

FY 2008 SUPPLEMENTAL APPROPRIATIONS SPENDING PLAN
Mexico, Central America, Haiti and the Dominican Republic

Pursuant to sections 1406(f) and 1407(e) of P.L. 110-252, the Supplemental Appropriations Act, 2008, (“the Act”) the Department hereby submits its detailed spending plan for Foreign Operations funding appropriated in the Act for Mexico, the countries of Central America, Haiti and the Dominican Republic.

This report also serves as any notification that may be required with respect to these funds, including under sections 1406, 1407 and 1414 of this Act. Furthermore, to the extent that funds included in this report can only be made available after complying with specific conditions, such as certification requirements, such funds would only be made available after such conditions are fulfilled.

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RESOURCE SUMMARY

Account	(\$ in thousands)	FY 2008 Supplemental	FY 2009 Bridge
Economic Support Fund		45,000	0
Mexico		20,000	
Central America		25,000	
International Narcotics Control and Law Enforcement		245,300	48,000
Dominican Republic		2,500	
Haiti		2,500	
Mexico		215,500	48,000
Central America		24,800	
Nonproliferation, Anti-Terrorism, Demining & Related Programs		6,200	0
Central America		6,200	
Foreign Military Financing		120,500	0
Mexico		116,500	
Central America		4,000	
Total, Foreign Operations		417,000	48,000

APPROPRIATION ACCOUNT BY OBJECTIVE

(\$ in thousands)	Total	Peace and Security (P&S)	Governing Justly and Democraticall y (GJD)	Investing in People (IIP)	Program Support
TOTAL	465,000	204,375	64,925	5,000	24,000
Economic Support Fund	45,000	-	40,000	5,000	-
Int'l Narcotics & Law Enforcement	245,300	204,375	64,925	-	24,000
Nonproliferation, Anti-Terrorism, Demining and Related Programs	6,200	6,200	-	-	-
Foreign Military Financing	120,500	120,500	-	-	-

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MÉRIDA INITIATIVE
(FY 2008 Supplemental and FY 2009 Bridge)

SUMMARY

The Mérida Initiative is a new paradigm for regional security cooperation among the United States, Mexico, and the countries of Central America, the Dominican Republic and Haiti. We have far-reaching geographic, economic, and demographic links to Mexico and Central America and a compelling national security interest in helping the governments in this region succeed in the battle against crime and insecurity. The United States has a shared responsibility for combating the crime and violence that so gravely affect citizens throughout the region. Roughly ninety percent of all the cocaine consumed in the United States transits through Mexico. Central American officials have identified gangs, drug trafficking, and trafficking of arms as the most pressing security concerns in that region. The Mérida Initiative will respond to those security threats and build on existing strategies and programs. A multi-year proposal, it is designed to build on activities already underway in the region and to complement U.S. efforts here at home to reduce drug demand, to stop the flow of narcotics as well as arms and weapons, and to confront gangs and criminal organizations.

The first phase of the Mérida Initiative is funded through the FY 2008 supplemental and FY 2009 bridge supplemental at \$465 million: \$400 million for Mexico and \$65 million for Central America, Haiti and the Dominican Republic. The overall objectives of the assistance are to break the power and impunity of criminal organizations; strengthen border, air, and maritime controls; improve the capacity of justice systems in the region and curtail gang activity; and reduce the demand for drugs throughout the region.

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MEXICO
(\$ in thousands)

	TOTAL	P&S	GJD	IIP	EG	HA	Program Support
Economic Support Fund	20,000	—	20,000	—	—	—	—
Foreign Military Financing	116,500	116,500	—	—	—	—	—
Int'l. Narcotics & Law Enforcement *	180,000	180,000	59,500	—	—	—	24,000

* Includes \$48 million in FY 2009 Bridge funding (P&S – \$34 million; GJD – \$14 million)

SUMMARY

This is an important moment in the fight against transnational drug-trafficking and organized crime. The U.S. has an unprecedented opportunity to confront these criminal elements, to develop a comprehensive and integrated regional effort to disrupt and dismantle organized criminal networks, and to help fortify state institutions to ensure these groups can no longer operate effectively. In Mexico, the Calderón Administration has amply demonstrated a strong commitment to attack the cartels and their illicit trafficking in arms, drugs, precursors and persons. It is also undertaking a fundamental restructuring of the Mexican justice system and its law enforcement institutions which will improve the access by its own citizens to justice. Its law enforcement agencies have provided an unprecedented level of cooperation.

