



# HISTORICAL FACT SHEET

## The Merida Initiative – Major Deliveries to November 30, 2012

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In December 2008, Mexico and the United States signed the Letter of Agreement (LOA) to begin implementation of the Mérida Initiative (“Initiative”), marking a new era of bi-national cooperation. The Initiative led to a new architecture for bilateral security cooperation, provided tangible support to Mexico’s new security and judicial institutions and helped to galvanize U.S. efforts to reduce the southbound flow of illicit weapons and money, while also devoting greater resources and focus to the reduction of drug demand in the United States, based on the principle of shared responsibility.

With \$1.9 billion in appropriated funds from the U.S. Congress, the Initiative delivered \$1.1 billion in equipment and training through the end of President Calderon’s administration. Implemented under the strategic framework of the Initiative’s “Four Pillars,” some highlights of the Mérida Initiative programs and deliveries included:

### **PILLAR I – Disrupt Capacity of Organized Crime to Operate**

- Three UH-60M Blackhawk helicopters were delivered to the Mexican Navy (SEMAR) worth \$110 million. Within two days of delivery, these helicopters were deployed in a successful operation against the Zetas in Nuevo Laredo, Tamaulipas.
- Six UH-60M Blackhawk helicopters were delivered to the Federal Police for \$127.6 million. These aircraft have proven invaluable to the Federal Police in confronting criminal organizations who would otherwise have used the advantage of difficult and remote terrain to operate with impunity. Within two weeks of delivery in 2010, three of these aircraft were used in a successful operation against the top leadership of La Familia Michoacana.
- Four CASA 235 maritime surveillance aircraft, valued at \$200 million, were delivered to SEMAR. These aircraft are mission-equipped for maritime patrol that enables the Mexican Navy to further increase maritime domain awareness and control over Mexico’s territorial waters.
- A secure, cross-border telecommunications system between ten U.S. and Mexican border sister cities, valued at \$13 million, has been installed and is capable of providing public security forces on both sides of the border the capability to request and exchange information regarding active criminal investigations.
- As the result of a \$9.8 million technology initiative, the Federal Police now have the ability to more effectively detect criminal activity through the use of a complex data analysis tool that helps analysts connect clues and solve cases more quickly. Relations between people, arms, stolen vehicles and other elements can be found within minutes instead of hours or days and help analysts effectively manage their cases.
- A total of \$3.3 million was provided to install license plate recognition equipment at 73 toll booths throughout Mexico’s major highways to detect stolen and suspicious vehicles and link the data to Plataforma México, Mexico’s criminal justice system integrated database.



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- Initiative funds were used to procure, install, implement and integrate a state of the art infrastructure for a brand new data center at the Financial Intelligence Unit (FIU) within Mexico's Treasury. Valued at \$12.9 million, the technical data processing support enhanced the capability of the Government of Mexico (GOM) to analyze and disseminate timely, accurate and actionable information related to illicit finance and money laundering activities. Additionally, another \$2.7 million in equipment was delivered to the FIU and other GOM entities, including conventional computer equipment and peripherals, digital forensic equipment, training and services.
- Over \$3.5 million in equipment was transferred to various Federal Police units. The equipment varied from vehicles to digital forensics to anti-corruption surveillance equipment and supports the Federal Police's Regional Security, Technical Innovation, Cyber Crime and Anti-Money Laundering Units.
- The last of 50 armored pickup trucks worth approximately \$8.5 million were delivered to the Federal Police. They will be used in various Federal Police installations around Mexico.
- Utilizing over \$3.5 million in Merida Initiative funding for the Procuraduria General de la Republica (PGR), a state of the art Communications Command & Control Center (C4) was created for the Federal Ministerial Police (PFM) that included a nationwide Secure Field Communications system that enhanced security, tactical operations, and success of the Attorney General's investigative process.
- The PGR Nationwide Perimeter Security project delivered over \$5 million in technology to 65 regional PGR offices throughout Mexico providing a centrally monitored, more secure environment for prosecutors and other justice sector personnel.
- Efforts with the Secretariat of Government's Mexican Intelligence Service (CISEN) will bolster its capabilities to counter terrorism threats with a major revamping of its database infrastructure to better integrate information and allow for rapid data retrieval and analyses. Over \$14 million of the total solution has been delivered and is expected to be fully functional by the latter half of 2013.

