability to implement asset forfeiture laws effectively, and sustain ongoing operations to combat transnational crime. The program will strengthen existing

GOM capabilities, by introducing internationally accepted techniques and best practices for seizing, freezing, and forfeiting proceeds and instrumentalities of crime and will improve its capacity to manage and dispose of seized and forfeited property.

**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**

**Program Name:** UN Human Rights Mexico Office

**Funding:** \$1,000,000 ESF (FY 2008 Supplemental Appropriation)

**Program Description:**

This initiative will provide financial support for the UN Human Rights Office in Mexico so it can better promote respect for human rights.

The Governments of Mexico and the United States will consult with the Office of the UN High Commissioner for Human Rights (UNHCHR) to identify specific UNHCHR initiatives that will strengthen governmental and non-governmental institutions' ability to promote respect for human rights.

**Mexican Government Contribution:**

Participating Mexican Government agencies will fund personnel and operational costs.

**Impact of the Program:**

This activity seeks to promote respect for human rights on the part of governmental and non-governmental institutions.

**Objective: Governing Justly and Democratically****2.1 Rule of Law and Human Rights****Office of the Attorney General (PGR) and Federal Police Force:  
Secretariat of Public Security (SSP)****Program Name:** Victim and Witness Protection and Restitution**Funding:** \$3,000,000 ESF (FY 2008 Supplemental Appropriation)**Program Description:**

This program will provide technical assistance to help Mexican prosecutors' offices and law enforcement in the development of effective witness security and victim protection programs at the state and federal level. USG experts will work with their Mexican counterparts at the state and federal level to assess the current status of victim assistance and witness security programs, make recommendations to enhance their effectiveness, and implement changes, as needed. This activity will train participants to conduct threat and risk assessments and determine eligibility criteria, and will recommend and provide training on procedures to protect and secure the identity of victims and witnesses. Training for prosecutors also will focus on developing trial strategies for witness preparation, evidence preservation and testimony presentation. The program will recommend and provide training on procedures to provide security during witness testimony or debriefings in a geographic area of threat and on establishing a Crime Victims Fund to pay for victim compensation, staff salaries and training.

Victims: The program will focus on supporting the Government of Mexico's commitment to provide victims of violent crime, including victims of trafficking in persons, with information, referrals, counseling, compensation, logistical support, and – as needed – security both as a matter of humanitarian response and to encourage their participation in the criminal justice system when appropriate.

Witnesses: The program will focus on personal security, logistical support, psychological assessments, and witness and family relocation mechanisms and issues, as needed. U.S. and Mexican experts will also assess and make recommendations on the development of secure prison facilities to house and protect incarcerated witnesses, including proper procedures to review applications of witnesses seeking protection.

**Mexican Government Contribution:**

PGR and SSP will fund site, personnel and operational costs. Mexican states will cover their share of these costs, as appropriate.

**Impact of the Program:**

Ensuring the safety of witnesses, and – as needed – victims, and providing services and compensation to victims, will increase participation in the criminal justice system, thereby strengthening criminal cases, and enhancing rule of law in Mexico. In many states, it will be important to coordinate with indigenous communities that practice customary law to ensure that all citizens' rights are protected. The number of criminal complaints filed and prosecuted is likely to increase as victims and witnesses begin to trust the system, and should also result in higher conviction rates and contribute to safer neighborhoods. Capacity building in this area will help ensure ready witnesses when high profile cases go to trial.

**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**

**Program Name:** Support to Human Rights NGOs and Civil Society

**Funding: \$1,000,000 (FY 2008 Supplemental Appropriation):**  
**\$500,000 ESF**  
**\$500,000 INCLE**

**Program Description:**

Assistance will provide training to human rights NGOs and civil society on judicial reforms and the code of criminal procedure, as well as different international, regional, and national laws protecting human rights. NGOs and civil society will gain understanding of the new criminal justice system, including the roles of the various justice sector institutions, victim and witness protection programs, and alternative justice procedures such as pretrial diversion, plea bargaining, and mediation. In this way, NGOs and civil society will be actively engaged or "incorporated" into the justice reform. In addition, the program will build NGO capacity to properly monitor and document human rights violations.

