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**THE MERIDA INITIATIVE:
“GUNS, DRUGS, AND FRIENDS”**

A REPORT TO MEMBERS
OF THE
COMMITTEE ON FOREIGN RELATIONS
UNITED STATES SENATE

ONE HUNDRED TENTH CONGRESS
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LETTER OF TRANSMITTAL

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, DC, December 21, 2007.

DEAR COLLEAGUES: From November 6–8, 2007, I directed my senior Senate Foreign Relations Committee (SFRC) staff member for Latin America, Carl Meacham, to visit Mexico City to assess a \$500 million supplemental budget request for Mexico. This request is intended to support regional efforts to address common threats to our nations by combating transnational crime and drug trafficking.

The Merida Initiative, as this proposal is called, is an attempt to seize the opportunity created by Mexico's invigorated anti-crime campaign. The Initiative would fund key programs and build stronger cooperation with the United States.

The proposal recognizes that 90 percent of the cocaine entering the United States transits Mexico and that our efforts to combat this drug flow and associated criminal activities depend on a partnership with the Mexican government. It also recognizes that Central America is the primary transit point for people and drugs destined for the United States and Mexico from South America. This illicit activity threatens regional stability, weakens national economies and exacerbates illegal migration to the United States.

The legislative process to pass the authorization of the Merida Initiative began after President Bush submitted his supplemental request of \$45.9 billion to the U.S. Congress on October 22, 2007. The President made this request to continue the Global War on Terror and address other urgent national security needs. Five hundred million dollars for the Merida Initiative was included as part of this request. In response to the President's proposal the SFRC held a full committee hearing on the Merida Initiative on November 15, 2007. Mr. Meacham's attached report provides significant insight into this initiative. While his report's primary focus is assistance to Mexico, appropriate analysis of Merida's counterpart program in Central America, or Central American Security Assistance (CASA), is also provided.

I hope you find it helpful as the U.S. Congress considers support for the supplemental request for Mexico and Central America. I look forward to continuing to work with you on these issues and welcome any comments you may have on this report.

Sincerely,

RICHARD G. LUGAR,
Ranking Member, Committee on Foreign Relations.

THE MERIDA INITIATIVE: “GUNS, DRUGS, AND FRIENDS”

From November 6–8, 2007, Senate Foreign Relations Committee minority staff traveled to Mexico City, Mexico on an official oversight visit to assess President George W. Bush’s supplemental budget request of \$500 million for Mexico. During this trip, staff met with senior officials of the Government of Mexico (GOM), Members of the Mexican Senate, a senior official of the Guatemalan Foreign Ministry, officials from the Mexican human rights community, members of the Mexican press, and senior officials at the United States Embassy in Mexico City. (See Appendix I for complete list of meetings.)

At the request of Senator Lugar, the purpose of the trip was to:

- Assess the process through which this proposal was formulated;
- Assess the effectiveness of the current proposal and identify areas for improvement.

BACKGROUND ON UNITED STATES COUNTER-NARCOTICS ASSISTANCE TO MEXICO

According to the National Drug Intelligence Center somewhere between 530 and 710 metric tons of cocaine departed South America bound for the United States in 2006. In that year, Mexican and U.S. law enforcement estimate that 12.7 tons of heroin was freshly produced within Mexico, to be shipped northwards. That accounts for more than a 58 percent increase in production from the year before. The United States has been engaged in efforts to combat the flow of narcotics into the United States from Mexico and Central America for many years.

According to the Congressional Research Service (CRS), between fiscal years 2000 and 2006, the U.S. government has provided over \$250 million for counter-narcotics assistance to Mexico. The State Department provided the bulk of this assistance—\$169 million—for port and border security, law enforcement assistance, interdiction and eradication support, aviation support and training. USAID provided \$30 million for rule of law and anti-corruption training. The remainder (\$58 million) was provided by the Department of Defense through its “section 1004” authority (Section 1004 of the National Defense Authorization Act for Fiscal Year 1991 authorizes the Department to provide support to counter-drug activities of other federal agencies overseas). The Drug Enforcement Administration also expended \$124 million during this period to support its field offices in Mexico.

OVERALL CONCLUSIONS AND RECOMMENDATIONS

American politicians on both sides of the aisle have become increasingly concerned about inattention to Latin America. Yet when President Bush recently announced details about the Merida Initiative, the proposal was greeted with Congressional skepticism.

Some members have complained about a lack of information and consultation in the formulation of the proposal and have voiced concern over corruption and alleged human rights abuses in Mexico. Others feel more must be done domestically, both in addressing the underlying demand for drugs in the United States and the treatment for drug offenders. There are also those in the U.S. Congress who feel that the proposal for Central America does not go far enough in funding and equipping efforts to deal with land, air, and maritime narcotics trafficking. These are all valid concerns. On human rights, specifically, we are assured that there would be continued efforts in the context of this initiative.

But the risks of proceeding with this agreement are small compared to the large potential payoff of authorizing this proposal which would include creating the institutional framework for dealing with many of the problems mentioned by Democrats and Republicans alike. Mexico's historic mistrust of its northern neighbor has long prevented closer ties that could benefit both sides. President Calderón has taken considerable political risk in reaching out to the United States. He has done this because it is in Mexico's best national security interest and because combating this transnational threat requires closer collaboration. Furthermore, Central American willingness to act together in favor of their collective security is an important development that should not have been overlooked by the Bush administration in putting together their funding request.

The Merida Initiative represents a rare opportunity to build a base for sustained cooperation with Mexico on a shared agenda. To pass on this opportunity would represent a significant blunder that would have a negative impact on the bilateral relationship, as well as broader U.S. interests in the region. In order to increase the effectiveness of this initiative the following recommendations should be considered.

(1) In cooperation with the Mexican government, the U.S. Secretary of State should:

- Define a comprehensive strategy aimed at disrupting the traffic of arms to Mexico, which emphasizes preventive initiatives, effective controls of the sale of weapons in gun shows, especially along the border.
- Improve effective and timely exchange of intelligence on major U.S. based trafficking of weapons organizations with links to Mexican and Central American criminal organizations.
- Work with the Secretary of Homeland Security to direct the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) to work closely with other law enforcement agencies, such as Immigration and Customs Enforcement (ICE), in operations to interdict weapons crossing U.S. borders and devise new programs to share tracing capabilities with the appropriate Mexican authorities, close-off trafficking corridors, expand action-

able, real-time intelligence cooperation, and aggressively pursue prosecutions, interdictions and arrests of individuals seeking to move firearms across the border.

- Establish a specific program to trace and disrupt the trafficking to Mexico of high powered weaponry such as .50 mm rifles, grenades and grenade launchers.

(2) The Merida Initiative will achieve modest results should substantial assistance for public security, law enforcement, specialized police training, air, land and maritime interdiction and interception equipment not be provided for Central American Security Assistance (CASA). Organized crime and narco-trafficking in Central America could directly threaten gains made against the drug cartels in Mexico. In order to promote a real reduction of violence and drug trafficking in Central America and ensure broader success in combating the drug trade in North and Central America, the Bush administration should find additional funds for Central America in the FY09 appropriations cycle (funding in the supplemental request for CASA is \$50 million).

ANALYSIS

Along the border between the United States and Mexico, and far into Central America, there is a war raging. Drug trafficking, arms smuggling, money laundering, and violence connected to organized crime are rampant. In the last 10 months alone more than 2,600 Mexicans have lost their lives in police action against the drug trafficking organizations active throughout Central and North America. In response, Mexican President Felipe Calderón and the Mexican Congress have authorized nearly \$3 billion and 30,000 troops to help combat the violence.

In Central America, drug trafficking and its kingpins exacerbate the declining stability of law and order. Regional street gangs, which the United States Central Command has estimated may total 70,000 members, are a major source of violent crime in a region where the numbers of at risk youth are staggering.¹ In Guatemala, 70 percent of the population is under the age of 29; 50 percent are under 15 and thus highly susceptible to inducement into criminal behavior when not presented with better economic opportunities.²

The Merida Initiative was envisioned to help address these issues. Details of the supplemental request released by the Department of State include:

- Non-intrusive inspection equipment, ion scanners, canine units for Mexican customs, for the new federal police and for the military to interdict trafficked drugs, arms, cash and persons.
- Technologies to improve and secure communications systems to support collecting information as well as ensuring that vital information is accessible for criminal law enforcement.

¹ Other estimates, such as USAID's "2006 Central America and Mexico Gang Assessment" report, cite regional gang membership to be anywhere from 50,000 to 305,000 individuals.

² According to the Government of Guatemala, the typical entry age to these gangs is 13. It asserts there have been cases of children as young as 8 involved in extortion, drug distribution and assassinations.

- Technical advice and training to strengthen the institutions of justice, such as vetting for the new police force, case management software to track investigations through the system to trial, new offices for citizen complaints and professional responsibility, and witness protection programs.
- Helicopters and surveillance aircraft to support interdiction activities and rapid operational response of law enforcement agencies in Mexico.

(See Appendix II for complete breakdown of the Merida Initiative Mexico.)

According to U.S. State Department officials 59 percent of the proposed assistance would go to civil agencies responsible for law enforcement, and a smaller share, 41 percent, to operational costs for the Mexican Army and Navy. While the initial cost for equipment and hardware that the military required is high, it is expected that future budget requests will focus increasingly on training and assistance to civil agencies.

While this request includes equipment and training, it does not involve any cash transfers or money to be provided directly to the Government of Mexico or private contractors. “We won’t be given one cent,” one Mexican official remarked in this regard. “This proposal provides specific equipment, training and intelligence sharing, it is not a blank check.”

THE MERIDA INITIATIVE, HOW IT CAME TO BE AND WHY NOW

Since President Calderón assumed office on December 1, 2006, he has conveyed a deliberate interest in working collaboratively with the United States in combating mutual threats. In this context, it does not come as a surprise that the Bush administration would respond to this interest through an emergency supplemental budget request rather than through the regular budget appropriations cycle.

Recognizing that the Bush administration is nearing the end of their term in office, administration officials wanted to move quickly and seize this window of opportunity. State Department officials are keenly aware that their time is running out and that Calderón’s willingness to work with the United States is unprecedented on issues of security, crime, and drugs. Coupled with the record number of trade agreements signed during his administration and a proposal on biofuels with Brazil, there is a desire to do as much as possible regarding Latin America. “The President sees Latin America as his legacy,” mentioned one State Department official.

If authorized by Congress, the Merida Initiative could lay the groundwork for deeper cooperation between the United States, Mexico and Central America. This would start to correct an imbalance in U.S. policy that has arisen since the September 11, 2001 attacks, when most U.S. focus was directed towards the Iraq War and Afghanistan. In addition, this proposal could also counter some of the resentment that many Mexicans and Central Americans feel regarding the U.S. Congress’ failure to enact comprehensive immigration reform.

In this regard, interest in pursuing this initiative expeditiously through a supplemental request is understandable. Though well intended, this approach has sparked suspicion and intense criticism in a Democratic-controlled U.S. Congress.

Many believe that concern pertaining to the proposal stems from lack of information and consultation involved in its formulation. Little information about these negotiations was made available to either the U.S. or Mexican Congresses until the proposal became public on October 22, 2007, which exacerbated partisan suspicion in Washington and popular suspicion in Mexico. Though difficult to understand from a U.S. legislative branch perspective, from the Calderón administration's standpoint, secrecy regarding the formulation of this proposal was imperative since cooperation with the United States entails certain political sensitivities.

Mexican Embassy officials in Washington assert that they have briefed their Congress on the proposal, but that the Merida Initiative is not a treaty or a formal agreement or convention, so it is not subject to Mexican Congressional approval.

State Department officials only briefed U.S. Senate Foreign Relations Committee staff in mid-September after staff threatened to delay the nomination of David Johnson to be Assistant Secretary of State for International Narcotics and Law Enforcement. During the September 22, 2007 briefing, State Department officials provided only an outline of the type of assistance contemplated and refused to provide detailed information or budget data.

Staff learned about this initiative in the media in the late summer of 2007, but the process had started much earlier.

According to GOM sources, during his visit to Washington in November of 2006, President-elect Calderón expressed interest in strengthened bilateral and regional cooperation against drug trafficking and organized crime. This was followed up by a March 2007 Bilateral Presidential Summit held in Merida, Mexico, where the presidents decided to move forward to develop a specific plan for enhanced cooperation. Mexican interagency coordinating meetings were held between April and May 2007 where the Mexican Government developed its proposal. On May 22, 2007, U.S. and Mexican foreign ministers met in Washington to begin bilateral discussions on the basis of the Mexican proposal.³

On Capitol Hill, as a result of the information gap during the run-up to the proposal's introduction to the U.S. Congress, ill will prevails, especially among Democrats. Many question why they should work with the White House on this initiative in the first

³ "Road Map leading to the Merida Initiative," Government of Mexico, November 2007.

November 2006: During his visit to Washington President-Elect Calderón expresses interest in strengthened bilateral and regional cooperation against drug trafficking and organized crime.

March 2007: Bilateral Presidential Summit held in Merida. Presidents decide to move forward to develop a specific plan for enhanced cooperation.

April-May 2007: Mexican interagency coordinating meetings to develop Mexican proposal.

May 22, 2007: Foreign ministers meet in Washington to begin bilateral discussions on the basis of Mexican proposal.

July 13 2007: President Bush calls President Calderón with positive response.

July 26-27 2007: First bilateral inter-agency meeting held in Washington.

August-September 2007: Four thematic technical meetings held in Mexico City.

September-October 2007: Select consultations are held between the Calderón administration and select members of Mexican Congress.

October 22, 2007: Supplemental request presented to Congress and release of Joint Statement on the Merida Initiative.

place. Many believe the proposal needs major changes. Others ask why not wait until a new administration—what’s the rush?

“This is a necessary proposal that suffered from poor marketing,” stated a member of Mexico’s legislative branch. “The focus of this plan is to help Mexico do a better job fighting the drug traffickers who send cocaine, heroin, marijuana and precursor chemicals for methamphetamine into the United States, it’s in all of our interests to do this.”

A COMMITTED FRIEND: CALDERÓN’S EFFORTS TO FIGHT NARCOTICS

The motivation for president Calderón’s invigorated anti-crime campaign is in large part domestic: drug-related violence is on the increase, with an estimated 2,650 killings so far this year already surpassing last year’s total of 2,120. Equally important, Mexico has become a drug consuming nation. Narcotics’ corrosive impact has led to an alarming rise of what Mexicans call *narco-menudeo*—small-time drug dealing by ordinary citizens, poor and middle-class alike.

The Merida Initiative is intended as a vital complement to President Calderón’s own stepped-up efforts against drugs which he launched when he took office nearly a year ago. Under his leadership, the GOM has accomplished a great deal in the interdiction and eradication of illegal drugs, stepping up efforts already underway in the previous administration. For example, the policies of manual eradication have continued, while at the same time interdiction efforts have greatly increased, aided by the new resources devoted to this mission.

Results include the seizure on October 30, 2007 of more than 23.5 tons of cocaine in the port city of Manzanillo, Colima. This is the largest single seizure of cocaine ever recorded. Earlier that same month another 12 tons were interdicted in the city of Tampico.⁴

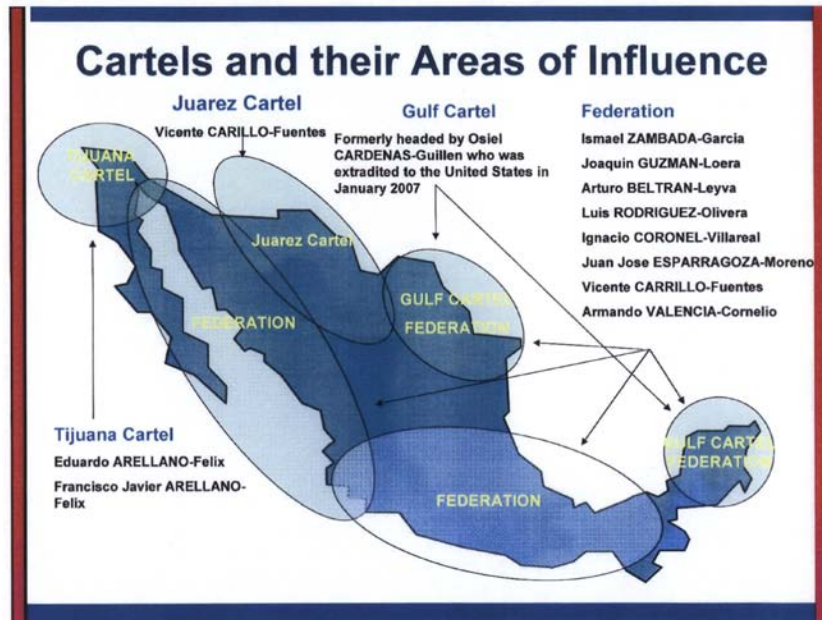
U.S. officials also are seeing better law enforcement cooperation with Mexico—79 criminals have been extradited to the United States this year, including drug cartel kingpins. But much work remains to be done especially regarding the reform of the judicial system within Mexico that some in the human rights community argue “has encouraged the coercion of confessions often through the use of torture.”

All together, such reform efforts by the GOM have resulted in clear security benefits for the United States. The National Drug Intelligence Center (NDIC) has noted that “cocaine availability decreased in several U.S. drug markets during the first half of 2007, most likely because of a combination of factors that included large cocaine seizures in transit toward the United States.” However, reforms have also caused a response. It is estimated that the major drug trafficking organizations are currently reorganizing and readjusting to the new challenges facing their trade; as a result, drug availability is once again on the rise.

One recent development is the consolidation of many of the smaller drug trafficking organizations into powerful alliances, esca-

⁴“Mexican Authorities Seize the Largest Shipment ever of Cocaine in the State of Colima.” Mexican Embassy, Washington D.C. November 2007.

lating the violence between the groups vying for control of the most lucrative smuggling corridors into full fledged turf wars. A notable example of such coalition building is “The Federation,” led by representatives from the Sinaloa, Juárez and Valencia cartels.⁵

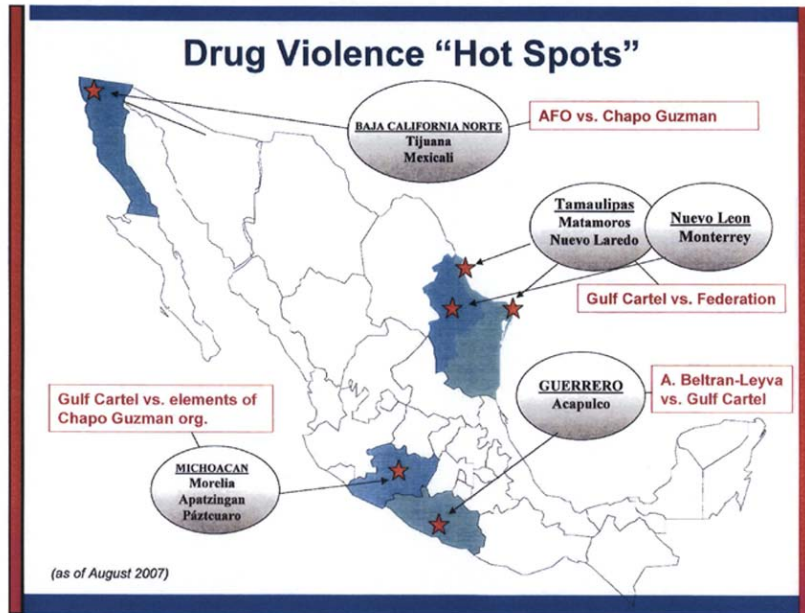


Source: United States Embassy, Mexico City, Mexico, November 2007.

In general, the major drug trafficking organizations have reached a high level of sophistication. Most now maintain their own paramilitary groups or enforcer gangs; violent rivalry between these gangs accounts for a majority of drug related deaths in Mexico. Targeted assassinations of police and military personnel are also high. Over 200 police have been killed so far this year. In several instances these organizations—the Gulf Cartel’s *Zetas* perhaps the most infamous—draw on considerable expertise from former members of law enforcement and special forces units.⁶

⁵ Cook, Collen W., “Mexico’s Drug Cartels,” Congressional Research Service Report for Congress, October 16, 2007.

⁶ Ibid.



Source: United States Embassy, Mexico City, Mexico, November 2007.

The scale of corruption in the federal police forces has been used as justification for the increased use of the military in more traditional law enforcement roles, especially in States that have seen increased levels of drug-related violence as noted in the slide above. This move has been criticized by several human rights organizations. In Mexico, however, the military remains highly respected among the general populace; and for its part, the military has accepted every recommendation put forth by Mexico's National Commission for Human Rights (CNDH), including training on human rights, drug and alcohol testing for personnel and a commitment to full investigations and prosecution.⁷

President Calderón and military leadership know that the military's participation in domestic law enforcement is temporary. And in order to hasten a transition of law enforcement responsibilities back to traditional law enforcement agencies Calderón has moved to purge those police units most heavily laden with corruption and to reorganize the federal police entirely. In a relevant CRS report entitled "Mexico's Drug Cartels," the level of penetration from drug cartels observed is startling, with "some agents of Mexico's Federal Investigative Agency (AFI) believed to work as enforcers for the Sinaloa cartel, and the Attorney General's Office (PGR) report[ing] in December 2005 that one-fifth (1,500 of 7,000) of its officers are under investigation for criminal activity."⁸

⁷ U.S. Embassy, Mexico City, November 2007.

⁸ "Mexico's Drug Cartels."

AREAS FOR IMPROVEMENT: NORTH-SOUTH ARMS TRAFFICKING AND
FUNDING FOR CENTRAL AMERICA

The Merida Initiative is an attempt to seize the opportunity created by President Calderón's invigorated anti-crime campaign. The Merida portion, and the funding for Central America through CASA, recognizes that successful efforts to combat drug trafficking depend on a partnership with the Mexican government and the Governments of Central America. Though staff believes these proposals are long overdue, they fall short of what is required in two important areas: stopping north-south arms trafficking, funding, and assistance for Central America.

North-South Arms Trafficking

Important concerns remain regarding how the Merida Initiative would halt arms trafficking from the United States to Mexico. Though assurances have been made by officials from the U.S. State Department that more will be done to formulate agreements to stem the traffic of weapons south of the border, the problem is worsening as highlighted by the chart supplied by the GOM of confiscated weapons and ammunition below:

North-South Arms Trafficking—December 1, 2006 to November 7, 2007
(Information provided by the Government of Mexico)

Concept	PGR (AFI)	SDN	SM-AM	SSPF (PFP)	SHCP (AGA-ACIFA)	Others	Joint Operations	Total
Short Weapons (DRC)	60	417	1	39	1	61	251	830
Short Weapons (OC)	2341,199	7	102	169	632	287	2,630	
Assault Weapons (DRC)	38	746	0	26	0	29	382	1,221
Assault Weapons (OC)	73	1,511	17	42	274	106	318	2,341
Ammunition (DRC)	6,626	134,634	10	3,569	96	3,537	53,855	202,327
Ammunition (OC)	11,096	191,289	4,826	2,892	115,780	11,618	109,940	447,441
Grenades	10	408	0	3	1	7	99	528

PGR: Procuraduría General de la República
AFI: Agencia Federal de Investigación
SDN: Secretaría de la Defensa Nacional
SM-AM: Secretaría de Marina—Armada de México
SSPF: Secretaría de Seguridad Pública Federal
PFP: Policía Federal Preventiva
SHCP: Secretaría de Hacienda y Crédito Público
DRC: Drug Related Crimes
OC: Other Crimes.

American guns pass into Mexico through land ports of entry at the border every day. According to a Mexican government official, as many as 2,000 weapons enter Mexico each day and fuel an arms race between Mexican drug cartels.

Mexican government officials suspect that corrupt customs officials (on both sides of the border) help smuggle weapons into Mexico. The weapons are often bought legally at gun shows in Arizona and Texas mostly.

Taking these weapons out of the hands of organized crime now would allow Mexican law enforcement to fight drug trafficking in Mexico before they reach the U.S. border; more importantly, into

U.S. communities. It also takes the Mexican military out of the law enforcement role it has been assigned.

According to a high level SEDENA (Secretaria de la Defensa Nacional, Mexican Armed Forces) official, “the military does not want to be involved in law enforcement any more than it has to, but it has no choice, regular police cannot compete with Ak-47s and grenade launchers.” As one GOM official noted: “We understand your Second Amendment, but along the border states thousands of gun shows occur a year, and little is done to make sure that those guns stay in the U.S.”