### **PILLAR II – Institutionalize Capacity to Sustain Rule of Law**

- To capture and store the identification of criminal offenders, a total of \$2.5 million worth of biometric equipment was placed in the state penitentiary system, to better track and identify inmates. Another \$2 million worth of training equipment was delivered to the new Mexican National Academy for Penitentiary Administration in Xalapa, Veracruz, and \$2 million was contributed for the creation of two new units: the central transportation unit, and the emergency response teams. Technical assistance and training was provided to develop an objective inmate classification system to facilitate security and rehabilitation services based on assessed risk levels.



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- Technical training efforts for computer and data system administration were completed over a span of twelve months with a value of over \$2 million that enabled GOM personnel to effectively operate, maintain, and improve the Merida Initiative investments in information technology. The classes covered 12 different areas of technologies through 87 courses and a total of 396 classes. Personnel from 31 different areas (1,382 engineers) within the Federal Police, the Secretariat of Communications and Transportation (SCT), Secretariat of Public Administration (SFP), and (PGR) were trained.
- In support of the transition to the new justice system, a Mock Courtroom and Virtual Classroom/Distance Learning System, along with 10 online courses, were delivered to PGR in May 2011. This self-supported system provides interagency training at greatly reduced cost.
- Three new Integrated Ballistics Identification Systems (IBIS) worth \$2.1 million were delivered to the PGR. IBIS technology links bullets and casings to weapons to build cases against criminals. Additional forensics lab equipment worth over \$6 million was delivered to the PGR and Federal Police.
- A total of \$4.4 million worth of IT equipment and training to support “Control de Confianza” vetting centers, a major effort by the GOM to vet all law enforcement personnel, reduce corruption and build trustworthy institutions, was delivered to various law enforcement agencies. GOM Internal Affairs units have also benefited from \$1.3 million in equipment and training to aid Mexican officials in conducting undercover internal investigations to combat corruption and criminal activity inside justice institutions.
- In 2012 the Initiative provided training to federal police officers in specialty areas such as money laundering investigations, post-blast investigations and narcotics investigations. The Initiative also provided tactical operations courses to federal police units at the federal police academy in San Luis Potosi.
- The Initiative launched its first state and local police training cycle in March 2012 at four state academies throughout Mexico. By early December 2012, the Initiative had supported training for over a thousand state and municipal Mexican police officers in a range of subjects such as officer survival and street-level drug investigations. Also by December, the Initiative had donated over \$3 million of training materials and equipment to six different state police academies.
- Through work with special and vetted units at the federal, state, and municipal levels, over \$3.5 million in equipment and training was provided in support of joint law enforcement intelligence task forces, counter-methamphetamine programs, and anti-gang units.



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- By the end of FY 2013, the Initiative will have supported work with more than half of Mexico's states to prepare for and implement required criminal justice reforms by providing training and technical assistance to state level justice sector operators. Recent analyses have found that states implementing these reforms are able to try cases more efficiently, increase respect for due process, alleviate prison overcrowding and case backlog, provide greater services for crime victims, increase prosecutorial efficiency, reduce the time for case resolution, and improve coordination between investigators and prosecutors. Reform states are issuing longer sentences with fewer acquittals, indicating that the adversarial system has the potential to be both tough on crime while protective of rights. At present, 22 of Mexico's 31 states have passed a new criminal procedure code and at least some of the necessary secondary legislation and procedural reforms to implement the new justice system. Assistance was also provided to three women's justice centers in Oaxaca, Ciudad Juarez and Chihuahua, and a family justice center in Monterrey, which provide comprehensive support services to victims of domestic violence and other crimes.
- Support from the Initiative has also generated changes in legal education and provided law students with oral litigation skills and other capacities required to practice in the adversarial system. While reaching more than 30,000 justice sector operators in the new criminal justice system through training and institutional support to training units, United States Agency for International Development (USAID) has built or strengthened key institutions such as alternative and restorative justice centers and victims assistance units in target states. These units provide additional justice services while helping to decongest courts and reduce pre-trial detention rates.
- Working through Secretaría Técnica del Consejo de Coordinación para la Implementación del Sistema de Justicia Penal (SETEC), which has the constitutional mandate to coordinate justice sector reform nationwide, USAID has developed standards, core competencies and profiles for judges, prosecutors, public defenders and police; protocols for coordination between police and prosecutors; training manuals; draft legislation – criminal procedure codes and secondary legislation; academic studies and a nation-wide public opinion poll, which provides information about the status of the reform from citizens, justice operators and users of the system, while helping to develop a bilateral baseline to measure impact in future years.
- In the area of human rights, the Initiative has helped strengthen the capacity of human rights organizations and expand journalist and human rights defenders protection mechanisms.
  - In particular, the Initiative supported human rights training for a number of organizations, including federal and state police officials and the federal government's new victim assistance unit. Activities include a master's program for federal police and a range of training videos and manuals focused on human rights, particularly during criminal investigation.
  - The Initiative has also supported a four-year, \$5 million program that will help protect journalists and other human rights defenders through prevention, protection of defenders and advocacy for improved protection mechanisms and legal frameworks. USAID has also awarded grants to local organizations to further support human rights promotion and policy reform.



