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EO 11652: GDS
TAGS: SHUM, MX
SUBJECT: HUMAN RIGHTS EVALUATION REPORT--MEXICO

REF: (A) STATE 140421, (B) STATE 141243, (C) STATE 161685

FOREWORD: IN PROVIDING THE FOLLOWING ASSESSMENT, THE EMBASSY'S CLEAR UNDERSTANDING OF THE GROUND RULES FOR USE OF THE REPORT IS THAT IT IS FOR THE INTERNAL USE OF ELEMENTS OF THE DEPARTMENT AND OF OTHER EXECUTIVE-BRANCH AGENCIES TO WHICH STATE MAKES IT AVAILABLE. BY THE NATURE OF THE REQUIREMENT IN REF (A), ASSESSMENTS TEND TO FOCUS ON VIOLATIONS OR INFRINGEMENTS OF HUMAN RIGHTS RATHER THAN TO CONCENTRATE ON POSITIVE ASPECTS OF THE HUMAN RIGHTS SITUATION. THE EMBASSY HAS ATTEMPTED TO DESCRIBE THE SITUATION IN THE OVERVIEW PARAGRAPH THAT FOLLOWS. OUR UNDERSTANDING IS THAT NEITHER THE WHOLE ASSESSMENT NOR ANY PORTION OF IT WOULD BE MADE PUBLIC. PUBLIC RELEASE WOULD BE HARMFUL TO THE FUTURE COURSE OF U.S.-MEXICAN RELATIONS.

A. CONDITION OF HUMAN RIGHTS IN MEXICO--OVERVIEW. THE SITUATION OF HUMAN RIGHTS IN MEXICO CAN BE DESCRIBED AS GOOD WITHIN THE CONTEXT OF A DEVELOPING COUNTRY WITH A BASICALLY ONE-PARTY SYSTEM. ALTHOUGH THERE ARE EXCEPTIONS

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(NOTED BELOW) TO THIS RECORD, IT IS IMPORTANT TO KEEP IN MIND THAT THE "AVERAGE MEXICAN"--LIMITED ONLY BY HIS ECONOMIC, SOCIAL AND CULTURAL MEANS--CAN READ ANY AUTHOR, TRAVEL AND SETTLE IN THE COUNTRY FREELY, COMPLAIN ABOUT THE GOVERNMENT, SPEND HIS MONEY AS HE WISHES, AND GENER-

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ALLY LIVE HIS ENTIRE LIFE WITHOUT EXPERIENCING BEING FOLLOWED, SPIED UPON, OR WIRETAPPED. HOWEVER, THOSE DEEPLY TIED TO THE POLITICAL SYSTEM (I.E., NEWSPAPER EDITORS) OR THOSE SERIOUSLY THREATENING THE SYSTEM (I.E., TERRORISTS), WILL FIND THEIR HUMAN RIGHTS TO BE MUCH MORE LIMITED. AND THOSE MEXICANS WHO FORM PART OF THE ECONOMICALLY MARGINAL POPULATION, WHILE HAVING THE SAME POLITICAL FREEDOMS AS THE "AVERAGE MEXICAN", SUFFER FROM A DEPRIVATION OF THEIR BASIC ECONOMIC, SOCIAL AND CULTURAL RIGHTS. END OVERVIEW.

1. RESPECT FOR INTEGRITY OF PERSON. MEXICO'S MOST CONSISTENT PATTERN OF VIOLATIONS WITH RESPECT TO INTEGRITY OF THE PERSON HAS OCCURRED IN THE PERIOD IMMEDIATELY FOLLOWING ARREST, WHERE PSYCHOLOGICAL AND PHYSICAL ABUSE IS NOT UNCOMMON, ESPECIALLY DURING INTERROGATION. BOTH MEXICANS AND FOREIGNERS HAVE BEEN SUBJECTED TO SUCH TREATMENT. WHILE EMBASSY CANNOT PROVE IT, IT IS BELIEVED THAT MEXICAN SECURITY OFFICIALS HAVE DEALT WITH TERRORISTS IN THE PAST BY MURDERING THEM INSTEAD OF BRINGING THEM TO TRIAL. ON OCCASION, MEXICAN POLICE HAVE INVADED THE HOMES OR PLACES OF BUSINESS OF SUSPECTS. BUT NEITHER OF THESE TWO LATTER VIOLATIONS HAVE AMOUNTED TO A WIDESPREAD OR CONSISTENT PATTERN. BECAUSE OF THE PROBLEM OF CORRUPTION AND BECAUSE OF THE POLITICIZED NATURE OF THE JUDICIAL SYSTEM, IT IS OFTEN DIFFICULT TO OBTAIN QUALIFIED LEGAL COUNSEL OR TO BE ASSURED OF A FAIR TRIAL. IT MUST BE NOTED THAT NONE OF THESE VIOLATIONS IS JUSTIFIED BY THE CONFIDENTIAL

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GOM IN ANY PUBLIC POLICY.

