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FROM

FM AMEMBASSY MEXICO

CONTROLS

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SENSITIVE

DECONTROLLED

STATE FOR INL AND WHA/MEX

TREASURY FOR ENFORCEMENT SECRETARY

DOJ FOR BSWARTZ/KBLANCO DEP ASSIST ATTY GEN

FBI DIR FOR LA/CU, OC/DB, OIU, CID

DEA FOR OD, OF, OFC, AO, DO, NPSM

CUSTOMS FOR LA OPS AND FOR OIA/WHB

E.O. 12958: N/A

TAGS: SNAR, KCRM, KJUS, PGOV, PREL

***** THIS IS A COMBINED MESSAGE *****

BODY

SUBJECT: MEXICO MERIDA INITIATIVE SPOT REPORT #33: CONTROL DE CONFIANZA SETS THE FOUNDATION FOR MERIDA

- 1. (SBU) THIS CABLE IS SENSITIVE BUT UNCLASSIFIED.
 - 2. (SBU) SUMMARY: NAS Mexico assists the Government of Mexico (GoM) to design and develop sound practices to reduce corruption in its judicial, intelligence and security agencies through the Merida Initiative "Control de Confianza" program. In the context of Merida, Control de Confianza refers to vetting and internal controls. Two principal concepts defined by NAS shape the overall plan: Gatekeeper and Institutional Internal Culture of Lawfulness. The plan focuses on using GoM Federal agencies (CISEN, SSP, PGR, INAMI and SAT) to deploy nine small working modules. NAS will provide U.S. Subject Matter Experts (SMEs), equipment, training, and technical assistance to establish practices, programs and procedures in each module. The total estimated cost of the development stage of the plan is \$ 13.3 million. Because of the centrality of ending corruption to ultimate success in winning in the war against the DTOs, we consider the Control de Confianza program to be one of the most important of the Merida Initiative.
- END SUMMARY

REVIEW AUTHORITY: Alan Flanigan, Senior Reviewer

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GATEKEEPER

3. (SBU) The first of two principal concepts defined by NAS to shape Control de Confianza is known as Gatekeeper. The objective is to implement procedures to prevent corrupt individuals or those with a propensity to engage in corrupt behaviors from entering government law enforcement organizations. Of the nine total modules of the Control de Confianza plan, three address this concept:

--Background Investigations: Currently the GoM lacks a solid and meticulous background investigation process to uncover an individual's character, abilities, loyalty, reliability, integrity, and financial irregularities. NAS will work with the GoM to train investigators, supervisors, and managers to conduct top quality background investigations and train supervisors and managers to set standards and parameters for interpreting investigation results.

--Police Registry: Because the police service is decentralized in Mexico, hundreds of police agencies employ hundreds of thousands of police officers across federal, state and municipal organizations. As corrupt officers are uncovered and fired, they simply move from one police agency to another. The GoM has established the "Kardex Policial" system to keep records of all police officers and private security guards in Mexico. When employees are detected in corrupt activities or serious misconduct, an entry will be made in the Kardex which will bar them from any future employment where a Kardex certification is required.

--Kardex Policial, administered by the SSP, is fully functional at ***** START OF SECTION 2 *****

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this time. NAS assistance in this area will focus on providing the GoM with hardware to expand the volume of data entry and make the system accessible in more areas across Mexico. Additionally, SMEs

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will provide technical assistance and expertise on how to better audit and monitor the Kardex system and other databases to reduce the possibility of wrongful use.

--Polygraphs: The technical part of administering polygraph examinations is well underway by the GoM. CISEN (Mexico's Intelligence Agency) will lead the effort in polygraph development and will use the U.S. model where all federal agencies follow one **training** and examination doctrine. Currently, CISEN, PGR, SSP, SAT and INAMI have more than 300 **trained** polygraphers and CISEN is scheduled to **train** approximately 200 additional polygraph operators in 2010. Experts from the U.S. and GoM policy makers have all agreed that expanding a polygraph program too fast would be detrimental to the program.

The total budget for "Gatekeeper" elements is \$9.3 million.

INTERNAL CULTURE OF LAWFULNESS

4. (SBU) The second principle concept is Internal Culture of Lawfulness. The objective is to augment and support ongoing GoM efforts to reduce corruption within their institutions. These modules focus on deterring corruption with strong internal controls, identification and monitoring of risk factors, and an aggressive educational campaign. The following six modules address this objective:

--Polygraph: The polygraph capabilities to address internal affairs matters and employee reinvestigations will be addressed under the Gatekeeper objective. It is presented under Internal Culture of Lawfulness so that effectiveness in this area can be tracked and the polygraph deployment phase better coordinated.

--Operational Internal Investigations: The use of undercover techniques in **Mexico** to expose corrupt officials has not been exploited, largely because Mexican culture views such techniques as entrapment. A key element in reducing corruption is to create fear among corrupt officials that the other parties to the corrupt act may be an agent of the government acting in an undercover capacity. This module is designed to establish an operational unit with the necessary equipment and **training** to conduct highly sensitive internal investigations targeting employees and units known to be corrupt or involved in illegal activities. The GoM will be exposed to proven operational and management techniques used by U.S. law enforcement agencies when dealing with undercover operations.