Capacity building of NGOs and citizen groups to serve as public watchdogs will continue and be expanded. Citizen groups will understand the rights of citizens (including the rights of victims, witnesses and defendants) and be equipped to educate the general populace on their rights, responsibilities and recourse to redress of grievances.

**Mexican Government Contribution:**

To the extent that governmental or quasi-governmental organizations participate in this program, some of their costs may be borne by the Government of Mexico.

**Impact of the Program:**

This activity will broaden public understanding of Mexico's administration of justice reforms, increase the cooperation and collaboration between civil society and the public security sector, and develop constituencies for appropriate transparency and accountability of the administration of justice to ensure sustainability of reforms. This activity will complement initiatives to strengthen the internal oversight bodies in the Office of the Attorney General (PGR) and the Secretariat of Public Security (SSP) and will train NGOs to support victims and defendants. Citizens will better understand their role in preventing crime.

**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**

**Program Name:** Support for Law Schools and Bar Associations

**Funding:** \$1,000,000 ESF (FY 2008 Supplemental Appropriation)

**Program Description:**

Mexico's historic justice reforms will require a massive re-vamping of the country's legal education system. This program will work with selected law schools and the organized bar associations to develop appropriate law school and continuing education curricula. This would allow litigators to implement the changes that will be required under the new justice reforms recently signed into law by President Calderon. This initiative will support faculty exchanges between Mexican and American law schools and bar associations. U.S. and Mexican professional associations will benefit from exchanges and study tours to understand how each offers continuing education programs to its members.

**Mexican Government Contribution:**

Some of the costs of participation will be funded by the law schools of Mexican state and private universities.

**Impact of the Program:**

Law school curricula will be revamped to support the changes to the legal system. Similarly, the organized bar will promote discussions among attorneys through seminars and continuing legal education to disseminate this same message among attorneys. Mexico's universities will provide key training in justice reforms to new and established professionals, with assistance from Mexican practitioner organizations



**Objective: Governing Justly and Democratically**

**2.1 Rule of Law and Human Rights**

**Program Name:** Human Rights Training for Police, Prosecutors and Other Officials

**Funding:** \$5,000,000 ESF (2008 Supplemental Appropriation)

**Program Description:**

This initiative will provide training to police, prosecutors, and other officials to implement internationally-accepted standards and Mexican law in human rights.

Justice sector/human rights experts will provide independent training relative to human rights, due process, and the manner in which these rights are protected under the new code of criminal procedure, other standard operating procedures and Mexican and international law. By working with local and international Human Rights NGOs and individual experts, the program will enable Mexico to develop a state-of-the-art human rights training curriculum and program plan.

The human rights curriculum will be designed specifically for Mexican law enforcement agents, who represent various levels of government and institutions. These agents are facing great challenges, including the unprecedented level of violence from organized crime, in addition to the new requirements of the justice system reforms. While the technical aspects of police duties will be part of the separate continuing education program, this human rights training will help the police, and other law enforcement officials, comply with Mexico's human rights laws. Such training will also contribute to constructive relationships between Mexican human rights organizations and law enforcement. Programs will include sharing international best practices, study tours and exchanges.

In addition to human rights training, subject matter experts and the National Commission on Human Rights (CNDH) will provide assistance in the development of internal and external controls, to incorporate adherence to human rights standards into the work of internal review bodies, offices of citizen participation, and other grievance procedures.

**Mexican Government Contribution:**

Participating agencies will fund personnel and operational costs.

**Impact of the Program:**

This activity seeks to reduce human rights abuses committed by government officials.

**Objective: Governing Justly and Democratically**  
**2.1 Rule of Law and Human Rights**  
**Secretariat of Public Security (SSP)**

**Program Name: Technical Assistance in Prison Management**

**Funding: \$4,000,000 INCLE:**  
**\$3,000,000 (FY 2008 Supplemental Appropriation)**  
**\$1,000,000 (FY 2009 Bridge Funding)**

**Program Description:**

This program will assist Mexico to improve the ability of its prison system to more effectively manage violent offenders and members of criminal networks. Mexico's prisons are plagued by overcrowding, with limited alternatives to incarceration. They face evolving challenges created by prisoners involved in narco-trafficking, gangs, and organized crime.