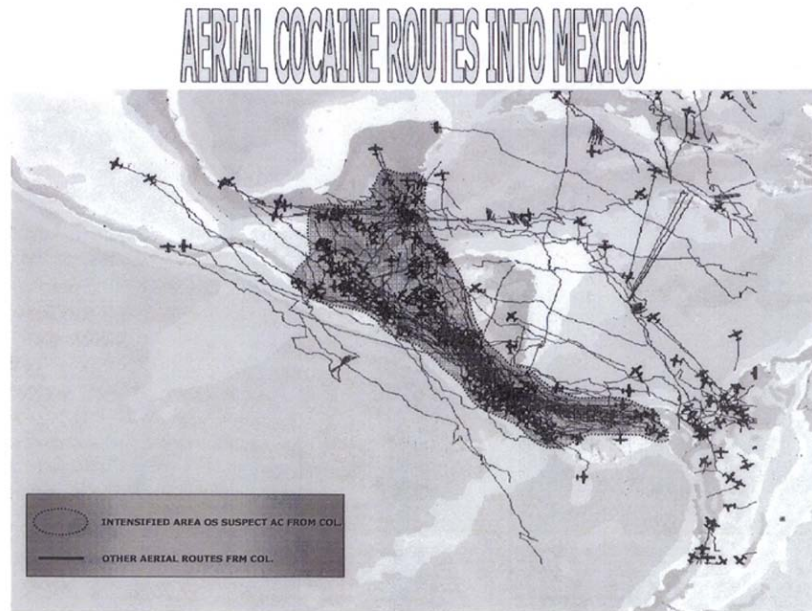
American Embassy officials in Mexico confirmed that the U.S. is a major source of weapons for Mexican gangs and drug runners.

As the Merida Initiative goes forward, U.S. agencies must work closely with Mexican officials to address this problem. It is not in the U.S. interest to create a self-defeating situation in which a critical foreign assistance program meant to assist a neighbor and enhance U.S. security is being undercut by an illegal flow of weapons originating from within our own borders.

Central America

The Bush administration has requested \$50 million in equipment and training for Central America. Over half of this amount (\$25.7 million) is currently designated for public security and law enforcement. Within that category, \$12.6 million is for the implementation of anti-gang strategies throughout the region. Another \$13.1 million is for specialized police training and equipment. Early estimates of a country-by-country breakdown suggest Guatemala would be the largest recipient (\$9.2 million). Honduras would receive \$7.4 million; El Salvador, Costa Rica, Panama, Nicaragua and Belize would each receive less than \$5 million. These tabulations do not include some \$20 million that has been designated for regional use or non-country-specific expenditures. (See Appendix III for complete breakdown of CASA.)

As highlighted by the slide below, Central America is the primary transit point for cocaine destined for the United States and Mexico from South America. Though drugs are brought into Mexico by sea and land, this slide highlights the severity of the problem by air.



Source: United States Embassy, Mexico City, Mexico, November 2007.

Central American officials feel that they will not be able to confront threats effectively without more assistance. They fear that gang members and drug traffickers will flee Mexico for Central America where it will be easier to operate. As one senior Central American government official stated: “In this case Mexico’s gain could be our loss.”

Central America “has among the highest homicide rates in the world, and in recent years murder rates have been increasing in several countries,” according to a recent CRS Report. “Latin America’s average rate of 27.5 homicides per 100,000 people is three times the world average of 8.8 homicides per 100,000 people. Based on the most recent crime trend surveys (CTS) data available from the United Nations Office on Drugs and Crime (UNODC), Guatemala and El Salvador are among the most violent countries in the world for which standardized data has been collected.”⁹

Gangs have emerged as major social forces in the region, and they have been expanding their influence in relatively ungoverned areas that they exploit for their drug trafficking operations. Drug lords now openly finance political campaigns and in some instances have shown interest in running for public office themselves.

Many of these gang members are prison-hardened former members and associates of U.S. street gangs who were deported directly back to their home countries in Central America after serving their sentences. Central American leaders and public opinion—especially

⁹Seelke, Clare Ribando, “Gangs in Central America,” Congressional Research Service Report for Congress, August 2, 2007.

in Guatemala, El Salvador and Honduras—have characterized this situation as a regional emergency requiring an urgent response.

In the past, political wrangling and resource constraints have hampered Central American governments' response to the drug trade.¹⁰ Recognizing that they all share these problems, Central American countries have agreed to strengthen regional security through the Central American Integration System (CICA). Together they have produced an unprecedented comprehensive regional security strategy demonstrating a new found political will to work to guarantee their collective security. Unfortunately, the U.S. financial response has not been commensurate with current Central American political will to come together and fight the drug trade. (See Appendix IV for Central American comprehensive regional security strategy—original and English translation.)

¹⁰The United States provided a total of \$139.4 million in counternarcotics assistance to Central America from FY2000 to FY2006. Just over \$77 million in assistance was administered by the Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL). This total includes money provided for Latin America regional programs. State Department does not provide a breakdown of which countries benefitted from overall Latin America regional assistance. Of the money administered by INL, just over \$47 million was provided through the International Narcotics Control and Law Enforcement (INCLE) account and nearly \$30 million was provided through the Andean Counterdrug Initiative (ACI) account.

Nearly \$63 million in counternarcotics assistance was provided through the Department of Defense under its section 124. Section 124 authority designated the Department of Defense as the lead agency for the detection of aerial and maritime drug shipments.

APPENDIX I

DISCUSSIONS WITH INDIVIDUALS IN MEXICO

Staff held discussions with the following individuals in Mexico:

Mexican Government Officials

SIGRID ARZT, Office of the President of Mexico (cabinet-level anti-drug adviser to President Felipe Calderón)

MARCELA CELORIO (Centro de Investigación y Seguridad Nacional—CISEN)

JUAN CARLOS FONCERRADA (CISEN)

JOSE LUIS SANTIAGO VASCONCELOS (Procuraduría General de la República—PGR)

CARLOS RICO (Secretaría de Relaciones Exteriores—SRE)

CECILIA ROMERO CASTILLO (Instituto Nacional de Migración—INM)

SENIOR LEVEL OFFICIALS (Secretaría de la Defensa Nacional—SEDENA)

Mexican Legislative Branch

SEN. LUIS ALBERTO COPPOLA JOFFROY (Partido de Acción Nacional, PAN)

SEN. ELOY CANTÁ SEGOVIA (Partido Revolucionario Institucional, PRI)

SEN. SEN. TOMAS TORRES (Partido de la Revolución Democrática, PRD)

Officials from Foreign Governments

LUIS FERNANDO ANDRADE, Deputy Foreign Minister for the Republic of Guatemala

UNITED STATES DEPARTMENT OF STATE, U.S. Embassy Mexico City, Mexico

TONY GARZA, U.S. Ambassador to Mexico (DCM, POL, NAS, ECON, USAID, DEA, OPAD, CPB, ICE, CONS, LEGAT)

Mexican Human Rights Organizations

COMISIÓN NACIONAL DE LOS DERECHOS HUMANOS

CENTRO DE DERECHOS HUMANOS MIGUEL AGUSTIN PRO JUAREZ

MEXICO UNIDO CONTRA LA DELINCUENCIA

CENTRO DE ESTUDIOS E INVESTIGACIÓN EN DESARROLLO Y ASISTENCIA SOCIAL A.C.

Mexican Media

DR. JORGE CHABAT, El Universal Newspaper
ANA MARIA SALAZAR, El Universal Newspaper

Consultants and Collaborators

PETER HAKIM, The Inter-American Dialogue
ARMAND PESHARD-SVERDRUP, Center for Strategic and International Studies (CSIS)
ALEX CURRIE, Staff Assistant, U.S. Senate Committee on Foreign Relations (SFRC)

APPENDIX II

THE MERIDA INITIATIVE SECURITY ASSIST- ANCE PROPOSALS—BUDGETS AND ITEM BREAKDOWN

**MERIDA INITIATIVE
BUDGET JUSTIFICATION REFERENCE DOCUMENT
SOURCE: U.S. Department of State
NOVEMBER 2007
500 Million Program: FY08 Supplemental**

Budget Line Item: Group 1

- A. Counternarcotics, Counterterrorism, and Border Security
 - 1. Counternarcotics, Counterterrorism, trafficking in drugs, arms, and persons
 - Radar and Aerial Surveillance
 - PGR

Program Name: Refurbish and complete equipping of 2 Citation surveillance aircraft for the Attorney General's office (PGR).

Funding Requirements (2008 Supplemental): \$2,800,000

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 platforms for another 10-15 years.

Equipment:

The aircraft are Cessna Citation II 550s and were acquired by the PGR in the early '90s. They are the same model of aircraft used by then-US Customs and now 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).

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

incorporates USG-provided Huey UH-1s. These aircraft will be mission-critical to Mexico's interception of aerial traffickers, greatly assisting in overcoming existing gaps in the coverage.

Budget Line Item: Group I

A. Counter-Narcotics, Counterterrorism, and Border Security
1. Counterterrorism, trafficking in drugs, arms, and persons
Land and Maritime interdiction
Mexican Army/Air Force SEDENA

Program Name: Eight Transport Helicopters (Bell 412 EP), Training, Maintenance, Parts, and Night Vision Equipment.

Funding Requirements (2008 Supplemental): \$104,000,000

Program Description:

This program will provide the Mexican Air Force (SEDENA) with eight BH 412 EP medium-lift utility helicopters to support a variety of counternarcotics and counterterrorism missions. Most importantly, these helicopters will give the Mexican Air Force a complete squadron 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.

Maintenance and Training:

The package includes logistics (primarily logistics support and limited technical support) for two years for the eight helicopters in the package and the four helicopters already in service. Maintenance will be conducted by SEDENA personnel who already have experience with this type or similar helicopters (Bell 212 helicopters). The aircraft will be flown by Mexican Air Force pilots who will need transition training (but not initial training), which is included in the package. SEDENA will purchase fuel for the aircraft.

Impact of the program:

Elements of the larger assistance package focuses on improving intelligence collection and improving the capacity of law enforcement officials. Yet, without improving the ability to quickly deploy rapid reaction forces, successful interdiction of drugs and traffickers is unlikely. The primary mission of these helicopters is to address that end-game short-coming.

Budget Line Item: Group I**A. Counternarcotics, Counterterrorism and Border Security****Land and Maritime Interdiction****Mexican Army/ Air Force SEDENA**

Program Name: Ion Scanners

Funding Requirements: \$1,500,000

Program Description:

Mexico's interdiction scheme involves overlapping authorities, with responsibilities shared by customs (SHCP), the federal police (SSP) and the army (SEDENA). The GOM has requested non-intrusive inspection equipment (NIIE) for each. SEDENA has noted the success other governments have had using ion scanners (aka molecular detectors), and seeks NIIE to detect marihuana, cocaine, methamphetamine, psychotropic substances, and illicit precursors, as well as firearms, ammunition, and explosives. These technologies are readily available, and Department of Homeland Security office of Customs and Border Protection (DHS/CBP) can train on their proper tactical use. Additionally, DHS/CBP will work with SHCP to develop a single maintenance facility for all NIIE; SEDENA has already indicated the desirability of such a central facility and wants to count itself among its future clients.

Impact of the Program: The GOM's interdiction scheme of overlapping coverage seeks to use as many agents as possible, across as broad an area as possible, to deny traffickers easy access through Mexico. SEDENA's operational approach to this interception model would be modified when complemented by actionable intelligence. Its logistical capabilities are far superior to those of either SHCP and SSP, allowing it to operate in the most remote areas, denying traffickers routes that other entities can not. SEDENA's role in interdiction fills a gap that no other agency can match, helping to limit the flow of illicit of goods and contraband

to our shared border. While not sufficient to stop the flow single-handedly, SEDENA's use of such NIIE as the ion scanners is necessary for Mexico to mount a robust interdiction system.

Budget Line Item: Group I

- A. Counter-Narcotics, Counterterrorism, and Border Security
 - 1. Counterterrorism, trafficking in drugs, arms, and persons
 - Land and Maritime interdiction
 - Mexican Navy SEMAR

Program Name: Two Surveillance Platforms (CASA 235) and Maintenance

Funding Requirements (2008 Supplemental): \$100,000,000

Program Description:

Transnational criminal organizations use the waters off Mexico to move narcotics, weapons, people and other contraband into Mexico; a large portion of which finds its way into the United States. The USG estimates that about 90 percent of the cocaine flowing into the United States moves through the "Central American/Mexican Corridor," highlighting the vulnerability of these waters to abuse by criminal organizations and potential terrorists. The vulnerability of this area threatens not only the security of Mexico, but also that of the United States.

Mexico's current fleet of maritime patrol aircraft includes planes that have reached the end of their operational life, while the remaining aircraft do not meet Mexico's maritime surveillance requirements. In order to deny the use of the eastern Pacific and western Caribbean to transnational criminal organizations and terrorists, the Government of Mexico (GOM) has requested that the USG provide it with two CASA 235 maritime patrol aircraft to complement the existing seven CASA 212 aircraft currently operated by the Mexican Navy (SEMAR); the Government of Mexico is planning on purchasing additional aircraft, as well. Mexico's short-term objective is to build a fleet of six CASA 235s and seven CASA 212s to enable it to conduct maritime surveillance over the eastern Pacific and the western Caribbean.

Equipment:

The supplemental request includes funding for two CASA 235 maritime patrol aircraft. The CASA 235s will be equipped similar to the CASA 235s that

are presently entering service with the United States Coast Guard (USCG), so that SEMAR can use the same doctrine as the USCG. Using the same configuration will also allow for ready interoperability with the USCG and other U.S. systems. Key characteristics of the aircraft include a capability to conduct long-range patrols (e.g., 200 nautical miles out and back, with up to nine hours on station, or patrols of up to 1,600 miles) utilizing a wide variety of day and night sensors and radar.

Maintenance and Training:

The package includes logistics (primarily logistics support 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 Mexican pilots who will need transition training (but not initial training), which is included in the package. SEMAR will provide fuel.

Impact of the program:

The addition of CASA 235 maritime patrol aircraft will fill the vacuum left by the retirement of three E2-C aircraft and further enhance the ability of SEMAR to conduct long-range maritime patrols. This will improve Mexico's maritime domain awareness and, together with other Mexican enhancements to their interdiction capabilities, should result in increased seizures, ultimately denying the use of Mexico's littoral waters to transnational criminals and terrorists.

Budget Line Item: Group 1

- A. Counternarcotics, Counterterrorism and Border Security
 - 2. Port, airport, and border security

Program Name: National Migration Institute (INAMI)

Funding Requirements:

Total \$ needed: \$31,287,000

Program Description:

Currently there are 165 operational ports of entry (POEs) in Mexico (58 airports, 51 seaports and 56 land crossings). The INAMI request will provide for the upgrade and expansion of its existing Integrated System for Immigration Operations (SIOM), which is presently used only to track arriving passengers to Mexico, not those departing the country. The SIOM system currently captures only 80% of those who require registration upon arrival. The package requested by

INAMI will allow them to build a robust Information Technology (IT) network to support many aspects of Mexican immigration verification and control operations across POEs operating within radically varying conditions.

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 arriving into Mexico, as well as those exiting, 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 requirements 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. Other equipment requests include passport and fingerprint readers, and communications, medical supplies, and search and rescue equipment to assist Mexican immigration authorities in rescue operations along Mexico's southern border.

Budget Line Item: Group I

A. Counternarcotics, Counterterrorism and Border Security;

1. Port, airport and border security

Program Name: Mexican Communication and Transportation
Secretariat: SCT

Funding Requirements:

\$25,310,000 for a secure communications satellite system

Program Description:

The GOM requested USG assistance for a second satellite system to support secure communications for national security agencies that will act as the back-up to the GOM's existing system. (The prior back-up capability collapsed with loss of the satellite upon which it depended in 2000). The project involves replicating the former system, but with state-of-the-art enhancements (such as encryption capabilities), while simultaneously beginning the process of designing a replacement system in preparation for the eventual obsolescence of the existing satellite platform. The new system will allow for a major overhaul of SCT's infrastructure for system administration in an environment where satellite

communication capabilities are constantly evolving with better storage and transmission/compression algorithms. The project components are the following:

- Service continuity assurance - acquisition of the infrastructure for the Movsat control center that will allow for the automatic transfer of clients to a back-up satellite;
- Modernizing/expanding network - acquisition of terminal equipment for satellite communications for voice and data;
- Secure communications – acquisition of encryption capabilities;
- Definition of new generation satellite network – identifying requirements for next generation of secure satellite communications;
- Satellite signal transmission service – rental of communications links to support new equipment for two years when the GOM will fold these costs into their budget; and,
- Maintenance/training.

SCT also requested desktop explosives or narcotics trace detectors which use a simple wipe to swab items to assess the content of checked or carry-on luggage, portable electronic devices, and packages. This technology would be used by the Mexican Postal Services at airports for inspection of air cargo.

Impact of the program:

Mexico has been without a back-up secure satellite communications link since 2000, making the first phase of this effort long overdue and mission critical. The second phase involves defining the requirements for the next generation of secure communications links, and moving into its design. The satellite system will enable 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. The ion scanners will give the Postal Service the means to test rapidly and definitively for traces of drugs in post moving as air cargo, helping restrict the movement of illicit goods across the US border.

Budget Line Item: Group I

- A. Counter-Narcotics and Border Security
 - 1. Counternarcotics and trafficking
 - Port, airport, and border security
 - PGR (Mexican Attorney General's Office) OASISS

Program Name: PGR OASISS

Funding Requirements:
\$2,000,000 for a secure data sharing network

Program Description:

The Operation against Smugglers (and Traffickers) Initiative on Safety and Security (OASISS) is a well-established program launched in 2005 that facilitated the sharing between prosecutors from both sides of the US-Mexico border of physical records associated with networks of 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 to a digital system that provided a secure information exchange process along most of the border that runs from Tijuana to Ciudad Juarez. The next phase that the GOM is requesting will provide the infrastructure needed to extend OASISS coverage to fill the gaps in the existing coverage area, as well as extend coverage to the eastern portion of the shared border, thus providing 100% coverage from Tijuana to Matamoros.

There are numerous daily exchanges across the secure network that aid Mexican prosecutors. One recent success led to the June 2007 arrest of Antonio Gonzalez Gallardo for trafficking in persons; at the time of his arrest he was attempting to traffic a new group into the United States illegally. In 2006 as many as 500 traffickers were detained using information shared between US DHS/CBP and GOM PGR officials via OASISS; data for 2007 is not yet available.

Impact of the program: The proposed project will provide for the secure exchange of critical prosecutorial information across the entire US/Mexico border, which will result in improved coordination of enforcement operations across the two governments. This will allow both governments to target cross-border criminal activity more effectively, thereby saving lives and yielding a safer and more secure border.

Budget Line Item: Group I

A. Counternarcotics, Counterterrorism, and Border Security

2. Port, airport and border security
Mexican Customs Service

Program Name: Non Intrusive Inspection Equipment, dogs - for Customs' interdiction efforts at point of entry.

Funding Requirements: \$31.447 million

Program Description: Supplementing the Government of Mexico (GOM) Customs Service with additional non-intrusive inspection equipment (NIE) to detect and intercept flows of illicit goods and persons. MEX Customs is implementing a layered approach towards enforcement, by expanding and enhancing current NIE capabilities beyond the ports of entry to the entire country, in coordination with similar interdiction efforts conducted by the Army (SEDENA) and Federal Police (SSP) at interior checkpoints. Customs uses a wide range of NIE that balances enhanced inspections against facilitation of the legitimate movement of people and goods.

Equipment

The GOM has requested a mix of various NIE for Customs, including x-ray technologies (some to inspect light vehicles; others to inspect carry-on baggage at airports, bus terminals and land ports of entry); Integrated Surveillance Intelligence Systems (ISIS - to compile inspection data at central locations); gamma ray units for inspecting palletized air cargo; and, ion scanners. The GOM requests also include enhanced training for dog/handler teams and kennels, as well as technical assistance to support the establishment of a national dog/handler training academy to be used by all civilian law enforcement agencies. Customs' requests were based on its own ample prior experience with NIE, part of which was financed by USG resources. (The final purchase decisions will be made in close consultation with DHS/CBP.)

Maintenance and Training

The proposed package would include standard maintenance packages, dependent on the type of equipment purchased. This package also contains funding to establish a national service maintenance center for all GOM NIE (estimated \$6.5M) that will provide servicing for all units Customs owns, as well as those owned and operated by other GOM agencies, after the manufacturer service period expires.

Impact of the program:

The GOM's prior NIE focus was on coverage at the land borders and ports of entry; it is now interested in significantly expanding NIE operations to the country's interior, in the pursuit of arms trafficking. The USG's provision of equipment and tactical training will complement the GOM's own substantial efforts. Additional NIE would also increase the GOM's geographic coverage, greatly enhancing its interdiction capabilities.

Budget Line Item: Group I

A. Counternarcotics, Counterterrorism and Border Security;
3. Operational Technology

Program Name: Mexican Intelligence Service (CISEN)

Funding Requirements:

Total \$ needed: \$7,933,000

The funding will update and expand the interconnectivity of GOM intelligence service databases; provide hardware, operating systems, training for updating CISEN's secure communications network; equip tactical interview rooms, as well as provide computer forensic and data analysis equipment; provide software data management and data analysis associated with financial intelligence functions and law enforcement.

Program Description:

The Mexican Intelligence service (CISEN) seeks to bolster its capabilities to counter terrorism threats. CISEN seeks a major revamping of its database infrastructure in order to better integrate information captured from entry points manned by the Mexican Immigration service (INAMI), to retain relevant historic information developed by other Mexican law enforcement agencies (LEAs), and to allow for rapid data retrieval, and analyses, including link analysis capabilities. In order to develop these capabilities, CISEN will require new computer systems and an architecture integrated into CISEN's existing data and telecommunications systems, and a capability for secure data sharing. The proposal includes computer hardware, operating systems, training for updating secure communications, and computer site preparation costs. In order to establish a telecommunications system at 18 specific ports of entry, the network will include encrypted voice over internet protocol (including the acquisition of call managers, routers and switches) and

provide a wireless capability for transmission of data (voice, images, streamed video, etc.) from portable units. The system will integrate with CISEN's portal to *Plataforma Mexico*, the GOM'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. CISEN also requested state-of-the-art equipment for forensic computer analysis, for use in counternarcotics and counterterrorism operations. This equipment will allow CISEN technical experts to interpret digital evidence from computers seized in law enforcement operations, and will be interoperable with similar equipment used by other Mexican government agencies to assist in technical investigations. The program will also assist CISEN in equipping interview rooms at 18 airports to allow monitoring of interviews in real-time from headquarters via secure voice and data systems. This component will include the installation of biometric readers, scanner and fingerprint readers.

Budget Line Item: Group II

A. Public Security and Law Enforcement

1. Crime Prevention and Police Modernization
 - Federal Police Force (SSP)

Program Name: Non-Intrusive Inspection Equipment, Dog/Handler Training.

Funding Requirements:

- \$29,200,000 for Non Intrusive Inspection Equipment;
- \$750,000 for Canine Training

Program Description: Providing the Government of Mexico (GOM) Secretariat of Public Security (SSP) with additional non-intrusive inspection equipment (NIIE), including dog/handler teams, will enhance the capability of the Federal Police to detect and intercept flows of illicit goods and persons. The GOM is implementing a layered approach towards inspection and interdiction, expanding NIIE coverage throughout Mexico. The SSP has had long experience using NIIE provided by the USG at interior checkpoints, in collaboration with the Army (SEDENA). 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. SSP's interdiction resources will be deployed to complement those of Customs.

Equipment The GOM has requested Mobile Gamma Ray Non Intrusive Inspection Units, x-ray vans for light vehicles, and additional canine training (\$750,000 should cover training for approximately 45 new canines.) (The final purchase decisions will be made in close consultation with DHS/CBP.)

Maintenance and Training

The proposed package would include a standard maintenance package for the non-intrusive inspection equipment. Once OEM maintenance ends, these units will be integrated into the national service maintenance plan for all GOM NIIE to be created for Customs Service in another portion of this package.