2. RESPECT FOR CIVIL AND POLITICAL LIBERTIES.

(A) FREEDOM OF THOUGHT, RELIGION, ASSEMBLY--THE GOM INFREQUENTLY EXERCISES PRIOR CENSORSHIP OF THE PRESS (E.G., BY "SUGGESTING" HOW A STORY IS TO BE HANDLED, OR THAT IT SHOULD NOT BE PRINTED), BUT USUALLY RELIES INSTEAD ON PRESS SELF-CENSORSHIP AND UNDERSTANDING OF "RULES OF THE GAME", SUCH AS NO DIRECT CRITICISM OF THE PRESIDENT OR THE MILITARY. THE GOM UNDER ECHEVERRIA, ON THE ONE HAND, PERMITTED MORE OPEN CRITICISM OF SOCIO-ECONOMIC CONDITIONS AND OF THE POLITICAL SYSTEM, BUT ON THE OTHER HAND, ECHEVERRIA WHILE PRESIDENT ACQUIRED THE LARGEST NEWSPAPER CHAIN IN COUNTRY, AND THE GOM ILLEGALLY CLOSED RADICAL LEFTIST NEWSPAPERS WHOSE EDITORS MAY HAVE HAD TIES WITH TERRORISTS, AND ENGINEERED THE OUSTER OF THE EDITOR OF

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THE MOST INFLUENTIAL NEWSPAPER IN MEXICO. IN OTHER MEDIA AND INTELLECTUAL CIRCLES, A FAIRLY FREE PLAY OF IDEAS IS ALLOWED. THERE ARE NO LEGAL OR OTHER RESTRICTIONS ON THE PRACTICE OF RELIGION. FOR REASONS EXPLAINED BY MEXICO'S RECENT HISTORY, THERE ARE CONSTITUTIONAL RESTRICTIONS ON RELIGIOUS EDUCATION (ALTHOUGH PAROCHIAL SCHOOLS OPERATE OPENLY), ON CHURCH OWNERSHIP OF PROPERTY AND A CONSTITUTIONAL PROHIBITION OF POLITICAL PARTICIPATION OF CLERGY. ASSEMBLY HAS FEW REAL RESTRICTIONS, ALTHOUGH DEMONSTRATIONS AND MARCHES REQUIRE GOM PERMITS, WHICH NORMALLY ARE GRANTED.

(B) FREEDOM OF MOVEMENT--THERE ARE NO RESTRICTIONS ON EMIGRATION OR FOREIGN TRAVEL OR CHANGE OF RESIDENCE.

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(C) DEMOCRATIC PROCESSES/FREEDOM TO PARTICIPATE IN THE POLITICAL PROCESS--OCCASIONALLY PEOPLE ARE IMPRISONED OR QUIETLY EXILED FOR THEIR POLITICAL ACTIVITIES. HOWEVER, IN MARCH OF 1977, IN RESPONSE TO A CAMPAIGN PROMISE, PRESIDENT LOPEZ PORTILLO ORDERED THAT CHARGES BE DROPPED AGAINST 424 INMATES WHO HAD COMMITTED NON-VIOLENT POLITICALLY MOTIVATED CRIMES. THE PRINCIPAL SHORTCOMING OF THE FORMAL DEMOCRATIC PROCESS OF CANDIDATE SELECTION AND ELECTIONS IS ITS IRRELEVANCE TO THE DE FACTO PROCESS IN WHICH AN ELITE MINORITY MAKE MAJOR DECISIONS. BUT WITHIN THE PRI/GOM SYSTEM THERE IS CONSIDERABLE GIVE AND TAKE, IDEOLOGICAL VARIATIONS, AND AN ATTEMPT ON THE PART OF THE RULING ELITE TO BE RESPONSIVE TO THE POLITICAL AND ECONOMIC

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NEEDS OF THE COUNTRY. THE GOM HAS BEEN CONDUCTING PUBLIC HEARINGS ON PROPOSED POLITICAL REFORM, THE PROBABLE OUTCOME OF WHICH WILL BE TO REGISTER ADDITIONAL POLITICAL PARTIES. THIS IS NOT LIKELY, HOWEVER, TO ALTER THE BASIC CHARACTERISTICS OF THE SYSTEM IN THE NEAR TERM.