The final nature of the program will depend on assessments performed by a team of corrections professionals from the Department of State and the U.S. Bureau of Prisons, in close consultations with Mexican counterparts. These assessments will gather and analyze information vital to creating a focused, goal-oriented program, which employs and deploys qualified subject matter experts and purchases the specialized equipment needed to advance the program. The Mexican Government is particularly interested in utilizing this program to develop a new maximum security prison, develop programs to reduce overcrowding, improve security, enhance offender rehabilitation, and establish a dedicated corrections training academy. Other identified future needs are the creation of a probation and parole system, and a management information system to track prisoners.

**Training:**

Training under this program will reach all levels of management, corrections officers and support personnel. Hands-on operational training will be given at appropriate locations, with a focus on train-the-trainer programs. Training will include regional visits by Mexican and U.S. officials to neighboring countries as well as to U.S. federal and state prisons.

**Mexican Government Contribution:**

SSP will provide staff and operational costs.

**Impact of the Program:**

This program will enhance the professionalism and effectiveness of Mexican prison officials and staff, and provide them with effective tools and methodologies needed to monitor and interdict criminal activities operating within Mexican prisons. At the same time, it will enhance protections for the rights of prisoners and improve conditions for the Mexican prison population. It will also improve coordination with prison systems in the United States, which confine thousands of Mexican nationals who eventually will be returned to Mexico. It will also serve to build relationships between Mexican and U.S. prison officials.

**Objective: Governing Justly and Democratically**

**2.2 Good Governance**

**Secretariat of Public Administration (SFP), Office of the Attorney General (PGR), and Secretariat for Public Security (SSP)**

**Program Name:** Strengthen the Secretariat of Public Administration (SFP) and the Office of the Attorney General (PGR) and Secretariat for Public Security (SSP) Offices of Inspector General (OIG) and Offices of Professional Responsibility (OPR)

**Funding:** \$2,000,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

This program will partner with the Secretariat of Public Administration (SFP) to assist the Offices of the Inspector General (OIG) and the Office of Professional Responsibility (OPR) of the PGR and SSP by providing the technical assistance, training and equipment to develop programs to discourage malfeasance and abuses within the PGR and SSP. The SFP acts as a mechanism for developing and implementing internal controls, and its jurisdiction extends throughout the Mexican government. Each agency, including the SSP and the PGR, has its own internal control organs; in addition, the SFP can apply severe sanctions against offenders, including recommending penal sanctions. USG-funded subject matter experts will work with SFP, SSP and PGR personnel to conduct an assessment to define training, best practices, performance measures and special equipment needs. Based on that assessment, projects will be developed to be implemented by the SFP, OIG, and OPR.

**Mexican Government Contribution:**

SFP, PGR and SSP are funding site, equipment, personnel and operational costs for participation in this program.

**Impact of the Program:**

The strengthening of internal integrity mechanisms in the law enforcement community will increase public confidence in government by helping to reduce corruption and enhancing the effectiveness of Mexican federal institutions. It will also help the institutions merit greater trust by their USG law enforcement counterparts, greatly facilitating information sharing and other forms of cooperation to face transnational crime.

**Objective: Governing Justly and Democratically**  
**2.2 Good Governance**  
**Office of the Attorney General (PGR)**

**Program Name:** Citizen Participation Councils

**Funding:** \$2,500,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

This program will support the GOM's ongoing transparency efforts by providing technical assistance to the Office of the Attorney General's (PGR's) established Citizen Participation Council (Consejo de Participación Ciudadana), as well as with similar councils in other federal agencies and in Mexican states to help design and institutionalize an effective, ongoing Mexican process for receiving, addressing, and resolving citizen complaints. These councils will also provide constructive feedback on other aspects of the fight against crime and of the Mérida Initiative, such as the continuing police education and training program and human rights training.