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- o The Initiative has also supported the legislative framework for protection, including assistance on drafting laws passed in 2012 to protect journalists and human rights defenders; federalize crimes against journalists and implementing legislation to carry them out and develop sustainable mechanisms for protection and corresponding protocols.
- New grants were recently awarded that include activities to help prevent torture and other cruel acts and to implement the 2011 constitutional reform in the area of human rights, which elevated Mexico's international human rights commitments to the same level as Federal law and empowered Mexico's human rights commissions.
- Proyecto Diamante is a comprehensive training program designed and developed jointly by the U.S. Department of Justice (DOJ) and the PGR. The goal of Proyecto Diamante is to support the PGR as it transitions to an accusatory system by developing and implementing a national training program that provides standardized training to the three principal operators of the justice system: prosecutors, investigators, and forensic experts.

Upon completion of Phase I of Proyecto Diamante, 7,700 PGR prosecutors, investigators and forensic experts were trained in core competencies providing the participants with the tools necessary to enhance their performance in the current inquisitorial system as well as laying the preparatory framework for transition to the accusatorial system. In addition, the PGR now has a cadre of 205 trained and experienced instructors capable of replicating this training as new personnel join the ranks of the PGR, establishing a sustainable institutional framework.

- In 2012, the Department of Justice's Office of Overseas Prosecutorial Development Assistance and Training OPDAT inaugurated the Judicial Studies Institute (JSI) in Puerto Rico with the first lecture delivered by Associate Justice Sonia Sotomayor. The JSI serves as a training center for judges from Latin America and the Caribbean, financed with State Department funds. The nine-day course consists sessions in the accusatory system, classroom lectures and practical exercises taught by law school professors and judges. Through November 2012, 36 federal Mexican judges and three state judges from where the accusatory system has been implemented have attended.
- OPDAT worked closely with the GOM on drafting Witness Protection legislation, which was passed into law in 2012. Passage of this law is the first step towards building support and confidence in an accusatory system where witnesses are not afraid to testify. OPDAT continues to work closely with the GOM to develop the infrastructure for a Witness Protection Program in Mexico that could serve as a model for other Latin American countries seeking to develop similar programs.
- Key Human Rights legislation, including a general anti-trafficking in persons law and Protection of Human Rights Defenders and Journalists was passed by the Mexican Congress. A model curriculum for the training of all federal and state prosecutors, law enforcement, and judges on the new anti-TIP law, its requirements, and the effective investigation and prosecution of trafficking in persons cases was created. In response to the PGR's request for training, OPDAT also created a new course on the Protection of Journalists.



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- The Initiative awarded a \$4 million Cooperative Agreement to implement training programs to improve the capacity of state Attorneys General's Offices to successfully prosecute trans-border crime, as well as establish, maintain and strengthen relationships among state Attorneys General's Offices in northern Mexico and their counterparts in the southwestern United States.