3. GOVERNMENT TRENDS: FOOD, SHELTER, HEALTH CARE, ETC.

(A) THE NEEDS OF THE POOR--THE ECHEVERRIA ADMINISTRATION (1970-1976) EXPANDED GOVERNMENT SERVICES IN THE AREA OF SHELTER, HEALTH CARE, EDUCATION AND FOOD. THE DEGREE TO WHICH THESE INCREASED SERVICES BENEFITED THE

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POOREST 20 PERCENT OF THE POPULATION IS DIFFICULT TO DETERMINE. ON THE ONE HAND, THE 3.5-PERCENT POPULATION GROWTH RATE IMPLIES A HIGHER SOCIAL SERVICES REQUIREMENT WITHOUT AN INCREASE IN PER CAPITA BENEFITS. ON THE OTHER HAND, THE POOREST SEGMENTS OF MEXICO'S POPULATION ARE THOSE LIVING IN VERY REMOTE RURAL AREAS WHERE IT IS VERY DIFFICULT TO PROVIDE SOCIAL SERVICES. STILL, THE PAST GOVERNMENT MADE AN EFFORT TO EXPAND SOCIAL SERVICES AND THE NEW GOVERNMENT SEEMS EQUALLY CONCERNED WITH THE PLIGHT OF THE LOWER INCOME GROUPS. EXACTLY HOW THEY WILL APPROACH THE PROBLEM IS NOT YET CLEAR. AT THE MOMENT, THEY ARE GOING THROUGH AN ECONOMIC ADJUSTMENT/STABILIZATION PROGRAM BASED ON AN AGREEMENT WITH THE IMF AND DO NOT APPEAR TO BE INCREASING SPENDING ON SOCIAL SERVICES.

(B) CORRUPTION--ALTHOUGH IT IS IMPOSSIBLE TO DOCUMENT, A WIDESPREAD PERCEPTION AMONG MEXICANS, U.S. ACADEMICIANS, AND EMBASSY CONTACTS IS THAT CORRUPTION IN MEXICO IS PERVASIVE AND DIVERTS SIGNIFICANT RESOURCES TO A MINORITY ELITE. THE GOM UNDER JLP HAS PROSECUTED SEVERAL AREAS OF GOVERNMENT CORRUPTION, BUT THESE APPEAR TO BE UNDERTAKEN FOR POLITICAL REASONS.

4. GOVERNMENT'S RESPONSIBILITY FOR HUMAN RIGHTS RECORD. MEXICAN GOVERNMENT CAN BE HELD GENUINELY RESPONSIBLE FOR HUMAN RIGHTS VIOLATIONS PRIMARILY IN THE AREA OF VIOLATIONS REGARDING INTEGRITY OF PERSON (AS POINTED OUT ABOVE). IN ADDITION, THESE VIOLATIONS ARE MORE COMMON IN THE STATE AND LOCAL LEVELS OF GOVERNMENT. THE GOM HAS NOT ADVOCATED SUCH ABUSES, BUT HAS PERMITTED THEM. OTHER VIOLATIONS STEM MORE FROM THE LEVEL OF POLITICAL AND ECONOMIC DEVELOPMENT OF THE COUNTRY THAN FROM ANY DIRECT ACTION ON THE PART OF THE GOM. DESPITE THESE INSTANCES OF HUMAN RIGHTS PROBLEMS, MEXICO SEES ITSELF IN THE VANGUARD

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OF COUNTRIES ADVOCATING STRONG HUMAN RIGHTS POLICIES NATIONALLY AND INTERNATIONALLY. FOR INSTANCE, IT HAS SUSTAINED A LIBERAL POLICY OF POLITICAL ASYLUM AND IMMIGRATION; IT HAS DENOUNCED HUMAN RIGHTS VIOLATIONS IN OTHER COUNTRIES; IT HAS FOLLOWED A FOREIGN POLICY OF NON-INTERVENTION IN THE INTERNAL AFFAIRS OF OTHER COUNTRIES FOR OVER 100 YEARS.

