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U.S. GOVERNMENT
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111TH CONGRESS
2d Session

COMMITTEE PRINT

S. PRT.
111–47

COMMON ENEMY, COMMON STRUGGLE: PROGRESS IN U.S.-MEXICAN EFFORTS TO DEFEAT ORGANIZED CRIME AND DRUG TRAFFICKING

A REPORT

TO THE MEMBERS

OF THE

COMMITTEE ON FOREIGN RELATIONS

UNITED STATES SENATE

ONE HUNDRED ELEVENTH CONGRESS

SECOND SESSION

MAY 18, 2010

Printed for the use of the Committee on Foreign Relations

Available via World Wide Web:
http://www.gpoaccess.gov/congress/index.html

U.S. GOVERNMENT PRINTING OFFICE

56–491 PDF WASHINGTON : 2010

For sale by the Superintendent of Documents, U.S. Government Printing Office
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LETTER OF TRANSMITTAL

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, DC, May 18, 2010.

DEAR COLLEAGUE: From April 28 to May 1, 2010, I directed my senior Senate Foreign Relations Committee (SFRC) staff member for Latin America, Carl Meacham, to visit Mexico City to assess the Obama Administration's recent 2011 budget request of $310 million for the Mérida Initiative.

The Mérida Initiative, proposed to the U.S. Congress by former President George W. Bush in the fall of 2007, is a multi-year and multi-country effort (involving Mexico, the Dominican Republic, Haiti, and the nations of Central America) to provide equipment, training, and technical assistance for long-term reform and oversight of security agencies. The Initiative has allocated more than $1.3 billion for Mexico from 2008 to 2010, nearly a 10-fold increase above 2007 levels of assistance to that country. As a result, Mexico is now the top recipient of U.S. assistance in the Western Hemisphere.

The Mérida Initiative was put forward to support the Mexican Government's stepped-up efforts against organized crime and drug trafficking, which pose a serious threat to public security and economic well-being. Because of the Mérida Initiative, relevant security agencies on opposite sides have strengthened cooperation, establishing regular, secure communications and routinely exchanging information at an operational level. This leap forward in collaboration along the border has resulted in dramatic progress in drug seizures and extraditions. But most importantly, our assistance and collaboration has helped Mexico develop stronger institutions to fight organized crime and drug trafficking.

The Mexican Government is continuing to seek ways to improve its capacity to combat these threats. Chief among its efforts is the reform and consolidation of police forces nation-wide. With U.S. collaboration, the reform of the federal police force, numbering more than 30,000 officers, is moving forward. But little progress has been made on a framework for organizing the 2,022 state and local police forces spread among 31 states and the Federal District. Reform of these state and local units is essential to the success of Mexico's anti-crime initiatives, because they constitute more than 90 percent of Mexico's police strength.

This report highlights the need to deepen the partnership between the United States and Mexico in a way that respects our mutual sovereignty and yet addresses the shared problems caused by criminal organizations operating on both sides of the border. By history, by geography, and by family ties, the United States and Mexico are natural partners. Our policies toward Mexico should reflect our common interests and objectives.

In the run-up to Mexican President Felipe Calderón's state visit on May 19–20, I hope this report will help stimulate broader debate on the importance of building a closer partnership that will improve our capacity to address shared challenges.

Though we still have a long way to go, it is clear that efforts to fight the common threat posed to our societies by drug traffickers and organized crime are showing positive results and should be bolstered. I look forward to continuing to work with you on these issues, and welcome any comments you may have.

Sincerely,

RICHARD G. LUGAR,
Ranking Member.

COMMON ENEMY, COMMON STRUGGLE: PROGRESS IN U.S.-MEXICAN EFFORTS TO DEFEAT ORGANIZED CRIME AND DRUG TRAFFICKING

INTRODUCTION

The basis of U.S.-Mexico ties is a strategic relationship that goes far beyond the problems of drugs and violence. Our nation is inextricably intertwined with Mexico historically, culturally, and commercially. The flow of goods and people across our borders helps drive our economy and strengthen our culture. But our land borders also serve as a conduit for illicit activity. This is a problem that bears shared responsibility and requires cooperative action.—SENATOR RICHARD LUGAR[1]

Since 2007, the Mérida Initiative has deepened U.S.-Mexican cooperation to jointly tackle the transnational threat posed by drug traffickers and organized crime. In 2010, the urgency of this task is heightened by the dramatic growth in drug-related violence. By conservative estimates, more than 6,500 people died last year in drug-related homicides, while January 2010 marked "the bloodiest month on record," with nearly 800 homicides country-wide.[2] According to press reports using Mexican Government data, more than 3,000 drug-related homicides occurred in the first four months of 2010 alone.[3]

This escalation of violence is fueled in large part by competition for the profits generated by illegal drug consumption in the United States and by the illicit flow of weapons and money to cartel operations. According to the Government of Mexico (GOM), which has defined organized crime as the country's greatest threat, the current surge of violence reflects the success of the government's offensive against drug trafficking organizations (DTOs), a perception shared by relevant U.S. agencies. As rival organizations battle each other for control of lucrative trafficking routes into the United States, most of the violence occurs between and among DTO members. Nevertheless, police officers, journalists, and politicians have become more frequent targets, while the January 2010 massacre of 15 teenagers in Ciudad Juárez highlighted the victimization of innocent civilians. Criminality has also extended itself to extortion, robbery, and kidnapping, affecting innocent people throughout Mexico and making security the number one concern of Mexican citizens.

[1] Statement by Senator Lugar for field hearing on "U.S.-Mexico Border Violence," March 30, 2009.

[2] Trans-Border Institute, *Drug Violence in Mexico: Data and Analysis from 2001–2009,* January 2010.

[3] William Booth, "A deadly new front in Mexico's drug war: Nation's northeast is seized by terror as cartels' feud escalates," *Washington Post,* April 21, 2010.

Some significant government victories against the DTOs include the December 2009 killing of Arturo Beltrán Leyva and January 2010 capture of Teodoro Garcia Simental, the extradition of 107 fugitives to the United States in 2009, and the GOM's seizure of 92 tons of cocaine between December 2006 and March 2010.[4] Yet drug-related violence continues to threaten public security throughout Mexico, particularly near the U.S.-Mexico border. The most afflicted Mexican states include Chihuahua, Sinaloa, Guerrero, and Durango [see map in Appendix II], while the most violent cities are considered to be Ciudad Juárez (on the border between Chihuahua and Texas), Culiacán (the capital of Sinoloa), and Tijuana (on the border between Baja California and California).[5]

Currently, U.S. Government (USG) officials deny that the increase in drug trafficking-related violence in Mexico has resulted in a significant spillover of violence into the United States, but they recognize that the prospect is a serious concern. Even without evidence of spillover violence, however, the United States has an important stake in Mexico's challenges. According to a 2010 assessment by the National Drug Intelligence Center, Mexican drug trafficking organizations (DTOs) represent the single greatest drug trafficking threat to the United States.[6] Mexico is a major transit country for cocaine and a source country for heroin, marijuana, and methamphetamine.

Both the GOM and the USG acknowledge the gravity of the crisis and their shared interest in improving coordination of law enforcement, institution-building, and efforts to reduce demand for drugs. Mexico City has received a series of high-level visits by Obama administration officials, testifying to Homeland Security Secretary Janet Napolitano's characterization of the current level of cooperation as "unprecedented."[7] Yet, as the record levels of violence demonstrate, many of the challenges undermining bilateral efforts are deep-rooted and difficult to change, from the lack of legal economic opportunities for Mexico's youth to corruption cases in both countries.

Moreover, as the violence increases, public criticisms of President Calderón's strategy and of the Mérida Initiative grow in number and intensity. A poll conducted in March 2010 by *Milenio* newspaper found that 59 percent of Mexicans believe organized crime is winning the drug war, while only 21 percent believe the government is.[8]

At the direction of Senator Lugar, this study examines the current state of U.S.-Mexican security cooperation. Its focus is on efforts to improve border security and modernize Mexico's police forces, as these key areas will contribute to the success of the Mérida Initiative. The chief conclusion is that the Mérida Initiative is delivering results but must be bolstered in order to achieve its

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[4] Department of State, Office of the Spokesman, "United States-Mexico Security Partnership: Progress and Impact," March 23, 2010, http://www.state.gov/r/pa/prs/ps/2010/03/138929.htm.

[5] Based on the Trans-Border Institute (TBI), "Drug Violence in Mexico: Data and Analysis from 2001–2009," January 2010, citing data gathered by *Reforma* newspaper.

[6] U.S. Department of Justice, *National Drug Intelligence Center National Drug Threat Assessment 2010, February 2010,* http://www.justice.gov/ndic/pubs38/38661/index.htm .

[7] Testimony by Secretary Napolitano before Senate Committee on the Judiciary. April 27, 2010.

[8] *El Milenio,* "Gana el narco guerra contra el gobierno federal, piensa 59 % de los mexicanos." March 22, 2010., http://www.milenio.com/node/407205.

aims. While the dramatic surge in violence is an expected upshot of the aggressive campaign against DTOs, the risk is that political support for expanded cooperation may not survive daily news reports of brutal homicides and kidnappings. The Mérida Initiative is thus entering a critical period, with important implications for the national security of both the United States and Mexico.

BACKGROUND[9]

In response to the GOM's request for increased cooperation and assistance, in October 2007 the United States and Mexico proposed the Mérida Initiative, a package of U.S. counterdrug and anticrime cooperation to Mexico and Central America. The Mérida Initiative was to provide some $1.4 billion in assistance, largely in the form of equipment and training, from FY 2008 through FY 2010. The four primary goals of the Mérida Initiative, as originally conceived, were to (1) break the power and impunity of criminal organizations; (2) assist the Mexican and Central American Governments in strengthening border, air, and maritime controls; (3) improve the capacity of justice systems in the region; and (4) curtail gang activity in Mexico and Central America and diminish drug demand in the region.

Congress has so far appropriated $1.3 billion of the original package, resulting in a significant increase in foreign assistance for Mexico. In FY 2007, total assistance to Mexico was $65.4 million, while in FY 2008, after the Mérida Initiative was enacted, total assistance to Mexico (including Mérida funds) was $405.9 million. There has been increasing concern, however, about the slow delivery of Mérida assistance [see Appendix III for chart of delivered items]. U.S. officials reportedly attributed early delays in disbursal of FY 2008 funds to USG contracting regulations, negotiations with Mexico and other countries about what equipment is actually needed, the time required to conduct competitive procurements, and the difficulty of delivering an aid package that involves so many agencies and offices.

As part of the FY 2011 budget preparation process, U.S. and Mexican officials began to revise the strategic framework underpinning U.S.-Mexican security cooperation. After several months of consultations, the Obama and Calderón governments agreed to a new strategy, called "Beyond Mérida" or "Mérida 2.0," that broadens the scope of bilateral security efforts and focuses more on institution-building than on technology and equipment transfers. The Obama Administration outlined the strategy in its FY 2011 budget request, which includes $310 million for Mérida-related programs in Mexico: $292 million in International Narcotics Control and Law Enforcement (INCLE) funds, $10 million in Economic Support Funds (ESF), and $8 million in Foreign Military Financing (FMF).

[9] This section is adapted from a memo prepared by Clare Seelke of the Congressional Research Service, April 23, 2010.

The Obama administration formally announced the new strategy at the Mérida High-Level Consultative Group meeting in Mexico City on March 23, 2010. Its four pillars include:

1. Disrupting the operational capacity of organized crime;
2. Strengthening Mexican institutions to sustain the rule of law (police and judicial reform);
3. Creating a 21st century border; and
4. Building strong and resilient communities.

The Calderón government has focused its efforts on a comprehensive strategy, including dismantling the power of drug trafficking organizations. To that end, the government has conducted joint police-military operations to arrest DTO leaders, investigated and indicted public officials suspected of collusion, and begun to go after the DTOs' illicit assets.[10] A significant percentage of U.S. assistance appropriated during the first phase of the Mérida Initiative, including at least $421 million in FMF funding, was obligated to purchase equipment for those efforts. The Obama administration has asked for only $8 million in FMF for FY 2011.

As the GOM has increasingly begun to conceptualize the DTOs as corporations, its strategy, and U.S. efforts to support it, has begun to focus more attention on disrupting the illicit weapons and funding flowing to the traffickers from the United States. These efforts, as well as increased intelligence-sharing and coordinated law enforcement operations, have been suggested as possible areas for increased cooperation under pillar one. As the DTOs increasingly evolve into poly-criminal organizations, perhaps as a partial result of drug interdiction efforts cutting into their profits, some analysts have also urged both governments to focus more on combating other types of organized crime, such as human trafficking and alien smuggling.