### PILLAR III – Create a 21<sup>st</sup> Century Border Structure

- In addition to the 163 canines trained in the detection of narcotics, weapons, currency, human remains and explosives already delivered to the Tax Administration Service-Customs (SAT), Federal Police and PGR-Ministerial Federal Police, an additional 40 canines were delivered and 78 handler-dog teams were trained in 2012.
- The GOM's National Migration Institute's Grupos Beta program modernized its capabilities with over \$2.5 million worth of Search and Rescue and Medical equipment, as well as advanced search and rescue training from CBP's Border Patrol Search, Trauma and Rescue unit.
- The U.S. is working with the Secretary of Government, National Immigration System to facilitate the use of electronic travel documents. The program, called Viajero Confiable, will be instituted in international arrival areas at airports in Mexico City, Cancun, and San Jose del Cabo at a cost of \$3 million.
- The acquisition and use of non-intrusive inspection equipment (NIIE) continue to be a critical component to securing the borders of Mexico in the fight to detect and prevent the flow of illicit goods. Under the Initiative, the U.S. has delivered over \$107 million worth of NIIE including but not limited to:
  - **CT-30 Detection Kits:** One hundred fifty-five kits worth \$2.5 million were delivered to the GOM.
  - **All-Terrain Vehicle and Cargo Inspection Systems (VACIS):** Twenty-two VACIS worth \$28.9 million were delivered and distributed to the Secretariat of Defense and the Federal Police.
  - **ZBV Backscatter Vans (ZBVs):** Thirty-five ZBVs valued at \$32.6 million were delivered to the Federal Police and Mexican Customs Agency (SAT).
  - **Portal FullScan VACIS:** Four units were delivered to SAT valued at approximately \$6 million.
  - **Railroad Inspection System:** Two units valued at \$3.5 million were delivered to SAT.
  - **IP6500 X-Ray VACIS:** Two were delivered to SAT worth \$6.4 million.
  - **M6500 Mobile VACIS:** Six units worth \$18.1 million were delivered to the Mexican Customs Agency (SAT) and the Federal Police.
  - The following was provided with Pre-Merida funds:
    - Three (3) ZBV Backscatter Vans, twenty CT-30 Detection kits, safety equipment, three (3) armored vehicles and auxiliary equipment worth \$4.8 million were delivered to the Mexican Navy.
- Additionally, 1,068 personnel from the GOM were trained in the use and operation of non-intrusive



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inspection equipment and radiological issues through joint and cross-training between law enforcements agencies and military institutions.

- NAS Mexico’s Information Technology (IT) Team has been working with SCT to support Mexico’s transition to new satellite systems, which is critical to the improvement of national security communications. Through the Initiative, the NAS IT Team has provided a mix of consultancy services (\$4.3 million) and ground station terminals (\$19 million) in support of Mexico’s satellite transition. On December 9, 2012, SCT reported the successful launch of Mexico’s “Bicentennial Satellite” from the European spaceport in Kourou, French Guyana.
- Approximately \$5 million was designated to acquire 19,000 maritime vessel identifier units. The Identifiers – installed on small fishing boats working on Mexico’s Pacific coast – will transmit, through VHF, the position of the boats to SCT and Merchant Marine command centers. These Identifiers will help preserve lives at sea and also will be instrumental in detecting, deterring and interdicting illicit activities in territorial waters.

### **PILLAR IV – Build Strong and Resilient Communities**

- A \$2.6 million project with the University of Miami and the Mexican National Institute of Psychiatry is developing a network of research “nodes” to evaluate the effectiveness of addiction treatment and prevention techniques. These studies will meet the standards of the U.S. National Institute on Drug Abuse (NIDA) to ensure quality patient care. Network installation, staff training, and patient selection have been completed for two pilot trials, using technology developed by NIDA.
- The Narcotics Affairs Section, in partnership with the OAS Inter-American Drug Abuse Control Commission, is carrying out a \$2.8 million program to institutionalize the education of Mexican addiction treatment staff, by developing certification standards and educational curriculum. The project team conducted a national survey of inpatient facilities and available treatment services and created the teaching and evaluation instruments for counselors. Using those materials, the program staff trained 600 counselors, and will begin certification of those meeting the new standards in 2013.
- *Centros de Integración Juvenil* received a \$1.3 million grant to develop and provide training for a residential drug abuse and community center in Ciudad Juarez. This center will serve as a model for future centers along the border. In 2013, the center will be fully equipped and ready to serve the surrounding community.
- \$1 million in Initiative funds, established anti-addiction community coalitions in Tijuana, Nogales, and Ciudad Juarez that will build locally-tailored campaigns engaging youth on drug prevention and awareness.



