

|VZCZCXRO7848

RR RUEHCD RUEHGD RUEHHO RUEHMC RUEHNG RUEHNL RUEHRD RUEHRS RUEHTM  
DE RUEHME #1063/01 1001917

ZNY CCCCC ZZH

R 091917Z APR 08

FM AMEMBASSY MEXICO

TO RUEHC/SECSTATE WASHDC 1326

INFO RUEHXC/ALL US CONSULATES IN MEXICO COLLECTIVE

RUEAHLA/DEPT OF HOMELAND SECURITY

RHMFSS/CDR USNORTHCOM

RHMFSS/CDR USSOUTHCOM MIAMI FL

RUEATRS/DEPT OF TREASURY WASHINGTON DC

RHEHNSC/NSC WASHINGTON DC|C O N F I D E N T I A L SECTION 01 OF 05 MEXICO 001063

SIPDIS

SIPDIS

DEPARTMENT FOR INL

E.O. 12958: DECL: 11/12/2028

TAGS: PREL, PGOV, PHUM, SNAR, KCRM, MX

SUBJECT: THE GOM\ 'S FEDERAL POLICE REFORM PLANS AND  
ACCOMPLISHMENTS

Classified By: Political Minister Counselor Charles V. Barclay,  
Reason: 1.4 (b), (d).

1. (U) On February 27, Emboffs met with Hector Sanchez from  
the Public Security Secretariat\ 's (SSP) Office of  
International Relations to learn more about the GOM\ 's police  
reforms and SSP\ 's restructuring plans. This cable outlines  
the seven goals/guidelines that constitute SSP\ 's \"bible\" for  
where the Secretariat is headed.

-----  
Goal 1: Aligning the State\ 's Capability to Combat Crime  
-----

Justice System Reforms  
-----

2. (U) On March 6, 2008, Congress approved a package of  
criminal justice system reforms, which will complement SSP\ 's  
strategic reform plan. The approved legislation promotes a  
uniform criminal code and adversarial justice system,  
including oral trials. The legislation will also allow the  
authorities to record private conversations, and will enforce  
house arrest and pre-trial detention in cases involving

suspected organized crime, national security or homicide. The legislation also aims to modify the entire federal police structure across the country to emphasize internal affairs units and other ways to professionalize the police. (Note: Since the justice system reform package includes constitutional amendments, a minimum of 17 states need to approve the reform. End note.)

National Security Council  
-----

3. (SBU) SSP has also created a National Council for Public Security to encourage cooperation among federal public security agencies and with state and local authorities. According to Sanchez, 95% of Mexican states are participating in the council.

Federal Police Merger  
-----

4. (SBU) This goal also includes the integration of various federal police entities under a single command. The recently approved criminal justice system reforms will officially centralize the command structure of federal police agencies, so as to better coordinate anti-crime operations. As of March 2007, the Federal Preventive Police (PFP) (of the Public Security Secretariat (SSP)) and the Federal Investigations Agency (AFI) (formerly of the Attorney General's office (PGR)) were engaged in merging into a single unified "Federal Police" under SSP's control. The justice system reform officially merges the two entities and also includes provisions to transfer budget control for AFI from PGR to SSP. Consolidation of the leadership of the PFP and AFI will also expand the authority of the new Federal Police to include investigations (which the PFP lacked).

5. (C) Sanchez said Federal Police (FP) officers will be better trained and capable of conducting investigations. Sanchez also noted that the current police restructuring plan will grant SSP greater responsibilities on migration and customs issues. He was vague, however, on how the SSP would be able to exercise those authorities. He told Emboffs that SSP would train their own personnel to enforce the pertinent laws, in coordination with INM and Aduanas. He later admitted, however, that some officers from those entities could be transferred to SSP.

