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APPEALS PANEL ACTION: ADDITIONAL INFORMATION RELEASED
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FROM

FM AMEMBASSY MEXICO

CONTROLS

~~CONFIDENTIAL~~ MEXICO 000723

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STATE FOR INL AND WHA/MEX

TREASURY FOR ENFORCEMENT SECRETARY

DOJ FOR DEP ASSIST ATTY GEN

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

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

CUSTOMS FOR LA OPS AND FOR OIA/WHB

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

Classification Extended on : 03/16/2018 ~ Class:
CONFIDENTIAL ~ Authority: DSCG 11-1 ~ Declassify
on: 12/12/2036

BODY

E.O. 13526: DECL: 2021/12/13

TAGS: SNAR, KCRM, KJUS, PGOV, PREL

SUBJECT: THE **MERIDA INITIATIVE** AT 36 MONTHS: MESSAGE # 23

--DEVELOPING TRUSTWORTHY INSTITUTIONS THROUGH IMPROVING GOM VETTING
PROCESSES (CABLE 1 OF A 3-CABLE MINI-SERIES)

CLASSIFIED BY: KEITH MINES, DIRECTOR, DOS, NAS; REASON: 1.4(B), (D)

DTI SERIES SUMMARY

1. ~~(SBU)~~ THE **MERIDA INITIATIVE'S** DEVELOPING TRUSTWORTHY
INSTITUTIONS (DTI) PROGRAM STRENGTHENS THE GOVERNMENT OF MEXICO'S
(GOM) JUDICIAL, INTELLIGENCE, AND LAW ENFORCEMENT ENTITIES BY
LIMITING THE ABILITY OF CORRUPT INDIVIDUALS TO ENTER OR REMAIN IN
THESE INSTITUTIONS. THE DTI PROGRAM'S EFFORTS FOCUS ON HELPING THE
GOM: (1) TO VET POTENTIAL AND CURRENT PUBLIC SECURITY PERSONNEL;
(2) TO ENHANCE INTERNAL CONTROLS BY EQUIPPING UNITS TO CONDUCT
SOPHISTICATED UNDERCOVER INVESTIGATIONS OF PUBLIC SERVANTS; AND (3)
TO EXPAND A POLICE REGISTRY DESIGNED TO IDENTIFY AND ROOT-OUT
CORRUPT OFFICERS. THIS PROGRAM STARTED AT THE FEDERAL LEVEL, AND IS
NOW BEGINNING TO EXPAND TO THE STATES. IN ADDITION TO REDUCING
CORRUPTION, THESE EFFORTS CONTRIBUTE TO BUILDING A CULTURE OF

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page 8

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LAWFULNESS AND HELPING ENSURE THAT OTHER MERIDA PROGRAMS ARE NOT ASSISTING BAD ACTORS. THIS THREE-PART CABLE MINISERIES (PART OF A LARGER CABLE SERIES THAT REVIEWS MERIDA PROGRAMS AT 36 MONTHS) OUTLINES THE EFFORTS UNDER MERIDA TO ASSIST THE GOM IN THESE AREAS. END SERIES SUMMARY.