5. OUTSIDE INVESTIGATION OF HUMAN RIGHTS VIOLATIONS. PAST LOW-KEY INVESTIGATIVE EFFORTS BY INTERNATIONAL ORGANIZATIONS HAVE RECEIVED MINIMALLY ACCEPTABLE LEVELS OF COOPERATION. HOWEVER, WHILE MEXICO WOULD NOT PREVENT A WELL-PUBLICIZED REQUEST FOR HUMAN RIGHTS INVESTIGATION BY A RESPECTABLE INTERNATIONAL ORGANIZATION, IT WOULD NOT RELISH THE PROSPECT OF FOCUSING ON ITS FAILURES IN THIS AREA. FOREIGN SECRETARY ROEL'S STATEMENTS IN GRENADA WELCOMING THE INTER-AMERICAN HUMAN RIGHTS COMMISSION TO MEXICO MAY SIGNAL A GREATER RECEPTIVITY TO SUCH INVESTIGATIONS.

B. ANALYSIS AND RECOMMENDATIONS.

1. MEXICAN REACTION TO U.S. HUMAN RIGHTS POLICY.

(A) OFFICIAL REACTION--GOM REACTION TO THE U.S. HUMAN RIGHTS POLICY WAS INITIALLY ONE OF RESERVE, SUSPICION AND OUTRIGHT CRITICISM OF OUR INITIAL ACTIONS CUTTING MILITARY AID TO SOUTHERN CONE NATIONS (THIS DESPITE GOM CRITICISM OF THESE NATIONS). THERE WERE INDICATIONS EARLY ON THAT LOPEZ PORTILLO FAVORED THE POLICY, AND ROEL ALSO INDICATED IN PRIVATE COMMENTS TO BOTH AMBASSADOR AND DCM THAT HE BELIEVED THE U.S. POLICY TO BE A SOUND ONE. SINCE THE GRENADA OASGA, ROEL HAS SHOWN (MOSTLY PRIVATELY)

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INCREASED ENTHUSIASM FOR THE POLICY, BUT THIS ENTHUSIASM HAS APPARENTLY NOT DRIFTED DOWN TO THE WORKING LEVELS OF THE SECRETARIAT YET. ALTHOUGH THE BASIC SYMPATHY WITH HUMAN RIGHTS PRINCIPLES EXISTS, THE GUT REACTION OF OFFICIAL AND NON-OFFICIAL MEXICANS WAS THAT HUMAN RIGHTS WAS JUST ANOTHER EXAMPLE OF THE U.S. TELLING LATIN NATIONS HOW TO CONDUCT THEIR BUSINESS. THERE WAS ALSO CRITICISM THAT THIS NEW U.S. POLICY WAS JUST NOT WELL THOUGHT OUT. AFTER ROEL'S MEETING WITH SECRETARY VANCE IN GRENADA AND THE SUBSEQUENT COLLABORATION BETWEEN THE U.S. AND MEXICO ON HUMAN RIGHTS RESOLUTIONS IN THE OASGA, THE GOM, THROUGH EDITORIALS IN ITS OFFICIAL PRESS AND THROUGH PRIVATE COMMENTS, HAS BECOME MORE SUPPORTIVE OF OUR HUMAN RIGHTS POLICIES. VENEZUELA'S STRONG SUPPORT OF THIS POLICY HAS BEEN A FACTOR SINCE MEXICO SEES ITSELF AND VENEZUELA AS THE PROGRESSIVE LEADERS IN THE HEMISPHERE. IT MUST BE NOTED, HOWEVER, THAT MEXICO, FOR POLITICAL AND PHILOSOPHICAL REASONS, WILL CONTINUE TO STRESS A MULTILATERAL APPROACH TO HUMAN RIGHTS PROBLEMS.