SSP's Subsecretariat of Police Strategy and Intelligence  
-----

6. (SBU) SSP\'s Subsecretariat of Police Strategy and Intelligence (PSI) will oversee the operations of the new combined Federal Police (FP). On February 27, SSP announced Facundo Rosas Rosas as the new Undersecretary for Police Strategy and Intelligence, replacing Patricio Patino. (Note: Patino was repositioned as Undersecretary of the Federal Penal System, replacing Jose Luis Lagunes Lopez. End Note.) According to SSP Secretary Genaro Garcia Luna, these changes

MEXICO 00001063 002 OF 005

were based on the need \"to provide the police with more capacity to investigate and combat organized crime.\" Sanchez told Emboffs that he does not expect Rosas\' appointment to portend any significant changes to SSP\'s reform agenda.

7. (SBU) Sanchez provided Emboffs an organizational chart of the PSI Subsecretariat and its six sections:

-- Police Intelligence Unit: Responsible for field collection, tactical analysis, and technical support.

-- Information Analysis Unit: Charged with consolidating information in a criminal data base and providing thematic and regional analysis, as well as interpol (liaison functions).

-- Judicial and Ministerial Services Unit: Responsible for coordinating with local and state authorities as well as federal entities, such as the customs and immigration services, and the courts. (Sanchez likened this unit to the U.S. Marshals Service.)

-- Prevention and Social Proximity Unit: Responsible for metropolitan police, airport security, and ports of entry. This unit will also liaise with community organizations and NGOs to improve the police\'s image and oversee campaigns to encourage citizen participation in the war against crime (such as encouraging the population to provide information on suspect activity).

-- Federal Support Forces: This component will house SSP\'s tactical and immediate response teams. Sanchez noted that they would be housed in about 6 of the projected 500 police bases around Mexico to provide regional coverage.

-- Antidrug Police Unit: This unit will be largely autonomous and house its own intelligence, analysis, and

rapid response capabilities.

500 Police Stations

-----

8. (C) Sanchez said FP officers will eventually be disbursed to 500 police bases around Mexico. (Note: SSP has previously stated that there would eventually be an FP presence in every city of 15,000 or more. End Note.) Sanchez noted that there are now only 34 bases and expects the 500 to be achieved by 2012 (the end of President Calderon\'s term); he added that another 40 bases should open in 2008. The police stations will be responsible for:

--Receiving citizens\' reports of crime and responding in a timely fashion.

--Providing the analysis, technical services and investigation needed to generate intelligence that will lead to the disruption of criminal organizations.

--Integrating FP approaches to the prevention, investigation and prosecution of crimes.

--Responding to regional crime trends, especially in high crime areas.

-----  
Goal 2: Crime Prevention and Citizen Participation  
-----

9. (SBU) This goal envisions creating citizen councils for the purpose of strengthening citizen involvement in security issues. Subject matter experts and NGOs will be members of the councils, in order to develop security policies, and to carry out critical reviews of the efficiency of actions taken in security matters at the national, state, and local level.

10. (SBU) SSP\'s goal paper on Crime Prevention and Citizen Participation references an \"inter-institutional\" strategy with the Secretariats of Social Development, Education and Health, as well as the National Sports Commission, focused on urban locations with high poverty and crime indexes. The strategy integrates three programs: (1) the \"Safe Schools\" program to promote security and a healthy environment in

public schools; (2) the "Health Without Drugs" program to prevent addictions; and (3) the "Recovering Public Spaces" program, which promotes the rehabilitation of public areas for social gatherings under a drug-free and safe environment.

Because of their proximity, the planned 500 police bases (see Goal 1) will be instrumental in stimulating social participation in these citizen programs and councils.

-----  
Goal 3: Improving the SSP's Institutional Capacity  
-----

A Police Career Service  
-----

11. (C) This goal includes a process of development and training to create a professional federal police career service. SSP is currently seeking new recruits at Mexican universities to ensure they get qualified and well-educated candidates. Sanchez said that in 2007 SSP hired 600 university graduates and by the end of Calderon's term they hope to bring on an additional 8,000. He acknowledged that this figure might be ambitious, but he was confident that the goal would be met by 2012. All new recruits will go through four months of basic training. Afterwards, there are two phases of police education: (1) intelligence training and (2) the Superior Academy in San Luis Potosi. The academy currently has 950 students, including local and state police recruits, as well as participants from Central American countries.