CABLE SUMMARY

2. ~~(SBU)~~ MEXICO'S 2009 PUBLIC SECURITY LAW REQUIRES THAT ALL FEDERAL AND STATE LAW ENFORCEMENT AND JUDICIAL INSTITUTIONS ADMINISTER A FIVE-PART BACKGROUND CHECK INCLUDING POLYGRAPH TO ALL CURRENT AND FUTURE EMPLOYEES. THE GOM, SUPPORTED BY THE MERIDA INITIATIVE, HAD BEEN WORKING FEVERISHLY TO COMPLY WITH THIS LAW AND NOW HAS TWO FEDERAL AND FIFTEEN STATE VETTING CENTERS, KNOWN IN MEXICO AS "CONTROL DE CONFIANZA" (CDEC), CERTIFIED TO ADMINISTER THE TESTS, SUPPORTED BY A GROWING CADRE OF POLYGRAPH ADMINISTRATORS AND OTHER TESTERS. MERIDA HAS DELIVERED 318 POLYGRAPH MACHINES AND OTHER MATERIAL SUPPORT VALUED AT \$6 MILLION TO THE CONTROL DE CONFIANZA CENTERS AND HAS ASSISTED WITH THE TRAINING AND PROFESSIONALIZATION OF THE CADRE OF ADMINISTRATORS AND TESTERS. WHILE CONSOLIDATING THE ADVANCES AT THE FEDERAL LEVEL AND THROUGH IT TO ALL STATES, MERIDA WILL NOW BEGIN TO CONCENTRATE ON THE FRONT-LINE STATES OF TAMAULIPAS, CHIHUAHUA, AND NUEVO LEON TO INCREASE THEIR VETTING CAPACITY, WHICH REMAINS A KEY BOTTLENECK IN RECRUITING AND TRAINING NEW PERSONNEL AS PART OF AN AMBITIOUS INCREASE IN STATE POLICE UNITS.

3. ~~(C)~~ WHILE CORRUPTION REMAINS A SERIOUS ISSUE, PARTICULARLY AT THE STATE AND LOCAL LEVEL, SUCCESSES, INCLUDING THE ARRESTS OF CORRUPT HIGH-RANKING GOVERNMENT OFFICIALS, PROVE THAT CDEC EFFORTS HAVE ALREADY MADE A DIFFERENCE IN DEVELOPING TRUSTWORTHY GOM INSTITUTIONS. [REDACTED]

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[REDACTED] AND MANY GOVERNORS HAVE EXPRESSED SKEPTICISM THAT THEY CAN REACH THE GOM'S GOAL OF HAVING

***** START OF SECTION 2 *****

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ALL PUBLIC SECURITY PERSONNEL VETTED BY JANUARY 2013. SOME

[REDACTED] HAVE SUGGESTED THAT POLYGRAPHS SHOULD NOT BE REQUIRED FOR ALL PERSONNEL BUT ONLY SPECIAL INVESTIGATORS AND LEADERS. BUT FOR NOW THE LAW REMAINS IN PLACE, AND PRESIDENT CALDERON HAS EXPRESSED HIS INTENTION TO IMPLEMENT IT, WHICH WE WILL CONTINUE TO SUPPORT. END CABLE SUMMARY.

1.4(D)
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BEFORE MERIDA

4. (C) PRIOR TO THE **MERIDA INITIATIVE**, THE GOM'S ABILITY TO EFFECTIVELY EXCLUDE CORRUPT INDIVIDUALS FROM WORKING IN ITS JUDICIAL, INTELLIGENCE, AND LAW ENFORCEMENT INSTITUTIONS SUFFERED FROM SEVERAL WEAKNESSES. UNDER MEXICO'S 2009 GENERAL ACT OF THE NATIONAL PUBLIC SECURITY SYSTEM (LEY GENERAL DEL SISTEMA NACIONAL DE SEGURIDAD PUBLICA), ALL PUBLIC SECURITY INSTITUTIONS-INCLUDING THE MINISTRY OF PUBLIC SECURITY (SSP), THE ATTORNEY GENERAL'S OFFICE (PGR), THE CENTER FOR RESEARCH AND NATIONAL SECURITY (CISEN), THE TAX ADMINISTRATION SERVICE (SAT), AND SOME OFFICES WITHIN MEXICO'S NATIONAL INSTITUTE OF MIGRATION (INAMI)-MUST ADMINISTER A FIVE-PART EVALUATION TO VET ALL POTENTIAL AND CURRENT EMPLOYEES. REFERRED TO AS THE "CONTROL DE CONFIANZA" PROGRAM, THIS FIVE-PART EVALUATION CONSISTS OF A POLYGRAPH TEST, A BACKGROUND EXAMINATION, A PSYCHOLOGICAL EXAM, A DRUG TEST, AND A MEDICAL EXAM.