Budget Line Item: Group II

A. Public Security and Law Enforcement

1. Crime prevention
 - Police modernization

Program Name: PGR Security Improvements for Staff Investigating Criminal Organizations

Funding Requirements: \$6,000,000

Program Description:

The drug cartels seek to influence the Government of Mexico (GOM) through a variety of means, including corruption and intimidation. Thousands of Mexican police officers have lost their lives in recent years in fighting the cartels. The threats extend to the President and his Cabinet, who have security appropriate to ensure their safety. Investigators and prosecutors, however, lack protection and are more vulnerable, as evidenced by recent assassinations. The Government of Mexico (GOM) requested assistance to protect at-risk personnel.

Specifically, Mexico has asked the USG to provide armored vehicles, bullet proof vests, radios and other forms of security equipment normally used to protect law enforcement officers, as well as the training needed to use this equipment effectively. The project would provide armored vehicles for up to 30 at-risk prosecutors, and 13 at-risk police investigators, approximately 200 protective vests/helmet sets, communication equipment for at-risk prosecutors and investigators, other safety-related equipment, and training in using the equipment and employing other defensive security measures.

Impact of the Program: Prosecutors and investigators will be better able to actively pursue criminal cartels and build cases for conviction if they are better shielded from threats on their lives.

Budget Line Item: Group II

A. Public Security and Law Enforcement

1. Crime Prevention Police Modernization

Financial Intelligence Unit (FIU): FIU Computer and Data Management

Program Name: FIU Computer and Data Management

Funding Requirements:

\$5,000,000 for data management and analysis software/hardware

Program Description:

The GOM requested USG assistance for software/hardware packages that would help it respond more effectively to the evolving nature of money laundering. A key part of the effort, which will be closely coordinated and developed in concert with Treasury's Financial Crimes Enforcement Network (FinCEN), will be to assess the FIU's current capabilities to process, analyze and correlate money flowing through the financial system in order to look for anomalies which could be further investigated.

The FIU would use this technology to modernize its analytical capabilities to detect and combat money laundering and terrorism financing. Recently elevated to a national security agency in Mexico, the FIU is expanding its role to provide increased support to Mexican and U.S. law enforcement agencies, which includes its ability to produce advanced financial intelligence products.

As Mexico expands its anti-money laundering and counter terrorism financing regime to extend compliance requirements to new reporting entities and mandate new reporting requirements such as international transfers, it is expected that the volume of received reports will grow significantly. Mexico wants to be positioned to monitor and analyze this information, which will require better data bases and capabilities to share information with other financial regulatory and law enforcement agencies.

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, and thereby directly benefit USG law enforcement agencies working in concert with the FIU to counter money laundering undertaken by transnational criminal and terrorist organizations.

Specifically, this will provide the FIU with a greatly enhanced data management and analysis system to include link analysis, query functionality, data analysis, production of reports, and graphic displays. Funding will cover all of the necessary hardware requirements related to implementing the new system as well as equipment to support additional staff. It will also provide a link between the FIU to "*Plataforma Mexico*," the GOM's nationwide secure system for inter-connectivity among law enforcement agencies, as well as with international law enforcement organizations.

Budget Line Item: Group II
A. Public Security and Law Enforcement
2. Drug Demand Reduction

Program Name: National Network for Technological Transfers in Addiction

Funding Requirements:
Total \$ needed: \$15,157,000 million

Program Description: National Network for Technological Transfers in Addictions (RENADIC)

The National Council against Addictions (CONADIC) is the entity within the federal Secretariat of Health responsible for promoting drug awareness, demand reduction and rehabilitation. The GOM has requested that the USG support CONADIC's creation of a wide-area network (WAN) that virtually extends its services using web-based interconnectivity to all CONADIC sub-offices country-wide, as well as to the many state government and non-governmental organizations that pursue goals similar to those of CONADIC. This National Network for Technological Transfers in Addictions (RENADIC) will also allow CONADIC to

direct a nationwide campaign against methamphetamine addiction, an additional benefit that complements USG objectives.

Specifically, the funding will support the GOM's own 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. The project will also provide the capability to support videoconferences and multicasts. Additionally, it will link connected PC kits across the WAN that will allow professionals to receive and participate in these streams in real-time, even when scattered throughout the country. The project will also provide an appropriate package of original equipment manufacturer (OEM) warranties, as well as the basic maintenance and training required to make this package effective and sustainable.

Impact of the Program: Widespread public support for anti-drug activities remains the bedrock of successful campaigns. The role of demand reduction/rehabilitation is two fold: first, to attend to the domestic victims of the flood of the drugs crossing Mexico to reach the United States; second, to raise public awareness of the threats that drugs present to the society. The proposed geometric expansion of interconnectivity will help the federal government coordinate the message being presented across all of Mexico, as well as allow it to receive updates directly from its regions on how the drug threat is evolving.

Budget Line Item: Group III

A. Institution Building and Rule of Law

1. Improving the criminal justice system

Program Name: Courts-management and prosecutorial capacity building

Funding Requirements:

Total \$ needed: \$15 million

Program Description: Security objectives are achievable only if criminal investigations and arrests translate into effectively prosecuted cases that move efficiently through the court system, with closure and due process protections. Technical assistance will address criminal court management techniques and strengthen prosecutor office management and prosecutorial capacity. These areas

of assistance will encompass anti-corruption, accountability and appropriate transparency and security sector principles.

Courts Management: Since November 2002, the USG has supported Mexico's efforts to modernize its criminal justice system. Pending Criminal Procedure reform legislation in the Mexican Congress would seek to improve efficiency and accountability -- both of particular importance for high profile, high impact litigation in sensitive organized crime or corruption cases.

The current court management system is inefficient and ripe for corruption. Funding would support the development of a Clerk of Court system in high crime jurisdictions (Secretaria Comun or Centro Administrativa de Gestion) which would standardize and centralize case administration and limit opportunities for corrupt interaction on the whereabouts and progress of specific cases between court personnel and the public.

The Clerk of Court system would generate reliable, verifiable statistics on the judicial case load, the prosecutorial and public defense case load, pre-trial detention rates and practices, and judicial efficiency.

Prosecutor Capacity Building: Expert technical assistance from US prosecutors would be provided to strengthen prosecutor office management and build capacity. This assistance would focus on identifying management reforms necessary to handle the large volume of narcotics trafficking, organized crime and violent crimes, including gang related violence. Technical assistance would focus on improving the structure, organization and management of prosecutor offices;; developing effective case and information management systems; establishing internal integrity policies and procedures for prosecutorial offices; and preparing policy and procedure manuals for prosecutors. Assistance would also focus on systems to recruit, train, supervise and retain good quality personnel with reasonable job security and a career track, as well as build relationships between Mexican and US prosecutors.

Impact of the Program: This program would enhance the ability of criminal courts to secure convictions and protect individual rights with appropriate accountability. An more accountable efficient judicial system would enhance collaborative efforts between the United States and Mexico on communal transnational crime interests.

Budget Line Item: Group III
A. Institution Building and Rule of Law
Improving the criminal justice system
Systematic improvements in justice sector institutions
Prison management

Program Name: Improving the criminal justice system - Prison Management

Funding Requirements: \$3,000,000

Program Descriptions: The Mexican federal prison system is plagued by overcrowding, limited alternatives to incarceration, and is facing challenges created by prisoners involved in narco-trafficking and organized crime. This initiative will assist Mexico to build a professional prison system capable of effectively managing violent offenders.

Technical Assistance in Prison Management

Mexican prison officials need equipment and expert training to assert control over the prisons, especially those housing violent gang and organized crime leaders. This program mirrors the program already initiated in El Salvador and due to begin in Guatemala and Honduras. Priority will be given to the most violent and crime-connected prisons, with a focus on one pilot site to be developed as a test case for future duplication by the host nation.

The final nature of the program will depend on initial assessments of the prisons systems performed by an experienced team of correction officials from the U.S. Bureau of Prisons (US BOP). The US BOP officials will work with their Mexican counterparts in implementing a gang management and prisoner control program that effectively incapacitates gang and organized crime leaders and significantly reduces their influence both inside the prisons and in the community.

In-country training by U.S. government prison officials will reach all levels of management, including top level prison officials, correction officers and prison workers. Hands-on operational training will be given at appropriate locations, with a focus on a train-the-trainer program. Training will include regional visits by

Mexican and U.S. officials to neighboring countries as well as to U.S. federal and state prisons.

Impact of the Program: This program will enhance the professionalism and effectiveness of Mexican prison officials, provide greater control over violent prisoners housed in Mexican prisons and build relationships between Mexican federal prison officials and US BOP prison officials. It will also improve conditions for the Mexican prison population.

Budget Line Item: Group III

A. Institution Building and Rule of Law

1. Improving the criminal justice system

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

Funding Requirements: Total Needed: \$2,000,000

Program Description: The USG supports the intent by the GOM to establish or up-grade the capabilities of specific Special Investigative Units (SIUs - vetted units including prosecutors and police) that address targets of particular interest: Gangs; Organized Crime; and, Money Laundering); these units will be added to those SIUs already functioning. The USG is already assisting the Secretariat of Public Security's (SSP) efforts to bring in new recruits to populate the existing units. Funds will be used to ensure that these new SIUs receive the proper professional training, technical assistance and equipment. Purchases may include such items as communications systems, computers, vehicles and specialized investigative devices (e.g., cameras and tracking equipment). The Anti-Gang initiative is especially important, due to the transnational activities of major gangs, which once mainly operated in major U.S. cities and Central America, but are now extending their influence up into southern Mexico and down into northern Mexico. Funds will also be used to expand support for existing SIUs which work with DEA and ICE on 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.

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. U.S. law enforcement will be able to improve the quality of domestic investigations by benefiting from enhanced information exchange with Mexican counterparts.

Budget Line Item: Group III

A. Institution Building and Rule of Law

1. Improving the criminal justice system

Program Name: Asset Forfeiture

Funding Requirements:

Total \$ needed: \$1,000,000

Program Description: The USG would work with GOM to reform asset forfeiture legislation, provide training and assistance to enhance the capacity of the GOM to forfeit the assets of criminal organizations, and develop a comprehensive plan for asset management and disposition.

Specifically, USG law enforcement agencies would:

- 1.) Help the GOM develop appropriate legislation on both conviction-based and non-conviction based forfeiture, including substantive legislation on forfeiting assets that have been used to commit crimes or which are the proceeds of crime, and creating an asset management program and an asset forfeiture fund.
- 2.) Develop an appropriate plan to manage the asset forfeiture fund and the use of the fund proceeds. The plan and subsequent training would 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 in the administration of the system.
- 3.) Provide training on financial investigations and implementation of asset forfeiture laws; and
- 4.) Provide computers and other equipment for investigations and implementation.

Impact of the Program:

The provision of training and technical assistance will enhance PGR's capabilities in the strategic use of asset forfeiture to recover property involved in criminal offenses. The program will build upon 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. The program will help GOM develop a comprehensive plan to systematically remove working capital from criminals, destroy the perception that crime pays, and help fund law enforcement in a resource-challenged country. The proposed program will strengthen GOM's legal regime and enhance the PGR's and other relevant stakeholders' ability to implement its asset forfeiture laws effectively with both integrity and respect for due process of law.

Budget Line Item: Group III

- A. Institution Building and Rule of Law
 - 1. Improving the criminal justice system

Program Name: Police Professionalization and Training Program

Funding Requirements:

Total Needed: \$4,500,000

Program Description: The USG already provides specialized training and technical assistance to the Office of the Attorney General (PGR), to various State Attorneys' General Offices (in partnership with the PGR) and to the Secretariat of Public Administration (the GOM's federal anti-corruption agency). It also provides basic and specialized training to the newly consolidated federal police force, which answers to the Public Security (SSP).

This project will greatly expand training both for newly-created units and for greatly-expanded existing units. It will include the provision of a 300-hour block of traditional investigative training for new recruits attending the SSP Police Academy, supporting SSP's desire to train an additional 8,000 investigators over the next two years. It will also be used to train middle managers on how best to absorb the skills being brought to the job by the recruits. Training collaborations with U.S. law enforcement agencies will be extended to their counterparts at all

levels of government. The funding will be adequate to answer the rapidly expanded need for this type of support, given the highly accelerated, broad and ambitious training program that the SSP is undertaking.

Impact of the Program: The USG has a long track record of prior support to the GOM's professionalization and training programs. These combined efforts have already enhanced the capabilities of Mexican law enforcement institutions during recent years, resulting in increased arrests, convictions and seizures by Mexican federal police. Significant additional investment will increase these outcomes commensurately in the future, while also providing the GOM a boost so that it can rapidly expand its number of skilled personnel to meet its greatly expanded needs.

Budget Line Item: Group III
A. Institution Building and Rule of Law
1. Improving the criminal justice system

Program Name: Evidence handling and chain of custody

Funding Requirements:
Total \$ needed: \$2 million

Program Description: Training for the Justice Sector (prosecutors, public defenders, judges, investigators and police) 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
3. Maintaining records to prove the chain of custody; and
4. Court testimony regarding chain of custody procedures.

The USG would provide expert technical assistance in developing the custodial policies and procedures that will set the minimum standards that will be practiced at the federal level and maintained at the state level. The USG will send expert prosecutors, police and court personnel to develop and enhance best practices for crime scene management, evidence seizure and evidence collection and storage. In addition, this assistance will focus on the ability of US law enforcement to use in US court evidence collected by Mexican counterparts, thereby strengthening US cases with Mexican connections. The training would include study exchanges and

tutoring programs between Mexican law enforcement and court officials and US counterparts.

Impact of the program: Improved crime scene management, evidence collection and preservation and courtroom testimony will enhance Mexican and US cases, leading to a higher conviction rate for violent offenders and criminal engaged in organized crime and will decrease Mexican reliance on coerced confessions and thereby decrease human rights abuses.

Budget Line Item: Group III

A. Institution Building and Rule of Law

1. Improving the criminal justice system

Program Name: Victim and Witness Protection and Restitution

Funding Requirements:

Total \$ needed: \$2.438 million

Program Description: The USG would provide technical assistance to the GOM to help Mexican Prosecutors' offices develop an effective witness/victim protection program.

At the state and federal level the USG will provide technical assistance from experts with practical experience in establishing and managing witness protection and victim assistance units. A team of experts including officials from DOJ and the US Marshal's Service will assess the current status of victim assistance and witness security programs in Mexico and make recommendations to enhance the effectiveness of these programs. The US experts will then work closely with Mexican counterparts to implement changes, as needed, to Mexican programs.

With respect to victims, US experts will focus particular attention on ensuring that Mexican programs effectively provide information, referrals, counseling, logistical support and security to victims to enhance the victim's participation in the criminal justice system and to provide compensation to the victim.

With respect to witnesses, US experts will focus particular attention on security, logistical support, crisis intervention, and relocation, as needed. US experts will also assess and make recommendations on secure prison facilities to house and

protect incarcerated witnesses. US experts will ensure that the proper procedures are established to review applications of witnesses seeking protection.

Further, USG experts will recommend and train on procedures to protect and secure information relating to the identity of victims and witnesses. Victim and Witness Assistance Units' physical office space will be examined to ensure safety of employees, victims and witnesses. USG experts will recommend the establishment of a Crime Victims Fund to pay for victim compensation, staff salaries and training.

Impact of the program: Ensuring the safety of victims and witnesses; and providing services and compensation to victims will increase participation in the criminal justice system and enhance criminal cases. Their criminal cases will increase as victims and witnesses begin to trust the system, resulting in higher conviction rates and safer neighborhoods.

Budget Line Item: Group III

Budget Line Item:

- A. Institution Building and Rule of Law
 - 1. Improving the criminal justice system

Program Name: Extradition Training

Funding Requirements:

Total \$ needed: \$2,000,000

Program Description: While the numbers of extraditions from Mexico to the United States have increased significantly in recent years, the numbers of fugitives extradited from the United States to Mexico have remained somewhat stagnant. Impediments to improved southbound extraditions include deficiencies in Mexican extradition requests due to differences in the legal systems of the United States and Mexico and Mexican authorities' lack of familiarity with United States law. This training program would include a series of seminars and workshops at various locations around Mexico for Mexican federal and state prosecutors, investigators, and other government officials involved in seeking the extradition from the United States of fugitives wanted for prosecution in Mexico. The subject matter would include strategies and mechanics for successful extraditions, taking into account the requirements of the bilateral extradition treaty and United States law. For

example, the training would focus on the types and quality of documentation and other evidence needed to establish, before a U.S. extradition judge, "probable cause" for particular offenses, such as complex fraud, corruption and organized crime. By training Mexican federal and state officials together, the program also would encourage better communication between officials at both levels, each of whom have a role in the extradition process.

The program also would include opportunities for Mexican officials to visit 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 would be facilitated.

Impact of the Program: This will support the expected increase in the number of extraditions from Mexico to the United States. By returning more Mexican fugitives to Mexico, we take them off the streets in the U.S, where they pose an ongoing threat to our communities.

Budget Line Item: Group III

A. Institution Building and Rule of Law

I. Improving the criminal justice system

Program Name: PGR Constanza Information Technology

Funding Requirements:

Total \$ needed: \$28.8 million

Program Description: The Office of the Attorney General (PGR) is completely re-engineering its operations and the overall management of the institution's responsibilities, including the prosecutorial process and case management; this effort to make the PGR more transparent, 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 nationwide. 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.)

Impact of the Program: This re-engineering of the PGR will help eliminate the impunity, delays, and injustices of the current system. It will provide for greater transparency, 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 GOM, promote rule of law, and enable it to participate more fully in law enforcement.

Budget Line Item: Group III

A. Institution Building and Rule of Law

1. Improving the criminal justice system

Program Name: Attorney General (PGR), forensics laboratories

Funding Requirements:

Total \$ needed: \$5,000,000

Program Description:

The PGR operates the sole all-inclusive federal forensics laboratory system. Its research and findings will become even more critical to the successful prosecution of criminal cases once a new organic law reorients prosecutors toward winning prosecutions and less toward directing investigations. The forensics lab also trains police and prosecutors at the federal and state levels in such areas as ballistics, profiling, preservation of evidence, chemical/blood analysis and computer forensics. The funding will be used to provide state-of-the-art equipment and USG law enforcement forensics training to meet international standards in crime scene, ballistics, chemical, serology, genetics, and voice analyses. The program will build upon limited support provided by the USG over the last decade.

Impact of the program:

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

Budget Line Item: Group III

A. Institution Building and Rule of Law

- I. Improving the criminal justice system
 - Data Collection and Analysis

Program Name: Attorney General (PGR), Case Tracking and Penal Process; PGR/CENAPI, databases; Maintenance for OASSIS, CENAPI and Link Analysis

Funding Requirements:

Total \$ needed: \$19,878,000

Program Description:

- **Case Tracking and Penal Process (\$13,128,000)**

The PGR is re-engineering its prosecutorial processes as part of its CONSTANZA project. It intends to digitalize all aspects of these processes (including case management, file security, etc.) to make the PGR more effective, efficient and transparent. Prior USG funding allowed the PGR to complete 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 build upon this pilot, including the extension of the project to the 134 PGR entities that exist below the state capital level.

- **CENAPI (\$5,000,000)**

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, and it has requested USG assistance in designing and installing a new, state-of-the-art server system to manage its critical databases. CENAPI also requested the provision of 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 OASSIS, CENAPI and Link Analysis (\$1,750,000)**

The PGR has requested funding for two years of maintenance/licensing for a variety of hardware and software requested within this package.

Impact of the programs:

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 trafficking, 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 USG agencies that seek authenticated intelligence data on criminal activity in Mexico and a more sophisticated analyses of crime trends. Adequate maintenance is essential to keep these increasingly sophisticated information systems up and running. The positive impact of this will directly benefit USG law enforcement agencies in their efforts to protect the United States against transnational criminal organizations.

Budget Line Item: Group III

A. Institution Building and Rule of Law

2. Anti-Corruption, Transparency and Human Rights

Program Name: Stand Up Robust SSP Polygraph Capability

Funding Requirements:

Total \$ needed: \$ 2 million

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 were suspected of corruption, SSP wishes to have the means to vet its entire force, through the use of polygraph exams and stringent background checks. SSP has requested USG help in expanding their polygraph program to:

- 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.

USG will provide expert training and equipment, using US federal law enforcement advisors to ensure integrity within the SSP.

Impact of the Program: The SSP polygraph program will have a positive impact on the pre-employment screening process, investigations will be enhanced utilizing the polygraph as an investigative tool, and corruption within the ranks of the SSP will be diminished through periodic testing of employees.

Budget Line Item: Group III

A. Institution Building and Rule of Law

2. Anti-Corruption, Transparency and Human Rights

Program Name: Expand “Culture of Lawfulness.”

Funding Requirements:

Total \$ needed: \$500,000

Program Description: Experience has demonstrated that the rule of law and democracy usually cannot be brought about exclusively by strengthening and reforming law enforcement. In order 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 a key role in influencing societal attitudes towards the rule of law: schools; police; mass media; and, centers of moral authority. To date, the USG-funded COL Project of the National Strategy Information Center (NSIC) has partnered principally with Mexican governmental and non-governmental entities in two of these sectors – schools and police. In this proposed expansion of COL

initiatives, the NSIC will engage NGOs to develop centers of moral authority and work with the mass media on public information campaigns. It will also expand its interaction to work with new states that have demonstrated the political will to pursue meaningful legal and institutional changes that support rule of law. The NSIC will also begin to engage with other federal entities or expand existing support to promote the ethical basis required to establish full respect for the rule of law in Mexico.

Impact of the Program: The expansion of the Culture of Lawfulness Project will help governmental and non-governmental leaders to develop, evaluate, and institutionalize sustainable rule of law education programs. The ultimate goal to a society that embraces rule of law will encourage greater public support for Mexico's legal institutions and greater participation with these institutions, generating widespread cooperation and popular satisfaction.

Budget Line Item: Group III

A. Institution Building and Rule of Law

I. Improving the criminal justice system

Program Name: Attorney General (PGR) Citizen Complaint Centers

Funding Requirements:

Total \$ needed: \$2.5 million

Program Description: This assistance would help the PGR to establish Citizen Complaint offices. The Centers would provide a place where citizens can come and report corruption or crime. The goal is to design and implement a watchdog function against abuse by authorities and promote citizen involvement.

Impact of the program: This initiative seeks to tap citizen involvement to make the public a partner in increasing the transparency and accountability of the security sector.

Budget Line Item: Group III

A. Institution Building and Rule of Law

2. Anti-Corruption, Transparency and Human Rights

Program Name: Reengineering of human and financial management systems for the Attorney General's office (PGR)

Funding Requirements:
Total \$ needed: \$2.471 million

Program Description: The USG would provide technical assistance to the PGR on key management issues, including policy and planning, budget preparation and procurement, and human resources management. The assistance would help the PGR ensure it can detect performance issues and training needs, design programs to address problems, assess the impact of those interventions, make mid-course corrections to fix issues identified, and continue to improve organizational systems.

Impact of the program: Through the program, the PGR would have strengthened planning, budgetary and fiscal transparency, resulting in improving procurement efficiency and lowered costs. The PGR would also be able to keep track of employees' qualifications, provide incentives for positive performance, take remedial action where necessary for sub-par performers, and take disciplinary measures where needed.

Budget Line Item: Group III

- A. Institution Building and Rule of Law
 2. Anti-corruption, transparency, and human rights

Program Name: Strengthen Attorney General's Office (PGR) Office of Inspector General (OIG) & SSP Secretariat for Public Security Office of Professional Responsibility (OPR)

Funding Requirements: Total Needed: \$2,000,000

Program Description: The GOM has requested that the USG assist the newly formed Attorney General's Office (PGR) Office of the Inspector General (PGR/OIG) by providing the technical assistance, training and equipment needed to strengthen the PGR's internal controls; similar support has been requested for the Office of Professional Responsibility (OPR) within the Secretariat for Public Security (SSP). The PGR/OIG has formed a group that will be charged with the investigation and review of all integrity matters, including contractual conflict of

interest issues. USG-funded training will include traditional investigative courses, as well as specialized training on techniques for dealing with information technology issues.

The USG has already provided the Secretariat for Public Administration (SFP, Mexico's anti-corruption agency) with similar support that helped its staff prepare to root out corruption and promote transparency within the federal government. In partnership with USAID, limited training and technical assistance has also been provided to the Office of Professional Responsibility within the Attorney General's Office in the State of Chihuahua.