(B) NON-OFFICIAL REACTION--REACTION OF THE PUBLIC-OPINION ELITE OF MEXICO TO THE U.S. HUMAN RIGHTS POLICY HAS GENERALLY BEEN CRITICAL (WHICH IS MEXICAN INITIAL REACTION TO MOST U.S. POLICY MOVES), BUT FOR DIFFERENT REASONS. CONSERVATIVE GROUPS SAY THAT THE POLICY IS HYPOCRITICAL

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BECAUSE, AT THE SAME TIME WE ENUNCIATE THIS POLICY, WE ARE ATTEMPTING A RAPPROCHEMENT WITH CUBA. LEFTIST GROUPS ON THE OTHER HAND ARE CRITICAL OF THE POLICY AS A MERE CONTINUATION OF U.S. INTERVENTION IN THE INTERNAL AFFAIRS OF LATIN AMERICA. THESE GROUPS ALSO STRESS THAT OUR POLICY IS ONLY SELECTIVELY APPLIED DEPENDING ON U.S. INTERESTS. ONE LEADING MEXICAN NON-MARXIST LEFTIST, PARTICIPATING IN A USIS-SPONSORED CONFERENCE IN JUNE, CYNICALLY POINTED OUT THAT THE U.S. HAS NOT YET CRITICIZED HUMAN RIGHTS VIOLATIONS IN PETROLEUM-EXPORTING NATIONS. MOST RECENTLY,

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NEWS OF THE NEUTRON BOMB HAS PROVOKED THE SAME TYPE OF CYNICISM. AN IMPORTANT COMPONENT OF THE INTELLECTUAL ELITE IN MEXICO ARE THE SOUTHERN CONE POLITICAL EXILES WHO HAVE ACHIEVED PROMINENT ROLES IN THE MEXICAN PRESS AND IN ACADEMIC CIRCLES. THIS GROUP IS STILL STRONGLY DISTRUSTFUL OF THE U.S. DESPITE THIS GENERALLY CRITICAL BENT, THE U.S. POLICY HAS GENERATED GREAT INTEREST, DISCUSSION, AND EDITORIAL COMMENT TO THE POINT WHERE A GREAT VARIETY OF COMPLAINTS ARE NOW LABELLED "HUMAN RIGHTS VIOLATIONS" AND THOSE WHO CRITICIZE THE POLICY HAVE USED IT TO JUSTIFY THEIR OWN COMPLAINTS.

2. OBJECTIVES. SINCE MEXICO IS A COUNTRY WITH CERTAIN HUMAN RIGHTS PROBLEMS AND WITH CERTAIN HUMAN RIGHTS ACCOMPLISHMENTS, EMBASSY BELIEVES OUR HUMAN RIGHTS APPROACH SHOULD BE AN INTEGRATED ACTION PLAN. ALTHOUGH IT IS DIFFICULT TO ESTABLISH A TIME FRAME, OUR FIRST OBJECTIVE SHOULD BE ACCOMPLISHED IN THREE MONTHS.

(A) EDUCATION--ALL EMBASSY PERSONNEL SHOULD FAMILIARIZE THEMSELVES WITH THE U.S. HUMAN RIGHTS POLICY AND ITS IMPLICATIONS. THE POLITICAL SECTION WILL ALSO CONCENTRATE ON BUILDING CONTACTS IN THE HUMAN RIGHTS FIELD, BOTH

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MEXICANS AND REPRESENTATIVES OF INTERNATIONAL GROUPS. EFFORTS WILL BE MADE TO PROMOTE BETTER UNDERSTANDING AND DIALOGUE ON HUMAN RIGHTS PROBLEMS WITH OFFICIAL AND NON-OFFICIAL GROUPS INCLUDING BUSINESS GROUPS AND MEMBERS OF THE MEDIA. POL AND USIS WILL COOPERATE CLOSELY ON THE USE OF APPROPRIATE VTR'S, THE DEVELOPMENT OF SEMINARS, THE USE OF U.S. SPEAKERS ON HUMAN RIGHTS ISSUES, AND OTHER PROGRAM POSSIBILITIES AS THEY ARE DEVELOPED BY OTHER EMBASSY ELEMENTS.