Notwithstanding a comprehensive judicial reform underway in México, many security experts also maintain that the GOM, with U.S. support, needs to focus more on addressing the country's weak law enforcement and judicial institutions than it has in the last three years (pillar two). Federal police reform is well underway. In Juárez, the federal police has assumed control over all police forces, with the military in a supporting role. But there are not sufficient federal police to replace dysfunctional local police with federal police across the country, which underscores the need for a Mexican strategy to reform its state and municipal police forces. Some FY 2009 Mérida funding is likely to be reprogrammed in order to extend U.S.-funded police training and corrections reform efforts to Tijuana and Juárez as part of a pilot project. Designed by a binational team for the areas of Tijuana-San Diego and Ciudad Juárez-El Paso, the project is intended to support the GOM's plan for Juárez through training, equipment, professional exchanges, and targeted information-sharing.[11] Security experts have also identified improving police-community relations, respect for human

[10] An asset forfeiture law is currently under discussion in the Mexican Congress. "Ley Debilitarµ las Finanzas del Narcotrµfico y Crimen Organizado en México," EFE, April 13, 2010.

[11] For a description of U.S. programs planned for Ciudad Juµrez, see: U.S. Embassy in Mexico City, "Confronting Border Violence in Ciudad Juárez," March 2010, available at: http://www.usembassy-mexico.gov/eng/merida/pdf/emerida_factsheet_ViolenceCJ.pdf.

rights, and the prevention and punishment of street crime as important issues that need to be addressed in Juárez and elsewhere in Mexico.

With impunity rates hovering around 98%, experts maintain that it is crucial for Mexico to implement the judicial reforms passed in the summer of 2008 and focus on fighting corruption at all levels of government.[12] In order for Mexico to transition its criminal justice system to an accusatorial system with oral trials by 2016, some argue that U.S.-funded judicial training programs, some of which are just getting started, may have to be significantly expanded. They are encouraged that $207 million of the Obama administration's FY 2011 request for Mérida programs in Mexico are under the "Governing Justly and Democratically" category.[13] Others argue that, even with expanded U.S. assistance, it may be unrealistic to expect Mexico to implement such a major transformation in its judicial system in the midst of the current struggle against escalating drug trafficking-related crime and violence.

The third pillar included in the State Department's proposal for the second phase of the Mérida Initiative involves the creation of a "21st Century border." The proposed 21st century border is based on:

- Enhancing public safety via increased information sharing, screenings, and prosecutions;
- Securing the cross-border flow of goods and people;
- Expediting legitimate commerce and travel through investments in personnel, technology, and infrastructure;
- Engaging border communities in cross-border trade; and
- Setting bilateral policies for collaborative border management.[14]

Pillar four will be a new focus for U.S.-Mexican cooperation and may include targeted efforts to assist at-risk youth and curb unemployment and other social problems in communities plagued by drug trafficking and violence. Experts have lauded the inclusion of social development and crime prevention programs in the new Mérida framework but have expressed concern about the limited funds the programs are likely to receive from the United States.[15] While U.S. assistance in this area includes promising new projects in support of local funding by municipalities through bond issuance, additional support for advice and consultative partnering between our two governments could help expand in a dramatic way our cooperation in this area.

Bilateral efforts under pillar four are focusing for now on pilot projects in Ciudad Juárez and Chihuahua but may also be expanded to Tijuana and the state of Baja California. These efforts

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[12] In other words, about 98% of perpetrators have not been brought to justice. This is figure is widely cited. *See, for example,* a recent report by the Center of Research for Development (CIDAC), "Indice de Incidencia Delictiva y Violencia 2009," August 2009, p. 9.

[13] Eric L. Olson and Christopher E. Wilson, "Beyond Mérida," Woodrow Wilson Center, April 6, 2010.

[14] U.S. Department of State, *United States-Mexico Partnership: A New Border Vision,* Washington, DC, March 23, 2010, http://www.state.gov/r/pa/prs/ps/2010/03/138926.htm.

[15] Testimony of Vanda Felbab-Brown, Fellow, the Brookings Institution, before the Domestic Policy Subcommittee of the House Oversight and Government Reform Committee, April 14, 2010.

involve the continuation and expansion of some existing Mérida-funded initiatives, such as school-based "culture of lawfulness" programs and demand reduction and treatment services. They may also involve USAID or other agencies providing technical expertise in how to re-zone neighborhoods to prevent crime, issue municipal bonds to fund infrastructure projects, and/or launch public-private partnerships. It is also still possible that the GOM may request additional U.S. support to carry out President Calderón's "We Are All Juárez" plan, which includes 160 different initiatives that the federal government has begun to implement in the city, in some cases with the help of state and local officials.

At this point, it appears that the funding and implementation of pillar four will primarily be the responsibility of the GOM, possibly with support from multilateral institutions like the Inter-American Development Bank. Still, staff believes that U.S, assistance can helpfully create models to be replicated and can leverage hundreds of millions of dollars in investments from other sources. For example, a USAID technical assistance program helped introduce a legal framework to issue state and municipal bonds, which have now raised over $1 billion in about five years. Such bond issues can be linked with socioeconomic investment programs, public-private partnerships, and development bank financing. Hence, USAID contributions even in the range of $30 million can still have a major impact through the resources such investments can leverage.

OBSERVATIONS

The central goal of border security is to prevent dangerous goods and people from causing harm to our country and our people. In the context of economic globalization and widespread international travel, as our Ambassador in Mexico City stated to staff, "We cannot simply attempt to 'hold the line' at the border itself rather, we must work with the appropriate Mexican officials to deter, identify and intercept threats as early as possible, developing effective channels to share with each other the information necessary to do so."

Cross-border criminal organizations—including Mexican based DTOs and gangs—are responsible for most of the traffic in people, drugs, arms, money, and other contraband across the land border. They are also responsible for the dramatic surge of violence occurring in parts of Mexico.

According to senior government officials on both sides of the border, we should respond to cross-border crime with binationally coordinated law enforcement operations, both at the border and in the interior of both countries. The administration is taking some key steps to enhance public safety and security:

- Increased sharing of mutually useful information to permit integrated, intelligence-driven operations along the border.
- Common approaches and standards for vetting officials and purging those found to be compromised, including sharing of information on corrupt officials in both countries.
- Development and implementation of joint strategies for key smuggling and trafficking corridors, including the Ciudad

Juárez-El Paso, Tijuana-San Diego, Sonora-Arizona, and Tamaulipas-Rio Grande Valley corridors, among others.

- Strengthening of a Mexican enforcement presence between the ports of entry, extending efforts in the Sonora-Arizona corridor to Ciudad Juárez-El Paso and other locations along the border.
- Regular, secure communications and exchange of information at an operational level between enforcement agencies on opposite sides of the border.
- Flexibility, discretion, and initiative at the operational level to reach out to counterparts on the other side of the border.
- Design and implementation of an integrated strategy to prevent arms trafficking, significantly extending and deepening Operation *Armas Cruzadas* and other efforts.
- Acceleration of current efforts to seize cash proceeds from criminal activities by (among other ways) continuing investigations and southbound inspections in the United States.
- Progressive increasing of alignment and coordination among law enforcement and military assets, building on successes to date.
- Regular sharing of information from investigations and prosecutions, building on the success of recent efforts related to Operation Coronado.[16]
- Application of the Controlled Substance Project, extending the current pilot program in Nogales to the areas around Ciudad Juárez and elsewhere along the border.[17]
- Expansion of Operation *No Refuge,* denying visas, adjustment of status, admission into the United States and other benefits to known drug traffickers and close family members or associates who knowingly assist, aid, abet, conspire, or collude in drug trafficking, and closer coordination between Mexican and U.S. law enforcement authorities when suspected criminals are denied entry into one country.
- Enhanced coordination on the repatriation process of criminal aliens.

Many of the steps mentioned take place through the Border Enforcement Security Task Forces (BEST) Initiative and the Operation Against Smugglers (and Traffickers) Initiative on Safety and Security (OASISS).

BEST is a multi-agency initiative, led by the U.S. Immigration and Customs Enforcement (ICE) within DHS, wherein task forces seek to identify, disrupt, and dismantle criminal organizations pos-

[16] Operation Coronado was a joint law enforcement operation conducted in October 2009 across the United States. It resulted in the arrests of 303 individuals, many of them associated with the Mexican drug trafficking organization "La Familia Michoacana." This investigation relied heavily on coordination between the Drug Enforcement Administration, Department of Justice, Department of Homeland Security, the Bureau of Alcohol, Tobacco, Firearms and Explosives, and state and local law enforcement authorities, and was supported by information and cooperation from Mexican authorities.

[17] The Nogales Controlled Substances Program is aimed at reducing narcotics smuggling along Arizona's border with Mexico. Since its inception in October 2009, 24 suspects have been referred to Mexican authorities for prosecution (U.S. Immigration and Customs Enforcement, http://www.ice.gov/pi/nr/1003/100315nogales.htm).

ing significant threats to border security.[18] Through the BEST Initiative, ICE partners with Customs and Border Protection (CBP), the Drug Enforcement Administration (DEA), the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), the Federal Bureau of Investigation (FBI), U.S. Coast Guard, and U.S. Attorneys' Offices, as well as local, state, and international law enforcement agencies. In particular, the Mexican Secretariat for Public Security (SSP) is a partner along the Southwest border. There are currently 17 BEST teams around the country, 10 of which are along the Southwest border and one in Mexico City.

BEST teams provide the platform for Operation *Armas Cruzadas,* an ICE-led operation to disrupt and dismantle weapons smuggling networks.[19] Operation *Armas Cruzadas* involves several components such as training stakeholders in database management, laws, resources, and methods to combat organized crime. It also is the umbrella for the Vetted Arms Trafficking Group, the Weapons Virtual Task Force, and the ICE Border Liaison Program.

CBP and the Mexican Government have also partnered through OASISS, a bi-lateral program aimed at enhancing both countries' abilities to prosecute alien smugglers and human traffickers along the Southwest border.[20] Through OASISS, the GOM is able to prosecute alien smugglers apprehended in the United States. From the time of its inception in 2005 through the end of FY 2009, OASISS generated 1,579 cases.[21] This program is supported by the Border Patrol International Liaison Unit, which is responsible for establishing and maintaining working relationships with foreign counterparts in order to enhance border security.

Staff strongly believes that additional funding for U.S. law enforcement agencies along the border, coupled with increased technology and the building of additional barriers, where necessary, would help with these efforts. Additional trained personnel for CBP would be far more effective than only pursuing an increased National Guard presence on the border, which could complicate Mexico's willingness to cooperate. As one senior Mexican official commented, "Finding the political will for closer collaboration may be compromised if the Mexican public perceives that the border is being militarized."

The cross-border investigation between Ciudad Juárez and El Paso of the murders of three individuals associated with the U.S. consulate in Juárez has provided a model that is demonstrating wider results and should be replicated. Over 200 law enforcement personnel have worked on the case on the El Paso side of the border, and about 40 on the Juárez side. This intensive effort has generated massive information on previous crimes and on the gangs

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[18] Department of Homeland Security, U.S. Immigration and Customs Enforcement, *Border Enforcement Security Task Forces,* November 3, 2009, http://www.ice.gov/pi/news/factsheets/080226best_fact_sheet.htm. Besides BEST, there is a variety of interagency collaborative efforts, such as the High Intensity Drug Trafficking Area Task Forces and the El Paso Intelligence Center (EPIC), both led by the Drug Enforcement Agency but with Department of Homeland Security and other agency participation.

[19] U.S. Immigration and Customs Enforcement, *Armas Cruzadas,* November 2, 2009, http://www.ice.gov/pi/news/factsheets/armas_cruzadas.htm.

[20] See testimony by Audrey Adams, Deputy Assistant Commissioner, Office of International Affairs, U.S. Customs and Border Protection, U.S. Department of Homeland Security before the U.S. Congress, House Committee on International Relations, Subcommittee on the Western Hemisphere, *U.S.-Mexico Relations,* 109th Cong., April 26, 2006.

[21] Data provided to CRS by DHS Congressional Affairs.

and cartels working in the area, possibly facilitating legal actions targeting these entities as organizations. Cooperation with Mexican law enforcement has been excellent on this case. Staff believes that this kind of intensive law enforcement increases prospects to damage drug trafficking organizations as corporate entities.