Impact of the Program: There is widespread popular distrust within Mexico for its law enforcement institutions. The strengthening of these Internal Affairs units will help reduce corruption, enhance the effectiveness of Mexican federal institutions and begin the long process of creating public confidence in the mechanisms of government. 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.

Budget Line Item: Group III

A. Institution Building and Rule of Law

2. Anti-Corruption, Transparency and Human Rights

Program Name: Support to NGOs and civil society

Funding Requirements:

Total \$ needed: \$1.029 million

Program Description: This assistance would provide training to human rights NGOs and Civil Society with respect to the code of criminal procedure and its implementation, the roles of the various justice sector institutions, and alternative justice procedures (such as, pretrial diversion, plea bargaining, and mediation). Through this training, citizen groups and their constituencies will not only understand the criminal justice system but the rights of citizens – including victims, witnesses and defendants, under the law.

Formal mechanisms would be developed so that citizens can bring their complaints and be heard, drawing on U.S., British and Canadian experience in developing

citizen's advisory boards. The experience of international NGOs, such as the International Association in Court Administrations, Centro de Estudios de Justicia de las Americas (CEJA) and others will be instrumental.

Impact of the program: This activity will increase the cooperation and collaboration between civil society and the security sector. Citizens will better understand their role in preventing crime. Civil society oversight will also increase the transparency and accountability of the administration of justice.

Budget Line Item: Group III

A. Institution Building and Rule of Law

2. Anti-Corruption, Transparency and Human Rights

Program Name: Support for law schools and bar associations

Funding Requirements:

Total \$ needed: \$1 million

Program Description: The USG would support efforts to re-vamp legal education for students and attorneys working with select law schools and the organized bar. This would allow litigators to be informed about the changes in the legal system.

Impact of the program: Law school curricula would be updated in light of the changes to the legal system in the context of the security sector initiative. Similarly, the organized bar will have programs to disseminate this same message among attorneys.

Budget Line Item: Group III

A. Institution Building and Rule of Law

2. Anti-Corruption, Transparency and Human Rights

Program Name: Human rights training for police, prosecutors and prison officials

Funding Requirements:

Total \$ needed: \$1.5 million

Program Description: The USG would provide training to police, prosecutors, and prison officials, based on internationally-accepted standards and Mexican law, including respect for human rights.

Human Rights NGOs would 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.

In addition to human rights training, assistance would go to the development of internal and external controls, by working with organizations such as the National Commission (or Ombudsman) on Human Rights which track allegations of misconduct, as well as grievance procedures, and mechanisms so that victims can be heard by a court.

Impact of the program: This activity seeks to reduce official human rights abuses.

Budget Line Item: Group III**A. Institution Building and Rule of Law****2. Anti-corruption, Transparency, and Human Rights****Program Name:** Alternative Case Resolution**Funding Requirements:** \$2,000,000

Program Description: The USG has helped Mexican states enhance the roles of mediation and restorative justice in the states, as means of dispute resolution and to prevent crime recidivism. The funding will provide training and technical assistance to judicial personnel and NGOs to expand the use of Mediation Centers as an alternative to the courts. The Mexican Foreign Ministry has recognized these Mediation Centers as critical elements of a strategy to free up prosecutors so that they can focus prosecution on organized crime, while still giving citizens a sense that they have access to justice. That citizen support is critical to the broader effort against organized crime as well, since no policing program can ever be successful without citizen engagement and help. The challenge now is to take this to the federal level, and expand the models to additional locations.

Impact of the program: Resolving cases outside the formal system will free up the courts to concentrate on higher priority organized crime cases.

APPENDIX III

THE CENTRAL AMERICA SECURITY ASSIST- ANCE (CASA) PROPOSALS—BUDGETS AND ITEM BREAKDOWN

**CENTRAL AMERICAN SECURITY ASSISTANCE
(CASA)
BUDGET JUSTIFICATION REFERENCE
DOCUMENT**

**CENTRAL AMERICA REGIONAL SECURITY
PLAN**

**50 Million Program: FY08 Supplemental
Source: US Department of State
November 2007**

**The Merida Initiative
Why Central America? Why Now?**

“Central America is under attack. ”

Ambassador Tomas Dueñas, Costa Rican Ambassador to the United States

“Latin America has among the highest homicide rates in the world, and in recent years murder rates have been increasing in several countries in Central America. Latin America’s average rate of 27.5 homicides per 100,000 people is three times the world average of 8.8 homicides per 100,000 people . . . In 2005, the estimated murder rate per 100,000 people was roughly 56 in El Salvador, 41 in Honduras, and 38 in Guatemala.”
CRS Report for Congress, “Gangs in Central America”

Drug trafficking, gang violence, crime, and human smuggling linked to Central America now directly afflict many areas of the United States, while arms and cash flows move south across our border through Mexico to sustain these criminal organizations. The United States has a compelling strategic interest in moving quickly to reinforce our partnership with Central America to check illicit activity in the region. Drug trafficking and criminal organizations in Central America have grown in size and strength over the last decade, suborning and intimidating police and judges, which weakens the states’ abilities to maintain public security. The results have been a region-wide surge in crime and violence, the emergence of gangs as major social actors, and the growth of ungoverned areas that traffickers and terrorists can exploit. Central American leaders and public opinion, especially in El Salvador, Honduras, and Guatemala, have characterized this situation as a national emergency requiring an urgent response. The effects of these Central American problems are readily apparent in the United States.

The isthmus is the primary transit point for people, drugs, and arms destined for the United States. Increasing violent crime in Central America threatens the internal stability of states, debilitates national economies, undermines public confidence in democracy, and exacerbates illegal migration to the United States. Resource constraints, ineffective criminal justice systems, and uncoordinated national efforts hamper an effective Central American response. However, a growing sense of common political will and urgency among the Central American countries affords the United States a unique opportunity to launch a process to develop common and effective approaches to shared security concerns in the region.

For the first time, Central American countries agree they must strengthen regional security through the Central American Integration System (SICA). Together they have produced a comprehensive regional security strategy. The countries of Central America collectively and individually have demonstrated historic democratic progress post-conflict. As they have regionally integrated economically, they have also transformed their militaries and improved in respect for human rights. Today's threats require a coordinated international response to pressing security concerns. Only through partnership and shared responsibility will Central America and the U.S. be able to defeat the transnational threats that confront us.

The Central American leaders well understand that their countries are susceptible to the same crime and security threats present in Mexico and Colombia. They further understand that strengthened law enforcement in those countries may further push criminal activities into their region. For this reason, they recognize that their own national security forces and judiciaries must be on the frontline of combating trans-border criminality.

Central America's collective willingness to work with the United States and Mexico on these issues also represents an important opportunity. It provides an unprecedented opening to address security in coordination with neighbors who, taken together, form a bridge running from the Andes up to the border of the United States. Dealing with the security situation in Central America cannot wait for the normal budget timeframe and cycles. This assistance is necessary, urgent, and requires immediate action.

“...we will not enjoy development without security, we will not enjoy security without development, and we will not enjoy either without respect for human rights. Unless all these causes are advanced, none will succeed.” United Nations Secretary General Kofi Annan

Pillar I_Counter-Narcotics and Border Security

Pillar I – Counter-Narcotics and Border Security

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 1. Information sharing and collection
 - Central America Fingerprint System (AFIS)

Program Name: Central American Fingerprint Exchange (CAFÉ)
Federal Bureau of Investigation (FBI)

Funding Requirements:

	Total \$ needed: \$1,500,000
Panama	\$500,000
Nicaragua	\$450,000
Belize	\$250,000
Costa Rica	\$300,000

Program Description:

Criminals, including gang members, move among countries of the region and the United States, using different aliases to avoid arrest. This poses a serious problem for law enforcement officials of the region as well as the U.S.

The FBI, through the joint efforts of the MS-13 National Gang Task Force and the Criminal Justice Information Services Division, has initiated a program designed to evaluate the use of fingerprints for law enforcement purposes and promote the consistent use of fingerprints for criminal identification purposes. This initiative, known as the Central American Fingerprint Exchange (CAFÉ), includes an assessment of existing fingerprint programs within a country followed by a targeted assistance program that includes the introduction of automated fingerprint technology, basic and advanced fingerprint training, and technology, procedure, and policy support. Through CAFÉ, the fingerprint identification capabilities of a country are enhanced and the United States Government (USG) gains access to the fingerprint-based criminal records of that country. These records are searched in the FBI's Integrated Automated Fingerprint Identification System with resulting matches shared with the contributing country for investigative lead purposes.

Under the INL Regional Gangs Program, the USG is supporting the CAFÉ initiative by providing Automated Fingerprint Identification Systems (AFIS) for Guatemala, Honduras and El Salvador, with technical assistance being provided by the FBI. In an effort to enhance the overall regional fingerprint identification capability, the FBI requests \$1,500,000 to similarly automate the fingerprint capability of law enforcement in the remaining four Central American States: Belize, Costa Rica, Panama and Nicaragua, and to introduce FBI and international fingerprint identification standards. This funding would establish the basic systems, with additional remote stations added later as additional funding permits.

Pillar I_Counter-Narcotics and Border Security

Impact of the program:

Automating the fingerprint identification capabilities within the region will facilitate the interchange information about criminals, establishing true identities and linking them to crimes. It would also provide USG law enforcement at the federal, state, and local level with much wider access to international biometric criminal identification data, the analysis of which will be shared with host country law enforcement. This enhancement to the CAFE initiative would help provide training, resources, maintenance and infrastructure to those captioned countries in order for each to operate upon a similar level and be able to conduct significant and viable fingerprint analysis and identification.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 1. Information sharing and collection
 - Vetted units

Program Name: Central American Vetted and Sensitive Investigative Units (SIU)
Drug Enforcement Administration (DEA)

Funding Requirements:

Total \$ needed: \$5,000,000

Panama	\$1.5
Guatemala	\$1.5
Honduras	\$1.0
El Salvador	\$500,000
Nicaragua	\$500,000

Program Description:

SIU and vetted units are groups of host country investigators who are polygraphed, trained, equipped, and guided by DEA. These units conduct complex multinational investigations and are a critical component of DEA's efforts to combat the production and trafficking of narcotics and the diversion of precursor chemicals.

The requested funding will provide for operating costs, investigative equipment, and training for host nation investigative and enforcement units. Funding will support an investigative/interdiction unit to augment the existing Guatemalan SIU intelligence group (\$1,500,000); training and vetting for the Panamanian Drug Task Force (\$1,500,000), a requirement for completing their transition into the SIU program; creation or expansion of vetted task forces in El Salvador, Honduras, and Nicaragua.

Pillar I_Counter-Narcotics and Border Security

Impact of the Program: This funding is vital to the continued development of these specialized drug law enforcement units. Without this assistance, host countries cannot afford to actively participate in bilateral investigations and enforcement/interdiction operations in the transit zone that are key to attacking the flow of drugs to United States. The enhancement of existing vetted drug task forces within Central America will contribute to overall stability within the region, encourage cooperation among law enforcement agencies, and add to ongoing initiatives associated with judicial reform and the rule of law. By enhancing their ability to conduct investigations, these units will more effectively target, disrupt, dismantle, and prosecute the highest level drug traffickers and trafficking organizations that operate in the Central American region and impact the United States. Since DEA does not conduct unilateral investigations in any foreign country, the success of DEA's international investigations continues to be based on its partnerships with SIU and vetted units.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition, the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 1. Information sharing and collection
 - Drug Crime Information Sharing

Program Name: Center for Drug Intelligence (CDI) Program (Drug Enforcement Administration (DEA))

Funding Requirements:

Total \$ needed: \$1,000,000

Belize	\$142,858
Costa Rica	\$142,857
El Salvador	\$142,857
Guatemala	\$142,857
Honduras	\$142,857
Nicaragua	\$142,857
Panama	\$142,857

Program Description:

The CDI Program is an internet-based network that affords foreign law enforcement counterparts in 48 countries a secure means to exchange counter-drug information, coordinate interagency/international investigations, and report law enforcement activities within each participant's geographical area of interest. The requested funding will support operational expenses, user training sessions, regional

Pillar I_ Counter-Narcotics and Border Security

conferences, and equipment purchases for new participants, hardware replacement, software upgrades, network maintenance, and contractor support.

The current CDI operating system, Version 2.0, established a standardized intelligence reporting format for CDI users. The next step is to incorporate interfaces within the system to chart data that depicts entities of interest and the connections between them. that might be overlooked in text-based reports.

To facilitate the exchange of information internationally, CDI will employ machine translation of text from one natural language to another. As CDI now operates in 48 countries around the world, this capability is a system priority.

Impact of the Program: The CDI offers foreign participants in Central and South America, Caribbean, Mexico and Afghanistan the capability to exchange near real-time information regarding ongoing investigations, drug movements and seizures, alien smuggling, money laundering, weapons trafficking, and clandestine drug laboratories. The CDI promotes improved regional coordination of law enforcement operations, and assists in identifying trends in narcotics trafficking. Additionally, the CDI program supports DEA's goal of establishing intelligence systems that target international enforcement operations and identify future trends and information for strategic analysis.

The addition of geographic information systems (GIS) within CDI will allow users to relate otherwise disparate information on the basis of common geography. This, in turn, will allow CDI users to reveal hidden patterns, relationships, and trends that are not readily apparent in existing CDI formats.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter Narcotics and Border Security
 - 2. Port, airport and border security
 - Inspections Equipment (mobile or border inspection stations)

Program Name: Border Inspection Equipment

Funding Requirements:

	Total \$ needed: \$2,143,000
Belize	\$259,050
Costa Rica	\$179,010
El Salvador	\$299,070
Honduras	\$419,130
Guatemala	\$588,675

Pillar I_Counter-Narcotics and Border Security

Nicaragua	\$259,050
Panama	\$138,990
Regional Training	\$74,025

Program Description:

Border and mobile inspection stations play an important role in deterring and detecting drug smuggling and the reverse flow of bulk cash. Using low tech and relatively inexpensive devices adequately trained police can perform intelligence-driven and random checks on traffic transiting the isthmus, including drugs landed from boats transiting the Pacific and Caribbean corridors.

The program will provide two fiber optic inspection probes and three density meters for each border inspection point that does not have this equipment, plus outfitting at least two mobile units for each country with inspection equipment. The mobile stations would include disassembly tools, flashlights and radios as well as one density meter and one fiber optic scope per unit. A train-the-trainer approach would be employed in the first year to ensure the establishment of a base of in-country training expertise. The delivery of basic border enforcement training accompanied by a train-the-trainer module will ensure that those officers assigned the buster or fiberscopes are taught how to operate the devices by a designated group/agency within the country. The program would allow each country to inspect both north-flowing traffic for drugs and south flowing traffic for illegal cash and other illicit goods. The program would outfit up to 35 fixed inspection points at highway border crossings in all seven countries, and would also provide two mobile inspection points per country to circulate on back roads or provide cross checks.

Belize	4	Honduras	8	Nicaragua	4	Panamá	1
Guatemala	11	El Salvador	5	Costa Rica	2	TOTAL	35

Note on expenses: The costs and one year operating expenses are Customs and Border Control. Vehicles assume double cabin pickups, two per country except Guatemala, which needs three because of multiple entry points and proximity to Mexico.

Impact of the Program: Strengthen border security and detection of smuggling of the seven SICA member states.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Pillar I _Counter-Narcotics and Border Security

Additional Backup on Cost Estimates

	Initial Cost			Recurring costs/year	1 year maintenance
Portable Contraband Detector ("Buster")	\$5,800	120	\$696,000	\$780	\$93,600
Fiber Optic Scope	\$8,200	85	\$697,000	\$1,200	\$102,000
		Total equipment	\$1,393,000	Total maintenance	\$195,600
Rough estimate Vehicles	\$31,000	15	\$465,000		
radio/lights/tools	\$525	15	\$7,875		
Maintenance on equipment			\$195,600		
Spare parts/maintenance vehicles @\$ 500 per			\$7,500		
Regional training 7 countries			\$74,025		
	Total		\$2,143,000		
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Distribution					
Principal Crossings	North	South			
Belize-Mexico		2		Belize	4
Guatemala-Belize	2	2		Guatemala	11
Guatemala-Mexico		3		Honduras	8
Guatemala-Honduras	3	3		El Salvador	6
Guatemala-El Salvador	3	3		Nicaragua	4
Honduras	2	2		Costa Rica	2
Honduras-Nicaragua	3	3			35
Nicaragua-Costa Rica	1	1			
Costa Rica- Panama	1	1	Busters per	Fiberscopes per	
Northbound	15	20	3	2	
		35	105	70	
15 Mobile checkpoints			15	15	
	TOTAL		120	85	

Pillar I_Counter-Narcotics and Border Security

Budget Line Item:

- A. Counter-Narcotics and Border Security
 2. Port, airport, and border Security
 CICTE/OAS

Program Name: Inter-American Committee Against Terrorism (CICTE)

Funding Requirements:

Total \$ needed: \$1,700,000

Regional Program

Port Security \$750,000 Aviation \$750,000 Document Fraud \$ 200,000

Program Description:

CICTE promotes and develops cooperation among OAS member states to prevent, combat, and eliminate terrorism through training courses and technical assistance. Funds are requested to strengthen Central American states border security through proven CICTE programs. Programs in the three areas indicated below would be conducted for the Central American states.

- *Aviation Security Program* – Includes Basic Security Training, Advanced Security Training, Crisis Management Workshops, National Development Workshops, and the provision of scholarships for participation in ICAO training courses. In 2008 particular focus will be given to Central American region, with emphasis on crisis management and the provision of training for front line inspection and enforcement personnel and their supervisors, as well as for senior aviation security officials and other appropriate government officials.
- *Port Security* – Includes Port Facility Security and Training Needs Assessments and Follow-on Training, Crisis Management Exercises, and Central America Best Practices Workshops.
- *Document Security and Fraud Prevention* – Courses designed to support and strengthen government anti-fraud initiatives by enhancing relevant officials' expertise, strengthening border and customs controls essential for document security, and enhancing communication and institutional links and the sharing of best practices among customs and border security agencies in Central America.

Impact of the Program: Resources for CICTE technical assistance programs and courses in the areas of aviation, port, and document security will enable CICTE to fulfill its mandates under the Inter-American Convention Against Terrorism and in compliance with UNSCR 1373, increasing the capacity of Central American Governments to meet international standards in these key border security and counterterrorism functions.

Pillar I_Counter-Narcotics and Border Security

Identify Item in Central American Security Initiative Being Addressed: Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this type of assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 3. Trafficking in drugs, arms, and humans
 - Maritime Interdiction

Program Name: Regional Maritime Interdiction: Maritime Assistance for Costa Rica

Funding Requirements:

Total \$ needed: \$1,975,000

Costa Rica \$1.975

Program Description:

Funds are requested to strengthen Costa Rica's maritime interdiction capability and complement U.S. on-going maritime efforts in the region. Key U.S. and Central American objectives are:

- a. Share information about possible threats affecting the region
- b. Enhance nation's ability to patrol their sovereign waters in accordance with international and domestic laws
- c. Provide a mechanism for collective action should a threat arise.

Funds will specifically be used to:

--Refit inoperable Coast Guard 65-ft patrol boats: Refitted engines, communications and radar equipment and repaired/replaced hulls on two 65-foot patrol boats. This assistance would increase the Costa Rican Coast Guard's primary maritime assets (from three to five), greatly enhancing Costa Rica's ability to patrol its waters, working with U.S. under the Bilateral Maritime Agreement.

--Refit coast guard 82-ft patrol boats: Provide Major maintenance and needed upgrades for the three 82-foot patrol boats. Refitting the 82-ft vessels would mean that five of the Coast Guard's major assets would be fully functioning. This would maximize the Costa Rica's maritime resources and greatly enhance Costa Rica's patrol and surveillance capabilities, thereby improving Costa Rica's contribution to regional counter-narcotics and counter-trafficking efforts.

Impact of Program: The primary transnational trafficking threat in Central America occurs in the littoral areas. A regional maritime interdiction capability is critical to disrupting this flow of drugs. This assistance is sought to provide Costa Rica with a

Pillar I_Counter-Narcotics and Border Security

viable maritime interdiction capability that complements similar capabilities in other Central American countries.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested assistance to combat drug trafficking at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 3. Trafficking in drugs, arms and humans
 - Regional arms trafficking program
 - eTrace Equipment and Software and program

Program Name: eTrace Equipment and Software (Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF))

Funding Requirements:

Total \$ needed: \$250,000 Regional Program

Program Description:

The Central America states lack the capability to trace illicit trafficked weapons that have been seized. They are interested in cooperation with the U.S. in order to identify traffickers and trafficking routes. This request supports the implementation of a Spanish language version of eTrace for all seven Central American states. The program will consist of three phases: Phase I - Spanish eTrace interface to submit trace requests in Spanish; Phase II - development of Spanish eTrace to receive trace results in Spanish; and Phase III - development of Spanish eTrace to produce reports and statistics in Spanish, and search in Spanish.

Impact of the program: The use of eTrace will enable law enforcement officials to link a suspect to a firearm in a criminal investigation, identify potential traffickers and to identify interstate and international patterns in the sources and types of crime guns where sufficiently comprehensive tracing is undertaken. Such information is invaluable in tracking traffickers and trafficking routes.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested assistance to combat arms trafficking at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Pillar I_Counter-Narcotics and Border Security

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 3. Trafficking in drugs, arms and humans
 - Regional arms trafficking program
 - Firearms Interdiction Training

Program Name: Firearms Interdiction Training (Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF))

Funding Requirements:

Total \$ needed: \$750,000 Regional Program

Program Description:

ATF requests funding to support law enforcement training in Central America. ATF anticipates conducting training in three areas: serial number restoration, Spanish eTrace training, and firearms investigations.

Impact of the Program: Firearms Interdiction Training will provide Central America's Law Enforcement a process in how to conduct a Firearms investigation, including the proper mechanics in tracing firearms. With the implementation of a tracing system (eTrace) to include related training, Central American Law Enforcement will be able to link a suspect to a firearm in a criminal investigation, identify potential traffickers and identify in-state, interstate and international patterns in the sources and types of crime guns where sufficiently comprehensive tracing is undertaken.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested assistance to combat arms trafficking at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 3. Trafficking in drugs, arms and humans
 - Regional arms trafficking program
 - Regional Firearms Advisor

Program Name: Regional Firearms Advisor (Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF))

Funding Requirements:

Total \$ needed: \$1,000,000 Regional Program

Pillar I_Counter-Narcotics and Border Security

Program Description:

This request supports an ATF Special Agent, with expertise in firearms trafficking, to serve as a regional advisor in Central America. An assessment is needed to determine where the Regional Adviser will be based.

Impact of the Program: A regional advisor for Central America will be able to directly address the unique law enforcement issues affecting the Central American countries in terms of their firearms trafficking interdiction efforts, gang prevention, providing assistance and coordinating training in such law enforcement disciplines such as firearms and explosives identification and serial number restoration.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested assistance to combat arms trafficking at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Counter-Narcotics and Border Security
 - 3. Trafficking in drugs, arms and humans
 - Regional Arms Trafficking Program
 - OAS Small Arms and Light Weapons Fund

Program Name: Small Arms and Light Weapons Assistance
USOAS for OAS Department for Prevention of Threats Against Public Security

Funding Requirements:

	Total \$ needed: \$1,295,000
Costa Rica	\$59,000
El Salvador	\$100,000
Guatemala	\$400,000
Honduras	\$300,000
Nicaragua	\$300,000
Belize	\$86,000
Panama	\$50,000

Program Description:

- Support the objectives of the OAS fund on small arms and light weapons (AG/RES 4422/05) to collect and channel financial resources to Central American states for small arms collection, destruction, and related training programs, through multi-year stockpile destruction programs underway in Central America.
- Support for member states in reaching full compliance with the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials (CIFTA). Programs would

Pillar I_Counter-Narcotics and Border Security

consist of legislative assistance as well as training of national authorities in arms trafficking prevention.