5. (C) WHILE WELL-INTENTIONED, THE GOM'S POLYGRAPH TEST RESULTS WERE QUESTIONABLE, AS POLYGRAPHISTS CONDUCTED MORE EXAMS PER DAY THAN RECOMMENDED AND INTERVIEWED SUBJECTS IN GROUPS INSTEAD OF INDIVIDUALLY, AS REQUIRED TO ENSURE ACCURACY. IN ADDITION, POLYGRAPHISTS FROM DIFFERENT GOM AGENCIES RECEIVED TRAINING FROM A VARIETY OF PRIVATE INSTITUTIONS AROUND THE WORLD AND LEARNED DIFFERENT TECHNICAL LANGUAGES, PROCEDURES, AND STANDARDS.

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GOM EFFORTS TO IMPROVE VETTING

6. ~~(SBU)~~ STATES: SINCE THE **MERIDA INITIATIVE** BEGAN, THE GOM HAS INVESTED IN VETTING PUBLIC SECURITY PERSONNEL BY ASSISTING THE

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

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STATES IN BUILDING CONTROL DE CONFIANZA CENTERS (CCC) IN ORDER TO MEET REQUIREMENTS SET OUT IN THE 2009 GENERAL ACT. ADDITIONALLY, THE SECRETARIAT OF THE NATIONAL SYSTEM FOR PUBLIC SECURITY (SNSP) WAS DESIGNATED AS THE CDEC CZAR TO DICTATE NATIONAL CDEC POLICY, AND TO SUPERVISE FEDERAL AND STATE CCCS. EACH ONE OF THESE FORTY CCCS IS RESPONSIBLE FOR CONDUCTING CDEC EXAMINATIONS FOR ALL INDIVIDUALS IN THEIR JURISDICTION ASPIRING TO OBTAIN EMPLOYMENT IN ANY LAW ENFORCEMENT AGENCY. IN ORDER TO RECEIVE FEDERAL FUNDING, THE CENTERS ARE REQUIRED TO MEET ACCREDITATION AND CERTIFICATION STANDARDS IMPOSED BY THE SNSP. THESE STANDARDS FOCUS ON THE ABILITY AND MECHANISMS USED TO CONDUCT THE VARIOUS EXAMINATIONS, SUCH AS THE QUALIFICATIONS OF PERSONNEL, THE INFRASTRUCTURE OF THE CENTER, AND THE QUALITY AND TYPE OF EQUIPMENT USED.

7. ~~(C)~~ DUE TO THE SIGNIFICANT AMOUNT OF INDEPENDENCE THE STATES HAVE UNDER MEXICAN LAW, THE RESPONSE TO THE FEDERAL MANDATE TO CREATE AND CERTIFY THE CCCS HAS BEEN MET WITH A MIXED, BUT IMPROVING, LEVEL OF COMMITMENT. AS OF JUNE 2011, ONLY EIGHT OF THE 35 CENTERS HAD BEEN ACCREDITED, WHILE TWELVE HAD NOT YET EVEN BEGUN THE PROCESS OF CERTIFICATION. HOWEVER, BY OCTOBER 2011, FIFTEEN OF THE CENTERS HAD BEEN ACCREDITED AND ONLY TEN HAD NOT YET BEGUN THE PROCESS. EVEN THOSE STATES THAT HAVE CERTIFIED CENTERS, ESPECIALLY