At the ports of entry, dangerous goods and other contraband are concealed within the vast amount of legal cargo that crosses the border each day; dangerous people (including those who constitute a threat to national security, public safety, or simply use false documents) likewise attempt to blend into the much larger number of legal travelers. As Mexican and U.S. officials stated to staff, "The central challenge in managing flows of people and goods is to separate travelers and cargo by level of risk and threat." Such risk segmentation allows governments to enhance security by focusing more attention on stopping illegitimate trade, while at the same time facilitating legal travel and commerce.

Equally essential to securing flows is closer collaboration in managing land ports of entry, building on the Port Security Committees framework. Staff believes that we should continue and expand efforts to facilitate trade and enhance security at the ports of entry begun under the Binational Strategic Plan

Ultimately, customs and immigration on both sides should have access to the information they need to do their jobs effectively and be able to communicate with each other in real time. The administration is taking some key steps to enhance the smooth movement of legal goods and people, including :

- Complementary risk management strategies on both sides of the border, and the replacement of comprehensive customs inspections in Mexico with a risk-based approach.
- Greater reciprocal sharing of information on potentially dangerous or illegal goods to permit more accurate targeting.
- The establishment of a binational "model port" with comparable infrastructure, state-of-the-art inspection technologies, harmonized operation standards, and real-time information sharing.
- Integrated, interoperable systems for collecting, analyzing, and sharing information on passengers entering our countries from outside North America, building on the work to date on advanced passenger information system (APIS).
- Shared watch lists and common screening protocols for dealing with aliens from special interest countries (ASICs), building on the Joint Security Program in Mexico City.
- Coordinated efforts to secure key shipping centers in our countries.
- An environment of greater compliance and legality in flows across Mexico's southern border.
- Purging of corrupt officials from agencies in both countries with responsibility for border management and inclusion of information from other agencies on prospective employees in the vetting process.

- Substantial investments in capacity building (training and vetting personnel, enhancing professionalism, constructing or refurbishing facilities, deploying new technology, etc.).
- A legal, orderly, and secure system for managing the movement of people across the border (including, in the case of illegal migration, close coordination on deportations).

Public Security and Law Enforcement Reform

The corruption of law enforcement and government officials in both countries has made the campaign against drug trafficking organizations more difficult. In October 2008, an elite unit within the federal Attorney General's office for Special Investigations of Organized Crime (SIEDO) was implicated in a scandal involving payoffs for sensitive information about antidrug activities, with at least 35 officials fired or arrested.[22] In November 2008, the former head of SIEDO was arrested and accused of accepting bribes from a drug cartel. The former investigative agency within the PGR, the Federal Agency of Investigations (AFI), which was created in 2001, was also widely criticized for corruption by 2005 and partially disbanded in June 2009.[23]

Corruption has also plagued federal, state, and municipal police forces. The Calderón administration had launched a concerted effort to improve training, root out corruption via a comprehensive vetting program and a network of control centers, and establish a workable model for professionalizing the 4,000+ new members of the national police, these officials stated.

Mexican officials stated that police corruption has been a major problem at all levels of the Mexican policing system and that reform was necessary. Officials told staff that "reforms of Mexico's federal, state and municipal police force could strengthen border security, and that, in particular, reforms under consideration to have state-level forces absorb the municipal police could bring increased effectiveness, efficiency, standardization, and better trained and equipped police to municipalities, particularly those in rural areas that have lacked human and financial capital." As one senior official mentioned, "In Mexico the police are looked down upon, hated, and feared." Mexican officials believe that police reform will help strengthen confidence in the police, as well.

An important legal step was the passage of an implementing law on reform of the constitution in January 2009 that set the parameters for a three-tiered model of police: a reaction element, a prevention element, and an investigatory element. This effort was ongoing and channeled through various Secretariat of Public Security (SSP or Federal Police) offices responsible for implementing standardized training and other requirements necessary to build a professional force. SSP state offices were providing some minimal support to state and local authorities, but this cooperation was contingent on the interest of local authorities. As of March 2010, 4,300 university-educated SSP officers had graduated from a newly-es-

[22] Tracy Wilkinson, "Mexico Under Siege: Elite Police Tainted by Drug Gang," *Los Angeles Times,* October 28, 2008.

[23] Robert E. Donnelly and David A. Shirk, eds., *Police and Public Security in Mexico,* San Diego, CA: University Readers, 2010, p. 228.

tablished basic investigative training course at the refurbished federal police institute.

Mexican law enforcement officials acknowledged that the larger challenge was to address local and state police forces, which comprised over 90 percent of the police forces nationwide and which suffered from corruption, mismanagement, and low levels of professionalism. There are 2,022 separate police forces, and a reform law that would consolidate them under state control has been stalled in the Congress because of disagreements at the state and local levels, where reform was seen as a competition for resources.

The reform law that was proposed on September 24, 2009, intends to reform article 115 of the Mexican Constitution in order to dissolve the country's municipal police forces and put them under the authority of state police entities. In order to take effect, the measure has to be approved by the Mexican Congress and then a majority of the state legislatures, a process which could take several months to a year or more. In April 2010, the National Governor's Conference (CONAGO), with the unanimous support of all governors from all parties, presented to the Senate a proposal for a "unified force" within each state, perhaps because it would likely increase the power of the governor's office.

But there are serious political challenges that revolve around entrenched interests. Most senators from the opposition PRI and Democratic Revolution Party (PRD) parties are in support of the reform measure, while some National Action Party (PAN) senators have dismissed it as a ploy by the governors to concentrate power in their offices and undermine municipal governments.[24]

Staff met with PAN Senator Felipe González, head of the Public Security Committee, and his PRI counterpart, Eloy Cantú, a strong supporter of the U.S.-Mexican bilateral relationship who hails from Nuevo León. González observed that not all the parties were on board with the reform law. While some governors were pushing CONAGO, there were still concerns at the municipal level that the shift in resources to the state would undermine local efforts and have an unfair political impact by rewarding some state governments that had done very little in the past to support a professional police force. Cantú noted his frustration with the slow pace of reform and the "same old politics" that are complicating Mexico's ability to confront organized crime. "The recent violence in Nuevo León did not start yesterday. The inability of local authorities to confront rising violence in recent months reflected deeper and longstanding problems with an ever-pervasive corruption that was undermining state and local officials," Cantú observed.

Staff believes that some PAN leaders may be concerned about giving more power to the governors at a time when 19 of the country's 32 governorships are controlled by the PRI. Beyond the political implications of the proposed reform, a debate in Mexico has ensued concerning whether the proposed reform would help or hinder broader police reform efforts. Proponents of the reform maintain that it would improve coordination with the SSP. They assert that the reform would bring efficiency, standardization, and better

[24] "Mexico Mulls Plan to Eliminate Municipal Police," EFE, March 24, 2010. Office of Senator Ramón Galindo Noriega, "Con Liquidación de Policías Municipales, Gobernadores Buscan Ratificar Virreinatos," March 29, 2010.

trained and equipped police to municipalities, particularly those in rural areas that have lacked human and financial capital. They say that corruption has been particularly rife among local police in Mexico, and that previous reform efforts have been insufficient to address the deep problems that exist at that level of the policing structure. SSP Secretary Garcia Luna has publicly advocated this reform as a critical step to create an effective state and local capacity to complement SSP's federal role.

Skeptics argue that police corruption has been a major problem at all levels of the Mexican policing system, including the state and federal police.[25] They challenge the assertion that the Calderón government's restructuring of the police will be more effective than past restructuring efforts. Critics also argue that there is a role for municipal police who are acclimated to local conditions and concerns and are trained to deal with household and community issues, as opposed to federal concerns like the fight against organized crime. They urge the GOM to concentrate its resources and attention on implementing the vetting and certification procedures for state and local police that were codified in the public security law passed in 2009, and on strengthening the National System of Public Security, which is responsible for overseeing those efforts.

The Calderón government has also cracked down on existing corruption within the police and other government institutions. Critics maintain, however, that a large percentage of those who have been arrested on charges of colluding with organized crime have been subsequently released for lack of evidence. In May 2009, for example, federal agents arrested ten mayors and seventeen other officials from Michoacán for allegedly colluding with DTOs, but a majority of those individuals have since been released.[26] Most recently, the wife of a fugitive trafficker, Joaquín "El Chapo" Guzmán, was captured but then released on May 13, 2010.[27]

This is a difficult issue that will not be resolved quickly or easily. It should not come as a surprise that there was no agreement on the police reform law in the last session of Congress that ended on April 30. The law will likely be taken up in September when Congress resumes.

RECOMMENDATIONS

As demonstrated in the current stalemate on police reform in Mexico, new approaches to strengthening law enforcement and modernizing border security will face obstacles and require policy change, but also a change in attitude. Staff believes that assistance must be reconceived in a way that reflects the collaborative efforts between our countries. Cooperation must be based on jointly-funded programs in which both countries determine priorities, with clear objectives and transparent funding mechanisms.

On the police front, it is clear we will not achieve the security we are both looking for unless there is an organized, well-trained, and professional police force throughout the country. The details of such a reform are for the Mexicans to decide, but the USG could

[25] Phone Interview with Daniel Sabet, Visiting Professor at Georgetown University, April 15, 2010.

[26] "Casting Too Wide a Net For Cartels," *Newsweek International*, March 8, 2010.

[27] Associated Press, "Mexican Policy Question, Release Drug Lord's Wife," May 14, 2010.

expand on the collaborative funding mechanism that was used to establish and sustain the federal police academy at San Luis Potosí. Staff would suggest building on the following ideas:

- As a foundational point, the GOM would establish clear legal parameters for the creation of modern state/local police.
- Develop a framework for perhaps 6–8 regional police academies that could have national coverage and achieve economies of scale, drawing on lessons and courses from the San Luis Potosí SSP academy.
- Begin with 1–2 states that could provide a base for developing an effective regional model and provide Mérida funding, through established channels, to build a modern police training program.
- As with San Luis Potosí, the GOM would provide the bulk of funding for facilities and salaries. The United States would focus on course development and training. Both should work together to leverage other donor contributions. Both U.S. and Mexican monies would have agreed benchmarks with reporting and auditing requirements.
- The GOM would develop a federal-state cost-sharing plan to sustain these regional academies respect professional standards, and uphold promotion and retention policies in the future. The USG should also support judicial sector reform.

On the border, though much progress has been made, more is necessary.

Both governments are yet to establish agile processes to permit rapid policy-making and binational policy coordination. Key ingredients include:

- The establishment of inter-agency policy-making processes that meet these specifications.
- Regular binational meetings of these committees.
- Coordination of this new policy-making structure with existing inter-agency and binational mechanisms.
- Integration of Canada into the process, on issues or topics that affect all three countries.

Developing a new vision for border security will not be an easy task; both governments will have to address a number of obstacles and challenges along the way—cultural, political, bureaucratic, regulatory, statutory, and possibly even constitutional. Staff strongly encourages relevant United States government officials to advance the following:

- Improve infrastructure and increased staffing of ports of entry.
- Demonstrate that the benefits of preclearance and related activities more than offset their costs.
- Re-prioritize border infrastructure projects, adjudicating competing funding requests and financing necessary infrastructure in the interior of each country.
- Develop the concept of "corridor security," aimed at integrating intelligence, interdiction, and investigation across the border.

- Create a regulatory framework for sharing intelligence and information with counterpart Mexican officials, including addressing the challenges involved in sharing third-party information, access to databases, and real-time data feeds.
- Create strict vetting procedures for border enforcement personnel.
- Ensure safety of law enforcement personnel, including those stationed abroad.
- Establish the appropriate diplomatic arrangements and staffing models necessary for expanded exchange of personnel and their assignment abroad.
- Ensure that law enforcement personnel operating outside their home country have the necessary authorities to do their jobs effectively.
- Address the issue of access to airspace, roads, and waterways where that access is necessary for certain law enforcement operations.
- Devise the optimal mechanisms for coordinating policy-making binationally and within each country.
- Coordinate investment in technology to ensure system compatibility.
- Engage Canadian partners in efforts to create a secure North American economic space.
- Secure permission from foreign partners to conduct joint preclearance operations abroad.

The challenge for both governments will be to not let these all-too-familiar barriers deter them from pursuing the larger goal of collaborative border management.

CONCLUSION

Collaboration across the border has grown at an impressive rate. First, under President Bush and now under President Obama, unsurpassed cooperation has yielded dramatic progress. This close relationship is evidence that both sides of the border understand that we are bound in a common struggle to rid Mexico and the United States of DTOs and organized crime, and that when we work together positive results follow.