Impact of the Program: Resources in support of this project will enable the OAS to contribute its significant expertise to stockpile management and security in Central America, furthering the goal of elimination of excess stockpiles in the region and addressing the mandates of the OAS special fund on small arms/light weapons. Further, it will focus on bringing into CIFTA compliance those countries that do not currently meet standards, helping eliminate the scourge of weapons trafficking in Central America and the hemisphere.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested assistance to combat arms trafficking at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Pillar II_Public Security and Law Enforcement

Pillar II – Public Security and Law Enforcement

Budget Line Item:

- A. Public Security and Law Enforcement
 - 1. Crime prevention
 - Continuation of the US-SICA dialogue

Program Name: Technical Coordination Consultations and Vice-Ministerial Engagement-Second U.S.-SICA Dialogue

Funding Requirements:

Total \$ needed: \$252,000 Regional Program

Program Description:

Funds are requested to support follow-up and continued coordination on agreed objectives outlined in the US-SICA Declaration on Security issued on July 18, 2007. The U.S. and SICA member States established a strong common agenda to tackle the transnational threats of criminal gangs, drugs and arms trafficking. Two technical meetings and the Second US-SICA Vice-Ministerial Dialogue on Security to be hosted by the U.S. will seek to advance coordination and cooperation. U.S. will host the second US-SICA Dialogue on Security in 2008. U.S. House of Representatives Resolution 564 adopted on October 2, 2007 encouraged “Central American and United States officials ... to meet on a regular basis to further cooperation in combating crime and violence in Central America.”

Impact of the Program: Funding will allow for greater coordination and follow-up implementation of agreements.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested follow-up technical and high level meetings with the U.S. at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

- A. Public Security and Law Enforcement
 - 1. Crime prevention
 - Repatriation (info sharing, reintegration)

Program Name: The DHS Electronic Travel Document (eTD) System and Repatriation Notification System

Funding Requirements:

Pillar II_Public Security and Law Enforcement

The eTD communicates directly with the EID. The proposed Repatriation Notification System will also communicate with the EID. EID stores Fingerprint Identification Numbers (FINS) for IDENT. To automate the process of storing the FBI number will require further development with the Enforcement Case Tracking System (ENFORCE). ENFORCE is an event-based case management system that integrates and supports functions including subject processing and biometric identification. The development of this integrated system will equip El Salvador, Guatemala, and Honduras with positive identification of all removals, including non-criminals, gang members, and criminals.

Potentially expanding the eTD System to the rest of the Central American Integration System (Sistema de la Integración Centroamericana "SICA") countries— Belize, Costa Rica, Nicaragua and Panama— is a goal dependent on two factors: information technology (IT) capabilities and funding.

Impact of the Program: The funding for the Repatriation Notification System will cover the costs associated with system development, i.e., technology, equipment, and training. The notification system will link to the eTD System, allowing the exchange of information on all removals from the United States to El Salvador, Guatemala, and Honduras. The above request for two (2) million is for development of the Repatriation Notification System and 300 thousand is for eTD in-country equipment. Development, establishing requirements and obtaining an appropriate contract for the Repatriation Notification System will take place in fiscal year 2008.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition implementation and expansion of the Gangs Strategy was a top priority request from posts. The Central American governments have called for expanded information on deportees, especially those with criminal backgrounds.

Budget Line Item:

A. Public Security and Law Enforcement

I. Crime prevention

Law enforcement

Program Name: Transnational Anti-Gang Initiative (TAG)

Funding Requirements:

Total \$ needed: \$5,000,000

Guatemala \$2.5

Honduras \$2.5

Program Description:

This request enhances the Transnational Anti-Gang (TAG) Program by providing technical expertise and specialized equipment such as computers, software, protective gear and radios to law enforcement agencies in Guatemala and Honduras and augmenting

Pillar II__Public Security and Law Enforcement

their investigative and operational capabilities. The funding will support the deployment of FBI Agents to Guatemala and Honduras, extending the technical assistance and training already provided to El Salvador.

The TAG Program was developed to combine the expertise and resources of the jurisdictions and agencies involved in countering transnational criminal gang activity in the U.S., Central America and Mexico. The goal is to aggressively investigate, disrupt, and dismantle violent gangs whose activities rise to the level of criminal enterprises, and who pose the greatest transnational threat, while enhancing the capabilities of the law enforcement agencies involved. As an outcome of the FBI assistance, Central American law enforcement agencies will be able to acquire and disseminate valuable information to law enforcement in the region, including the U.S., plan effective law enforcement actions, and carry them out with full respect for human rights.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested assistance to address the criminal gang problem at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition implementation and expansion of the Gangs Strategy was a top priority request from posts.

Budget Line Item:

- A. Public Security and Law Enforcement
 - 1. Crime Prevention
 - Implementation of Anti-gang Strategy Prevention

Program Name: Central America Gang Prevention Program

Funding Requirements:

Total \$ needed: \$5,000,000

El Salvador	\$2.0
Honduras	\$1.5
Guatemala	\$1.5

Program Description:

The USG approved anti-gang strategy identified and established five program elements. The prevention element, essential to a balanced and effective approach, has seven lines of action with activities informed by the *Central America and Mexico Gang Assessment* conducted by USAID in April 2006.

Small Grants will be provided to sub-national governments and NGOs to leverage funds from churches and businesses to develop innovative, community specific responses for at-risk youth and gang prevention. The types of programs to be developed under the block grant approach include:

Pillar II _Public Security and Law Enforcement

- Targeted Education for At-Risk Youth: basic/secondary education to at-risk youth in gang hotspots in peri-urban areas; scholarships for at-risk youth to stay in school; after-school and community outreach programs
- Vocational Training: market-driven youth training opportunities in key urban hot spots
- Job Creation: micro-credit and micro-enterprise training and mentoring, partnerships with private sector, including business associations and small- and micro-enterprise support organizations, to place at-risk youth in apprenticeship and jobs.

Funding for this activity will concentrate on the countries identified in the USAID gangs assessment and the inter-agency anti-gang strategy as having the highest need for gang prevention activities. The funding distribution will be as follows: El Salvador - \$2.0 million; Honduras - \$1.5 million; and Guatemala - \$1.5 million. Block grants will average approximately \$100,000 each.

Impact of the Program: The Central America Gang Prevention program will increase security by providing thousands of at-risk youth in targeted urban “hot spots” with positive education, training, and job opportunities, thereby reducing gang recruitment, crime and violence in the region. The program will also build the capacity of communities and governments to prevent gang recruitment and enhance law enforcement efforts.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan. In addition, implementation and expansion of the Gangs Strategy was a top priority request from posts.

Budget Line Item:

A. Public Security and Law Enforcement

1. Crime prevention

Improved policing through modernization and technical assistance
Regional training – ILEA

Program Name: International Law Enforcement Academy (ILEA) Regional Training

Funding Requirements:

Total \$ needed: \$2,000,000

Regional Program

Program Description:

These funds are needed to offer a complete schedule of activities in the upcoming year at the ILEA in San Salvador, El Salvador to include:

Pillar II_Public Security and Law Enforcement

- Four iterations of the six-week mid-level criminal justice management Core program. Total students to be trained – 160.
- Four iterations of Anti-gang programs covering advanced techniques, forensics, witness and judicial security and prevention and rehabilitation. Total students to be trained – 120
- Three iterations of Trafficking in Persons course. Total students to be trained – 80
- Two iterations of Police Executive Role in combating terrorism. Total students to be trained – 80
- Two iterations of Culture of Lawfulness program. Total to be trained – 60
- International Post Blast Investigations. Total students to be trained – 30
- Small Arms Trafficking course. Total students to be trained – 30
- Incident Command system course. Total students to be trained – 30
- Advance Forensics course. Total students to be trained – 30
- Tactical Safety course. Total students to be trained – 30
- Chemical Precursors course. Total students to be trained – 30
- Combating Economic Fraud course. Total to be trained – 30

Impact of the Program: Total projected output is over 700 graduates per year. These training initiatives will benefit all countries in the Central American region by offering multi-country settings for police, prosecutors, and judicial officials.

ILEA helps advance USG interests through international and regional cooperation while promoting social, political, and economic stability by combating crime. To achieve these goals, the ILEA provides high-quality training and technical assistance, support institution building and enforcement capability, and foster relationships of American law enforcement agencies with their counterparts in the Central American region. ILEA graduates will become the leaders and decision-makers in their respective countries who will be willing to effect positive change in their institutions and societies and cooperate with the USG on issues of common interest.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested training assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

A. Public Security and Law Enforcement

1. Crime prevention

Improved policing through modernization and technical assistance
Equipment/vehicles/communications

Program Name: Equipment, Vehicles and Communication Gear for Police modernization

Funding Requirements:

Total \$ needed: \$11,122,000

Pillar II_Public Security and Law Enforcement

Belize	\$TBD
Costa Rica	\$TBD
El Salvador	\$TBD
Honduras	\$TBD
Guatemala	\$TBD
Nicaragua	\$TBD
Panama	\$TBD

Program Description:

Police in the seven countries are chronically under equipped, lacking even basic communications and transport. The need to address this shortfall will become more urgent if additional law enforcement personnel are added through increased pre-service training. This request focuses on the basic operational equipment that can be productively used and sustained. This equipment will complement and allow better use of other program elements, such as the intelligence and investigative technology. The first step would be a more detailed assessment of needs and the most effective ways to meet them with equipment the police can repair and maintain. The following list is illustrative.

- Basic communications and transportation are critical for police to conduct effective investigations and patrols and improve relations with the communities they serve. Building on a successful program in El Salvador, the U.S. would provide portable radios and bicycles to support community policing in communities where security conditions permit. Simple motorcycles supplement vehicle fleets to get more police out to communities. Basic transportation includes double cabin pickups, the most versatile workhorse for unimproved roads. This includes longer distance radio systems with repeaters. For urban areas, where quick police presence is needed, vans are proposed.
- Remote rural areas are under-served by police, and reliable communications are necessary for increased police presence, while shorter distance radios serve urban forces. Computer equipment will help modernize the police's criminal records, reporting, and case management system to improve operational efficiency. This component also includes basic police protection such as vests and eye protection and less than lethal tools to subdue criminals without loss of life. All equipment would be accompanied by train-the-trainer instruction to optimize effective use, and by an initial stock of spares and other maintenance needs. Training for the protective equipment and less than lethal force would include human rights training.
- Two more complex systems are proposed for gang-impacted areas—police ability to respond will be evaluated to see if a centralized 911 system would be warranted in Honduras. If warranted by the response capability of the police, confidential TIP telephone hotlines generate information from community members who fear reporting crimes, especially gang crimes.

Pillar II_Public Security and Law Enforcement

Impact of the Program: Police in the seven Central American countries are chronically under equipped, lacking even basic communications and transport. The need to address this shortfall will become more urgent if additional law enforcement personnel are added through increased pre-service training. This request focuses on the basic operational equipment that can be productively used and sustained.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan. Posts' specifically noted communications equipment needs and information sharing.

Pillar III_Institution Building and Rule of Law

Pillar III -- Institution Building and Rule of Law

Budget Line Item:

- A. Institution Building and Rule of Law
 - 2. improving the criminal justice system
 - Systemic improvements in justice sector institutions
 - Courts management and prosecutor capacity building

Program Name: Improving the criminal justice system – Courts management and prosecutor capacity building

Funding Requirements

Total \$ needed: \$3,000,000

Courts Management (\$1,500,000)

El Salvador	\$300,000
Honduras	\$400,000
Nicaragua	\$300,000
Guatemala	\$500,000

Prosecutor Capacity Building (\$1,500,000)

El Salvador	\$800,000
Guatemala	\$350,000
Honduras	\$350,000

Program Description:

Security objectives are achievable only if arrests translate into effectively prosecuted cases that move efficiently through the court system, with closure and due process protections. Technical assistance will address criminal court management techniques and strengthen prosecutor office management and prosecutorial capacity. Across all these areas of assistance, anti-corruption, transparency and accountability of justice and security sector institutions will be emphasized.

Courts Management (\$1,500,000): The current court management system is inefficient and ripe for corruption. Cases regularly go “missing” denying and delaying justice. The development of a Clerk of Court system in high crime jurisdictions (Secretaria Comun or Centro Administrativo de Gestion) will help to resolve this problem. Under a Clerk of Court system, case administration will be standardized and centralized. Opportunities for corrupt interaction on the whereabouts and progress of specific cases between court personnel and the public will be limited and reliable litigation statistics will be generated. The Clerk of Court activity will be based on the successful Guatemala model which resulted in a significant decrease in the number of cases “lost” to administrative corruption. Funding for this activity will be distributed based as follows: El Salvador - \$300,000; Honduras - \$400,000; Nicaragua - \$300,000; and Guatemala \$500,000.

Prosecutor Capacity Building (\$1,500,000): Technical assistance will be provided to strengthen prosecutor office management and build prosecutorial management. This

Pillar III_Institution Building and Rule of Law

assistance will focus on identifying management reforms necessary to handle the large volume of violent crimes, especially gang related violence. Technical assistance will improve the structure, organization and management of prosecutor offices at the national and local level; develop effective case and information management systems; establish policies and procedures to monitor and review the ethical conduct and integrity of prosecutors and support personnel; and preparation of policy and procedure manuals for prosecutors. Assistance will also focus on systems to recruit, train, supervise and retain good quality personnel with reasonable job security and a career track. Funding for this activity will be distributed as follows: El Salvador - \$800,000; Guatemala - \$350,000; and Honduras \$350,000.

Impact of the Program: This program will enhance the ability of criminal courts to secure convictions and protect human rights. The transparency and accountability of security sector institutions will be increased.

Identify Item in Central American Security Initiative Being Addressed: SICA member states requested this assistance at the U.S.-SICA Dialogue on Security on July 18, 2007. In addition the proposed assistance directly supports the Central American Regional Security Plan. In addition, implementation and expansion of the Gangs Strategy was a top priority request from posts.

Budget Line Item:

A. Institution Building and Rule of Law
 Improving the criminal justice system
 Systematic improvements in justice sector institutions
 Prison management

Program Name: Improving the criminal justice system - Prison Management

Funding Requirements

Total \$ needed: \$3,713,000

Program Descriptions:

- **Technical Assistance in Prison Management**

Prisons in Central America have come under the control of gangs and other criminals, who also use it as a base to consolidate power and commit crimes outside prisons through intermediaries and cell phones. Prison officials need techniques, training and equipment to regain control of prisons, especially those housing violent gangs. This component builds on the program already initiated in El Salvador under the Regional Gangs program and bilateral INL funds for the new medium security prison. Limited additional funding for training and equipment in Guatemala and Honduras is provided under the \$16M reprogrammed separately (\$600,000 for both countries). Priority will be given to the most violent and crime-connected prisons, including additional assistance as needed in El

Pillar III_ Institution Building and Rule of Law

Salvador, Honduras and Guatemala. This component does not include construction of additional facilities.

Cost estimates given below are illustrative. Final division of funds will depend on assessments of the countries' systems.

- **Initial Assessment and planning (\$200,000)**

The program will depend on initial assessments of prisons systems and procedures in each country performed by a senior advisor or team of advisors. Advisors will assist the host country officials in identifying the organizational development needs and operating procedures of each national prison system and assist in identifying appropriate technologies (such as surveillance, search, contraband control capabilities, and etc.) to improve security and thereby increase the safety levels with each prison facility. They will continue to serve as a counterpart mentor for the senior leadership in each country's prison system management. One advisor will also guide and direct the follow-on U.S. activities concerning all technical assistance and specialized-training efforts.

Based on the assessments, one or two two-person teams will provide technical assistance and guidance to prison leaders in the remaining four countries (Nicaragua, Costa Rica, Panama, and Belize), along with follow-up guidance for programs already initiated in El Salvador, Guatemala and Honduras. U.S. advisors will assist in the development of a strategic planning process for major concerns such as efficient utilization of resources, contraband control, and improving security, all within a framework of respect for human rights. These advisors will work with each country in implementing a gang management program that effectively incapacitates gang leaders and significantly reduces their influence both inside the prisons and in the community, with a special emphasis on vulnerable incarcerated youth.

- **Cell phone blocking (TBD)**

Where side effects of cell phone blocking are acceptable for the surrounding community, recent technological advances provide a capability to block prison cellular phone communications. Technology experts will evaluate each facility and oversee the purchase, delivery, and implementation of this technology. In the majority of cases, it will be most effective to block access to cell phones as part of contraband control.

- **Training – regional and local (\$1,000,000)**

Training will consist of decision maker training and implementer training. Regional training will be given for officials who possess the authority to develop and implement new strategies and procedures—including facility operations, staff training, inmate classification, prison gang management, inmate transportation, operational security, inmate programs, emergency operations, human resources, and communications, among others. Hands-on operational training will be given at appropriate locations, with a focus on a train-the-trainer program to allow the local training staff to sustain academy

Pillar III_Institution Building and Rule of Law

operations. Training will include regional visits to training in other countries and to see established programs, as well as to well-run U.S. facilities.

- **Equipment (\$1,000,000)**

Modernization strategies for correctional facility equipment, vehicles, and communications must support the operational strategies and methods of each country's nationwide system, with an emphasis on cost, ease of use and maintenance for sustainable systems. The basic changes are training in operations and behavior, but will require equipment support. U.S. advisors will work with the local prison leadership to properly sequence the delivery of equipment and the related training on how to use it coupled with the presence of the logistical ability to support and sustain the equipment for long term use. Examples of equipment include basic equipment for personnel and to control inmates, ranging from color coded bracelets to digital camera and recording systems. It also includes communications, lighting, a well-established and practiced use of force continuum, package x-rays, metal detectors, and protective gear for officers (Emergency Response Teams).

- **Field Advisors, travel and support (\$1,500,000)**

The Advisor team will continue to work with prison officials on a frequent basis to ensure that practices are established and functioning, equipment is being used properly and a strategic plan is being followed.

Impact of the Program: This program will provide much needed assistance for prison management. Prisons in Central America have come under the control of gangs and other criminals, who also use it as a base to consolidate power and commit crimes outside prisons through intermediaries and cell phones. Prison officials need techniques, training and equipment to regain control of prisons, especially those housing violent gangs.

Identify Item in Central American Security Initiative Being Addressed: The proposed assistance directly supports the Central American Regional Security Plan.

Budget Line Item:

A. Institution Building and Rule of Law
 Improving the criminal justice system
 Systematic improvements in justice sector institutions
 Policing – especially community policing

Program Name: Improving the criminal justice system – policing – especially community policing

Funding Requirements

Total \$ needed: \$1,000,000

Guatemala 1.0

Pillar III_ Institution Building and Rule of Law

Program Description:

An important component of an improved criminal justice system in Central America is a police force that is trained to play its role effectively and maintain the confidence and cooperation of the communities in which it works. Assistance will focus both on the police and community organizations. Training and technical assistance would be provided to police to improve their responsiveness to targeted communities. Training, technical assistance and grants would be provided to community organizations to build their confidence in the police and facilitate their participation in crime prevention.

Impact of the Program: Results of the model program (Villa Nueva in Guatemala) include undermining gang effectiveness and recruitment, successful arrests of gang members and greatly improved cooperation and trust between the police and the community. Similar results are anticipated under the expanded program.

Identify Item in Central American Security Initiative Being Addressed: The proposed assistance directly supports the Central American Regional Security Plan.

APPENDIX IV

SECURITY STRATEGY FOR CENTRAL AMERICA (Translation)—ESTRATEGIA DE SEGURIDAD DE CENTRO AMERICA (Original)



**SECRETARIA GENERAL DEL
SISTEMA DE LA INTEGRACION CENTROAMERICANA
(SG-SICA)**

**SECURITY STRATEGY FOR CENTRAL AMERICA AND
MEXICO**

UNREVIEWED TRANSLATION

Adopted by the Ad Hoc Group during its meeting of August 14, 2007, 1 p.m.

SECURITY STRATEGY FOR CENTRAL AMERICA AND MEXICO

Considering:

The democratic security model established in the Framework Treaty on Democratic Security in Central America, a model based on the supremacy and strengthening of civil power, the reasonable balance of forces, the security of persons and of their property, the elimination of poverty and extreme poverty, the promotion of sustainable development, the protection of the environment, and the elimination of violence, corruption, impunity, terrorism, drug trafficking, and arms trafficking;

The increasingly transnational nature of organized crime activities and the absolute need to strengthen and fortify cooperation in this regard in the Region; and

Whereas:

On October 3, 2006, the summit of heads of state and government of the SICA member countries on the subject of security was held in Bosques de Zambrano, Francisco Morazán, Honduras, with the participation of the President-Elect of Mexico;

The Thirty-First Meeting of the Central American Security Commission, held in San Salvador on October 20, 2006, resulted in an agreement to the effect that Central America and the United Mexican States would continue their dialogues on security in the framework of the priorities indicated by the SICA Heads of State and Government and in accordance with the mechanisms agreed upon by the parties;

During the Ninth Summit of Heads of State and Government of the Tuxtla Dialogue and Consultation Mechanism, the leaders reiterated the commitment to strengthen cooperation in the area of security and the campaign against organized crime,

for which purpose specific efforts have been undertaken via the establishment of secure channels for the exchange of information and strategies to help close off avenues to international crime and terrorism;

The Second Mexico-Central America Dialogue on Democratic Security, held in the framework of the Thirty-Second Meeting of the Central American Security Commission on May 15 and 16, 2007, in San Salvador, El Salvador, set the goals of coordinating efforts to combat narcotics trafficking, organized crime, *maras* and/or *pandillas* [gangs], and other goals identified as of mutual interest, in the context of respect for the sovereignty of states and international law;

The Governments of Central America and Mexico hereby decide to adopt the:

Security Strategy for Central America and Mexico

This Strategy is the basic instrument intended to be used, in a comprehensive manner, to guide the coordinated security actions to be adopted by the countries of the Region in the context of their respective legal systems.

In this regard, the Strategy establishes common objectives, action areas, and procedures to be followed to achieve the required levels of security for Central American citizens. Furthermore, it is an important tool in the quest to identify financial needs and to arrange for and obtain international financing and cooperation while presenting in a harmonized fashion the various efforts the Region is making in the area of security.

GENERAL OBJECTIVE

To establish the components and activities necessary to strengthen the security of persons and their property in the Central American Region and Mexico, with a view to enabling our peoples to achieve human development objectives.

SPECIFIC OBJECTIVES

1. To integrate the various efforts the Region is making in the area of security in order to harmonize them and achieve improved results;
2. To facilitate coordination and exchange of information and experiences among the various operating bodies and agencies of the Region to combat Regional crime activities more effectively;
3. To identify and arrange for financial, resource, and training needs required by the institutions responsible for overseeing security.

STRATEGY COMPONENTS

A. FIGHTING CRIME

I. ORGANIZED CRIME

1. UPDATE, COORDINATE, IMPLEMENT, AND FOLLOW UP ON THE REGIONAL PLAN TO COMBAT ORGANIZED CRIME AND ON THE VARIOUS OTHER PLANS IN EFFECT;
2. PROTECT VICTIMS OF HUMAN SMUGGLING AND/OR TRAFFICKING IN PERSONS; AND
3. TAKE COORDINATED ACTIONS TO COMBAT VEHICLE THEFT.

II. COUNTERNARCOTICS EFFORTS

1. PROMOTE THE ADOPTION OF A MEMORANDUM OF UNDERSTANDING ON THE INTERDICTION AND INTERCEPTION OF NARCOTICS TRAFFICKING;
2. STRENGTHEN INFORMATION-EXCHANGE MECHANISMS;

3. PROMOTE NEGOTIATIONS TO FIND MECHANISMS FOR THE DISTRIBUTION OF FUNDS CONFISCATED FROM NARCOTICS TRAFFICKING, MONEY LAUNDERING, AND ORGANIZED CRIME ACTIVITIES;
 4. COMBAT DIVERSION OF CHEMICAL PRECURSORS.
- III. DEPORTEES WITH CRIMINAL RECORDS OR EX-CONVICTS
 - IV. GANGS [*PANDILLAS*]- TRANSNATIONAL ANTI-GANG CENTER (TAG)
 - V. HOMICIDE
 - VI. ILLICIT WEAPONS TRAFFICKING
 - VII. TERRORISM
 - VIII. CORRUPTION
 - IX. OTHER POLICE-RELATED ISSUES
 1. POLICE ATTACHÉ OFFICES;
 2. POLICE INTELLIGENCE;
 3. USE OF THE INTERPOL I-24/7 SYSTEM;
 4. TOURIST SECURITY; AND
 5. POLICE BORDER SECURITY.
 - X. LEGAL ISSUES
 1. PROMOTION OF THE DRAFT AGREEMENT ON CENTRAL AMERICAN COOPERATION FOR THE PROTECTION OF VICTIMS AND WITNESSES;

2. PROMOTION OF SPEEDY RATIFICATION OF THE CENTRAL AMERICAN TREATY ON ARREST WARRANTS AND SIMPLIFIED EXTRADITION PROCEDURES;
3. POSSIBILITY OF INCORPORATING "RED ALERT" INTO THE COUNTRIES' INTERNAL LEGAL SYSTEMS;
4. USE OF TAPPING AND INTERCEPTION OF TELECOMMUNICATIONS AS AN INVESTIGATIVE TOOL;
5. HARMONIZATION OF CRIMINAL LAW AND CRIMINAL PROCEDURE LEGISLATION.