ECONOMIC SUPPORT FUND (ESF)

Governing Justly and Democratically (\$20 million)

ESF funds will be used to promote rule of law and human rights by supporting implementation of Mexico's new judicial reforms and respect for human rights on the part of law enforcement, including military officials serving in a civil police role. To assist in the implementation of judicial reform, ESF funding will support professional peer exchanges between Mexican and U.S. judges at the federal and state levels to provide them an opportunity to share best practices in oral trials. It will support law schools and bar associations to develop curricula to help lawyers adjust to new laws and procedures. It will provide technical assistance to help Mexican prosecutors' offices develop an effective witness/victim protection program at the state and federal levels. Funding will provide training and technical support to justice sector personnel (judges, prosecutors, and public defenders) and human rights nongovernmental organizations (NGOs) to expand the use of alternative case resolutions such as first offender's programs, plea bargaining, mediation and restorative justice. Recent Constitutional reforms have codified educational attainment needed for entry and advancement within the local, state and Federal Mexican police forces as well as professional standards for Mexican police in ethics. Continuing education and training for entry level police and existing police forces at the Federal, state and local levels will enable personnel to meet the new standards.

Assistance will provide training to human rights NGOs and civil society on the code of criminal procedure, as well as on international, regional, and national laws protecting human rights in order to build NGO capacity to properly monitor and document human rights violations. At the same time funding will provide training to police, prosecutors, and other officials to implement

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internationally-accepted standards and Mexican law in human rights. The Mexico office of the United Nations High Commissioner on Human Rights (UNHCHR) will be asked to work with the Mexican government and non-governmental entities to strengthen observance of human rights norms.

FOREIGN MILITARY FINANCING

Peace and Security (\$116.5 million)

FMF funds will be used to purchase up to two CASA 235 aircraft, up to five BH- 412 medium-lift utility helicopters, and ion scanners to support efforts of the Mexican Navy (SEMAR) and Mexican Army/Air Force (SEDENA) to control their national territory and the southern approach to the United States.

The CASA 235 maritime patrol aircraft will complement SEMAR's existing fleet of aircraft and planned purchase of additional aircraft, and will enhance SEMAR's ability to conduct long-range maritime patrols. These aircraft, both existing and planned, will enable SEMAR to conduct maritime surveillance over the eastern Pacific Ocean and the western Caribbean Sea thereby increasing the GOM's maritime domain awareness. The CASA 235 patrol aircraft will also provide SEMAR's surveillance and coordination functions, increasing its capability to seize illicit cargo and deny the use of Mexican waters to transnational criminals and terrorists. In addition to up to two aircraft, the package provided will include logistics support (primarily spare parts and limited technical support) for three years. Funding will also support transition training (training for experienced pilots to fly a new type of aircraft) for Mexican pilots.

The BH-412 helicopters will provide mobility support to SEDENA for a variety of missions, including counterterrorism and counternarcotics operations. The helicopters will be equipped for day and night flight, and will improve SEDENA's ability to quickly deploy forces to establish security needed for successful interdiction of arms, drugs, and persons. In addition to providing up to five helicopters, funds will also be used to provide a logistics support package (primarily spare parts and limited technical support) for two years for the new aircraft and possibly four GOM-owned helicopters already in service. Funding will also support transition training (training for experienced pilots to fly a new type of aircraft) for Mexican pilots.

The ion scanners will be used by SEDENA to help detect illicit drug and arms trafficking through remote areas of Mexico and will support the GOM's effort to mount a robust interdiction system via land routes. The ion scanners are molecular detectors capable of identifying both explosives and narcotics. These devices assist in making rapid, preliminary assessments of suspicious items that security forces could encounter while conducting routine or counternarcotics/counterterrorism operations. The provision of ion scanners will contribute to the effectiveness of the GOM's comprehensive interdiction strategy and support the expansion of non-intrusive inspection equipment operations throughout the country's interior. In addition to the scanners, funding will provide a standard maintenance package for the ion scanners.

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INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT (INCLE)

Peace and Security (\$180 million total, of which \$34 million in FY09 bridge funding)

INCLE funds will support the development of the Government of Mexico's institutional capacity to detect and interdict illicit drugs, explosives and weapons, trafficked/smuggled persons and individuals seeking to enter the United States to conduct terrorist activities.