Though much remains to be done, it is clear that we are witnessing the clear strengthening of institutional capacity building in Mexico—police, intelligence, courts, an inter-agency process—that could allow in the future for drug trafficking and organized crime to move from a national security concern to a local law enforcement concern. Though it may not be possible to eliminate drug trafficking entirely, it is vital that we support the strengthening of Mexican institutions so that the transnational DTOs cannot threaten the security of both U.S. and Mexican states. Because of our shared border, any national security threat to Mexico represents a security threat to the United States.

Staff believes that the establishment of the current institutional frameworks is progress in itself. Still, efforts by the Mexican Government will not succeed if state and local authorities are not in-

volved and held accountable for implementing and providing effective oversight of law enforcement and legal institutions at the state and local level. If the Mexican authorities succeed in building this nation-wide capacity across key areas, especially in the reform of local and state police, we will see more progress in the coming years.

In this regard, the most dramatic change is the contention by many Mexican officials that police reform would allow the country to shift from the overuse of the military against drugs to the targeted use of the military in support of law enforcement operations. This would be an important development. Most Mexicans currently favor the military over the police because of their distrust of the police, despite the common view that the military's involvement involves questionable methods. As one senior Mexican official stated, "The military's objective is to do away with an enemy. The military is the sword."

In the United States, many fear developments in Mexico because of spillover violence in border cities, though it has been sporadic. For many Americans, the problem is "elsewhere." But as one U.S. Embassy official remarked, "There is no doubt that Mexican organized crime would not be as successful in moving drugs into the United States without distribution networks, safe houses, and ways to launder money in the United States." In other words, the problem is already in the interior of the United States—it is not simply a border issue.

In the short term, strengthening and institutionalizing cooperation on border security issues, intelligence sharing, and the support of Mexican efforts to reform law enforcement are the best ways to protect U.S. security from the threats posed by organized criminals in Mexico and by those who work with them in the United States.

Strong U.S.-Mexico cooperation is vital to our common aim of defeating the drug trafficking organizations. President Calderón's May 19 visit is an ideal opportunity both to raise the public's understanding of the common challenge facing both countries and of the vital need for continued cooperation. Today, transnational cooperation has become more vital, both to confronting the drug cartels and to handling broader challenges in the bilateral relationship. President Calderón's visit will provide an opportunity for both governments to reaffirm and express our shared commitment to meeting those challenges head-on, in a spirit of mutual friendship, trust, and cooperation.

APPENDIXES

Appendix I

Contributor

Kezia McKeague, Legislative Assistant, Committee on Foreign Relations, United States Senate

MEETINGS WITH INDIVIDUALS IN MEXICO

U.S. Diplomats

Carlos Pascual, Ambassador to Mexico
Representatives from NAS, DEA, FBI, DOJ, CBP, OPAD

Mexican Government Officials

Margarita Gómez, Secretaría de Seguridad Pública
Yessica de la Madrid, Procuraduría General de la República
Jorge Medina, Penitentiary System
José Juan Bravo Moises, Customs Administrator
Alejandro Poiré, Secretaría de Gobernación
Marco Tulio, Secretaría de Seguridad Pública
Julian Ventura, Secretaría de Relaciones Exteriores
Gonzalo Villareal, Penitentiary System
Antonio Vivanco, Presidencia
Rafael Fernández de Castro, Presidencia

Mexican Legislative Branch

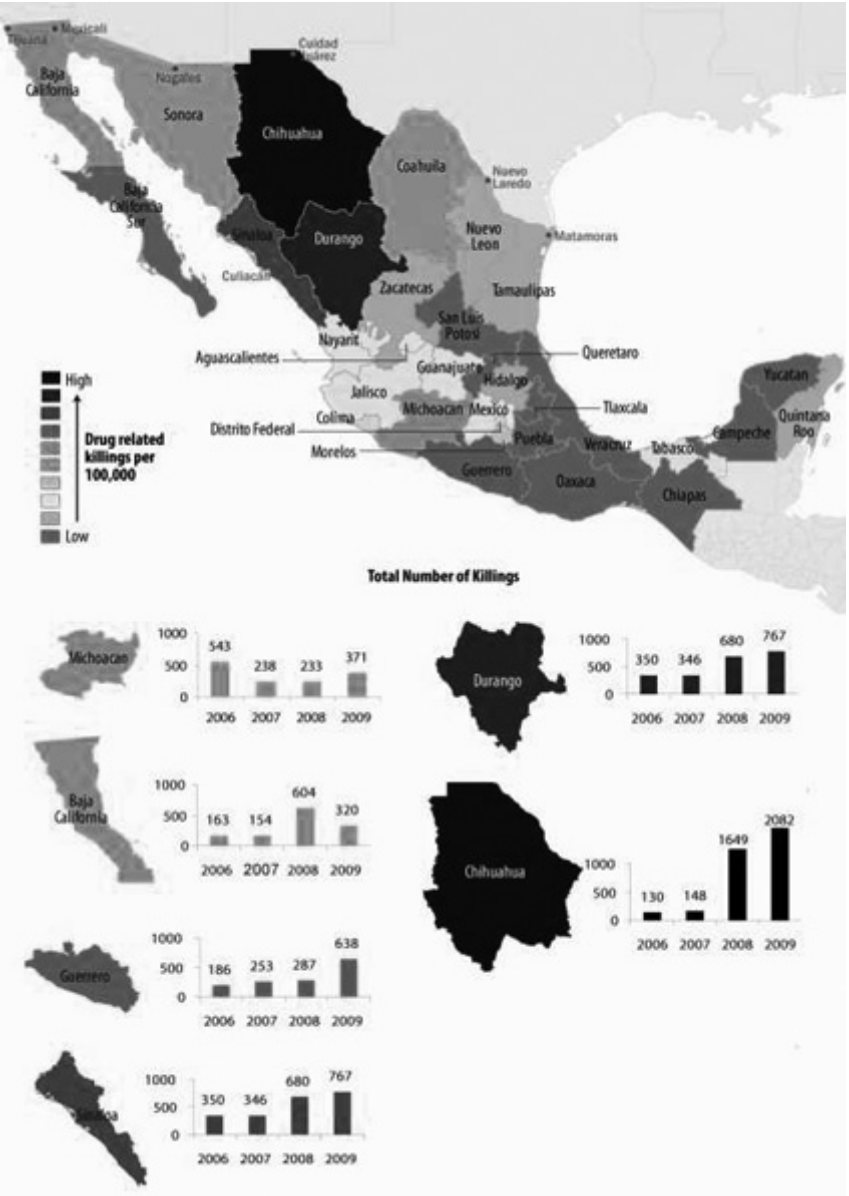
Senator Felipe González, Public Security Committee
Senator Eloy Cantú, Foreign Affairs Committee

Mexican Civil Society

Representatives from México Unido contra la Delicuencia

Appendix II. Rates of Drug Trafficking-Related Killings in Mexico by State

(per 100,000 people)



Source: Congressional Research Service, April 2010.

Appendix III—Mérida Deliverables as of May 2010

SOURCE: DEPARTMENT OF STATE, MAY 11, 2010

Merida Initiative - Significant Activities
EQUIPMENT

MERIDA INITIATIVE EQUIPMENT - DELIVERED AND PROJECTED DELIVERIES						
Item (#)	Value USD	Delivery Date	Delivery Year	Delivered or Pending?	Recipient(s)	Comments (location, purpose, etc)
ZBV Backscatter X-Ray Vans (5)	4,665,385	28-Aug-09	2009	Del	SSP	Basic Operator Training completed 9 Oct for 30 SSP officers.
Biometric Equipment	1,618,620	21-Sep-09	2009	Del	INAMI	3 Southern Border sites (El Ceibo, Talisman, and Cd. Hidalgo)
Biometric Equipment	1,200,000	13-Jan-10	2010	Del	INAMI	7 Southern Border sites (Southern Border)
Migratory Station Infrastructure	1,400,000	18-Feb-10	2010	Del	INAMI	80 I.T. kits for migratory stations in Cancun, Mexico City, and Tijuana.
Portable Ion Scanners (30)	1,075,711	1-Oct-09	2009	Del	SEDENA	Transferred to Mexico City 09/28/09.
Personal Protective Equipment	1,616,968	19-Nov-09	2009	Del	SSP	Ballistics helmets, shield, and vests.
Personal Protective Equipment	645,271	30-Oct-09	2009	Del	PGR	Ballistics vests
Training Equipment: Xalapa Penitentiary Academy	56,396	16-Jul-09 and 27-Dec-09	2009	Del	SSP	Laptops for Corrections Instructors; training equipment for Academy.
Bell 412 Helicopters (5)	66,000,000	8-Dec-09	2009	Del	SEDENA	The Bell 412 Squadron is stationed at the Sta Lucia Air Base, north of Mexico City; aircraft are deployed throughout Mexico as operationally required.
Astrophysics mobile X-Ray Minivans (10)	1,238,000	29-Dec-09	2009	Del	SSP	Units will inspect commercial bus passenger luggage and small boxes/bundles/packages at major bus terminals and along principal highways nationwide.
Document Forensics Lab	2,000,000	15-Dec-08		Del	INAMI	Document forensics lab equipment
Plataforma Mexico	1,285,000	23-Jun-09	2009	Del	SSP	62 Computer Servers for National C4 Bunker
IBIS Machines (4)	2,730,000	23-Sep-09	2009	Del	PGR	Ballistic tracing equipment
OASISS Servers & Software	2,000,000	15-Aug-09	2009	Del	PGR	Upgrading PGR Computer System
Advanced Passenger Information System (APIS)	64,032	1-Jan-10	2010	Del	SAT	Contracts with information technology companies in renewal process
Constanza Software	28,000,000	26-Feb-10	2010	Del	PGR	Software development & integration to continue.
Armored Suburbans (13)	1,400,000	Apr 5 2010	2010	Del	PGR	General transport and law-enforcement purposes.
Polygraph Units (100)	500,000	5-Apr-10	2010	Del	INAMI,CISEN, SSP,PGR,SHCP, Aduanas Investigations	Includes hardware and software.
Polygraph Units (227)	1,900,000	27-Apr-10	2010	Del	INAMI,CISEN, SSP,PGR,SHCP, Aduanas Investigations	Includes hardware and software.
Plataforma Mexico: Link Analysis Software (Cruces)	247,000	2-Mar-10	2010	Del	SSP	Software evaluation report. Proof of concept is complete, under contract

Merida Initiative - Significant Activities
EQUIPMENT

MERIDA INITIATIVE EQUIPMENT - DELIVERED AND PROJECTED DELIVERIES						
Item (#)	Value USD	Delivery Date	Delivery Year	Delivered or Pending?	Recipient(s)	Comments (location, purpose, etc)
Border Security Technical Equipment for Nogales, Sonora	190,000	30-Mar-10	2010	Del	SSP	Funded by Merida Pipeline; Handover ceremony scheduled.
National C4 Bunker Early Deployment	267,700	30-Nov-09	2009	Del	SSP	Early deployment of National C4 Bunker
Training Equipment: Xalapa Penitentiary Academy	191,681	May 2010	2010	Del	SSP	Defibrillators, Training Rifles, Wrestling Mats, Weight Machine, Furniture, Police Bags, Torso Skill guides and Face , pieces, First Aid Kits.
Prisoner transportation vans	407,718	1-May-10	2010	Del	SSP	Use for prison transportation - 2 vans per existing Center.
IBIS Machines (2)	1,365,000	1-May-10	2010	Pend	PGR	Ballistic tracing equipment to be purchased with 2009 money and can be delivered 60 days after release of 2009 funds. Machines are at the border awaiting importation as of 04/29
Money Laundering	1,500,000	15-Jun-10	2010	Pend	multi	Assessment and training
License Plate Recognition	3,000,000	3rd Quarter 2010	2010	Pend	SSP	Hardware; Proof of Concept complete; winner selected
Ion Scanners (13)	500,000	1-May-10	2010	Pend	SEDENA	Contract signed
SAIC VACIS Railroad Units (2)	3,567,645	31-Aug-10	2010	Pend	SAT	Transport, Coatzacoalcos, Veracruz: Lazaro Cardenas, Michoacán
UH-60 Helicopters (3)	76,500,000	1-Oct-10	2010	Pend	SSP	GOM will begin training on helicopters by 2010, date shows estimated time of arrival for all 3 helicopters in Mexico.
Mobile Gamma Radiation Trucks	20,000,000	2010	2010	Pend	SSP, SEDENA	18 to go to SSP, 1 SEDENA. Multiple supplier protests filed and not yet resolved. First four multiple trucks will be received 120 days after P.O
Installed Gamma Cesium Radiation Portal Units (3)	4,740,000	2010	2010	Pend	SAT	Technical assessment complete. Pending CO issuance of P.O.
Installed Gamma Cobalt Radiation Portal Units (1)	1,830,000	2010	2010	Pend	SAT	Technical assessment complete. Pending CO issuance of P.O.
Installed X-ray Portal Units (3)	10,400,000	2010	2010	Pend	SAT	Pending SAT assessment on location. 180 days delivery after issuance of P.O.
ZBV Backscatter X-Ray Vans (6)	5,500,000	2010	2010	Pend	SAT	Pending release of SOW. Expect delivery 90 days after P.O.
Bell 412 Helicopters (2)	39,000,000	October 2010	2010	Pend	SEDENA	For troop movement in support of CN operations. Estimated date of signed contract is Aug 2010.
National Police Registry	4,800,000	December 2010	2010	Pend	SSP	Biometric Data Entry Phase
Central Database Project	4,000,000	1-Jul-10	2010	Pend	CISEN	This project shall be the central repository of information for all CISEN stations across Mexico. Visual analytics software will be provided under this project.