XI. TRAINING

- B. VIOLENCE PREVENTION AND REHABILITATION AND REINTEGRATION
- C. INSTITUTIONAL STRENGTHENING: COORDINATION OF FOLLOW-UP OF REGIONAL STRATEGY.

STRATEGIC COMPONENTS

A. FIGHTING CRIME

I. ORGANIZED CRIME¹

1. **UPDATE, COORDINATE, IMPLEMENT, AND FOLLOW UP ON THE REGIONAL PLAN TO COMBAT ORGANIZED CRIME AND THE VARIOUS OTHER PLANS IN EFFECT;**

OBJECTIVE:

Work in a coordinated fashion to combat organized crime activities.

SCOPE:

¹ Twenty-Fourth Central America Security Commission, Managua, June 17, 2002

Strengthen cooperation and exchange of tactical and operational strategic information in efforts to combat the various trends in organized crime: goods smuggling; money laundering; narcotics activity; robbery of banks and of money/valuables transport vehicles; vehicle theft; illicit trafficking in cultural assets; kidnappings; illicit trafficking in weapons, ammunition, explosives, and similar articles; human smuggling and person trafficking, smuggling of migrants [*trafico ilícito de migrantes*—literally “illicit trafficking in migrants”]; terrorism, and gangs;

ACTIVITIES:

- Periodically review and update the Regional Plan to Combat Organized Crime implemented by the Commission of Police Chiefs of Central America, as well as the plans currently in effect on security, with the participation of the competent Mexican authorities;
- Integrate and harmonize the various plans in effect;
- Carry out the operational actions contained in the plans;
- Periodically submit to the Central American Security Commission and the Government of the Mexico reports on the results of implementation of these plans.

**2. PROTECT VICTIMS OF HUMAN SMUGGLING AND/OR
PERSON TRAFFICKING²**

OBJECTIVE:

² Thirty-Second Meeting of Central American Security commission, San Salvador, May 16, 2007

Provide victims of human smuggling and person trafficking with humanitarian assistance and humane treatment and prosecute and penalize human smugglers and person traffickers;

ACTIVITIES:

- Strengthen cooperation for the humane and respectful repatriation of victims of human smuggling and person trafficking;
- Establish procedures for repatriation of nationals found in another country of the Region;
- Establish temporary shelters;
- Amend pertinent crime legislation, especially that relating to handlers [*benefactores*] of the victims; and
- Make efforts to develop comprehensive care programs for trafficking victims;
- Promote the development and, where applicable, compatibility of the technological platforms for immigration control systems, as well as interconnection for the exchange of timely information among the competent authorities of the countries involved.

3. COORDINATE ACTIONS FOR COMBATING VEHICLE

THEFT^{3,4}

OBJECTIVE:

Combat vehicle theft at the Regional level, promoting the prompt recovery and return of vehicles.

ACTIVITIES:

³ Twentieth Special Meeting of the Commission of Police Chiefs of Central America and the Caribbean, March 28, 2007, Retalhuleu, Guatemala, March 28, 2007

⁴ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

- Conduct operations on the roads and highways of Central America and Mexico in the countries' respective jurisdictions in order to recover stolen vehicles;
- Expedite the return of the recovered vehicles to their owners or legal representatives;
- Make efforts to ensure that the countries that have not already done so implement the *RECSI* [Central American Network Information System for the location and recovery of stolen vehicles] system as soon as possible. Mexico will consider participating in this initiative;

II. EFFORTS TO COMBAT NARCOTICS TRAFFICKING

1. PROMOTE THE ADOPTION OF A MEMORANDUM OF UNDERSTANDING ON INTERDICTION AND INTERCEPTION OF INTERNATIONAL NARCOTICS TRAFFICKING⁵

OBJECTIVE:

Establish and regulate procedures for coordination during the tracking, identification, interdiction, and interception on land, at sea, and in air, respectively, in cases where there is a reasonable suspicion that vessels or aircraft traveling through the territories of the respective countries are carrying drugs or engaging in any other offense under the laws of each country.

SCOPE:

Ensure the operational effectiveness and promptness of Regional efforts to combat narcotics trafficking while continuously safeguarding the sovereignty of the countries.

⁵ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

ACTIVITIES:

- Share the experiences each country has had regarding internal inter-agency cooperation;
- Agree on the procedure to be followed for tracking, identification, and interception on land, at sea, and in air;
- Adopt an operational coordination flow chart;
- Identify liaisons and contact points;
- Establish early warning mechanisms;
- Have in place properly encrypted means of communication that allow for real-time sharing of information;
- Request that the General Secretariat of SICA (SG-SICA) put together a multidisciplinary technical team with the participation of Mexico to draft a proposal for a memorandum of understanding on the uniform interdiction and interception of international narcotics trafficking, ensuring that international treaties on this subject are applied.

- **2. STRENGTHENING OF INFORMATION EXCHANGE**

MECHANISMS⁶

OBJECTIVE:

To strengthen the various information exchange mechanisms and generation of police intelligence to combat narcotics trafficking and other manifestations of transnational crime in the Region pursuant to the internal legislation of each country.

ACTIVITIES:

⁶ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

- Identify liaisons and contact points for the exchange of information and generation of police intelligence;
- Establish early warning mechanisms;
- Have in place properly encrypted means of communication that allow for real-time sharing of information;
- Expand Regional efforts for the fulfillment of the commitments assumed in the scope of the OAS/CICAD [Inter-American Drug Abuse Control Commission] Multilateral Evaluation Mechanism

3. PROMOTE NEGOTIATIONS TO SEEK MECHANISMS FOR THE DISTRIBUTION OF PROCEEDS CONFISCATED FROM NARCOTICS TRAFFICKING, MONEY LAUNDERING, OR ORGANIZED CRIME ACTIVITIES ⁷

OBJECTIVE:

Support national and Regional institutions in their efforts to combat narcotics trafficking, money laundering, or organized crime activities through the establishment of transparent mechanisms that allow for the distribution of resources derived from coordinated operations in which there has been an exchange of information and police intelligence, pursuant to the internal legislation of each country.

ACTIVITIES:

- Adopt understandings or agreements that, under the terms of Article 5(5) of the 1988 United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, permit the countries "on a regular or case-by-case

⁷ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

basis," to distribute proceeds or property confiscated "or funds derived from the sale of such proceeds or property, in accordance with its domestic law, administrative procedures."

- Establish a working group to prepare a draft regional convention on the distribution of confiscated funds derived narcotics trafficking, money laundering, or organized crime activities.

4. EFFORTS TO COMBAT DIVERSION OF CHEMICAL

PRECURSORS⁸

OBJECTIVE:

Address the diversion of chemical precursors and strengthen cooperative actions for tracking the illegal flow of such precursors.

ACTIVITIES:

- Expand and strengthen mechanisms for the exchange of relevant information to prevent the international diversion of chemical precursors;
- Accord special priority to the investigation and control of chemical precursors and the dismantling of illegal synthetic drug laboratories;
- Improve border, port, and airport surveillance of the movement of controlled products;
- Coordinate methods for oversight of controlled substances;
- Supplement actions already being implemented by the countries of the Region in international organizations such as OAS/CICAD and UN/UNODC [United Nations Office on Drugs and Crime].

⁸ Thirty-Second Meeting of Central American Security Commission, San Salvador, May 16, 2007

III. DEPORTEES WITH CRIMINAL RECORDS OR EX-CONVICTS

OBJECTIVES

Promote the adoption of procedures for transparent, humane, orderly, and safe repatriation and/or deportation.

ACTIVITY

Establish a working sub-group composed of officials from agencies of competent jurisdiction for the purpose of addressing, *inter alia*, issues relating to the repatriation of ex-convicts.

IV. GANGS⁹, ¹⁰

TRANSNATIONAL ANTI-GANG CENTER (TAG)¹¹

OBJECTIVE:

To establish a police system for the monitoring, analysis, and investigation of transnational criminal activities of gangs.

SCOPE:

Implement various measures geared to preventing the worsening of the problem of gangs in North and Central American.

ACTIVITIES

- Designate the TAG national liaison office;
- Compile, analyze, and dispatch information relating to transnational criminal activities of gangs;
- Conduct investigations of transnational criminal acts involving gangs;

⁹ Twenty-Seventh Meeting of the Central American Security Commission, San Salvador, September 10, 2004

¹⁰ Regional Plan Against Criminal Activity of Gangs, Tegucigalpa, January 15, 2004

¹¹ Third Anti-Gang Convention Meeting, San Salvador, April 24-16, 2007

- Identify the transnational crime patterns of gangs;
- Determine the levels of connection among the various gangs and the structures of national and transnational organized crime;
- Take steps to establish a regional data base on gangs;
- Form a working group for the design and establishment of the data base on gangs.

- **V. HOMICIDE**

- OBJECTIVE:

- Reduce homicide rates in the Region.

- ACTIVITIES:

- Strengthen the technological development of biometrics and ballistics data;
- Share experiences in the investigating and punishment of homicide; and
- Periodically conduct simultaneous operations to arrest homicide perpetrators in various countries of the Region.

VI. EFFORTS TO COMBAT ILLICIT WEAPONS TRAFFICKING

OBJECTIVES:

Take decisive action in the Region to combat illicit weapons trafficking, thus preventing the use of trafficked weapons for the commission of other crimes, particularly homicide.

ACTIVITIES:

- Ensure international treaties on this subject are enforced, in particular the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and other Related Materials (CIFTA);

- Establish a forum of competent central authorities of Central America and Mexico to promote common mechanisms for the effective control of this phenomenon;
- Adopt best practices at customs and borders to control weapons trafficking in the Region;
- Promote the establishment of a system for the exchange of information about legally registered firearms and of a regional registry of confiscated firearms;
- Strengthen the Central American project for the control of small and light weapons; and
- Promote compliance with the Code of Conduct of Central American States on the Transfer of Arms, Ammunition, Explosives, and Other Related Material.

VIII. TERRORISM¹²

OBJECTIVE:

Establish a system for the exchange of information and intelligence to help detect and assess risks and threats of a terrorist nature. Design a specific program to address and combat terrorism.

ACTIVITIES:

- Establish contact points and liaisons;
- Coordinate cooperation of experts for risk assessment;
- Establish early warning and early response mechanisms;
- Analyze national legal instruments. Define relevance and means of rendering them consistent with national constitutions and international treaties on this subject; and

¹² Central American Security Commission, Tegucigalpa, October 25, 2001

- Establish a secure route for the reciprocal flow of information and intelligence.

VIII. CORRUPTION

OBJECTIVE:

Help eliminate all types of corruption in the Region at all levels.

ACTIVITIES:

- Design and establish regional programs and projects for legislative modernization and harmonization, investigation, education, and prevention with respect to corruption;
- Help publicize the provisions of the Inter-American Convention Against Corruption and the United Nations Convention against Corruption;
- Take into account efforts already being made under both Conventions so that they may contribute to the implementation of a national strategy to combat corruption in each country of the Region;
- Follow up on commitments adopted for the implementation of the 2006 Guatemala declaration on corruption; and
- Strengthen international cooperation and exchange of legal information.

IX. OTHER POLICE-RELATED ISSUES

1. POLICE ATTACHÉ OFFICES^{13, 14, 15}

OBJECTIVE:

Establish police attaché offices which can also serve as liaison and information-exchange units.

ACTIVITIES:

¹³ Special Meeting of Heads of State, Zambrano, Honduras, October 3, 2006

¹⁴ Thirty-First Meeting of the Central American Security Commission, San Salvador, October 20, 2006

¹⁵ Border Security Meeting, Esquipulas, October 6, 2006

- Designate police attaché offices.

2. POLICE INTELLIGENCE^{16, 17, 18}

OBJECTIVE:

Strengthen the regional police intelligence community.

ACTIVITIES:

- Develop a regional police intelligence model;
- Operate a police communication and intelligence network in real time;
- Strengthen liaisons for the dissemination of information.

3. USE OF INTERPOL I-24/7 SYSTEM^{19, 20, 21}

OBJECTIVE:

Strengthen the use of the I-24/7 system by the countries of the Region for the secure, exchange of information in real time;

ACTIVITIES:

- Promote the connectivity of the countries of the Region and their specialized internal units with the I-24/7 system; and
- Supplement the I-24/7 with other platforms for the recording, investigation, and/or prevention of crime.

4. TOURIST SECURITY²²

OBJECTIVE:

¹⁶ Special Meeting of Heads of State, Zambrano, Honduras, October 3, 2006

¹⁷ Thirty-First meeting of the Central American Security Commission, San Salvador, October 20, 2006

¹⁸ Fifth Intelligence Community Meeting, Retalhuleu, Guatemala, March 27, 2007

¹⁹ Special Meeting of Heads of State, Zambrano, Honduras, October 3, 2006

²⁰ Thirty-First meeting of the Central American Security Commission, San Salvador, October 20, 2006

²¹ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

²² Thirtieth Meeting of the Central American Security Commission, Managua, November 8, 2005

Strengthen tourist protection and security measures to make the Region a safe and reliable destination.

ACTIVITIES:

- Design a tourism police model for the Region involving the tourism sector and industry;
- Establish a Regional tourism security community;
- Adopt a Handbook of Good Police Practices on Tourism;
- Implement special instructions on tourist security; and
- Perform regional studies to identify critical areas among tourist destinations.

5. POLICE BORDER SECURITY²³

OBJECTIVE:

To transform the border police models in order to facilitate Regional cooperation in efforts to combat organized crime;

ACTIVITIES:

- Carry out coordinated operations in the border areas of each country of the Region;
- Strengthen binational police efforts; and
- Establish police reference models at border posts and in border cities.

X. LEGAL ISSUES

**1. DRAFT AGREEMENT ON CENTRAL AMERICAN
COOPERATION FOR THE PROTECTION OF VICTIMS AND
WITNESSES^{24, 25, 26}**

²³ Thirtieth Meeting of the Central American Security Commission, Managua, November 8, 2005

OBJECTIVE:

Ensure the active, secure, and conscious participation of persons having victim or witness status in a manner that will effectively contribute to judicial investigations and court proceedings.

ACTIVITIES:

- Conclude negotiations on, promote the adoption of, and ratify, this Agreement;

2. PROMOTION OF SPEEDY RATIFICATION OF THE CENTRAL AMERICAN TREATY ON ARREST WARRANTS AND SIMPLIFIED EXTRADITION PROCEDURES^{27, 28, 29, 30, 31}

OBJECTIVE:

Prevent persons awaiting arrest, prosecution, or sentencing from taking refuge in the territories of other countries to evade justice in the country or countries in which they engaged in their crime(s).

ACTIVITIES:

- Obtain legislative ratification of this Treaty by the signatory countries.

3. POSSIBILITY OF INCORPORATING "RED ALERT" INTO COUNTRIES' INTERNAL LEGAL SYSTEMS³²

OBJECTIVE:

²⁴ Special Meeting of Heads of State, Zambrano, Honduras, October 3, 2006

²⁵ Thirty-First Meeting of the Central American Security Commission, San Salvador, October 20, 2006

²⁶ Mexico will study the scope of this initiative and, as appropriate, may join it.

²⁷ Twenty-Seventh Regular Meeting of Heads of State, Leon, Nicaragua, December 2, 2005

²⁸ Twenty-Eighth Meeting of the Central American Security commission, San Salvador, September 10, 2004

²⁹ Twenty-Seventh Regular Meeting of Heads of State, Leon, Nicaragua, December 2, 2005

³⁰ Twenty-Eighth Meeting of the Central American Security commission, San Salvador, September 10, 2004

³¹ Mexico would be willing to study the scope of this initiative and, as appropriate, join it.

³² Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

Use the international arrest warrant (red alert) against foreign fugitives who are discovered in any of the Central American INTERPOL-member countries

ACTIVITIES:

Incorporate red alert into internal legal systems as the equivalent of an international arrest warrant

4. USE OF TAPPING AND INTERCEPTION OF TELECOMMUNICATIONS AS AN INVESTIGATIVE TOOL³³

OBJECTIVE:

Use judicially authorized tapping and interception of telecommunications in the investigation of crime

ACTIVITIES:

- Urge the countries that do not yet have this tool to join in implementing it, where applicable, by making the appropriate legal modifications; and
- Develop capacity in this area, particularly for information analysts.

5. HARMONIZATION OF CRIMINAL LAW AND CRIMINAL PROCEDURE LEGISLATION

OBJECTIVE:

Facilitate the harmonized implementation of crime legislation in each of the countries of the Region.

ACTIVITIES:

- Perform comparative studies and systematize the implementation of crime legislation in each of the countries of the Region; and

³³ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

- Promote regionalization of bilateral treaties in effect on mutual legal assistance in criminal matters and extradition while working toward the simplification and promptness of the procedures thereunder.

XI. TRAINING^{34, 35, 36, 37, 38}

OBJECTIVE:

To raise the capacity of institutions to respond to threats to regional security

ACTIVITIES:

- Strengthen the operation of the Central American Institute of Advanced Police Studies (ICESPO);
- Conduct training sessions and specialization courses in the following areas: police analysis and intelligence; criminal investigations; tactical and operative specialized units; and combating organized crime;
- Implement the training program offered by the Government of Mexico in: analysis of information in telephone tapping cases; investigation and control of chemical precursors; dismantling of synthetic drug laboratories; crisis management and efforts to combat kidnapping; improved control over the movement of controlled products at borders, ports, and airports; and suitable methods for oversight of controlled substances;

³⁴ Twenty-Eighth Meeting of the Central American Security Commission, San Salvador, September 10, 2004

³⁵ Twenty-Ninth Central American Security Commission, San Salvador, November 25, 2004

³⁶ Thirty-First Meeting of the Central American Security Commission, San Salvador, October 20, 2006

³⁷ Aide-Mémoire, Follow-up to Campeche Meeting, San Salvador, April 23, 2007

³⁸ Thirty-Second Meeting of Central American Security Commission, San Salvador, May 16, 2007

- Establish a joint program for specific training in the area of detection and assessment of terrorist risks, and of strategies and tactics to prevent and combat them;
- Strengthen criminal investigation to support the actions of public prosecutors' offices in the effective administration of justice; and
- Strengthen the capacity of CICAD headquarters in Honduras³⁹

B. VIOLENCE PREVENTION, AND REHABILITATION AND REINTEGRATION

OBJECTIVE:

Address factors that contribute to violence in the Region

ACTIVITIES:

- Strengthen the "Secure Central America" plan;
- Strengthen the pertinent public policies in each country and seek areas of common concern with a view to carrying out regional actions;
- Carry out a program for the exchange of pertinent experiences among bodies of experts in each country; and
- Analyze the issues faced in prisons and formulate programs and projects to improve conditions for prisoners.

C. INSTITUTIONAL STRENGTHENING: COORDINATION OF FOLLOW-UP OF REGIONAL STRATEGY

OBJECTIVE:

Strengthen Central American institution building in the area of security

³⁹ Mexico will evaluate the prospect of participating in this initiative and contributing to its strengthening.

ACTIVITIES:

- Have in place a permanent body for the coordination and follow-up of the Regional Strategy as an integral part of the SICA General Secretariat, with the full participation of the attorneys general and police chiefs;
- Periodically evaluate efforts and results of the Regional Strategy in the areas of fighting crime, crime prevention, rehabilitation, and reintegration;
- Consolidate criminal statistics at the Central America-Mexico level, especially taking into account the statistics generated by the reports of the Police Chiefs of Central America, of the Mexico counterparts institutions, and the Central American Observatory Against Violence (OCAVI);
- Strengthen investigative police units, public prosecutors' offices, and the various agencies engaged in criminal and forensic investigations, by endowing them with sufficient resources to improve results in the prosecution of crime;
- The possibility of establishing autonomous forensic and expert institutes will be considered;
- Consider the establishment of autonomous forensic institutes when possible.

San Salvador, August 14, 2007

[Annex]

**COMMISSION OF POLICE CHIEFS AND DIRECTORS
OF CENTRAL AMERICA AND THE CARIBBEAN**

Glossary of Criminal Justice Terminology

The following definitions shall apply for the Central American area:

1. **TRAFFICKING IN ILLEGAL IMMIGRANTS** [*TRAFICO DE INMIGRANTES ILEGALES*]^[1]
 - (a) **TRAFFICKER IN ILLEGAL IMMIGRANTS:** Person who either leads or arranges for the leading of one or more persons of any nationality or origin through national territories in order to bring them illegally into another State for any purpose.
 - (b) **ILLEGAL IMMIGRANTS.** Foreigners who enter a nation's territory illegally for the purpose of remaining there or to transit on to a third country.
2. **TERRORISM.** Crimes against public security, the security of the State, or constitutional order that employ different means (weapons, explosives, chemicals or biological warfare, etc.), causing large-scale devastation, or railway, maritime, and aviation disasters.
3. **KIDNAPPING.** [*secuestro or plagio*] Crime whereby a person deprives another of his freedom for the purpose of obtaining from him or a third party as the price for his release, money, goods, property, documents, etc., for the kidnapper or the person or persons he designates.
4. **WEAPONS TRAFFICKING.** This is defined as the illegal importation, exportation, procurement, sale, delivery, movement, or transfer and warehousing of firearms,

^[1] Translator's Note: The term used in the text is different: *tráfico ilícito de migrantes* – smuggling of migrants]

- munitions, explosives, and other related material from or through the territory of one State to that of another.
5. **TRAFFICKING IN CULTURAL PROPERTY.** This refers to the sale, export, holding, or transfer by any means of property considered cultural property without authorization of the State.
 6. **MONEY LAUNDERING.** This refers to steps taken to legitimize income or capital obtained through illicit activities or income or capital the possession of which is without an economic basis or legal means.
 7. **BANK ROBBERY.** This refers to the robbery of money/valuables transport vehicles or of banking, financial, and similar institutions, employing the use of force or intimidation or force against persons or property.
 8. **SMUGGLING.** Refers to the introduction of products, merchandise, money, or any other tradable good from one State into another.
 9. **VEHICLE THEFT:**
 - (a) **CARJACKING.** Refers to the illegal appropriation of any means of mechanized ground transport by use of force, violence, or intimidation.
 - (b) **VEHICLE THEFT.** Refers to the illegal appropriation of any means of mechanized ground transport without the authorization of its owner (does not entail the use of force, violence, or intimidation).
 10. **NARCOTICS TRAFFICKING.** Refers to all illicit activities associated with the production, processing, trade, distribution, use, possession, trafficking, warehousing, or transport of narcotics, psychotropic substances, or dangerous

drugs and any other product considered as such by the technical and scientific organizations of the countries of Central America or by international agreements.

11. HOMICIDE. Refers to the crime of killing a person.
12. ATTEMPTED HOMICIDE. Refers to the fact that for reasons beyond the control of the perpetrator, a homicide did not occur.
13. DOMESTIC VIOLENCE. Refers to any pattern of behavior associated with a situation in which unequal power is exercised, manifesting in the use of physical, psychological, parental, or sexual violence, or intimidation or persecution against any member of the family unit.
14. RAPE (indecent assault). Whoever lies with, or has carnal access to, a person of either sex without their consent or when such person is either mentally challenged, unconscious, or otherwise unable to resist.
15. ATTEMPTED RAPE. Refers to the fact that for reasons beyond the control of the perpetrator, a rape did not occur.
16. ABDUCTION FOR PURPOSES OF SEXUAL ASSAULT; AND STATUTORY RAPE [*rapto y estupro*].
 - (a) ABDUCTION FOR PURPOSES OF SEXUAL ASSAULT [*rapto*]. Refers to the crime committed when a person is removed or detained for sexual or indecent purposes by the use of force, intimidation, or deceit.
 - (b) STATUTORY RAPE [*estupro*]. Refers to the crime of carnal knowledge through the use of deceit, abuse of confidence, hierarchy, or authority.
17. INJURY. Whoever causes harm affecting the bodily or mental wellbeing of another person.