The Mérida Initiative will build on existing programs, such as those that provide support to the National Migration Institute (INAMI) to expand and modernize its immigration databases, document verification systems, and equip and train its border rescue/safety personnel. In addition, funding will be used to improve inspection and security systems for key mail facilities, provide secure communications for law enforcement agencies, and enhance data management and analysis capabilities of the Mexican intelligence service (CISEN). Mérida will also enhance support to the Attorney General's Office (PGR) Operation Against Smugglers (and Traffickers) Initiative on Safety and Security (OASISS), a project that prioritizes prosecutorial resources against violent human smugglers operating along the U.S./Mexico border.

Mérida will assist the Government of Mexico's effort to disrupt international crime and narcotics trafficking by improving its overall law enforcement infrastructure. Mobile non-intrusive inspective equipment will be provided to the SSP, Mexican Army/Air Force (SEDENA), and Mexican Customs. Interdiction efforts will be furthered through security improvements for staff investigating criminal organizations, such as armored vehicles and bullet-proof vests, as well as technical assistance to anti-gang, anti-organized crime, and anti-money laundering vetted units. Funding will also be provided to support the development of a National Police Registry to track public security personnel.

Funding will be provided to the Secretariat of Health to expand its demand reduction activities nationwide through a national computer network of state governments, NGOs and other non-state actors, which will include on-line distance training. This project will also include a certification and training program for drug treatment counselors, support for drug free community coalitions, and a metric system to independently evaluate the effectiveness of drug treatment/certification training.

Mérida will help the Government of Mexico to disrupt money laundering by facilitating the bilateral sharing of strategic and tactical information relating to ongoing investigations. Support will include consultancies, specialized equipment such as money counting and x-ray machinery, hardware/software packages and specialized training.

Governing Justly and Democratically (\$59.5 million total, of which \$14 million in FY09 bridge funding)

The Calderón Administration has launched a package of changes that will significantly improve Mexico's justice system and its law enforcement capabilities. Mérida will support these initiatives by providing information technology equipment and software to support the *Constanza* project, an effort to make the PGR more transparent and accountable, more responsive, and less susceptible to corruption. Funds will help expand an existing case-tracking

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system used by PGR officials; provide information technology equipment and software, systems design and programming support for the Center for Analysis, Planning, and Intelligence Against Organized Crimes (CENAPI); and provide technical support to modernize and sustain the capabilities of the PGR Forensic Laboratory. In addition, Mérida will enhance judicial and police capacity through a variety of training programs, including prosecutorial capacity building, asset forfeiture, extradition procedures, police professionalization, evidence preservation and chain of custody, and technical assistance in prison management.

Mérida will augment the Government of Mexico's efforts to root out corruption in the federal bureaucracy with a special focus on law enforcement agencies. Support will include computer and polygraph equipment, and training in such areas as ethics, anti-corruption and internal affairs. The Culture of Lawfulness Project, which partners with governmental and nongovernmental leaders to develop, evaluate and institutionalize sustainable rule of law education programs, will be expanded under Mérida. Funding will also support the PGR Citizen Participation Councils and other mechanisms for citizens to report corruption or crime. The goal is to implement a watchdog function against abuse by authorities and promote citizen involvement.

Program Development and Support (\$24 million)

Program Development and Support funds will be used for administrative and operating expenses related to program planning, design, implementation, monitoring and evaluation. These funds will support Mérida Initiative activities in both Mexico and Central America.

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CENTRAL AMERICA

(\$ in thousands)

	TOTAL	P&S	GJD	IIP	EG	HA
Economic Support Fund	25,000	—	20,000	5,000	—	—
Foreign Military Financing	4,000	4,000	—	—	—	—
Int'l. Narcotics & Law Enforcement	19,800	19,800	5,000	—	—	—
Nonproliferation, Anti-Terrorism, Demining & Related Programs	6,200	6,200	—	—	—	—

ECONOMIC SUPPORT FUND (ESF)

Governing Justly and Democratically (\$20 million)

ESF funds will be used to promote economic and social development and good governance in targeted, low income areas, including rural communities vulnerable to drug trafficking, gang violence and organized crime. Support will be provided in the areas of gang prevention, community policing and establishing a community action fund targeted to poor, economically challenged and violent crime communities. Activities will reach countries in the sub-region based on existing gang violence and vulnerable youth with an emphasis on the northern tier, e.g., Guatemala, El Salvador and Honduras.