12. (SBU) In a separate meeting on March 13, SSP Secretary told DEA representatives at post that the Federal Police force is currently adding approximately 10,000 police personnel to patrol the northern and southern borders of Mexico. He related that there are currently 1,500 additional management level elements currently receiving/completing advanced degrees and preparing to take leadership positions within the SSP, and another 1,500 police elements undergoing Basic Police Academy training. Garcia Luna signaled that professionalizing and institutionalizing the Federal Police was his number one priority and that both he and President Calderon believe 2008 is vital to making lasting changes within the SSP for its survival. He said, "When I'm gone, the Police should continue to work as if I were still here...and that's 'by the book.'"

Human Rights Curriculum  
-----

13. (SBU) On March 6, SSP officials told DAS Jacobson that they were working with Amnesty International, Human Rights Watch, and the UN Human Rights Commission on curriculum development for the police academy. They expect the new curriculum to be ready for course work in November 2008. (Note: On March 12 poloff followed up with Alberto Herrera, Executive Director at Amnesty International (AI), Mexico. He said AI-Mexico and SSP do not have a formal arrangement on training, but that AI has made verbal agreements to provide training to approximately 900 mid-level SSP police officers. Herrera said that AI-Mexico itself does not have the capacity to support this type of training; however, AI-Netherlands will come to Mexico and train police officers on human rights. Right now the role of the AI-Mexico is to be the point-of-contact for SSP, AI-Netherlands and the AI headquarters in London. He said AI-Mexico hopes to participate in training for SSP in the future after they obtain the resources. End Note.)

-----  
Goal 4: Improving the Penitentiary System  
-----

14. (SBU) SSP recognizes the need to begin to address the many problems associated with modernizing its prison system and has begun to strengthen this program through a number of personnel changes at top levels within the SSP, with the appointment of a new Prison System Director and a new Under-Secretary to begin to implement modern practices. While this program is in a formative stage, SSP is considering the use of a number of anti-corruption measures,

MEXICO 00001063 004 OF 005

to include changes in: personnel selection criteria (not only for prison guards, but for mid-level and leadership personnel as well); application of new technology to reduce smuggling of illegal goods and drugs into the prisons; cell phone jamming technology to eliminate continued control of street activity by imprisoned cartel and organized crime leadership; streamlining the flow of intelligence information to aid in criminal investigations within the system and at the street level; and an aggressive nationwide training program for all on-board personnel and new candidates for positions within the prison system. SSP is reaching out to other countries to

determine \"best practices\" that can assist in the standardization of prison administration at different levels of control (minimum to maximum security facilities).

-----  
Goal 5: Combating Corruption  
-----

15. (C) SSP is strengthening its vetting processes. Sanchez noted that SSP officials, federal police officers, and new recruits will go through several layers of scrutiny -- including every six months anti-doping (toxicology) testing, polygraphs, psychological, and personal assets screening. SSP will create the National Center for Evaluation and Integrity Control, which will be responsible for these evaluations and generating standards relevant to the National Police Career Service (see Goal 3).

16. (C) By mid-2008 SSP plans to have a cadre of about 300 trained polygraphers. This group will be responsible for testing SSP employees, as well as state and local police. The examiners will also be made available to other federal entities. Sanchez was unable to provide specifics about how the polygraphers would be used in the state and local contexts. He was also unsure about whether SSP would be able to force local authorities to undergo screening, or if it would be by invitation only. Sanchez said the police reforms will prompt the SSP to clean house and that officers shown to be corrupt will be forced to leave. SSP realizes that this may cause temporary manpower shortages. There was also concern about the possibility that separated officers may go to work for \"the other side,\" by which Sanchez meant organized crime.