18. **ABORTION.** Is the death of the fetus at any point in pregnancy.
19. **SUICIDE.** Is the act whereby a person takes his own life.
20. **HUMAN SMUGGLING.** Refers to the movement of people illegally from one State to another for a variety of purposes, using a series of methods and means for their transport.
21. **PERSON TRAFFICKING.** Refers to promoting, facilitating, or furthering the entry or exit of persons from one State to another for sexual, labor, or any other illegal form of exploitation, by means of deceit, violence, abuse of authority, or intimidation, etc.
22. **TRAFFICKING IN MINORS.** Refers to promoting, facilitating, or furthering the entry or exit of minors (children or adolescents) from one State to another for purposes of prostitution, servitude, the harvesting of organs, forced labor, pornography, satanic rituals, illegal adoption, etc., by means of deceit, violence, abuse of authority, or intimidation, etc.
23. **ILLEGAL TRAFFICKING IN HUMAN ORGANS.** Refers to facilitating, or furthering the entry or exit of human organs or persons to receive such organs or parts thereof, for purposes of transplanting them to another person by complex surgical procedures.

COMPARATIVE TABLE OF NATIONAL SECURITY AND DEFENSE BUDGETS - CENTRAL AMERICA AND MEXICO									
Country	Law & Order	National Police	Prison System	Ministry of Interior	Immigration	Offices of Public Prosecutors (Ministerio Público)	Offices of Attorneys General (Fiscalías)	Defense	
Belize	N/D	16,500	3,229,854.50	32,500	163,792,650	N/D	298,536.50	22,923,241	
Costa Rica	N/D	N/D	N/D	N/D	N/D	N/D	N/D	N/D	
El Salvador	3,698,869	151,173,630	19,224,600	N/A	1,203,698	N/A	20,070,645	N/A	
Guatemala					8,000,000	83,000,000		143,000,000	
Honduras	119,127,101.56				94,436,705.26	21,052,831.58		75,476,094.74	
Nicaragua*	49,871,006	N/D	5,900	4,637,669	4,141,102	7,670,581		38,646,353	
Paraguay	N/D	N/D	N/D	N/D	N/D	N/D	N/D	N/D	
Dom. Rep.	N/D								
Mexico**	1,242,243,878			***101,308,974	***166,363,636		837,967,216		3,922,928,872

* Nicaragua's figures were taken from the webpage of the Ministry of the Economy and Public Credit.
 ** Refers exclusively to the 2007 Federal Budget, published in the Official Gazette of December 28, 2006.
 *** Refers exclusively to the 2007 Federal Budget assigned to the Center for Investigation and National Security (CISEN).
 **** Refers exclusively to the budget allocated to the National Immigration Institute, an agency of the Secretariat of the Interior.
 N/A = not applicable.
 N/D = no available data.

***ESTRATEGIA DE SEGURIDAD DE
CENTROAMÉRICA Y MÉXICO.***

ESTRATEGIA DE SEGURIDAD DE CENTROAMERICA Y MEXICO

CONSIDERANDO:

El modelo de seguridad democrática establecido por el Tratado Marco de Seguridad Democrática en Centro América, el cual se sustenta en la supremacía y el fortalecimiento del poder civil, el balance razonable de fuerzas, la seguridad de las personas y de sus bienes, la superación de la pobreza y de la pobreza extrema, la promoción del desarrollo sostenible, la protección del medio ambiente, la erradicación de la violencia, la corrupción, la impunidad, el terrorismo, la narcoactividad y el tráfico de armas

El creciente carácter transnacional de las actividades del crimen organizado, y advirtiendo indispensable y necesario estrechar y fortalecer la cooperación en este ámbito en la región.

Que el 3 de octubre de 2006, en Bosques de Zambrano, Francisco Morazán, Honduras, se celebró la Reunión Extraordinaria de Jefes de Estado y de Gobierno de los países miembros del SICA, sobre Seguridad, en la que participó el Presidente Electo de México.

Que la XXXI Comisión de Seguridad de Centroamérica, celebrada en San Salvador, el 20 de octubre de 2006, se incluye un acuerdo para "continuar los diálogos sobre seguridad entre Centroamérica y los Estados Unidos Mexicanos, en el marco de las prioridades expresadas por los Jefes de Estado y de Gobierno del SICA y dentro de los mecanismos consensuados entre las partes".

Que durante la IX Reunión de los Jefes de Estado y de Gobierno del Mecanismo de Diálogo Político y de Concertación de Tuxtla, los mandatarios reiteraron el compromiso de fortalecer la cooperación en materia de seguridad y combate al crimen organizado, para lo cual han emprendido esfuerzos concretos a través de la creación de canales seguros para el intercambio de información y estrategias que contribuyan a cerrar el paso a la delincuencia y el terrorismo internacional.

El II Diálogo México-Centroamérica sobre Seguridad Democrática, celebrado en el marco de la XXXII Reunión de la Comisión de Seguridad de Centroamérica, los días 15 y 16 de mayo de 2007, en la Ciudad de San Salvador, El Salvador, con el propósito de coordinar esfuerzos para combatir el narcotráfico, el crimen organizado, el fenómeno de las maras y/o pandillas, y otros temas identificados como de interés mutuo, en el marco del respeto de la soberanía de los Estados y el derecho internacional.

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Los gobiernos de Centroamérica y México DECIDEN:

ADOPTAR la presente:

ESTRATEGIA DE SEGURIDAD DE CENTROAMÉRICA Y MÉXICO.

Esta Estrategia es el instrumento básico que, desde una perspectiva integral aspira a orientar las acciones coordinadas que en materia de seguridad adopten los países de la región enmarcadas en sus respectivos ordenamientos jurídicos.

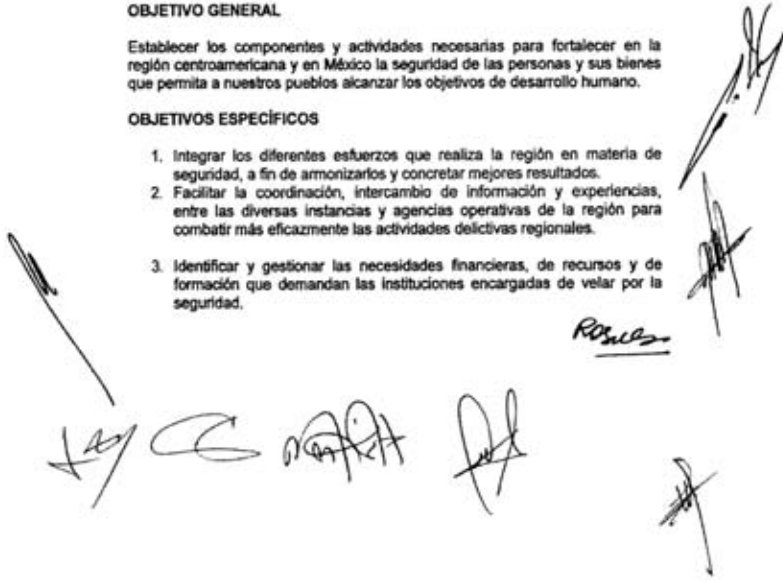
En tal sentido, la Estrategia establece los objetivos comunes, las áreas de intervención y las acciones a seguir para alcanzar los niveles de seguridad que requieren los ciudadanos centroamericanos. Por otra parte, se constituye en una herramienta importante para identificar las necesidades financieras, proceder a la gestión y obtención de financiamiento y cooperación internacional, al presentar de una manera armónica los distintos esfuerzos que la región realiza en materia de seguridad.

OBJETIVO GENERAL

Establecer los componentes y actividades necesarias para fortalecer en la región centroamericana y en México la seguridad de las personas y sus bienes que permita a nuestros pueblos alcanzar los objetivos de desarrollo humano.

OBJETIVOS ESPECÍFICOS

1. Integrar los diferentes esfuerzos que realiza la región en materia de seguridad, a fin de armonizarlos y concretar mejores resultados.
2. Facilitar la coordinación, intercambio de información y experiencias, entre las diversas instancias y agencias operativas de la región para combatir más eficazmente las actividades delictivas regionales.
3. Identificar y gestionar las necesidades financieras, de recursos y de formación que demandan las instituciones encargadas de velar por la seguridad.



COMPONENTES DE LA ESTRATEGIA

A. COMBATE AL DELITO

- I. DELINCUENCIA ORGANIZADA**
 - 1. ACTUALIZAR, CONJUNTAR, IMPLEMENTAR Y DAR SEGUIMIENTO AL PLAN REGIONAL CONTRA EL CRIMEN ORGANIZADO Y LOS DIVERSOS PLANES VIGENTES.
 - 2. PROTECCIÓN A LAS VÍCTIMAS DEL TRÁFICO ILÍCITO Y/O TRATA DE PERSONAS.
 - 3. ACCIONES COORDINADAS PARA EL COMBATE AL ROBO Y HURTO DE VEHÍCULOS.
- II. COMBATE AL NARCOTRÁFICO**
 - 1. IMPULSAR LA ADOPCIÓN DE UN MEMORANDUM DE ENTENDIMIENTO SOBRE INTERDICCIÓN E INTERCEPTACIÓN DEL NARCOTRÁFICO INTERNACIONAL.
 - 2. FORTALECIMIENTO DE LOS MECANISMOS DE INTERCAMBIO DE INFORMACIÓN.
 - 3. IMPULSAR UNA NEGOCIACIÓN QUE PROCURE MECANISMOS PARA LA DISTRIBUCIÓN DE FONDOS INCAUTADOS PROVENIENTES DE ACTIVIDADES DE NARCOTRÁFICO, LAVADO DE DINERO O ACTIVIDADES DE DELINCUENCIA ORGANIZADA.
 - 4. COMBATE AL DESVÍO DE PRECURSORES QUÍMICOS.
- III. DEPORTADOS CON ANTECEDENTES PENALES O EXCONVICTOS**
- IV. PANDILLAS**
CENTRO ANTIPANDILLAS TRANSNACIONAL (CAT)
- V. HOMICIDIO**
- VI. COMBATE AL TRÁFICO ILÍCITO DE ARMAS**
- VII. TERRORISMO**
- VIII. CORRUPCIÓN**
- IX. OTROS TEMAS POLICIALES**
 - 1. AGREGADURÍAS POLICIALES.
 - 2. INTELIGENCIA POLICIAL
 - 3. UTILIZACIÓN DEL SISTEMA DE INTERPOL I-24/7
 - 4. SEGURIDAD TURÍSTICA
 - 5. SEGURIDAD FRONTERIZA POLICIAL

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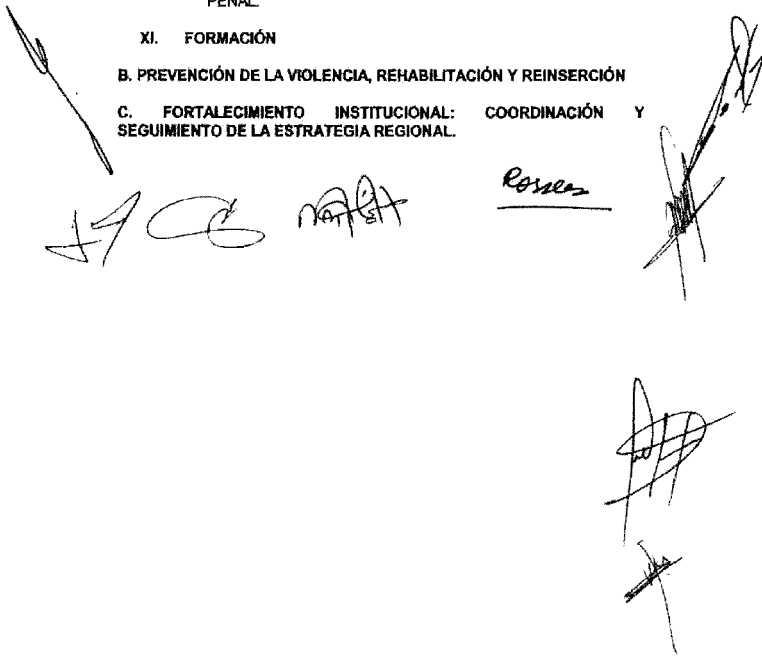
X. ASPECTOS LEGALES

1. PROPUESTA DE CONVENIO CENTROAMERICANO DE COOPERACIÓN PARA LA PROTECCIÓN DE VÍCTIMAS Y TESTIGOS.
2. AGILIZACIÓN DE LA VIGENCIA DEL TRATADO CENTROAMERICANO RELATIVO A LA ORDEN DE DETENCIÓN Y EXTRADICIÓN SIMPLIFICADA.
3. POSIBILIDAD DE INCORPORAR LA "DIFUSIÓN ROJA" EN EL ORDENAMIENTO INTERNO DE LOS PAÍSES.
4. UTILIZAR COMO HERRAMIENTA DE INVESTIGACIÓN LA INTERVENCIÓN E INTERCEPTACIÓN DE TELECOMUNICACIONES.
5. ARMONIZACIÓN DE LA LEGISLACIÓN PENAL Y PROCESAL PENAL.

XI. FORMACIÓN

B. PREVENCIÓN DE LA VIOLENCIA, REHABILITACIÓN Y REINSECCIÓN

C. FORTALECIMIENTO INSTITUCIONAL: COORDINACIÓN Y SEGUIMIENTO DE LA ESTRATEGIA REGIONAL.



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COMPONENTES ESTRATÉGICOS**A. COMBATE AL DELITO.****I. DELINCUENCIA ORGANIZADA ¹****1. ACTUALIZAR, CONJUNTAR, IMPLEMENTAR Y DAR SEGUIMIENTO AL PLAN REGIONAL CONTRA EL CRIMEN ORGANIZADO Y LOS DIVERSOS PLANES VIGENTES.****OBJETIVO:**

Trabajar de manera coordinada en el combate de las actividades del crimen organizado.

ALCANCE:

Reforzar las acciones de cooperación e intercambio de información estratégica táctica y operativa en el combate al crimen organizado, en sus distintas vertientes: contrabando; lavado de dinero y activos; narcoactividad; robo a bancos y unidades de transporte de valores; robo y hurto de vehículos; tráfico ilícito de bienes culturales; secuestros; tráfico ilícito de armas, municiones, explosivos y artículos similares; tráfico y trata de personas, tráfico ilícito de inmigrantes, terrorismo y pandillas.

ACTIVIDADES:

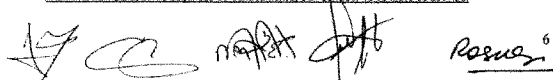
- Revisar y actualizar periódicamente el Plan Regional contra el Crimen Organizado que ejecuta la Comisión de Jefes de Policía de Centroamérica y los planes vigentes sobre seguridad, con la participación de las autoridades mexicanas competentes.
- Integrar y armonizar los diferentes planes vigentes.
- Llevar a cabo las acciones operativas contenidas en los planes.
- Presentar periódicamente a la Comisión de Seguridad de Centroamérica y al Gobierno de México los informes de resultado de la implementación de dichos Planes.

2. PROTECCIÓN A LAS VÍCTIMAS DEL TRÁFICO ILÍCITO Y/O TRATA DE PERSONAS. ²**OBJETIVO:**

Proporcionar asistencia humanitaria y trato digno a las víctimas del tráfico ilícito y la trata de personas, así como perseguir y sancionar a los traficantes y tratantes de personas.

¹ XXIV Comisión de Seguridad de Centroamérica, Managua 17 de junio de 2002.pdf

² XXXII Reunión Comisión de Seguridad de Centroamérica, San Salvador 16 de mayo de 2007.pdf

 Rosner⁶

Proporcionar asistencia humanitaria y trato digno a las víctimas del tráfico ilícito y la trata de personas, así como perseguir y sancionar a los traficantes y tratantes de personas.

ACTIVIDADES:

- Fortalecer la cooperación para la repatriación digna y respetuosa de las víctimas del tráfico ilícito y trata de personas.
- Establecer los procedimientos para la repatriación de nacionales que se encuentren en otro país de la región.
- Crear albergues temporales.
- Revisar la legislación penal aplicable en la materia, especialmente sobre los benefactores de las víctimas.
- Realizar esfuerzos para el desarrollo de programas integrales de atención a las víctimas de trata.
- Impulsar el desarrollo, y, en su caso, la homologación de las plataformas tecnológicas de los sistemas de control migratorio, así como de interconexión de información oportuna entre las autoridades competentes de los países involucrados.

3. ACCIONES COORDINADAS PARA EL COMBATE AL ROBO Y HURTO DE VEHÍCULOS.³⁴

OBJETIVO:

Combatir el hurto y robo de vehículos a nivel regional, promoviendo la pronta recuperación y devolución de los mismos.

ACTIVIDADES:

- Realizar operativos en las carreteras centroamericanas y de México en los ámbitos de las respectivas jurisdicciones, con la finalidad de recuperar vehículos robados o hurtados.
- Agilizar la devolución de los vehículos recuperados a sus propietarios o representantes legales.
- Realizar esfuerzos para que los países que no lo han hecho implementen a la mayor brevedad el sistema RECSI. México considerará su participación en esta iniciativa.

³⁴ Reunión Extraordinaria de la Comisión de Jefes de Policía C.A. y el Caribe, Retalhuleu 28 de marzo de 2007.doc

³⁵ Ayuda Memoria Secuimiento de Reunión Camoescha, San Salvador 23 de abril de 2007.doc

II. COMBATE AL NARCOTRÁFICO.**1. IMPULSAR LA ADOPCIÓN DE UN MEMORANDUM DE ENTENDIMIENTO SOBRE INTERDICCIÓN E INTERCEPTACIÓN DEL NARCOTRÁFICO INTERNACIONAL.¹****OBJETIVO:**

Establecer y regular procedimientos de coordinación durante la detección, identificación, interdicción e interceptación terrestre, marítima y aérea, respectivamente, en los casos en que razonablemente se sospeche de naves o aeronaves que transiten por los respectivos territorios nacionales, transporten drogas o cometan cualquier otro ilícito de conformidad con la legislación nacional de cada país.

ALCANCE:

Asegurar la efectividad y prontitud operacional de los esfuerzos regionales contra el narcotráfico, salvaguardando en todo caso la soberanía de los países.

ACTIVIDADES:

- Compartir las experiencias que al interior de cada uno de los países se tiene en la cooperación interinstitucional.
- Acordar el procedimiento a seguir para la detección, identificación e interceptación terrestre, marítima y aérea.
- Adoptar un flujograma de coordinación operativa.
- Identificar los enlaces y puntos de contacto.
- Establecer mecanismos de alerta temprana.
- Contar con medios de comunicación debidamente encriptados que permitan compartir información en tiempo real.
- Solicitar a la SG- SICA la conformación de un equipo técnico multidisciplinario, con la participación de México, para que elabore una propuesta de Memorandum de Entendimiento sobre interdicción e interceptación uniforme del narcotráfico internacional, asegurando la aplicación de los tratados internacionales sobre la materia.

2. FORTALECIMIENTO DE LOS MECANISMOS DE INTERCAMBIO DE INFORMACIÓN.²**OBJETIVO:**

Fortalecer los distintos mecanismos de intercambio de información y la generación de inteligencia policial para combatir al narcotráfico y demás manifestaciones de delincuencia transnacional en la región de conformidad con la legislación interna de cada país.

¹ Ayuda Memoria Seguimiento de Reunión Camacho, San Salvador 23 de abril de 2007.doc
² Ayuda Memoria Seguimiento de Reunión Camacho, San Salvador 23 de abril de 2007.doc

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ACTIVIDADES:

- Identificar los enlaces y puntos de contacto de intercambio de información y la generación de inteligencia policial.
- Establecer mecanismos de alerta temprana.
- Contar con medios de comunicación debidamente encriptados que permitan compartir información en tiempo real.
- Ampliar los esfuerzos regionales para la ejecución de los compromisos asumidos en el ámbito del Mecanismo de Evaluación Multilateral de la CICAD de la Organización de los Estados Americanos

3. IMPULSAR UNA NEGOCIACIÓN QUE PROCURE MECANISMOS PARA LA DISTRIBUCIÓN DE FONDOS INCAUTADOS PROVENIENTES DE ACTIVIDADES DE NARCOTRÁFICO, LAVADO DE DINERO O ACTIVIDADES DE CRIMEN ORGANIZADO.⁷

OBJETIVO:

Apoyar a las instituciones nacionales y regionales en su lucha contra el narcotráfico, lavado de dinero o actividades del crimen organizado, a través del establecimiento de mecanismos transparentes que permitan la distribución de los recursos provenientes de operaciones coordinadas en las que haya habido intercambio de información e inteligencia policial, de acuerdo con la legislación interna de cada país.

ACTIVIDADES:

- Adoptar los entendimientos o acuerdos que, con base en lo dispuesto por el Artículo 5 numeral 5 de la Convención de Naciones Unidas contra el Tráfico Ilícito de Estupefacientes y Sustancias Psicotrópicas de 1988, permitan a los países, "conforme a un criterio preestablecido o definido para cada caso", repartirse el producto o los bienes decomisados, "o los costos derivados de la venta de dicho producto o de dichos bienes, con arreglo a lo previsto por su derecho interno, sus procedimientos administrativos".
- Crear un grupo de trabajo para preparar un proyecto de convenio regional relativo a la distribución de fondos incautados provenientes de actividades de narcotráfico, lavado de dinero o actividades del crimen organizado.

4. COMBATE AL DESVÍO DE PRECURSORES QUÍMICOS.⁸

OBJETIVO:

Enfrentar el desvío de precursores químicos y reforzar las acciones de cooperación para la detección del flujo ilegal de los mismos.

⁷ Ayuda Memoria Seguimiento de Reunión Campeche, San Salvador 23 de abril de 2007.doc
⁸ XXXI Reunión Comisión de Seguridad de Centroamérica, San Salvador 16 de mayo de 2007.pdf

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ACTIVIDADES:

- Ampliar y reforzar los mecanismos de intercambio de información relevante para evitar el desvío internacional de precursores químicos.
- Especializar en la investigación y control de precursores químicos y el desmantelamiento de laboratorios ilegales de drogas sintéticas.
- Mejorar los controles en fronteras, puertos y aeropuertos para el paso de productos controlados.
- Coordinar los métodos de auditoría de sustancias controladas.
- Complementar las acciones que ya realizan los países de la Región en organismos internacionales como la OEA-CICAD y la ONU-ONUDD.

III. DEPORTADOS CON ANTECEDENTES PENALES O EXCONVICTOS**OBJETIVOS**

Promover la adopción de procedimientos de repatriación y/o deportación transparente, digna, ordenada y segura.

ACTIVIDAD

Crear un subgrupo de trabajo conformado por los funcionarios de las instituciones competentes, con el objeto de abordar, entre otros aspectos, la problemática relacionada a la repatriación de ex convictos.

IV. PANDILLAS ¹⁰**CENTRO ANTIPANDILLAS TRANSNACIONAL (CAT): ¹¹****OBJETIVO:**

Establecer un sistema policial de monitoreo, análisis e investigación de las actividades delictuales transnacionales de las pandillas.

ALCANCE:

Implementar diferentes medidas orientadas a obstruir la expansión del problema de las pandillas en Norte y Centroamérica.

ACTIVIDADES:

- Designar la oficina de enlace nacional para con el CAT.
- Recopilar, analizar y enviar la información relacionada a las actividades delictuales transnacionales de las pandillas.

¹⁰ XXVIII Reunión Comisión de Seguridad de Centroamérica, San Salvador 10 de septiembre de 2004.pdf

¹¹ Plan Regional contra la Actividad Delictiva de Pandillas o Maras, Tegucigalpa 15 de enero de 2004.doc

¹² III Convención Antipandillas, San Salvador 24 al 26 de abril de 2007.doc

- Realizar investigaciones sobre hechos delictivos transnacionales que involucren la participación de las pandillas.
- Identificar patrones delictivos transnacionales de las pandillas.
- Determinar los niveles de vinculación entre las diferentes pandillas y las estructuras del crimen organizado nacional y transnacional.
- Proceder a la creación de una base de datos regional sobre pandillas.
- Constituir un grupo de trabajo para el diseño y elaboración de la base de datos sobre pandillas.

V. HOMICIDIO

OBJETIVO:

Reducir los índices de homicidios en la región.