(B) IMPROVEMENT IN HUMAN RIGHTS OF AMERICAN PRISONERS-- SINCE THIS IS THE MAIN AREA WHERE EMBASSY CAN EFFECT A CHANGE, WE SHOULD CONTINUE TO PRESS ACTIVELY TO GUARANTEE AMERICAN PRISONERS' HUMAN RIGHTS, ESPECIALLY DURING THE INITIAL DETENTION. THE EMBASSY BELIEVES THAT THE PRISONER ISSUE SHOULD CONTINUE TO BE MANAGED AS A PROBLEM OF PROTECTING U.S. NATIONALS, STRESSING THAT MEXICO SHOULD LIVE UP TO ITS INTERNATIONAL AND BILATERAL AGREEMENTS. THE MESSAGE TO THE GOM SHOULD BE QUIET AND CONSISTENT. THE U.S. PRESS CAN BE EXPECTED TO CONTINUE TO FOCUS PUBLIC ATTENTION ON THE SITUATION OF U.S. PRISONERS IN MEXICO, ESPECIALLY AS THE TIME NEARS FOR TRANSFER OF PRISONERS

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UNDER THE TREATY OF EXECUTION OF PENAL SENTENCES.

(C) GENERAL IMPROVEMENT OF HUMAN RIGHTS IN MEXICO (PERSONAL, POLITICAL AND CIVIL RIGHTS)--EMBASSY BELIEVES THAT THESE RIGHTS CAN BEST BE ENCOURAGED THROUGH THE ACTIONS OF INTERNATIONAL GROUPS, SUCH AS UN HUMAN RIGHTS COMMISSION OR AMNESTY INTERNATIONAL, TO WHICH WE SHOULD GIVE OUR FULL SUPPORT. WE CAN BEST SUPPORT THESE EFFORTS BY

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OUR OWN CONTINUING DIALOGUE WITH OFFICIAL AND NON-OFFICIAL MEXICANS TO SENSITIZE THEM TO HUMAN RIGHTS NEEDS. WHILE WE SHOULD MONITOR HUMAN RIGHTS PERFORMANCE IN MEXICO, ESPECIALLY THROUGH CONTACT WITH INFLUENTIAL GROUPS, THE EMBASSY SHOULD NOT ENTER INTO ACTUAL INVESTIGATION OF HUMAN RIGHTS VIOLATIONS. SUCH AN INVESTIGATIVE EFFORT WOULD BE COUNTERPRODUCTIVE, INTERPRETED AS INTERVENTION IN THE INTERNAL AFFAIRS OF MEXICO, AND THEREFORE POLITICALLY IMPOSSIBLE.

(D) MEXICAN ADHERENCE TO THE INTER-AMERICAN CONVENTION ON HUMAN RIGHTS--IT SHOULD NOT BE A PROBLEM FOR MEXICO TO SIGN THIS CONVENTION ESPECIALLY IF THE OTHER HUMAN RIGHTS SUPPORTERS AT GRENADA START SIGNING. THE BEST APPROACH PERHAPS WOULD BE A DETAILED REPRESENTATION BY EMBASSY OFFICERS TO SEVERAL KEY FOREIGN SECRETARIAT OFFICIALS TO REQUEST MEXICAN ADHERENCE, COMBINED WITH A DIRECT, PRIVATE REQUEST BY SECRETARY VANCE TO SECRETARY ROEL (ALREADY IN PROGRESS). THIS COMBINED REPRESENTATION COULD BE MADE AT

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A TIME WHEN THE GOM IS REQUESTING OUR ASSISTANCE IN GETTING OTHERS TO SIGN THE TREATY OF TLATELOLCO.

(E) MEXICAN SUPPORT FOR U.S. EFFORTS TO PROMOTE HUMAN RIGHTS--THE GOM WILL BE DISPOSED TO SUPPORT OUR MOVES IN THE HUMAN RIGHTS AREAS WHICH EMPHASIZE A MULTILATERAL

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APPROACH. SUCH SUPPORT SHOULD BE REQUESTED BY CONSISTENT, NON-STRIDENT REPRESENTATIONS IN MEXICO TO SRE AND TO MEXICAN REPRESENTATIVES AT INTERNATIONAL ORGANIZATIONS. OUR EFFORTS IN THIS AREA SHOULD CONCENTRATE ON MEXICAN SUPPORT FOR REGIONAL HUMAN RIGHTS EFFORTS. IN WORLD-WIDE FORA SUCH AS THE UN, MEXICO WILL CONTINUE TO PLACE MORE EMPHASIS ON ITS ROLE AS A LEADER OF THE G-77 AND ON NORTH-SOUTH ISSUES.

OUR EFFORTS TOWARD MEXICO IN UN FORA WILL DEPEND ON A GLOBAL POLICY TOWARD BUILDING G-77 SUPPORT FOR OUR HUMAN RIGHTS POLICY.