These offices, located at national and state levels, are available for citizens to report corruption and/or crime. The goal is to implement a watchdog function against abuse by authorities and promote citizen involvement in fighting crime. The program will be designed in tandem with the development of the PGR Office of Inspector General (OIG) and the Secretariat of Public Administration (SFP) and the Federal Institute for Access to Information (IFAI) in order to establish mechanisms for citizen complaints to be forwarded to the PGR/OIG, SFP for review. In conformance with GOM practice, the PGR office will develop an appropriate e-government platform. Such a platform must conform to GOM requirements and also be designed for maximum accessibility by citizens wishing to register complaints and by oversight groups that seek to monitor the status of complaint resolution. State councils will mirror those developed at federal levels.

In addition, the councils will facilitate greater citizen participation in identifying human rights abuses and other problems as federal and state authorities fight organized crime and promote greater public security. Civil authorities and civil society will be able to not only identify problems, but become active participants in identifying solutions and better practices. They will also be able to suggest training curriculum, and serve as guest lecturers in those trainings. The councils will look for other opportunities to expand citizen participation by

exchanging best practices with the U.S. and other countries. Models such as “neighborhood watch” may be piloted and implemented.

**Mexican Government Contribution:**

The PGR has recently reinvigorated federal citizen participation councils and funds their personnel and operational costs. States are replicating this federal program and will cover similar costs to ensure national compliance with standards set by PGR.

**Impact of the Program:**

This is one of several initiatives that seek to tap citizen involvement to make the public a partner in the fight against crime while increasing the transparency and accountability of the security sector. By designing and institutionalizing these citizen participation councils and other participation models based on international best practices, Mexico can address the complaints in a timely manner and greatly enhance the fight against crime and public confidence in the security sector.

**Objective: Governing Justly and Democratically**  
**2.2 Good Governance**

**Program Name:** Expand "Culture of Lawfulness" Program

**Funding:** \$500,000 INCLE (FY 2008 Supplemental Appropriation)

**Program Description:**

To be effective, law enforcement needs to be complemented by societal support for the rule of law or what has come to be called a culture of lawfulness (COL). Where a culture of lawfulness exists, the majority of citizens act on the conviction that the rule of law offers the best long-term chance of securing their rights and attaining their goals. Four sectors of society can play key roles in influencing attitudes towards the rule of law: schools; police; mass media; and, centers of moral authority -- faith-based and secular nongovernmental organizations (NGOs).

The National Strategy Information Center (NSIC) is planning to follow a two-track approach -- working with border states and federal, state and local governments to expand COL programs nationwide. First, in Baja California, Sinaloa, Nuevo León, it is pioneering, evaluating, refining, and institutionalizing COL educational programs. These initiatives have provided NSIC with greater access, credibility, and capacity to educate and deliver effective programs at the grassroots level along the border. Second, NSIC is seeking to turn effective state and municipal programs into national initiatives. It is bringing to the attention of the Mexican federal government tested techniques for COL education, and soliciting federal assistance in spreading these programs throughout the country, in coordination with SSP's *Limpiemos Mexico* program.

In addition, NSIC will prepare for and develop the necessary capabilities to expand the existing culture of lawfulness structure to reach additional government agencies and other sectors of civil society. This will include (1) developing operational plans and capabilities for creating culture of lawfulness initiatives in additional federal and state governmental agencies; and (2) identify opportunities and develop program proposals and requisite capabilities to engage other sectors of civil society in promoting the rule of law and a culture of lawfulness. The specific focus will be on mass media and centers of moral authority that are in daily contact with a significant percentage of the population in urban as well as rural areas.



**Mexican Government Contribution:**

The Culture of Lawfulness program will work with schools and police institutions that are funded by Mexican federal, state or local budgets. The Culture of Lawfulness program will work with the SSP's *Limpiemos Mexico* program to ensure complementary programming to maximize results.

**Impact of the Program:**

The expansion of the Culture of Lawfulness program will help governmental and non-governmental leaders develop, evaluate, and institutionalize sustainable rule of law education programs. These programs will encourage greater public support for the rule of law in Mexico. The goal of these programs is to develop the conditions and tools necessary for the Mexican public to partner effectively with law enforcement and judicial institutions and to hold them accountable for maintaining public order, the rule of law, and responding to their concerns.