Merida Initiative - Significant Activities
EQUIPMENT

MERIDA INITIATIVE EQUIPMENT - DELIVERED AND PROJECTED DELIVERIES						
Item (#)	Value USD	Delivery Date	Delivery Year	Delivered or Pending?	Recipient(s)	Comments (location, purpose, etc)
Secure Network Project (Phase 1)	3,500,000	1-Jun-10	2010	Pend	CISEN	This project shall provide secure communications between the 18 stations initially contemplated in this phase with a goal of interconnecting 45 stations across Mexico.
Secure Network Project (Phase 2)	3,000,000	1-Oct-10	2010	Pend	CISEN	This project shall provide secure communications between the 16 stations initially contemplated in this phase with a goal of interconnecting 45 stations across Mexico.
Intelligence Gathering Project	5,600,000	1-Aug-10	2010	Pend	CISEN	This project shall provide forensic capacity building for CISEN. Forensic gathering equipment, cell-phone interception equipment, training, software, services, and a mobile forensic unit are all contemplated under this project.
SIOM Re-Engineering	5,000,000	1-Mar-11	2011	Pend	INAMI	This project shall completely revamp the central immigration system (SIOM) for INAMI. Complete re-programming of source code and the addition of intelligence gathering and reporting capabilities shall de addressed under this project.
Biometric Enrollment Project (Phase 2)	8,000,000	1-Jul-10	2010	Pend	INAMI	This project shall provide biometric enrollment and verification equipment to 35 sites across Mexico. The overall goal is to equip 92 sites across Mexico.
Central Infrastructure Project	3,000,000	1-Jun-10	2010	Pend	INAMI	This project shall provide the necessary I.T. infrastructure to support the addition of 35 biometric enrollment sites across Mexico.
Biometric Enrollment Project (Phase 3)	15,000,000	1-Aug-10	2010	Pend	INAMI	This project shall provide biometric enrollment and verification equipment to 40 sites across Mexico. The overall goal is to equip 92 sites across Mexico.
Regional False Document Labs	4,000,000	1-Nov-10	2010	Pend	INAMI	This project shall provide false documents lab equipment at 5 regional sites across Mexico. The overall requirement specifies 15 regional labs across Mexico.
Cruces	243,933	4th Quarter 2010	2010	Pend	SSP	Phase 2 - Award of IT contract for the project the winning vendor.
Satellite	4,346,744	2nd Quarter 2010	2010	Pend	SCT	Phase 1 (Equipment Validation and Purchase). Deliveries expected thru Dec 2011

Merida Initiative - Significant Activities
EQUIPMENT

MERIDA INITIATIVE EQUIPMENT - DELIVERED AND PROJECTED DELIVERIES						
Item (#)	Value USD	Delivery Date	Delivery Year	Delivered or Pending?	Recipient(s)	Comments (location, purpose, etc)
National C4 Bunker Phases 1 and 2	3,500,000	1-Jul-10	2010	Pend	SSP	Phase 1: Requirement Analysis. Phase 2: High Level and Detailed Design / Architecture definition. Phase 1 is complete.
Money Laundering	2,100,000	3rd Quarter 2010	2010	Pend	multi	Phase 2 (Equipment) for SHCP / UIF
Sim Fronteras border simulation software	300,000	2nd Quarter 2010	2010	Pend	SCT	Computer equipment and training to be used for the SimFronteras (border simulation). PR is pending, cost
License Plate Recognition System	In negotiations	3rd Quarter 2010	2010	Pend	SSP	Phase 2, equipment for 50 installations.
Correos Project	1,592,000	4th Quarter 2010	2010	Pend	SCT	Postal Inspection Project - currently on hold as SEPOMEX is restructuring. PR is pending, costs is estimated
Money Laundering	100,000	4th Quarter 2010	2010	Pend	multi	Phase 3 (documentation and training). PR is pending, cost is estimate only.
CASA Aircraft (1)	50,000,000	Winter 2011	2011	Pend	SEMAR	To assist in maritime interdiction efforts.
CASA Aircraft (3)	150,000,000	Summer 2012	2012	Pend	SEMAR	To assist in maritime interdiction efforts.
Helicopters (3 UH60s)	110,000,000	2014	2014	Pend	SEMAR	Support for coastal operations
ISR Aircraft	15,500,000	2011	2011	Pend	SSP	RFP being drafted.
TOTAL	**682,184,804**					**SIGNIFICANT PROCUREMENT ACTIVITIES**

Year	Pending	Delivered	Total
2009	-	83,199,051	83,199,051
2010	230,985,322	35,500,431	266,485,753
2011 and Beyond	330,500,000	-	330,500,000
Total	**561,485,322**	**118,699,482**	**680,184,804**

Note: These key deliveries included pipeline, 2008 funds, and 2009 programs that have estimated arrival dates.

Merida Deliveries	
Equipment	$118,699,482
NAS Training	$5,058,640
DOJ Training	$1,490,226
AID Training	$8,900,000
Pipeline Funds (spent)	$25,067,702
Total Deliveries (Training and Equip)	$159,216,050

Merida Initiative - Significant Activities
NAS CAPACITY BUILDING EVENTS

KEY NAS CAPACITY BUILDING EVENTS									
Project	Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
IN23MX60	INM Grupo Beta Search & Rescue	Texas	25-Oct-09	20-Nov-09	2009	Complete	INAMI	50	NAS/CBP
IN41MX62	SAT Canine Train-the-Trainer	Texas	18-Jan-10	26-Feb-10	2010	Complete	SAT	2	NAS
IN41MX64	PGR Canine Training	Virginia	2-Oct-09	2-Oct-09	2009	Complete	Multi	6	ATF/NAS
IN41MX69	SSP Corrections Classifications Course	Colorado	6-Apr-09	1-May-09	2009	Complete	SSP	22	NAS
IN41MX69	SSP Corrections Classifications Course	Colorado	12-Oct-09	20-Nov-09	2009	Complete	SSP	25	NAS
IN41MX69	SSP Corrections Instructor Course	New Mexico	17-Mar-09	24-May-09	2009	Complete	SSP	24	NAS
IN41MX69	SSP Corrections Instructor Course	New Mexico	20-Jul-09	4-Sep-09	2009	Complete	SSP	30	NAS
IN41MX69	SSP Corrections Instructor Course	New Mexico	28-Oct-09	11-Dec-09	2009	Complete	SSP	61	NAS
IN41MX72	SSP Basic Investigator Training	San Luis Potosi	20-Jul-09	23-Jan-10	2009	Complete	SSP	4,392	NAS
IN41MX72	SSP Mid-Level Officers Course	Mexico	15-Oct-09	23-Oct-09	2009	Complete	SSP	250	NAS
IN41MX72	SSP Senior-Level Courses Course	Mexico and US	13-Oct-09	20-Nov-09	2009	Complete	SSP	43	NAS/FBI
IN41MX70	Anti-kidnapping Course	Miami	1-Nov-09	21-Nov-09	2009	Complete	State Officials	30	NAS
IN41MX70	Anti-kidnapping Course	Miami	5-Jan-10	25-Jan-10	2010	Complete	State Officials	15	NAS
IN41MX62	SAT Canine	Texas	1-Mar-10	2-Apr-10	2010	Complete	SAT	10	NAS
IN41MX64	PGR Canine Training	Virginia	15-Feb-10	23-Apr-10	2010	Complete	PGR	8	ATF/NAS
IN41MX64	PGR Canine Train-the-Trainer	Virginia	3-Jan-10	23-Apr-10	2010	Complete	PGR	2	ATF/NAS

Merida Initiative - Significant Activities
NAS CAPACITY BUILDING EVENTS

KEY NAS CAPACITY BUILDING EVENTS									
Project	Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
IN41MX69	SSP Corrections Classifications Course	Colorado	8-Feb-10	5-Mar-10	2010	Complete	SSP	25	NAS
	ATF eTrace Train the Trainer	Monterey Mexico	23-Mar-10	25-Mar-10	2010	Complete			
	Immigration Officer Safety Program	DHS El Centro CA	7-Mar-10	12-Mar-10	2010	Complete			
IN41MX69	Corrections Instructor Course	Santa Fe, New Mexico	08-Mar-10	24-Apr-10	2010	Complete	SSP	30	NAS
IN41MX62	SAT Canine	Texas	31-May-10	2-Jul-10	2010	Scheduled	SAT	12	NAS
IN41MX62	SAT Canine	Texas	12-Jul-10	13-Aug-10	2010	Scheduled	SAT	16	NAS
IN41MX62	SAT Canine Train-the-Trainer	Texas	19-Apr-10	28-May-10	2010	Scheduled	SAT	4	NAS
IN41MX69	Corrections Instructor Course	Santa Fe, New Mexico	03-May-10	18-Jun-10	2010	Scheduled	SSP	30	NAS
IN41MX69	Mid-Level Corrections Seminar	TBD	24-May-10	04-Jun-10	2010	Scheduled	SSP	25	NAS
IN41MX70	Anti-Kidnapping Course	Miami	May 2010	May 2010	2010	Scheduled	State Officials	30	NAS
	INAP/Senior State Officers Executive Course	Mexico	3rd Quarter 2010		2010	Scheduled	INAP/SEDENA/SEMAR	35-70	NAS
	SSP Policy & Procedures Manuals	Mexico and US	3rd Quarter 2010		2010	Scheduled	SSP	N/A	NAS
	Customs Criminal Investigator	FLETC-W Artesia New Mexico	1st week June	2nd week August	2010	Scheduled			
	SSP Judicial Train the Trainer	CEJAS Santiago Chile	3-May-10	26-Nov-10	2010	Scheduled			
							Trained to Date	**5,025**	

NAS Training Projects	NAS Training Projects	Liquidated through March 19, 2010 ($1,000)*
IN41MX60	INAMI	$ 264
IN41MX62	SAT Canine	$ 247
IN41MX64	SSP Canine	$ 167
IN41MX69	Corrections	$ 917
IN41MX70	Special Units	$ 552
IN41MX72	SSP and PGR	$ 2,912
	Total	**$ 5,059**

*Reflects delivered programs that have been vouchered. However, some courses have been delivered, but not yet vouchered.