ACTIVIDADES:

- Potenciar el desarrollo tecnológico de bases de datos biométricos y de huella ballística.
- Compartir experiencias en materia de investigación y sanción del delito de homicidio.
- Realizar operaciones periódicas y simultáneas para proceder a la detención de homicidas en diferentes países de la región.

VI. COMBATE AL TRÁFICO ILÍCITO DE ARMAS

OBJETIVO:

Combatir decididamente en la región el tráfico ilícito de armas, previniendo de esa manera su utilización para la comisión de otros delitos, particularmente el de homicidio.

ACTIVIDADES:

- Asegurar la aplicación de los tratados internacionales sobre esta materia, en particular la Convención Interamericana contra la Fabricación y el Tráfico Ilícitos de Armas de Fuego, Municiones, Explosivos y otros Materiales Relacionados (CIFTA).
- Establecer el foro de autoridades centrales competentes entre Centroamérica y México para promover mecanismos comunes de control efectivo sobre la materia.
- Adoptar mejores prácticas en aduanas y fronteras para controlar el tráfico de armas en la región.
- Impulsar el establecimiento de un sistema de intercambio de información sobre armas de fuego legalmente inscritas y de un registro regional de armas de fuego incautadas.
- Fortalecer el Proyecto Centroamericano para el Control del Tráfico Ilícito de Armas Pequeñas y Ligeras.

Rosales

- Impulsar el cumplimiento del Código de Conducta Centroamericano para la transferencia de armas, municiones, explosivos y otros materiales relacionados.

VII. TERRORISMO ¹²

OBJETIVO:

Establecer un sistema de intercambio de información e inteligencia que permita detectar y evaluar riesgos y amenazas de naturaleza terrorista. Diseñar un programa específico de atención y combate al terrorismo.

ACTIVIDADES:

- Establecer puntos de contacto y enlaces.
- Concertar la colaboración de expertos para la evaluación de riesgos.
- Establecer mecanismos de alerta y respuesta temprana.
- Analizar los instrumentos jurídicos nacionales. Definir la pertinencia y vías de homologación de conformidad con las Constituciones nacionales y los tratados internacionales en la materia.
- Establecer una vía segura para el flujo recíproco de información de inteligencia.

VIII. CORRUPCIÓN

OBJETIVO:

Contribuir a erradicar en la región todos los niveles y modalidades de corrupción.

ACTIVIDADES:

- Diseñar y establecer programas y proyectos regionales de modernización y armonización legislativa, investigación, educación y prevención de la corrupción.
- Contribuir a la difusión del contenido de la Convención Interamericana contra la Corrupción y la Convención de Naciones Unidas contra la Corrupción.
- Tomar en cuenta los esfuerzos que ya se realizan en ambas Convenciones para que contribuyan a la instrumentación de la Estrategia Nacional de combate a la Corrupción de cada Estado de la Región.
- Dar seguimiento a los compromisos adoptados para la implementación de la Declaración de Guatemala sobre corrupción del año 2006.
- Fortalecer la cooperación e intercambio de información jurídica internacionales.

IX. OTROS TEMAS POLICIALES

¹² Comisión de Seguridad de Centroamérica, Tegucigalpa 25 de octubre de 2001.doc

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1. AGREGADURÍAS POLICIALES. ^{13 14 15}

OBJETIVO:

Crear las agregadurías policiales, las cuales pueden servir además de enlaces y de intercambio de información.

ACTIVIDADES:

- Nombrar a los agregados policiales.

2. INTELIGENCIA POLICIAL ^{16 17 18}

OBJETIVO:

Fortalecer la comunidad de inteligencia policial regional.

ACTIVIDADES:

- Elaborar un modelo de inteligencia policial regional.
- Operativizar la red de comunicación e inteligencia policial en tiempo real.
- Fortalecer los enlaces en cuanto a la disseminación de información.

3. UTILIZACIÓN DEL SISTEMA DE INTERPOL I-24/7. ^{19 20 21}

OBJETIVO:

Potenciar la utilización del Sistema I-24/7 por parte de los países de la región para el intercambio seguro y en tiempo real de información.

ACTIVIDADES:

- Propiciar la conectividad de los países de la región y sus unidades especializadas internas con el sistema I-24/7.
- Complementar el sistema I-24/7 con otras plataformas de registro, investigación y/o prevención del delito.

4. SEGURIDAD TURÍSTICA ²²

OBJETIVO:

¹³ República Dominicana, del Reino de España, Guatemala, Honduras, El Salvador y Nicaragua del 2006. www.oas.sam.gov.do

¹⁴ OEA, Resolución Comunitaria de Seguridad de Centroamérica, San Salvador, 20 de octubre de 2004. www.oas.sam.gov.do

¹⁵ Resolución Comunitaria de Seguridad, Tegucigalpa, 8 de octubre de 2004. www.oas.sam.gov.do

¹⁶ Resolución, Embajaduría de Lima de España, Guatemala, Honduras, El Salvador y Nicaragua del 2006. www.oas.sam.gov.do

¹⁷ OEA, Resolución Comunitaria de Seguridad de Centroamérica, San Salvador, 20 de octubre de 2004. www.oas.sam.gov.do

¹⁸ Resolución Comunitaria de Seguridad, Tegucigalpa, 8 de octubre de 2004. www.oas.sam.gov.do

¹⁹ OEA, Resolución Comunitaria de Seguridad de Centroamérica, San Salvador, 20 de octubre de 2004. www.oas.sam.gov.do

²⁰ Resolución Comunitaria de Seguridad, Tegucigalpa, 8 de octubre de 2004. www.oas.sam.gov.do

²¹ OEA, Resolución Comunitaria de Seguridad de Centroamérica, San Salvador, 20 de octubre de 2004. www.oas.sam.gov.do

²² OEA, Resolución Comunitaria de Seguridad de Centroamérica, Tegucigalpa, 8 de octubre de 2004. www.oas.sam.gov.do

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Consolidar las medidas de seguridad y protección al turista para que la región sea un destino confiable y seguro.

ACTIVIDADES:

- Diseñar un modelo de policía turística para la región involucrando al sector y a la industria del turismo.
- Crear la comunidad de seguridad turística regional.
- Adoptar un Manual de Buenas Prácticas Policiales en materia de turismo.
- Implementar un instructivo especial de seguridad turística.
- Realizar estudios regionales tendientes a identificar áreas críticas en los destinos turísticos.

5. SEGURIDAD FRONTERIZA POLICIAL ²³

OBJETIVO:

Transformar los modelos policiales fronterizos, a fin de facilitar la cooperación regional en la lucha contra el crimen organizado.

ACTIVIDADES:

- Desarrollar operaciones coordinadas, en las áreas fronterizas de cada país de la región.
- Consolidar los esfuerzos de las policías binacionales.
- Establecimiento de referentes policiales en puestos y ciudades fronterizas.

X. ASPECTOS LEGALES

1. PROPUESTA DE CONVENIO CENTROAMERICANO DE COOPERACIÓN PARA LA PROTECCIÓN DE VÍCTIMAS Y TESTIGOS. ^{24 2308}

OBJETIVO:

Asegurar la participación activa, segura y conciente de personas que se encuentran en la situación de testigos o víctimas, lo cual contribuirá efectivamente a las investigaciones y procesos judiciales.

ACTIVIDADES:

- Concluir la negociación y promover la aprobación y ratificar a la brevedad este Convenio.

²³ CCOJ Reunión Comisión de Seguridad de Centroamérica, Managua 3 de noviembre de 2006.pdf
²⁴ Reunión Extraterritorial de Jefes de Estado, Zambrano Honduras 01 de octubre de 2006.pdf
²⁵ CCOJ Reunión Comisión de Seguridad de Centroamérica, San Salvador 20 de octubre de 2006.pdf
²⁶ México considerará los alcances de esta iniciativa, y en su caso, podrá acompañarla.



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2. AGILIZACIÓN DE LA VIGENCIA DEL TRATADO CENTROAMERICANO RELATIVO A LA ORDEN DE DETENCIÓN Y EXTRADICIÓN SIMPLIFICADA.^{27 28 29 30 31}

OBJETIVO:

Evitar que las personas pendientes de captura, procesadas o condenadas, se refugien en territorios de otros países para evadir la justicia de aquel o aquellos donde han cometido delito.

ACTIVIDADES:

- Obtener la ratificación legislativa de este Convenio por parte de los países suscriptores.

3. POSIBILIDAD DE INCORPORAR LA "DIFUSIÓN ROJA" EN EL ORDENAMIENTO INTERNO DE LOS PAÍSES.³²

OBJETIVO:

Utilizar la orden de arresto internacional ("difusión roja") para el caso de fugitivos extranjeros que se encuentran en cualquiera de los países centroamericanos miembros de la INTERPOL.

ACTIVIDADES:

- Incorporar dentro del ordenamiento jurídico interno la difusión roja como equivalente a una orden de captura nacional.

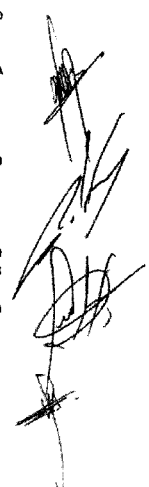
4. UTILIZAR COMO HERRAMIENTA DE INVESTIGACIÓN LA INTERVENCIÓN E INTERCEPTACIÓN DE TELECOMUNICACIONES.³³

OBJETIVO:

Disponer de la intervención e interceptación de telecomunicaciones, con autorización judicial, en la investigación de delitos.

ACTIVIDADES:

- Exhortar a los países que no cuentan con esta herramienta, a que procedan a su implementación, si fuere el caso, mediante las reformas legales adecuadas.
- Desarrollar capacitaciones en esta materia, particularmente para analistas de información.



²⁷ XXVII Reunión Ordinaria de Jefes de Estado, León Nicaragua 2 de diciembre de 2005.pdf
²⁸ XXVIII Reunión Comisión de Seguridad de Centroamérica, San Salvador 10 de septiembre de 2004.pdf
²⁹ XXVIII Reunión Ordinaria de Jefes de Estado, León Nicaragua 2 de diciembre de 2005.pdf
³⁰ XXVIII Reunión Comisión de Seguridad de Centroamérica, San Salvador 10 de septiembre de 2004.pdf
³¹ (MEXICO) estaría dispuesto a considerar los alcances de esta iniciativa y en su caso acompañarla
³² Ayuda Memoria Seguimiento de Reunión Campeche, San Salvador 23 de abril de 2007.doc
³³ Ayuda Memoria Seguimiento de Reunión Campeche, San Salvador 23 de abril de 2007.doc

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5. ARMONIZACIÓN DE LA LEGISLACIÓN PENAL Y PROCESAL PENAL.**OBJETIVO:**

Facilitar la aplicación armónica de los sistemas de legislación penal vigentes en cada uno de los países de la región.

ACTIVIDADES:

- Realizar estudios comparativos y sistematizar la aplicación de la legislación penal en cada uno de los países de la región.
- Impulsar la regionalización de los tratados bilaterales vigentes en materia de asistencia legal mutua en materia penal y extradición procurando su simplificación y celeridad.

XI. FORMACIÓN ^{34 35 36 37 38}**OBJETIVO:**

Elevar la capacidad de las instituciones en responder a las amenazas a la seguridad regional.

ACTIVIDADES:

- Fortalecer el funcionamiento del Instituto Centroamericano de Estudios Superiores de Policía (ICESPO).
- Impartir capacitaciones y cursos de especialización en las siguientes áreas: análisis e inteligencia policial, investigación del delito, unidades especializadas tácticas y operativas, así como de combate al crimen organizado.
- Implementar el programa de formación ofrecido por el Gobierno de México en: análisis de información en casos de escuchas telefónicas, investigación y control de precursores químicos, desmantelamiento de laboratorios de drogas sintéticas, manejo de crisis y combate al secuestro, mejores controles en fronteras, puertos y aeropuertos para el paso de productos controlados, así como en métodos adecuados de auditoría de sustancias controladas.
- Concertar un programa de capacitación específico en materia de detección y evaluación de riesgo terrorista, así como estrategias y tácticas de prevención y combate.
- Fortalecer la investigación criminal que sustente la actuación de los Ministerios Públicos en el ejercicio eficaz de la procuración de justicia.

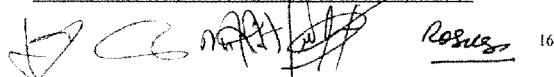
³⁴XXXVIII Reunión Comisión de Seguridad de Centroamérica, San Salvador 10 de septiembre de 2004.pdf

³⁵XXXIX Comisión de Seguridad de Centroamérica, San Salvador 23 de noviembre de 2004.pdf

³⁶XXXI Reunión Comisión de Seguridad de Centroamérica, San Salvador 20 de octubre de 2006.pdf

³⁷ Ayuda Memoria Seguimiento de Reunión Campeche, San Salvador 23 de abril de 2007.doc

³⁸XXXII Reunión Comisión de Seguridad de Centroamérica, San Salvador 18 de mayo de 2007.pdf

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- Fortalecer la capacidad del Centro de Instrucción Antidrogas de Centroamérica (CIADCA), con sede en Honduras³⁹.

B. PREVENCIÓN DE LA VIOLENCIA, REHABILITACIÓN, REINSECCIÓN Y SEGURIDAD PENITENCIARIA:

OBJETIVO:

Atender los factores que propician la situación de la violencia en la región.

ACTIVIDADES:

- Potenciar el Plan "Centro América Segura".
- Fortalecer las políticas públicas de cada país en la materia y buscar sus coincidencias, a fin de desarrollar acciones regionales.
- Desarrollar un programa de intercambio de experiencias entre las instancias expertas de cada país en la materia.
- Analizar la problemática enfrentada en los Centros Penitenciarios, así como la formulación de programas y proyectos para mejorar las condiciones de vida de los privados de libertad.

C. FORTALECIMIENTO INSTITUCIONAL: COORDINACIÓN Y SEGUIMIENTO DE LA ESTRATEGIA REGIONAL.

OBJETIVO:

Fortalecer la institucionalidad centroamericana en materia de seguridad.

ACTIVIDADES:

- Contar con una instancia permanente para la coordinación y seguimiento de la Estrategia Regional, que forme parte integral de la Secretaría General del SICA, con la plena participación de los Fiscales Generales y Jefes de Policía.
- Evaluar periódicamente los esfuerzos y resultados que en materia de combate de la delincuencia, prevención del delito, rehabilitación y reinserción disponga la Estrategia Regional.
- Unificar las estadísticas criminales a nivel de Centroamérica y México, tomando en cuenta especialmente las estadísticas generadas por los informes de los Jefes de Policía de Centroamérica, de las instituciones mexicanas correspondientes y del Observatorio Centroamericano sobre Violencia (OCAVI).
- Fortalecer a las policías de investigación, los Ministerios Públicos y los diversos órganos que desarrollan la investigación criminal y forense, con recursos suficientes que permitan mejorar los resultados en materia de persecución penal.

³⁹ México valorará la conveniencia de participar en esta iniciativa y de contribuir a su fortalecimiento.

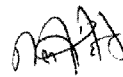
- Se considerará la posibilidad de establecer institutos forenses y periciales autónomos.
- Considerar cuando sea posible el establecimiento de institutos forenses autónomos.

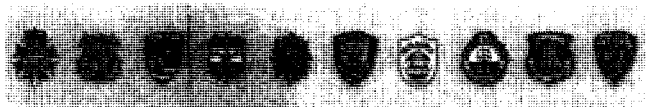
San Salvador, 14 de agosto de 2007.



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ANEXO

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**COMISIÓN DE JEFES/AS, DIRECTORES/AS DE POLICÍA
DE CENTROAMÉRICA Y EL CARIBE**

GLOSARIO DE TÉRMINOS LEGALES PENALES

Extiéndase para el área Centroamericana la concepción de los delitos siguientes:

1. **TRAFICO DE INMIGRANTES ILEGALES.**
 - a) **Traficante de Ilegales.** Son aquellas personas que se dedican a conducir o hacer conducir a una o varias personas de cualquier nacionalidad u origen por los territorios nacionales, para introducirlos ilegalmente a otro Estado con cualquier propósito.
 - b) **Inmigrantes Ilegales.** Los extranjeros que ingresen ilegalmente al territorio nacional con el propósito de radicarse en él o de tránsito por el mismo.
2. **TERRORISMO.** Son los delitos que atentan contra el orden público, la seguridad del Estado y el orden constitucional, empleando diferentes medios (armas, explosivos, químicos, biológicos, etc.) provocando grandes estragos, desastre ferroviarios, marítimos o aéreos.
3. **SECUESTRO.** Secuestro y/o Plagio. Es el delito que comete quien priva de la libertad a una persona para obtener de ella o de un tercero como precio de su liberación, dinero, bienes, títulos o documentos etc., que produzcan provecho o utilidad a favor del secuestrador y/o plagario o de otra persona que éste señale.
4. **TRAFICO DE ARMAS.** Se define como: la importación, exportación, adquisición, venta, entrega, traslado o transferencia y almacenamiento ilegal de armas de fuego, municiones, explosivos y otros materiales relacionados desde o a través del territorio de un Estado al de otro Estado.
5. **TRAFICO DE BIENES CULTURALES.** Es la comercialización, exportación, tenencia o de cualquier modo transferir la propiedad de un objeto que sea considerado bien cultural, sin la autorización estatal.
6. **LAVADO DE ACTIVOS.** Es la actividad encaminada a legitimar ingresos o activos provenientes de actividades ilícitas o carentes de fundamento económico o soporte legal para su posesión.
7. **ROBO A BANCOS.** Es el Robo de caudales a Unidades de transporte de valores, Instituciones bancaria, financieras y otras similares, empleando violencia o intimidación en las personas o fuerza en las cosas.
8. **CONTRABANDO.** Es la introducción de productos, mercancías, dinero o cualquier otro bien susceptible de comercio de un Estado a otro de manera ilícita.

9. **ROBO DE VEHÍCULOS.**

a) **Robo de Vehículos.** Es la apropiación ilícita de cualquier medio de transporte terrestre mecanizado utilizando la fuerza, la violencia y la intimidación.

b) **Hurto de Vehículos.** Es la apropiación ilícita de cualquier medio de transporte terrestre mecanizado sin la debida autorización de su propietario. (no empleándose la fuerza, violencia o intimidación).

10. **NARCOTRÁFICO.** Son todas aquellas actividades ilícitas de producción, fabricación, comercio, distribución, uso, posesión, tráfico, almacenamiento y transporte de estupefacientes, psicotrópicos y drogas peligrosas y cualquier otro producto que sea considerado como tal por los organismos técnicos y científicos de los Estados Centroamericanos y los convenios internacionales.

11) **HOMICIDIO.** Es aquel delito que consiste en dar muerte a una persona.

12) **TENTATIVA DE HOMICIDIO.** Es el hecho que por causas ajenas a la voluntad del autor no se realizo el homicidio.

13) **VIOLENCIA DOMESTICA.** Todo patrón de conducta asociado a una situación de ejercicio desigual de poder que se manifieste en el uso de la fuerza física, violencia psicológica, patrimonial, sexual, intimidación o persecución contra alguna de las personas que conforman el núcleo familiar.

14) **VIOLACIÓN.**

Violación (abusos deshonestos). Quien yaciere o tuviere acceso carnal con persona de uno u otro sexo sin su consentimiento o se encuentre privado de su razón o sentido o incapacidad para resistir.

15) **TENTATIVA VIOLACIÓN.** Es el hecho que por causas ajenas a la voluntad del autor no se realizo la violación

16) **RAPTO Y ESTUPRO.**

a) **Rapto.** Es el delito que se comete cuando se sustrae o retiene a una persona con propósitos sexuales o con miras deshonestas empleando la fuerza, intimidación o engaño.

b) **Estupro.** Es el delito que se comete con el acceso carnal, prevaleciendo para ello el engaño, confianza, jerarquía o autoridad.

17) **LESIONES.** Quien cause daños, que afecten el cuerpo o la salud física o mental de otra persona.

18) **ABORTO.** Es la muerte del producto de la concepción en cualquier momento del embarazo.

19) **SUICIDIO.** Es el acto por el cual una persona se quita la vida.

20) **TRAFICO DE HUMANOS O PERSONAS.** Es el traslado de humanos o personas de un Estado a otro, de forma legal o ilegal, con distintos objetivos, empleando una serie de métodos y medios para su transportación.

Page 22 of 26

- 21) **TRATA DE PERSONAS.** Consiste en promover, facilitar, favorecer la entrada o salida de personas de un Estado a otro, para la explotación sexual, laboral o cualquier otra forma ilegal de explotación, empleando el engaño, violencia, abuso de autoridad, intimidación, etc.
- 22) **TRAFICO DE MENORES.** Consiste en promover, facilitar, favorecer la entrada o salida de menores de edad (niños o adolescentes), de un Estado a otro, para ejercer la prostitución, la servidumbre, sustracción de órganos, trabajo forzado, pornografía, ritos satánicos, la adopción ilegal, etc., empleando el engaño, violencia, abuso de autoridad, intimidación, etc.
- 23) **TRAFICO ILEGAL DE ÓRGANOS HUMANOS.** Consiste en promover, facilitar, favorecer la entrada o salida de un Estado a otro de órganos humanos o de personas para emplear dichos órganos o partes de estos, con el propósito de ser trasplantados a otra persona mediante procedimientos quirúrgicos complejos.

ANEXO I
Reservaciones de Belice



Ministry Of Foreign Affairs And Foreign Trade

NEMO Building
 Belmopan, BELIZE C.A.
 Tel: (501)822-2322 / 2167
 Fax: (501) 822-2854
 E-mail: belizemfa@btl.net

Referencia: FA/CA/5/07(15)

NOTA NO. 621

El Ministerio de Relaciones Exteriores y Comercio Exterior de Belice saluda atentamente al Honorable Ministerio de Relaciones Exteriores de la República de Guatemala y tiene el honor de hacer referencia a la "Estrategia de Seguridad de Centroamérica y México", con fecha 14 de agosto de 2007.

Sobre dicha Estrategia de Seguridad, el Ministerio de Relaciones Exteriores y Comercio Exterior de Belice tiene el honor de informar que en términos generales, está de acuerdo con dicha estrategia, excepto en lo que concierne a los siguientes puntos:

- Tratado Centroamericano Relativo a la orden de Detención y Extradición Simplificada – Belice mantiene sus reservas debido a su actual legislación y obligaciones en el tema que requerirá mayor consideración.
- Agregadurías Policiales – Belice no participará por no estar contemplado en nuestra legislación.
- Armonización de la Legislación Penal y Procesal Penal – Belice mantiene sus reservas debido a su Sistema Jurídico y sus compromisos con CARICOM.

El Ministerio de Relaciones Exteriores y Comercio Exterior de Belice aprovecha la oportunidad para reiterar al Honorable Ministerio de Relaciones Exteriores de Guatemala las seguridades de su más alta y distinguida consideración.

Belmopan, a 2 de octubre de 2007



Ministerio de Relaciones Exteriores
 GUATEMALA

ANEXO II
Reservaciones de Costa Rica

**MINISTERIO DE RELACIONES EXTERIORES Y CULTO
DIRECCION GENERAL DE POLITICA EXTERIOR**

DGPE-DT-090-07

El Ministerio de Relaciones Exteriores y Culto, Dirección General de Política Exterior, presenta sus atentos saludos al Honorable Ministerio de Relaciones Exteriores de Guatemala, y tiene el agrado de hacer referencia al documento "Estrategia de Seguridad de Centroamérica y México", de fecha 14 de agosto de 2007.

Al respecto, el Ministerio de Relaciones Exteriores y Culto, Dirección General de Política Exterior, tiene a bien hacer del conocimiento del Honorable Ministerio de Relaciones Exteriores de Guatemala que comparte, en términos generales, el contenido de dicho documento, a excepción de dos aspectos puntuales:

- Costa Rica no participará en las Ordenes de Captura y Extradición Simplificadas, por cuanto lo impide nuestro ordenamiento jurídico.
- Costa Rica no participará en las Agregadurías Policiales, por motivos presupuestarios y por no estar contempladas en el Estatuto del Servicio Exterior.

El Ministerio de Relaciones Exteriores y Culto, Dirección General de Política Exterior, aprovecha la ocasión para renovar al Honorable Ministerio de Relaciones Exteriores de Guatemala, las seguridades de su más alta y distinguida consideración.

San José, 25 de Septiembre de 2007

○