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page 11

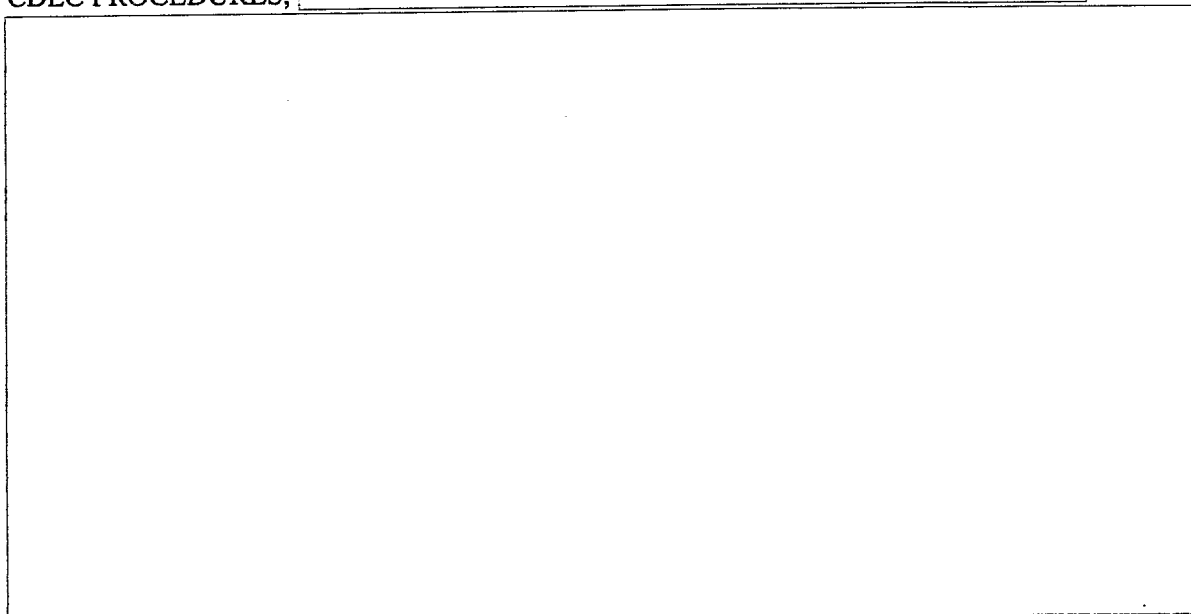
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THE LARGER STATES, REALIZE THAT THEY WILL PROBABLY COME UP SHORT IN MEETING THE GOAL TO VET ALL THEIR PERSONNEL. AT A RECENT MEETING OF THE GOVERNORS AND PRESIDENT CALDERON, MANY GOVERNORS ASKED THAT THE GOAL BE CHANGED TO ACCOMMODATE THEIR REALITY. CALDERON HOWEVER, REMAINED FIRM IN HOLDING THEM TO THE ORIGINAL OBJECTIVE.

8. (C) SSP: THE SSP HAS MADE STRIDES IN IMPROVING THEIR VETTING AND CDEC PROCEDURES, [REDACTED]

1.4(D)
B1



9. (C) PGR: THE PGR HAS MADE SIGNIFICANT STRIDES COMBATING CORRUPTION WITHIN ITS ORGANIZATION, [REDACTED]

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[REDACTED] PGR HAS APPROXIMATELY 25,000 EMPLOYEES ASSIGNED TO 3 MAIN AREAS: MINISTERIO PUBLICO (EQUIVALENT TO THE PROSECUTOR'S OFFICE); PERITOS (POLICE FORENSICS EXPERTS); AND AFI (INVESTIGATIVE AND JUDICIAL SECURITY DUTIES). [REDACTED]

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

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MOST ADVANCED AND BEST STAFFED IN THE GOM. IN ADDITION TO DOING THE PRE-EMPLOYMENT EXAMS, PGR CDEC HAS BEEN SYSTEMATICALLY CONDUCTING CDEC EXAMINATIONS ON ACTIVE DUTY PERSONNEL, AND APPROXIMATELY 50% OF ALL ACTIVE DUTY PERSONNEL VETTED FAIL, INCLUDING SEVERAL HIGH-LEVEL PGR OFFICIALS.

[REDACTED]

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10. ~~(C)~~-CISEN: CISEN IS THE LEAD AGENCY IN MEXICO IN THE USE OF POLYGRAPH TESTING AND HAS BEEN TASKED WITH OPERATING THE ONLY ACCREDITED SCHOOL TO TRAIN ALL POLYGRAPHISTS ASSIGNED TO GOM FEDERAL AGENCIES.

[REDACTED]

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11. ~~(C)~~INAMI AND SAT:

[REDACTED]

1.4(D)
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[REDACTED] NAS CONTINUED SUPPORT TO CISEN, PRG AND SSP WILL HAVE A VERY POSITIVE TRICKLEDOWN EFFECT INTO THE CDEC CENTERS OF INAMI AND SAT.