*Includes minor equipment expenses in support of BORSTAR training
*Includes minor equipment expenses in support of canine training
*Includes minor equipment expenses in support of canine training
*Includes minor equipment expenses in support of penitentary training
*Includes minor equipment expenses in support of anti-kidnapping training
*Includes minor equipment expenses in support of basic SSP & PGR training

Merida Initiative - Significant Activities
DOJ CAPACITY BUILDING EVENTS

KEY DOJ CAPACITY BUILDING EVENTS									
Project No.	Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
IN41MX68	Advocacy Training / NAC Study Tour	District of Columbia, South Carolina	Oct-09	Oct-09	2009	Complete	INACIPE	8	DOJ
IN41MX68	Northern Border Firearms Trafficking Conference	Arizona	22-Sep-09	26-Sep-09	2010	Complete	Multi	75	DOJ
IN41MX68	Arms Trafficking Conference	Morelos	1-Apr-09	3-Apr-09	2009	Complete	Multi	75	DOJ
IN41MX68	Southern Border Firearms Trafficking Conference	Chiapas	20-Oct-09	22-Oct-09	2009	Complete	Multi	80	DOJ
IN41MX68	Trial Advocacy Course	Mexico	7-Dec-09	11-Dec-09	2009	Complete	PGR	40	DOJ
IN41MX68	Trial Advocacy Course	Mexico	15-Feb-10	27-Feb-10	2010	Complete	PGR	47	DOJ
IN41MX68	Trial Advocacy Course	Puebla	15-Mar-10	27-Mar-10	2010	Complete	PGR	60	DOJ
IN41MX68	Victims Assistance and Investigative Interview Techniques to Combat Trafficking in Persons	Oaxaca	30-Sep-09	2-Oct-09	2009	Complete	PGR	47	USAID / DOJ / ICE
IN41MX74	Extradition Training	Mexico	9-Dec-09	10-Dec-09	2009	Complete	PGR	60	DOJ
IN41MX75	Forensics Engagement Visit	Mexico	1st Quarter 2010	1-Dec-09	2009	Complete	PGR	7	DOJ/ICITAP
IN41MX68	Trial Advocacy Course	Guanajuato	19-Apr-10	30-Apr-10	2010	Complete	PGR	60	DOJ
IN52MX79	Internal Affairs Interviewing and Interrogation Techniques	Colombia	17-Apr-10	6-May-10	2010	Complete	SSP and PGR	20	DOJ
IN41MX68	Trial Advocacy Courses - INACIPE	Mexico	2nd Quarter 2010		2010	In Progress	INACIPE	TBD	DOJ
IN52MX79	Internal Affairs Interviewing and Interrogation Techniques	Colombia	10-May-10	21-May-10	2010	Scheduled	SSP and PGR	20	DOJ
IN41MX68	Trial Advocacy Course	Chiapas (Tuxtla Gutierrez)	17-May-10	29-May-10	2010	Scheduled	PGR	60	DOJ
IN41MX71	Money Laundering Course	Mexico	7-Jun-10	6-Nov-10	2010	Scheduled	PGR, UIF, SSP	50	DOJ
IN52MX79	Internal Affairs Interviewing and Interrogation Techniques	Colombia	7-Jun-10	18-Jun-10	2010	Scheduled	SSP and PGR	20	DOJ
IN41MX68	Trial Advocacy Course	Mexico	14-Jun-10	26-Jun-10	2010	Scheduled	PGR	60	DOJ
IN41MX73	Evidence Preservation and Chain of Custody	Mexico	14-Jun-10	18-Jun-10	2010	Scheduled	PGR/SSP	TBD	DOJ

Merida Initiative - Significant Activities
DOJ CAPACITY BUILDING EVENTS

KEY DOJ CAPACITY BUILDING EVENTS									
Project No.	Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
IN52MX79	Internal Affairs Interviewing and Interrogation Techniques	Colombia	28-Jun-10	9-Jul-10	2010	Scheduled	SSP and PGR	20	DOJ
IN52MX79	Internal Affairs Interviewing and Interrogation Techniques	Colombia	5-Jul-10	16-Jul-10	2010	Scheduled	SSP and PGR	20	DOJ
IN41MX71	Money Laundering Course	Mexico	12-Jul-10	16-Jul-10	2010	Scheduled	PGR, UIF, SSP	50	DOJ
IN41MX68	Trial Advocacy Course	Mexico	19-Jul-10	31-Jul-10	2010	Scheduled	PGR	60	DOJ
IN41MX71	Money Laundering Course	Mexico	9-Aug-10	13-Aug-10	2010	Scheduled	PGR, UIF, SSP	50	DOJ
IN41MX68	Trial Advocacy Course	Queretaro	16-Aug-10	28-Aug-10	2010	Scheduled	PGR	60	DOJ
IN41MX68	Trial Advocacy Course	Mexico	13-Sep-10	24-Sep-10	2010	Scheduled	PGR	60	DOJ
IN41MX71	Money Laundering Course	Mexico	27-Sep-10	1-Oct-10	2010	Scheduled	PGR, UIF, SSP	50	DOJ
IN41MX68	Trial Advocacy Course	Yucatan	18-Oct-10	30-Oct-10	2010	Scheduled	PGR	60	DOJ

Merida Initiative - Significant Activities
DOJ CAPACITY BUILDING EVENTS

KEY DOJ CAPACITY BUILDING EVENTS									
Project No.	Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
IN41MX68	Trial Advocacy Course	Mexico	8-Nov-10	20-Nov-10	2010	Scheduled	PGR	60	DOJ
IN41MX71	Money Laundering Course	Mexico	3-Dec-10	7-Dec-10	2010	Scheduled	PGR, UIF, SSP	50	DOJ
IN41MX73	Evidence Preservation and Chain of Custody	Mexico	2nd Quarter 2010		2010	Scheduled	PGR / SSP	TBD	DOJ
							Trained to Date	**579**	

DOJ Training Projects	DOJ Training Projects	Liquidated through March 19 2010 ($1,000)*
IN41MX68	Prosecutorial Capacity Building	$ **785**
IN41MX71	Asset Forfeiture	$ **97**
IN41MX73	Evidence Preservation	$ **195**
IN41MX74	Extradition Training	$ **181**
IN41MX75	Forensics Laboratory	$ **134**
IN41MX81	Pretrial Case Resolution	$ **97**
	Total	$ **1,490**

*Reflects delivered programs that have been vouchered. However, some courses have been delivered, but not yet vouchered.

*Includes overhead expenses
*Includes overhead expenses
*Includes overhead expenses
*Includes overhead expenses
*Includes overhead expenses
*Includes overhead expenses