-----  
Goal 6: Information Technology: Platform Mexico  
-----

17. (SBU) Police reforms also entail the creation of a nationwide database to track criminals and monitor criminal activity across jurisdictions. As such, the GOM has begun the multi-year development of Platform Mexico (PM), an initiative valued at roughly \$100 million. When finished, PM will establish real-time interconnectivity among all levels of police and prosecutors (federal, state & local) and generate a single, unified national crime database. According to Garcia Luna, data in this system will date back 10 years and will include an array of identification data, including

criminal history, vehicle and firearms information, and immigration and narcotics related intelligence.

18. (C) PM is slated to become fully operational by the October 2008 and eventually will be made available to each of the planned 500 federal police bases. It will be housed at SSP headquarters in Mexico City under the purview of the Undersecretary for Institutional Development and Evaluation. Sanchez noted that all users of the system will be given individual user IDs so that SSP can track who has accessed the system and when they used it. He said SSP plans to share system data with other federal agencies, but noted that these other agencies would probably not have full access to the system, but rather would receive information tailored to their specific needs.

19. (C) On March 6, DAS Jacobson and Emboffs had the opportunity to visit SSP's new Federal Police Center for Operations, which is linked to Platform Mexico. The Center monitors and manages the GOM's interdiction activities using information from the U.S. Embassy Information Analysis Center, as well as information from other Mexican government agencies. The Center also has the responsibility of

MEXICO 00001063 005 OF 005

monitoring federal penal institutions and key strategic locations in Mexico City.

-----  
Goal 7: Indexes and Measurement  
-----

20. (SBU) In order to strengthen the culture of accountability and ensure transparency and results, SSP will design measures centered on crime prevention, successful prosecutions, administration of justice and professionalism. Such measures will be created in coordination with civil society organizations. In order to establish credibility and trust, civil society will also be responsible for monitoring the indexes.

-----  
Short on Accountability  
-----

21. (C) Mexican security expert Ernesto Lopez Portillo expressed concerns to Poloff about police accountability for

abuses and corruption. He believes SSP Secretary Garcia Luna is overly reliant on vetting police officers (polygraph, drug, psychological and other tests) instead of changing the institutions themselves. Even if vetting were the answer he doesn't believe Garcia Luna is allowing for enough time to evaluate over 400,000 police officials. Overall, he believes Garcia Luna is taking on too many projects in too short a period of time. He fears that the GOM will build up a very powerful justice system supported by lots of technology and equipment but too little accountability. On that score, he worries about empowering the police to assume greater responsibility for investigating their crimes without holding them more accountable for abuses. He argued that Mexico needed good civilian oversight of the police of the variety in place in the U.S.

22. (C) Comment. Garcia Luna's proposal for reform has its flaws but, if completed, will represent an improvement on the current system. He seeks to transform an unmanageable array of competing agencies with overlapping jurisdictions into one coherent institution with clear lines of responsibility, based on a common set of objectives and standards. He places great emphasis on education -- key to any modern police institution -- and on accountability, particularly in the form of removing officials who don't pass vetting procedures. It is also worth noting that Mexico's semi-autonomous National Human Rights Commission (CNDH) has local chapters located throughout Mexico with whom citizens can lodge complaints about police abuses. However, an additional step that the reforms still need to address is doing more to strengthen procedures to prosecute abusive and corrupt officials.

23. (C) Comment Continued. Few in the public would fault Garcia Luna for wanting to create an urgent timetable for implementation of reforms. On the contrary, concerned about the corrosive effect of organized crime on Mexican institutions, the investment climate, and personal security, Mexicans are impatient for change and strongly support justice system reform and police restructuring. To be successful, the reforms will need to allow for greater civilian involvement in public security policy development and in oversight of police activities. Garcia Luna has signaled openness to both. Whether he can achieve the many ambitious goals he has set remains an open question.

Visit Mexico City's Classified Web Site at <http://www.state.sgov.gov/p/wha/mexicocity> and the North American Partnership Blog at <http://www.intelink.gov/communities/state/nap/>

GARZA