MERIDA CONTRIBUTIONS

12. ~~(SBU)~~SO FAR, \$20 MILLION OF MERIDA FUNDS HAVE BEEN COMMITTED FOR THE VETTING AND TRUST CONTROLS PROGRAM. \$11 MILLION FROM THE FY08 AND FY09 ALLOTMENTS WERE USED TO EQUIP THE FEDERAL CCCS OF INAMI, SAT, CISEN, SSP AND PGR, AND AN ADDITIONAL \$3 MILLION FROM

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FY10 WENT TOWARDS TRAINING. THE OTHER \$6 MILLION FROM THE FY10 ALLOTMENT TO THE PROGRAM PROVIDED EQUIPMENT AND TRAINING TO THE STATES. SOME OF THE HIGHLIGHTS OF THIS FUNDING INCLUDE THE PURCHASE OF 318 POLYGRAPH INSTRUMENTS VALUED AT OVER \$2.3 MILLION AND THE TRAINING OF GOM POLYGRAPHERS TO IMPROVE PROFESSIONALISM. FOR EXAMPLE, THE DTI PROGRAM SPONSORED MEXICAN POLYGRAPHERS TO RECEIVE ADVANCED TRAINING IN THE UNITED STATES UNDER THE STANDARD USED BY ALL U.S. FEDERAL AGENCIES, IS HELPING TO DEVELOP ADVANCED TRAINING AND IS FUNDING AN AMERICAN ADVISOR TO PROVIDE FEDERAL AGENCIES AND STATES WITH ADVICE AND GUIDANCE ON TESTING AND POLICY MATTERS. THE ***** START OF SECTION 5 *****

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DTI PROGRAM IS ALSO BEGINNING TO WORK ON ENHANCING THE CAPACITY OF THE GOM TO CONDUCT THOROUGH BACKGROUND INVESTIGATIONS THAT EXAMINE A CANDIDATES PAST BEHAVIOR.

13. ~~(SBU)~~ THERE ARE A NUMBER OF ADDITIONAL PROJECTS THAT ARE ON SCHEDULE TO BEGIN IN JANUARY 2012 THROUGH INTER-AGENCY AGREEMENTS WITH CBP. THE GOM HAS PLANS TO REENGINEER THE CURRENT "ENTORNO SOCIAL" (SOCIAL ENVIRONMENT) INVESTIGATION AND REPLACE IT WITH A CONCEPT SIMILAR TO THE USG BACKGROUND INVESTIGATION AT THE FEDERAL LEVEL, AND THIS INITIATIVE IS SCHEDULED TO BE COMPLETED BY JUNE 2012. THERE ARE A NUMBER OF OTHER PROGRAMS THAT THE GOM HAS REQUESTED MERIDA/CBP ASSISTANCE IN DEVELOPING, INCLUDING A NEW MODEL FOR ADJUDICATING CDEC INVESTIGATIONS, THE DEVELOPMENT OF BEHAVIORAL PROFILES TO PREVENT CORRUPT BEHAVIOR, AND ETHICS AND INTEGRITY CAMPAIGNS AND TRAINING. ADDITIONALLY, BEGINNING IN JANUARY 2012, MERIDA AND CBP ARE AIMING TO DEVELOP, DESIGN, AND EQUIP A POLYGRAPH "FLY TEAM" THAT WOULD SUPPORT DEPLOYMENTS AROUND THE COUNTRY AS NEEDED TO PROVIDE EXAMINATIONS.

14. ~~(SBU)~~ UNDER MERIDA, A \$265,000 GRANT WAS AWARDED TO THE MEXICAN

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page 14

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NGO "CAUSA EN COMUN" (COMMON CAUSE) TO ASSIST WITH ENCOURAGING THE 40 CCC'S TO REACH ACCREDITATION. CAUSA EN COMUN WILL CONDUCT AUDITS AND FOCUS GROUPS WITH GOM AND CIVIL SOCIETY, IDENTIFY AND ENCOURAGE THE PASSING OF LAWS THAT WOULD BE FAVORABLE TO BETTER VETTING AND INTERNAL CONTROLS PROCESSES, AND PUBLISH THE STATUS OF CCCS.