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Citizen Participation Councils	DF	1-Aug-09	31-Dec-09	2009	Complete	CPC / ANCPC	N/A	USAID
Citizen Participation Councils	DF	1-Aug-09	30-Nov-09	2009	Complete	CPC / ANCPC	N/A	USAID
Citizen Participation Councils	DF	1-Aug-09	30-Nov-09	2009	Complete	Public Security National NGO's (IDEA, SOS, Fundar, Estudios de Opinión y Participación Social, Cohesión Comunitaria e Innovación Social)	N/A	USAID
Victim Protection & Restitution	DF	3-Aug-09	7-Aug-09	2009	Complete	SSP and DF NGOs	24	USAID
Judicial Exchanges	Burbank, CA	9-Aug-09	22-Aug-09	2009	Complete	SSP, Offices of the AG's from Baja California, Oaxaca, Morelos and Zacatecas	29	USAID
Victim Protection & Restitution	DF	19-Aug-09	19-Aug-09	2009	Complete	Fundación Camino a Casa	25	USAID
Victim Protection & Restitution	Baja California	24-Aug-09	28-Aug-09	2009	Complete	Attorney General's Office and NGO's	29	USAID
Pre-Trial & Case Resolution Alternatives.	Washington DC and Pennsylvania	31-Aug-09	4-Sep-09	2009	Complete	Open Society Initiative, representatives from Morelos, Hidalgo and the Federal Level	20	USAID
Citizen Participation Councils	Baja California	1-Sep-09	30-Nov-09	2009	Complete	PGJ / CPCBC / Media / NGO's / NDI	30	USAID
Pre-Trial & Case Resolution Alternatives	Baja California	1-Sep-09	5-Sep-09	2009	Complete	BC's Court of Justice and other justice sector institutions.	3	USAID
Inauguration of National Observatory for Trafficking in Persons	Mexico City	7-Sep-09	7-Sep-09	2009	Complete	Officials from the CNDH, Senator and Federal Deputies.	146	USAID
Pre-Trial & Case Resolution Alternatives	Baja California	7-Sep-09	11-Sep-09	2009	Complete	Judicial power, public defense, Office of the Attorney General.	16	USAID
Human Rights/Citizen Participation Councils Book Presentation & Seminar	Mexico City	9-Sep-09	9-Sep-09	2009	Complete	Officials from the Comisión Nacional de Derechos Humanos (CNDH), members of civil society and NGOs, academics and policy makers concerned about human rights/trafficking.	56	USAID
Victim Protection & Restitution	Mexico City	12-Sep-09	12-Sep-09	2009	Complete	Adolescents Victim of TIP Fundación Camino a Casa	27	USAID
Citizen Participation Councils	Mexico City	15-Sep-09	30-Sep-09	2009	Complete	CAST	2	USAID
Citizen Participation Councils	Baja California	17-Sep-09	17-Sep-09	2009	Complete	NDI	2	USAID
Pre-Trial & Case Resolution Alternatives	Baja California	21-Sep-09	23-Sep-09	2009	Complete	Office of the Attorney General of the State of Baja California	189	USAID
National Days to Combat Trafficking in Persons	Oaxaca	24-Sep-09	25-Sep-09	2010	Complete	Officials from the State Human Rights Commission and residents of the municipality of Juchitan.	235	USAID
Pre-Trial & Case Resolution Alternatives	Mexico City	24-Sep-09	24-Sep-09	2009	Complete	Federal Secretary for the Implementation of the Criminal Justice Reforms in Mexico	5	USAID
Citizen Participation Councils	Baja California	28-Sep-09	29-Sep-09	2009	Complete	CPC	5	USAID
Pre-Trial Services and Case Resolution Alternatives	Mexicali Baja California	28-Sep-09	2-Oct-09	2009	Complete	Specialized course in preparing operators of the system to implement the new criminal procedure code	113	USAID
Pre-Trial Services and Case Resolution Alternatives	Tijuana Baja California	28-Sep-09	2-Oct-09	2009	Complete	Training on Alternative Justice Seminar	30	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Judicial Exchanges	Cuernavaca Morelos	28-Sep-09	17-Oct-09	2009	Complete	Anti-kidnnaping and extorsion training course under the new criminal justice system and shadowing by Colombian National Police	91	USAID
Pre-Trial Services and Case Resolution Alternatives	Guadalajara Jalisco	29-Sep-09	2-Oct-09	2009	Complete	Mediation Conference	700	USAID
Kidnapping Victims Forum: Now is the time to listen	Mexico City	30-Sep-09	30-Sep-09	2010	Complete	Kidnapping victims and their families, civil society organization, local and federal government officials.	981	USAID
Victims Assistance and Investigative Interview Techniques to Combat Trafficking in Persons	Oaxaca	30-Sep-09	2-Oct-09	2009	Complete	PGR	47	USAID
Citizen Participation Councils	Chihuahua	1-Oct-09	30-Oct-09	2009	Complete	PGJ / NGOs / Academia	2	USAID
Citizen Participation Councils	Mexico City	1-Oct-09	30-Jan-10	2009	Complete	CPC ANCPC	N/A	USAID
Citizen Participation Councils	Mexico City	1-Oct-09	30-Nov-09	2009	Complete	ANCPC, IDEA, SOS, Fundar, Estudios de Opinión y Participación Social, Cohesión Comunitaria e Innovación Social	N/A	USAID
Citizen Participation Councils	Mexico City	1-Oct-09	30-Nov-09	2009	Complete	CPC / ANCPC	N/A	USAID
Victim Protection & Restitution	Mexico City	3-Oct-09	3-Oct-09	2009	Complete	Adolescent Victims of TIP Fundación Camino a Casa	13	USAID
Judicial Exchanges	Mexicali	6-Oct-09	3-Nov-09	2009	Complete	Introductory Course on Baja California's New Criminal Justice System	84	USAID
Judicial Exchanges	Mexicali	8-Oct-09	8-Oct-09	2009	Complete	Oral litigation skills Workshop	51	USAID
Victim Protection & Restitution	Mexico City	10-Oct-09	10-Oct-09	2009	Complete	Adolescent leadership program participants	17	USAID
Citizen Participation Councils	Baja California	12-Oct-09	13-Oct-09	2009	Complete	Multi	43	USAID
Victim Protection & Restitution	Mexico City	12-Oct-09	16-Oct-09	2009	Complete	STAR Youth Seminar	18	USAID
Judicial Exchanges	Mexicali	12-Oct-09	16-Oct-09	2009	Complete	Feedback for Public Defenders of Mexicali and logistics support for NITA's trainings	5	USAID
Victim Protection & Restitution	Oaxaca	12-Oct-09	6-Nov-09	2009	Complete	Course on Restorative Justice awareness for Indigenous women attorneys	21	USAID
Judicial Exchanges	Mexicali	13-Oct-09	16-Oct-09	2009	Complete	Training course on the new code of criminal procedure to forensic experts	49	USAID
Pre-Trial Services and Case Resolution Alternatives	Mexicali	13-Oct-09	16-Oct-09	2009	Complete	Alternative Justice training for judges, prosecutors and defense attorneys	117	USAID
Citizen Participation Councils	Veracruz	14-Oct-09	14-Oct-09	2009	Complete	State Representatives	3	USAID
Citizen Participation Councils	Boca del Rio, Veracruz	14-Oct-09	14-Oct-09	2009	Complete	Meeting with State Reps and CPC RE: National Event	3	USAID
Pre-Trial Services and Case Resolution Alternatives	Chihuahua	14-Oct-09	14-Oct-09	2009	Complete	Shadowing mediation conference simulations	49	USAID
Victim Protection & Restitution	Mexico City	17-Oct-09	17-Oct-09	2009	Complete	Adolescent leadership program participants	7	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Victim Protection & Restitution	Mexicali	18-Oct-09	18-Oct-09	2009	Complete	Presentation of the video Meeting with a killer and discussion of Restorative Justice principles and practices as it relates to criminal justice Staff of the Center of Alternative Justice	11	USAID
Continuing Education for Police, Proscutors and	U.S.	18-Oct-09	24-Oct-09	2009	Complete	Alliance Partnership Investigator Training Las Vegas Oct 09	47	USAID
Judicial Exchanges	Chihuahua	19-Oct-09	23-Oct-09	2009	Complete	Follow-up and evaluation of Judges and Public Defenders and the Office of the Attorney General of Chihuahua	19	USAID
Judicial Exchanges	Mexicali	19-Oct-09	23-Oct-09	2009	Complete	Training program on oral litigation skills by the National Institute of Trial Advocacy NITA	45	USAID
Victim Protection & Restitution	Mexico City	20-Oct-09	24-Oct-09	2009	Complete	CETRAV Center for Study of Trauma and Violence Mexico	662	USAID
Judicial Exchanges	Mexico City	22-Oct-09	23-Oct-09	2009	Complete	Development of the curricula of the training that will be conducted in Mexicali in November 2009	2	USAID
Victim Protection & Restitution	Acapulco Guerrero	22-Oct-09	22-Oct-09	2009	Complete	General conference on Migration Trafficking in persons and attainment of justice	208	USAID
Citizen Participation Councils	Mexico City	23-Oct-09	23-Oct-09	2009	Complete	CETRAV Center for Study of Trauma and Violence Mexico	662	USAID
Victim Protection & Restitution	State of Mexico	24-Oct-09	24-Oct-09	2009	Complete	Adolescent Victims of TIP Fundación Camino a Casa	24	USAID
Victim Protection & Restitution	Chihuahua	26-Oct-09	30-Oct-09	2009	Complete	Attorney General's Office and NGO's	23	USAID
Judicial Exchanges	Cuernavaca Morelos	26-Oct-09	30-Oct-09	2009	Complete	Trainign course on basic criminal investigation under the oral adversarial system	22	USAID
Judicial Exchanges	Mexicali	26-Oct-09	30-Oct-09	2009	Complete	2nd training program on oral litigation skills by the National Institute of Trial Advocacy NITA	45	USAID
Judicial Exchanges	Zacatecas	26-Oct-09	30-Oct-09	2009	Complete	Follow-up and evaluation of Judges and Public Defenders and the Office of the Attorney General of Zacatecas	60	USAID
Judicial Exchanges	Mexicali	26-Oct-09	30-Oct-09	2009	Complete	Introductory course on the new criminal justice system to the personnel of the Direction of vicims attention of the office of the Attorney General of Baja California	19	USAID
Judicial Exchanges	Tijuana	28-Oct-09	30-Oct-09	2009	Complete	Techincal support for development and accreditation of forensic laboratories in the State of Baja California	8	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Judicial Exchanges	Zacatecas	28-Oct-09	28-Oct-09	2009	Complete	Meetings with the President of the State Court of Justice, the Attorney General and the Public Defender of Zacatecas to follow-up the implementation of the new code of criminal procedure	3	USAID
Judicial Exchanges	Instanbul, Turkey	2-Nov-09	4-Nov-09	2009	Complete	IACA Fourth International Conference Istanbul Turkey	1	USAID
Judicial Exchanges	Mexicali	2-Nov-09	6-Nov-09	2009	Complete	Course on oral litigation to public defenders of Mexicali	34	USAID
Judicial Exchanges	Mexicali	2-Nov-09	6-Nov-09	2009	Complete	Technical Assistance to the Office of the AG of Baja California on the administrative structure of the investigative police	8	USAID
Victim Protection & Restitution	Mexicali	2-Nov-09	4-Nov-09	2009	Complete	Introductory course on the new system to the personnel of the Unit on Atencion Temprana of the office of the Attorney General of Baja California	15	USAID
Victim Protection & Restitution	Oaxaca	2-Nov-09	2-Nov-09	2009	Complete	Interview discussing the themes of Restorative Justice and Domestic Violence	4	USAID
Victim Protection & Restitution	Mexico	3-Nov-09	4-Nov-09	2009	Complete	Adolescent Victims Leadership program: Conflict Transformation Workshop	15	USAID
Victim Protection & Restitution	Mexico	5-Nov-09	6-Nov-09	2009	Complete	Training on Restorative Justice Processes and best practices for Centers for Alternative Justice	23	USAID
Diploma course: Trafficking in Persons	Mexico City	6-Nov-09	13-Feb-10	2010	Complete	Procuraduría General de la República (PGR), Fiscalía Especializada para los Delitos de Violencia contra las Mujeres y Trata de Personas (FEVIMTRA) and the National Human Rights Commission.	50	USAID
Trafficking in Persons	Mexico City	6-Nov-09	7-Nov-09	2009	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' D.F. Módulo 1: La Etica del siglo XXI como pilar de la sociedad	46	USAID
Citizen Participation Councils	Boca del Rio Veracruz	8-Nov-09	10-Nov-09	2009	Complete	Second National Forum on Citizen Participation Councils, Public Security and Justice	500	USAID
Continuing Education for Police, Proscutors and	U.S.	8-Nov-09	14-Nov-09	2009	Complete	Alliance Partnership Prosecutor Training Portland 09	18	USAID
Judicial Exchanges	Zacatecas	9-Nov-09	20-Nov-09	2009	Complete	Training course on criminal investigation under the oral adversarial system	19	USAID
Pre-Trial Services and Case Resolution Alternatives	Chihuahua	9-Nov-09	13-Nov-09	2009	Complete	Monitor Alternative Justice Facilitators and Mediators from Center for restorative Justice of the University of Chihuahua and Superior Court for Justice	13	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Judicial Exchanges	Mexicali BC	9-Nov-09	13-Nov-09	2009	Complete	Intensive training course advanced level multidisciplinary justice. Part I	38	USAID
Pre-Trial Services and Case Resolution Alternatives	Chihuahua	9-Nov-09	13-Nov-09	2009	Complete	Monitor Alternative Justice Facilitators and Mediators from Center for restorative Justice of the University of Chihuahua and Superior Court for Justice	13	USAID
Victim Protection & Restitution	Oaxaca	10-Nov-09	11-Nov-09	2009	Complete	Course on conflict transformation for indigenous women attorneys	16	USAID
Trafficking in Persons	Mexico City	13-Nov-09	14-Nov-09	2009	Complete	Diplomado 'Trata de Personas y Procuraci?n de Justicia' D.F .Módulo 2: Aproximaciones conceptuales, aspectos básicos de la Trata de Personas	42	USAID
Victim Protection & Restitution	Zacatecas	16-Nov-09	20-Nov-09	2009	Complete	STAR Seminar	16	USAID
Judicial Exchanges	Mexicali	16-Nov-09	16-Nov-09	2009	Complete	New System of Criminal Justice Awareness Meeting for Personnel of the PGJEBC and the Municipality of Mexicali	9	USAID
Judicial Exchanges	Mexico	16-Nov-09	20-Nov-09	2009	Complete	Development of the curricula and the case studies for the training that will be conducted in Mexicali on November	4	USAID
Judicial Exchanges	Mexicali BC	17-Nov-09	17-Nov-09	2009	Complete	Training on the New System of Justice for the Baja California Congress	35	USAID
Citizen Participation Councils	Mexico City	18-Nov-09	18-Nov-09	2009	Complete	NGO's, local and federal institutions, human rights organizations, academic institution	50	USAID
Citizen Participation Councils	Mexico	18-Nov-09	19-Nov-09	2009	Complete	Training on coalition and community building to combat organized crime	54	USAID
Judicial Exchanges	Mexicali	18-Nov-09	18-Nov-09	2009	Complete	Technical Support for the PGJEBC New Internal Structure Presentation and Implementation	10	USAID
Victim Protection & Restitution	Chihuahua	20-Nov-09	22-Nov-09	2009	Complete		300	USAID
Victim Protection & Restitution	Chihuahua	20-Nov-09	22-Nov-09	2009	Complete	Conference on Gender and Equality	400	USAID
Trafficking in Persons	Mexico City	20-Nov-09	21-Nov-09	2009	Complete	Diplomado 'Trata de Personas y Procuraci?n de Justicia' D.F. Módulo 3: Los Derechos Humanos en el Sistema Jurídico Internacional y Nacional	46	USAID
Citizen Participation Councils	Baja California	22-Nov-09	24-Nov-09	2009	Complete	NDI - Keyla Gonzalez	20	USAID
Judicial Exchanges	Mexicali	23-Nov-09	27-Nov-09	2009	Complete	Intensive training course advance level multidisciplinary. Part II	91	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Judicial Exchanges	Mexicali	23-Nov-09	27-Nov-09	2009	Complete	Technical Assistance to the Office of the AG of Baja California on the administrative structure of the investigative police	8	USAID
Citizen Participation Councils	Mexico City	26-Nov-09	28-Nov-09	2009	Complete	Asociacion Mexicana, de Seguridad Ciudadana, Centro Antonio Montesinos, SERAPAZ, Líder de opinión, REINTEGRA	35	USAID
Citizen Participation Councils	Baja California Sur	26-Nov-09	27-Nov-09	2009	Complete	NGO representatives of the State of BC	100	USAID
Introduction to the Penal Procedural Reform in the State of Hidalgo for Public Defenders	Hidalgo	26-Nov-09	27-Nov-09	2009	Complete	PGR	28	USAID
Judicial Exchanges	Mexico City	26-Nov-09	27-Nov-09	2009	Complete	Curso Introductorio a la Reforma Procesal Penal del Estado De Hidalgo para Defensores de Oficio	28	USAID
Trafficking in Persons	Oaxaca	27-Nov-09	13-Mar-10	2010	Complete	State of Oaxaca Procuraduría General de la Justicia (PGJ) and Human Rights Commission	60	USAID
Trafficking in Persons	Mexico City	27-Nov-09	28-Nov-09	2009	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' Oaxaca Módulo 1: La Etica del siglo XXI como Pilar de la Sociedad	62	USAID
Trafficking in Persons	Mexico City	27-Nov-09	28-Nov-09	2009	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' D.F. Módulo 4: Aproximaciones consensuales y conflictuales a la explicación del fenómeno criminal	45	USAID
Victim Protection & Restitution	Mexico City	28-Nov-09	28-Nov-09	2009	Complete	Adolescent Victims of TIP Fundación Camino a Casa	27	USAID
Citizen Participation Councils	Colombia	29-Nov-09	5-Dec-09	2009	Complete	NGO's, CPC, DIF and Justice Sector Actors from Oaxaca, Chihuahua, BC and Zacatecas.	40	USAID
Judicial Exchanges	Cali, Colombia	29-Nov-09	6-Dec-09	2009	Complete	Study Tour Colombia	22	USAID
Pre-Trial Services and Case Resolution Alternatives	Chihuahua	30-Nov-09	4-Dec-09	2009	Complete	Simulation of the Mediation Process	16	USAID
Judicial Exchanges	Mexico	1-Dec-09	5-Dec-09	2009	Complete	Training program on oral litigation skills by the National Institute of Trial Advocacy NITA	23	USAID
Victim Protection & Restitution	Mexico	1-Dec-09	27-Feb-10	2010	Complete	Baseline document on Restorative Justice and Citizen Participation	2	USAID
Donations for NGO: Grant-writing	Mexico City	2-Dec-09	4-Dec-09	2009	Complete	Civil society organizations leaders and program managers.	28	USAID
Judicial Exchanges	Mexicali	2-Dec-09	4-Dec-09	2009	Complete	International Forum on Criminal Justice Reforms in Mexicali	170	USAID
Support to Human Rights NGOs	Mexico City	2-Dec-09	4-Dec-09	2009	Complete	Curso "Donaciones para Organismos No Gubernamentales" - D.F	62	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Judicial Exchanges	Mexicali	4-Dec-09	9-Dec-09	2009	Complete	Course on criminal investigation and the theory of the case for prosecutors	50	USAID
Trafficking in Persons	Mexico City	4-Dec-09	5-Dec-09	2009	Complete	Diplomado 'Trata de Personas y Procuracion de Justicia" Oaxaca Modulo 2: Aproximaciones conceptuales, aspectos b?sicos de la Trata de Personas	62	USAID
Trafficking in Persons	Mexico City	4-Dec-09	5-Dec-09	2009	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' D.F. Módulo 5: Procuración, administración de justicia y el nuevo sistema de justicia penal en México	42	USAID
The New Penal Justice System	Durango	5-Dec-09	12-Dec-09	2009	Complete	Procuraduría General de Justicia	52	USAID
Citizen Participation Councils	Mexicali	5-Dec-09	5-Dec-09	2009	Complete	Introductory course on the criminal justice reforms for media representatives	11	USAID
Judicial Exchanges	Washington	6-Dec-09	12-Dec-09	2009	Complete	Study Tour Washington and Pittsburgh	8	USAID
Judicial Exchanges	Mexicali	7-Dec-09	12-Dec-09	2009	Complete	Course on the Appeal System	80	USAID
Pre-Trial Services and Case Resolution Alternatives	Oaxaca	7-Dec-09	10-Dec-09	2009	Complete	Family Mediation Course & Study Tour for the personnel from the office of the Attorney General of the State of BC	5	USAID
Pre-Trial Services and Case Resolution Alternatives	Mexicali	7-Dec-09	7-Dec-09	2009	Complete	Training for Alternative Justice personnel of the office of the Attorney General in Tijuana and Mexicali	21	USAID
Judicial Exchanges	Mexico City	7-Dec-09	11-Dec-09	2009	Complete	Capacitación práctica impartida a operadores del Nuevo Sistema Judicial Penal de Durango	62	USAID
Pre-Trial Services and Case Resolution Alternatives	Ensenada	8-Dec-09	8-Dec-09	2009	Complete	Training for Alternative Justice personnel of the office of the Attorney General in Tijuana and Mexicali	10	USAID
Pre-Trial Services and Case Resolution Alternatives	Ensenada	8-Dec-09	8-Dec-09	2009	Complete	Introduction to Alternative Methods and the Solution of Conflicts	52	USAID
Roundtable Debate: The New Penal Justice System from the Perspective of Civil Society	Mexico City	9-Dec-09	9-Dec-09	2009	Complete	Civil Society Organization leaders and members, governmental officials from the sponsoring organizations.	N/A	USAID
Pre-Trial Services and Case Resolution Alternatives	Tijuana	9-Dec-09	9-Dec-09	2009	Complete	Training for Alternative Justice personnel of the office of the Attorney General in Tijuana and Mexicali	7	USAID
Citizen Participation Councils	Mexico City	9-Dec-09	9-Dec-09	2009	Complete	Jornada de Debate "El Nuevo Sistema de Justicia Penal desde la Perspectiva de la Sociedad Civil"	91	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Judicial Exchanges	Mexico	10-Dec-09	30-Dec-09	2009	Complete	Elaboration of the training curricula to strengthen Zacatecas's and Chihuahua's judges, public defenders and prosecutors advocacy skills in Mexico City and other training courses for Mexicali	2	USAID
Pre-Trial Services and Case Resolution Alternatives	Tijuana	10-Dec-09	10-Dec-09	2009	Complete	Introduction to Alternative Methods and the Solution of Conflicts	59	USAID
Trafficking in Persons	Mexico City	10-Dec-09	11-Dec-09	2009	Complete	Conferencia sobre la Trata de Personas en el Marco de las Actividades Conmemorativas de los Derechos Humanos en su LXI Aniversario - Monterrey, Nuevo León	62	USAID
Trafficking in Persons	Mexico City	11-Dec-09	12-Dec-09	2009	Complete	Diplomado 'Tratade Personas y Procuracion de Justicia' Oaxaca Módulo 3: Los Derechos Humanos en el Sistema Jurídico Internacional y Nacional	62	USAID
Trafficking in Persons	Mexico City	11-Dec-09	12-Dec-09	2009	Complete	Organizational meetings to establish ground rules for round table discussions (Conversatorios)	40	USAID
Victim Protection & Restitution	Oaxaca	14-Dec-09	18-Dec-09	2009	Complete	STAR I	19	USAID
Continuing Education for Police, Proscutors and Other Officials	Mexicali	21-Dec-09	24-Dec-09	2009	Complete	Technical assistance in writing the organic regulations for ministerial police	21	USAID
Trafficking in Persons	Mexicali	4-Jan-10	8-Jan-10	2010	Complete	Organizational meetings to establish ground rules for round table discussions (Conversatorios)	20	USAID
Victim Protection & Restitution	Chihuahua	4-Jan-10	8-Jan-10	2010	Complete	Monitoring of Restorative Justice Facilitators	6	USAID
Judicial Exchanges	Mexicali	11-Jan-10	15-Jan-10	2010	Complete	Discovery (evidence evaluation) training under the new system	28	USAID
Judicial Exchanges	Mexicali	11-Jan-10	15-Jan-10	2010	Complete	Course on Criminal Investigation in the Theory of the Case for Prosecutors	53	USAID
Victim Protection & Restitution	Chihuahua	11-Jan-10	15-Jan-10	2010	Complete	Basic Restorative Justice Course	17	USAID
Trafficking in Persons	Mexico City	15-Jan-10	16-Jan-10	2010	Complete	Diplomado 'Trata de Personas y Procuracin de Justicia' D.F. Módulo 7: Asistencia y protección de personas vctimas de trata de personas	62	USAID
Judicial Exchanges	Hamilton	16-Jan-10	24-Jan-10	2010	Complete	Shadowing of Mexican oral trial judges in Canada courts and specialized training of trainers course for Mexican Judges in Canada	4	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Citizen Participation Councils	Tijuana	18-Jan-10	18-Jan-10	2010	Complete	Second of three civil society reunions in order to settle agreements to establish a watchdog group	20	USAID
Judicial Exchanges	Zacatecas	18-Jan-10	22-Jan-10	2010	Complete	Part II Follow-up and evaluation of Judges and Public Defenders and the Office of the Attorney General of Zacatecas	60	USAID
Continuing Education for Police, Proscutors and Other Officials	Mexicali	18-Jan-10	22-Jan-10	2010	Complete	Advanced course on criminal investigation	53	USAID
Judicial Exchanges	Cuernavaca	18-Jan-10	22-Jan-10	2010	Complete	Follow-up and evaluation of Judges and Public Defenders and the Office of the Attorney General of Morelos	16	USAID
Victim Protection & Restitution	Oaxaca	19-Jan-10	22-Jan-10	2010	Complete	Communication skills workshop for indigenous women attorneys	14	USAID
Citizen Participation Councils	Mexico	20-Jan-10	21-Jan-10	2010	Complete	Presentation and planning supporting CPCs	16	USAID
Citizen Participation Councils	Mexico	21-Jan-10	21-Jan-10	2010	Complete	Presentation and planning of CPC projects	7	USAID
Trafficking in Persons	Mexico City	22-Jan-10	23-Jan-10	2010	Complete	Organizational meetings to establish ground rules for round table discussions (Conversatorios)	62	USAID
Continuing Education for Police, Proscutors and	U.S.	24-Jan-10	30-Jan-10	2010	Complete	Alliance Partnership Lab Directors Training Napa Jan 10	23	USAID
Victim Protection & Restitution	Mexico	25-Jan-10	29-Jan-10	2010	Complete	STAR II	20	USAID
Judicial Exchanges	Mexicali	25-Jan-10	26-Jan-10	2010	Complete	Course on the Appeal System	25	USAID
Judicial Exchanges	Manzanillo	27-Jan-10	29-Jan-10	2010	Complete	Training on the new judicial system and alternative justice	380	USAID
Judicial Exchanges	Mexicali	27-Jan-10	29-Jan-10	2010	Complete	Workshopon case theory for prosecutors, judges and defense attorneys	80	USAID
Trafficking in Persons	Mexico City	29-Jan-10	30-Jan-10	2010	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' D.F. Módulo 9: Experiencias existosas y la cooperacin internacional en la persecucin del delito de trata de personas	62	USAID
Trafficking in Persons	Mexico City	12-Feb-10	13-Feb-10	2010	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' D.F. Módulo 10: Acciones del Estado y la Sociedad Civil en contra de la Trata de Personas	120	USAID
Judicial Exchanges	Mexico	14-Feb-10	21-Feb-10	2010	Complete	Anti kidnapping and anti extortion courses Bogota Colombia	13	USAID
Continuing Education for Police, Proscutors and	U.S.	14-Feb-10	19-Feb-10	2010	Complete	Alliance Partnership Lab Directors Training Napa Feb 10	31	USAID