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- Delivery of \$18 million of IT equipment that networks 400 addiction treatment resource centers across Mexico was completed in 2012. This network enables accurate case management, standardization of data collection, and institutionalization of best practices.
- The Initiative supports the 2012-13 *Jóvenes en Acción* youth exchange program focused on community service. Selected high school students spend five weeks in the United States developing leadership skills. Afterwards, they return to their communities to implement service projects addressing issues such as social inclusion, bullying, and drug abuse.
- A Mexico City-based non-governmental organization (NGO), Mexico Unido Contra la Delincuencia, with the collaboration of the Initiative, continues to carry out a comprehensive Culture of Lawfulness (COL) program across Mexico. To date, this program has:
  - Introduced COL education into 29 states' junior high school curricula. During the 2011-2012 school year, 17,780 teachers in 7,645 schools gave COL instruction to 698,898 students. Schools that teach the COL course report fewer fights, better communication between students, greater knowledge about the rule of law and bullying, and more respect for school regulations.
  - Placed citizens' watch booths in 54 Mexico City district attorney's offices, and staffed them with observers who provided information to people reporting crimes. The observers surveyed over 14,500 people in 13 months about the services they received, and reported the results. The project improved customer service and decreased corruption in the locations where it was implemented, based on monthly and half-yearly benchmarking and surveys.
- A Washington, DC-based NGO, National Strategy Information Center, implements programs that, among other things, train public servants in Culture of Lawfulness principles:
  - The Federal Police has committed to creating an institutional culture that provides incentives for employees to show integrity, respect for citizen rights, and support for the rule of law. A 40-hour COL course has been taught to over 12,000 patrolmen and officers.
  - The Federal Electric Company (CFE) has given COL training to over 8,300 employees, and the Secretariat of Public Administration (SFP) has taught 3,100 federal employees in 88 offices.
  - At the state level, 15 master trainers have prepared over 90 instructors to teach COL principles to police. Over 8,500 officers in Baja California, Nuevo Leon, Chihuahua, and Coahuila have received COL education. In addition, the Mexico City Attorney General's office has provided COL education to 2,800 prosecutors and investigators.
- The Initiative supports developing and implementing crime and violence prevention strategies in nine communities in target areas in the states of Chihuahua, Nuevo Leon and Baja California which have been significantly affected by drug-related crime and violence. These activities strengthen and increase the capacity at the national, state and local level to safeguard citizen security and replicate and expand successful strategies.



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- Between 2010 and 2012, the Initiative provided a range of civil society organizations \$1 million to support crime prevention efforts, including rehabilitation and conversion of an abandoned community structure into a victims' attention center and organizing youth recreational activities.
- Also developed were crime mapping models that enable Ciudad Juarez's municipal government to identify hot spots and respond with tailored prevention measures. In Ciudad Juarez and Tijuana, the Initiative's preexisting youth-engagement project resulted in over 450 students (70% of participants) re-enrolling in school or gaining meaningful employment.
- In February 2012, a \$15 million three-year initiative was launched that provides technical support to the GOM at the national, state and local levels to plan and implement community development strategies to reduce crime and violence in nine target localities within Ciudad Juarez, Monterrey and Tijuana. Activities include outreach to at-risk youth, improved citizen-police collaboration and partnerships with private sector enterprises.
- Approximately \$10 million in grants to six civil society organizations support innovative crime prevention projects that engage at-risk youth and their families through after-school and summer enrichment programs, vocational and leadership training, reintegration activities and mental health services, and the development of youth-centered policies at the national level. For example, in Ciudad Juarez, efforts focus primarily on reducing school desertion and keeping youth off the streets. In Monterrey and Tijuana, projects seek to prevent youth from participating in organized crime and provide them with vocational training and employment.
- A \$1 million rigorous evaluation of crime in the target communities implemented through the Latin American Public Opinion Project (LAPOP) will heighten understanding of the risk factors contributing directly to increased violence in the target localities and suggest successful programmatic approaches for replication.