3. IMPACT ON MEXICO OF PROPOSED HUMAN RIGHTS ACTION PLAN.

(A) WE DO NOT EXPECT THAT CONTINUED EMPHASIS ON RIGHTS OF AMERICAN PRISONERS WILL CAUSE ADVERSE IMPACT ON OTHER U.S. INTERESTS. EVEN AT THE HEIGHT OF THE ADVERSE PUBLICITY ON MEXICAN PRISONS, THE GOM DID NOT LESSEN ITS ENTHUSIASM FOR THE BILATERAL NARCOTICS PROGRAMS. IN GENERAL, MEXICO WILL COZINUE TO BE SENSITIVE TO THIS CRITICISM (ESPECIALLY SINCE THE BURDEN IS ON THE U.S. NOW TO BRING PRISONERS HOME) AND CAN BE EXPECTED TO REACT OCCASIONALLY BY CRITICIZING U.S. HUMAN RIGHTS FAILURE (SEE (D) BELOW).

(B) MEXICO'S PRIDE IN THE SOCIAL ASPECTS OF ITS REVOLUTION AND ITS CONSTITUTION WILL LEAD TO OCCASIONAL CRITICISM OF A U.S. HUMAN RIGHTS POLICY PERCEIVED AS DE-EMPHASIZING THE SOCIAL HUMAN RIGHTS. MEXICO WILL BE UNWILLING TO CRITICIZE SOCIALIST OR COMMUNIST COUNTRIES, WHICH VIOLATE PERSONAL AND POLITICAL HUMAN RIGHTS, WITHOUT PRAISING THESE COUNTRIES' ACCOMPLISHMENTS IN THE FIELDS OF HEALTH CARE, EDUCATION, ETC.

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(C) THE NEW SPIRIT OF COOPERATION BETWEEN MEXICO AND THE U.S. WOULD BE DESTROYED IF THE U.S. ATTEMPTS TO USE ITS LEVERAGE IN IFI'S TO BLOCK LOANS TO MEXICO BECAUSE OF HUMAN RIGHTS VIOLATIONS. MEXICO WOULD MOST LIKELY OPPOSE ANY SUCH POLICY USED AGAINST ANY NATION ON THE BASIS THAT SUCH MOVES HINDER THE ECONOMIC DEVELOPMENT OF A COUNTRY AND THUS THE DEVELOPMENT OF SOCIAL HUMAN RIGHTS.

(D) A MORE LIKELY RESULT IS THAT OTHER U.S. ACTIONS ORGANIZATIONS TO-

WARD MEXICO WILL AFFECT THE ENTHUSIASM WITH WHICH MEXICO WILL SUPPORT OUR HUMAN RIGHTS POLICY. OF PARTICULAR IMPORTANCE IS MEXICAN REACTION TO THE PRESIDENT'S PROPOSALS TO CONGRESS DESIGNED TO COPE WITH THE ILLEGAL ALIEN PROBLEM, ON WHICH GOM OFFICIALS ARE ALREADY STRESSING HUMAN RIGHTS ASPECTS. IF THE ENFORCEMENT MEASURES ENVISIONED IN THE PROPOSALS BECOME LAW AND IMPOSE SEVERE STRAINS ON MEXICO, MEXICO (OFFICIAL AND NON-OFFICIAL) IS LIKELY TO REACT BY ENDEAVORING TO TURN THE ILLEGAL ALIEN PROBLEM INTO A HUMAN RIGHTS ISSUE--TO A GREATER DEGREE THAN IS EVIDENT SO FAR. U.S. TREATMENT OF THE MEXICAN WORKERS WOULD BE PORTRAYED IN THE MOST UNFAVORABLE LIGHT AND THE ISSUE COULD IRRITATE THE GOM TO THE POINT OF DAMAGING FURTHER COOPERATION ON HUMAN RIGHTS. FINALLY, IF THE GOM BELIEVES THAT THE U.S. IS NOT HELPING MEXICO RESOLVE ITS SERIOUS ECONOMIC PROBLEMS, IT WILL BE LESS WILLING TO SUPPORT AN INTERNATIONAL POLICY--HUMAN RIGHTS--WHICH IS OF MORE INTEREST TO THE U.S. THAN TO MEXICO AT THE MOMENT. LUCEY

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