Merida Initiative - Significant Activities
USAID CAPACITY BUILDING EVENTS

KEY USAID CAPACITY BUILDING EVENTS (as of April 21, 2010)								
Item/Course/Event	Location	Start Date	End Date	Delivery Year	Status	Recipient	Number of Participants	USG Lead
Trafficking in Persons	Mexico City	19-Feb-10	20-Feb-10	2010	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' Oaxaca Módulo 8: Acciones del Estado y la Sociedad Civil en contra de la Trata de Personas	62	USAID
Continuing Education for Police, Proscutors and	U.S.	21-Feb-10	26-Feb-10	2010	Complete	Alliance Partnership Prosecutor Training Phoenix Feb 10	29	USAID
Continuing Education for Police, Proscutors and	U.S.	21-Feb-10	26-Feb-10	2010	Complete	Alliance Partnership Investigator Training Phoenix Feb 10	25	USAID
Trafficking in Persons	Mexico City	26-Feb-10	27-Feb-10	2010	Complete	Diplomado 'Tratade Personas y Procuraci?n de Justicia' Oaxaca Módulo 9: Procuración, Administración de Justicia y el Nuevo Sistema de Justicia Penal en México	62	USAID
Continuing Education for Police, Proscutors and	Mexico City	1-Mar-10	5-Mar-10	2010	Complete	Curso de Habilitación para Agentes de Seguridad Estatal de Hidalgo - Pachuca	44	USAID
Judicial Exchanges	U.S.	2-Mar-10	4-Mar-10	2010	Complete	Invitational Travel Washington DC March 2010	5	USAID
Trafficking in Persons	Mexico City	5-Mar-10	6-Mar-10	2010	Complete	Diplomado 'Trata de Personas y Procuración de Justicia' Oaxaca Módulo 10: La Aplicación del Marco Jurdico Internacional, Nacional y Estatal frente a la Trata de Personas	25	USAID
Trafficking in Persons	Mexico City	08-Mar-10	08-Mar-10	2010	Complete	Conferencia 'Explotación Sexual Infantil'	21	USAID
Trafficking in Persons	Mexico City	12-Mar-10	13-Mar-10	2010	Complete	Diplomado 'Tratade Personas y Procuración de Justicia' Oaxaca Módulo 11: Trata de Personas, Medios Electrónicos y la Internet	72	USAID

Merida Initiative
Significant Activities

ACRONYM LIST

Acronym	Organization
ANCPC	National Association of Citizen Participation Councils
BC	Mexican State of Baja California
CAST	Coalition to Abolish Slavery and Trafficking in Persons
CETRAV	Center for Study of Trauma and Violence Mexico
CISEN	National Security and Investigations Center
CNDH	National Human Rights Commisstion
CPC	Civilian Participation Council
CPCBC	Baja California Civilian Participation Council
DF	Federal District of Mexico City
DIF	Family Development Service
FEVIMTRA	Special Prosecutor's Office for Violence against Women and Human Trafficking
IDEA	Foundation for the Implementation, Design, Evaluation, and Analysis of Public Policy
INACIPE	Corrections Agency
INAMI	National Migration Insitute
INAP	National Institute of Public Administration
Multi	Multiple Government of Mexico Agencies
NDI	National Democratic Institute
NGO	Non-Governmental Organization
PGJ	Procuraduría General de Justicia
PGR	Attorney General's Office
REINTEGRA	Mexican Foundation for Social Reintegration
SAT	Customs Agency
SCT	Secretariat of Communications
SEDENA	Mexican Army
SEMAR	Mexican Navy
SERAPAZ	Peace NGO
SIOM	Integrated System for Immigration Operations
SOS	System for the Observation of Citizen Security
SSP	Secretariat of Public Security - Federal Police

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