***** START OF SECTION 3 *****

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--Ethics: The objective of this module is to establish an Ethics Unit to deal with all ethics issues for target agencies. The Unit will develop clear standards of conduct policies addressing honor codes, core values, ethics standards, employment policies, ethics training, conflict of interest, gifts, conflicting financial interests, impartiality, misuse of position, outside activities, financial disclosure, recusals, waivers, and divestiture.

--Reinvestigation: The reinvestigation module will focus on conducting re-investigations on active duty personnel. The purpose is to ensure employees continue to be trustworthy public servants.

--Adjudication: An objective adjudications process is necessary to address any inconclusive polygraph results, unresolved allegations, or other issues that may put someones integrity in question. This module will stand up a well-trained and equipped Adjudication Unit to work within the legal or other administrative section already established in the target agencies. The unit will have responsibility for resolving standard disciplinary matters and focus primarily on policy, procedures and rationale of dealing with questionable and inconclusive issues.

--Performance, Awards, Appraisals and Recognition: This module will create a unit whose ongoing responsibility will be to look for ways to provide positive reinforcement for good behavior and confronting corruption. Whistleblower protection and methods of encouraging employees to denounce corrupt coworkers will be implemented. The total budget for "Internal Culture of Lawfulness" programs is \$4 million.

JUAREZ PILOT PROJECT

5. (SBU) To strengthen the key security units in Ciudad Juarez, a pilot project is under development between USG and GOM that would

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help to build institutions with the integrity to confront and reverse the violence that has plagued the city while establishing a culture of lawfulness in the community. Although not yet officially programmed, NAS views the following as potential ways to implement Control de Confianza in Juarez under this pilot project:

--Provide a site in El Paso where 20 polygraph machines and quality control supervisors will provide on-the-job training to GoM polygraphers.

***** START OF SECTION 4 *****

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--Provide a location in El Paso where 10-15 investigators, one supervisor and a secretary can manage background investigations.

--Assist with coordination between USG and GoM officials to use USG intelligence to facilitate Control de Confianza decisions in Mexico and provide expert advice on how to conduct assessments to quickly categorize employees as high, medium or low risk in terms of their potential to engage in corrupt activities.

PROGRAM PROGRESS

6. (SBU) To date, Merida funds have provided 318 polygraph units, worth a total of \$2.4 million, which will go to CISEN (Mexican Intelligence Agency), SSP (Federal Police), PGR (Attorney General), INAMI (Migration), SAT (Customs), and select state and municipal agencies. It is worth noting, however, that experts from the U.S. and GoM policy makers agree that expanding the polygraph program too fast would be detrimental to maintaining its integrity and upholding high standards for technique.

7. (SBU) A \$4.8 million contract for hardware to support Kardex Policial (see para 3) is under negotiation, and expected to be signed shortly.

8. (SBU) Representatives from the Consortium for Police Leadership

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in Equity (CPLE) were in Mexico City the week of April 26th to initiate an assessment gauging the levels and depth of corruption in the Mexican government. The assessment will provide a baseline to measure improvements as the Control de Confianza program advances. CPLE will also try to determine the impact Merida training has on corruption levels once trained officers are reintroduced to the work environment.

9. (SBU) During the first week of May, 29 Mexican polygraphists from five government institutions attended the American Association of Police Polygraphists seminar in St. Louis, Missouri. Participants interacted with the top polygraphists in the United States at the conference. Polygraphists from several Central American countries also attended. This program is particularly important in order to encourage inter-agency cooperation and communication, which is not the status quo among Mexican law enforcement agencies.

10. (SBU) Customs and Border Patrol (CBP) and the Defense Agency for Credibility Assessment (DACA) pledged support to provide advanced capability training for polygraph operators. Jose Gonzalez, a CBP employee detailed to DACA will commit 25% of his time, or one week per month, to working with the GoM to improve

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their polygraph program under an IAA.

11. (SBU) During 2010, NAS will work on professionalizing current GOM polygraphists by providing senior examiner courses to 300 polygraphist and sponsoring 75 memberships and attendance to professional polygraph associations and seminar in the U.S. \$2.5 million in equipment will be purchased to support the increase function of Control de Confianza Centers. Equipment, training and technical assistance to conduct sophisticated investigations such as undercover operations and electronic surveillance will be

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implemented in internal affairs units. Grants will be awarded to organizations who will work with GoM officials to identify and implement ways to provide positive stimulus and protection to officers who stand-up against corruption; implement strong ethical values; and implement sound practices on how to handle inconclusive vetting results. These objectives will be focused on the federal level and upon implementation, they will be evaluated and based on cost and performance, they will be deployed to select state and municipal agencies.

CENTRALITY OF CONTROL DE CONFIANZA TO OVERALL SUCCESS

12. (SBU) Control de Confianza is a system designed to detect and deter potential corruption among the Mexican security forces. A well-functioning and trustworthy police force is critical in order to make any progress in the battle against drug trafficking organizations (DTOs). Most citizens in Mexico have little trust in the police and as a result often do not report crimes or case leads. Control de Confianza addresses the very fundamental need in Mexico to build a police force that earns the public's trust and serves citizens in an efficient and effective manner, starting with recruiting the right people and establishing internal controls to maintain the integrity of the organization.

13. (SBU) Control de Confianza is critical to the success of the entire Merida Initiative. If equipment and training are provided to corrupt individuals, the USG will have accomplished nothing more than provide expertise and technology to individuals who may use it to undermine all USG efforts in Mexico. The bottom line is that if Control de Confianza fails, Merida fails.

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