CURRENT STATUS - ENHANCED STANDARDS AND CAPACITY

15. (SBU) THE GOM NOW HAS UNIFORM **TRAINING** AND OPERATIONAL POLICIES FOR ALL FEDERAL POLYGRAPHERS, DEVELOPED WITH GUIDANCE FROM THE NARCOTICS AFFAIRS SECTION (NAS) AS PART OF THE **MERIDA INITIATIVE**. THIS STANDARDIZATION, ALONG WITH THE TRAINING PROVIDED BY THE DTI PROGRAM, HAS INCREASED THE ACCURACY OF THE GOM'S POLYGRAPH TESTS AND HAS THEREBY HELPED MINIMIZE THE HIRING OF CORRUPT ACTORS OR THOSE WITH A PROPENSITY TO ENGAGE IN ACTS OF CORRUPTION. DOZENS OF GOM POLYGRAPH EXAMINERS ARE ALSO NOW ACTIVELY INVOLVED WITH THE AMERICAN ASSOCIATION OF POLICE POLYGRAPHERS AND THE AMERICAN POLYGRAPHER ASSOCIATION.

16. (C) NEVERTHELESS, THE DEMAND FOR VETTING CURRENTLY EXCEEDS THE CAPACITY OF **TRAINED** GOM POLYGRAPHERS, RESULTING IN A BOTTLENECK IN THE CONTROL DE CONFIANZA PROCESS AND THUS THE STAFFING OF INSTITUTIONS.

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[REDACTED]

[REDACTED] AT THE

***** START OF SECTION 6 *****

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SAME TIME, WHILE THERE WILL BE A MAJOR CHALLENGE IN MEETING THE GOAL TO HAVE ALL INDIVIDUALS VETTED BY THE JANUARY 2013 DEADLINE,

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THE FACT THAT THERE ARE NOW FIFTEEN ACCREDITED CENTERS IN THE STATES AND ANOTHER TWO AT THE FEDERAL LEVEL, WHERE THERE WERE NONE JUST 18 MONTHS AGO, CLEARLY INDICATES THE PROGRESS WE AND THE GOM HAVE MADE IN THIS AREA.

 WHAT THE FUTURE HOLDS - EXPANSION TO THE STATES

17. ~~(SBU)~~ THE SSP, PGR, CISEN, INAMI, AND SAT ARE SCHEDULED TO RECEIVE OVER \$8.5 MILLION IN EQUIPMENT WITHIN THE NEXT FOUR MONTHS TO MODERNIZE THEIR CONTROL DE CONFIANZA CENTERS AND EXPEDITE THE EVALUATIONS. OF THIS \$8.5 MILLION, \$750,000 HAS ALREADY BEEN DELIVERED OR DONATED, \$4.4 MILLION HAS BEEN AUTHORIZED AND IS AWAITING FINAL PROCUREMENT APPROVAL, AND PURCHASE ORDERS HAVE BEEN ISSUED WORTH ANOTHER \$2 MILLION.

18. ~~(SBL)~~ THE DTI PROGRAM WILL CONTINUE TO EQUIP AND TRAIN ITS GOM COUNTERPARTS TO ENHANCE THEIR CAPACITY TO ROOT-OUT CORRUPTION AND STRENGTHEN MEXICO'S JUDICIAL, INTELLIGENCE, AND LAW ENFORCEMENT INSTITUTIONS. IN ADDITION, THE DTI PROGRAM IS BEGINNING TO WORK WITH THE STATES OF TAMAULIPAS, CHIHUAHUA, AND NUEVO LEON TO ENHANCE THEIR CAPACITY TO CONDUCT CONTROL DE CONFIANZA EVALUATIONS. SPECIFICALLY, THE DTI PROGRAM PLANS TO MOBILIZE "FLY TEAMS" COMPOSED OF TEN TO TWELVE GOM POLYGRAPHERS AND THREE U.S. POLYGRAPHERS TO HELP BOOST THE NUMBER OF POLYGRAPH TESTS THAT THE CENTERS IN EACH OF THE RESPECTIVE STATES CAN COMPLETE PER MONTH. THE U.S. POLYGRAPHERS WILL ALSO PROVIDE ON-THE-JOB MENTORING TO THE GOM POLYGRAPHERS. THE DTI PROGRAM ALSO SEEKS TO BUILD UPON THE TRAINING AND EQUIPMENT THAT HAVE ALREADY BEEN DELIVERED, AND WILL PROVIDE THE GOM WITH THE EQUIPMENT AND TRAINING NECESSARY TO CONDUCT BACKGROUND INVESTIGATIONS COMPARABLE TO THOSE CONDUCTED IN THE U.S. FOR SOMEONE NEEDING A CLEARANCE TO HANDLE CLASSIFIED MATERIAL. THIS BACKGROUND INVESTIGATION DEVELOPMENT MODULE WILL ALSO BE DISSEMINATED TO THE STATES AFTER IT IS IMPLEMENTED AND TESTED AT THE FEDERAL LEVEL.

 CONCLUSION

19. ~~(SBU)~~ THE MERIDA INITIATIVE'S DEVELOPING TRUSTWORTHY INSTITUTIONS (DTI) PROGRAM IS WORKING ON SEVERAL PROJECTS TO SUPPORT THE GOM'S EFFORTS TO REDUCE CORRUPTION WITHIN ITS JUDICIAL, INTELLIGENCE, AND LAW ENFORCEMENT ENTITIES. VETTING AND BACKGROUND CHECKS, OR CONTROL DE CONFIANZA, REPRESENT JUST ONE ELEMENT OF A BROADER PLAN TO ASSIST THE GOM IN IMPLEMENTING SOUND PRACTICES THAT

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page 16

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IDENTIFY AND ELIMINATE SOURCES OF CORRUPTION THAT ENABLE

***** START OF SECTION 7 *****

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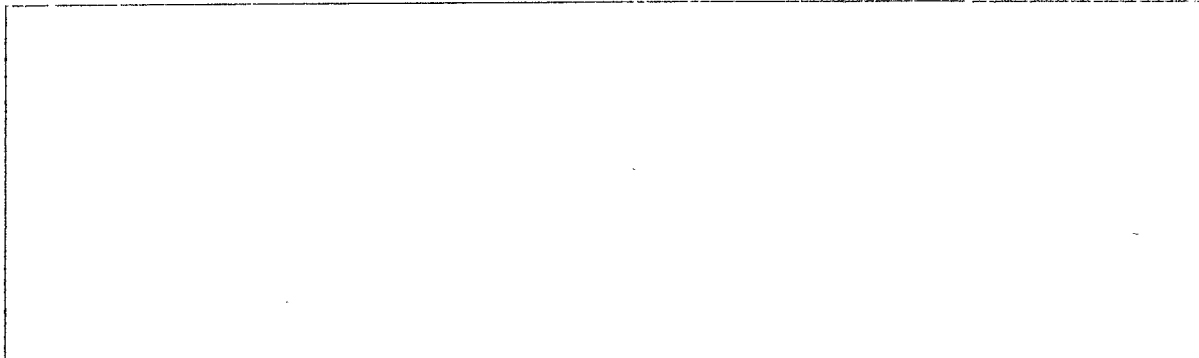
TRANSNATIONAL CRIMINAL ORGANIZATIONS TO OPERATE. BY PROVIDING

EQUIPMENT, **TRAINING**, AND TECHNICAL ASSISTANCE, THE **MERIDA**

INITIATIVE IS HELPING THE GOM MAKE SIGNIFICANT GAINS IN IMPROVING

THE CONTROL DE CONFIANZA PROCESS WITH RESPECT TO VETTING FUTURE AND

CURRENT PUBLIC SECURITY PERSONNEL.



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