Gang prevention activities would increase security by helping communities, local governments and the private sector to better address the causes of gang recruitment, crime and violence in the region. The program would also build the capacity of communities and governments to provide safe alternatives for at-risk youth most vulnerable to gang activities and enhance law enforcement efforts to reduce crime. Community policing activities would strengthen the level of cooperation between the police and community organizations and citizens to reduce gang effectiveness and recruitment, increase successful arrests of gang members and greatly improve understanding, trust and information sharing. Patrolling, community education and joint activities will be undertaken under this program. Establishing a community action fund will provide innovative solutions to reach at-risk youth in targeted areas with vocational education, training, and job opportunities. The program will also build the capacity of communities to manage at-risk youth activities, undertake small infrastructure improvement projects that improve citizen accessibility and foster a job creation, enabling environment that accommodates youth apprenticeships and mentoring. Private sector partnerships will be sought to the extent feasible.

Investing in People (\$5 million)

These funds will allow the Bureau of Educational and Cultural Affairs (ECA) to focus on the disadvantaged, minority and indigenous communities, women and other populations at risk from criminal and other anti-social forces intent on destabilization in the region. ECA/A proposes to expand to Central America successful pilot efforts that have operated in South America and form the core of the Partnership for Latin American Youth described in the ECA's FY 2009 budget

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request. Activities, which will take place in Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama, include:

Academic Programs - \$4 million

- English Access Microscholarships (\$1.5 million) – to support 1,000 14-18 year old students in Central America for two years of English study in after-school learning programs. These students will develop the communication skills to acquire better jobs in the local economy, additional background to help them succeed in advanced study at home and make them eligible to participate in and competitive for USG funded Youth Exchange and higher education exchanges. English competence is a universally recognized employment tool. In order to change social structures, improve economic equality and support social justice, ECA needs to provide individuals with the tools they need to develop a stake in their societies and the access to advanced education and quality information resources.
- Community College Program (\$1.6 million) – to support up to 54 students in community college programs (including a pre-academic English language program). This initiative will focus on key skills identified in concert with partner governments that will lead to employment and the improvement of important sectors in the national economies, such as health care, tourism, agriculture, applied engineering and information technology competencies. The program will lead to one-year certificate programs and is designed to reintroduce those with improved skills quickly into society.
- Opportunity Grants (\$250,000) – to provide scholarship awards that allow the USG to foster the development of talent among disadvantaged undergraduate students who would be at risk from destabilizing forces and offer them an alternative path. Through this program, non-elite students gain the ability to compete for scholarships from U.S. colleges and universities, giving them the opportunity for long term study and experience in the United States that they will share with their home countries upon their return. The Opportunity Grants provide awards that cover the up-front costs of testing, applications, travel and initial fees to students who are strong candidates to receive full scholarships from U.S. colleges and universities. The grants are provided through Education USA advising centers in consultation with our Embassies.
- Summer/Winter Institute (\$300,000) – to fund one institute with up to 22 participants for six weeks, focusing on American society and leadership development. This program may be conducted in Spanish at a U.S. college or university so that it is readily accessible to disadvantaged populations which might not have significant fluency and facility in the use of English. The program has several objectives: to expose student leaders many of whom are resistant to considering study in the U.S. about the openness and value of U.S. higher education.
- Short-Term English Study Program (\$350,000) – to support two cohorts of 20 undergraduate students to come to the U.S. for up eight weeks of intensive English. The most significant hurdle facing less advantaged but talented students who wish to study in the U.S. is lack of proficiency in the use of English. This program will be a first for Latin America but it has been successfully utilized in Indonesia, where concern about ability to communicate in

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English is the major deterrent to competing for U.S. college and university admission. This program will clearly signal to talented non-elite students, who have not had the benefit of private school or elite metropolitan public school education and foreign language learning that the people of the U.S. want to engage with them and work with them through education to enhance both our partnership and our democratic societies.

Professional and Cultural Exchanges –\$1 million

The Youth Programs Division will support a Youth Leadership Program model for \$1 million that will bring secondary school-aged youth (ages 16-18) from the seven countries in Central America to the United States for three-week exchanges focused on entrepreneurship and business skills, community engagement, and leadership. The participants will be recruited from underserved or disadvantaged populations of youth in these countries, including public school students, high school dropouts, and those at risk for involvement with drugs and/or gang activities.

During 2009, five exchange projects in the United States will be offered for a total of approximately 110 youth. One project for Belize will be conducted in English. Four other projects will be conducted in Spanish, with interpreters accompanying the students, which will allow a broader range of students to participate. The Spanish projects will be single-country or regional projects, i.e., a group of students may be drawn from multiple participating countries in order to promote regional cooperation. The exchanges will be organized at various points throughout 2009, including during the U.S. school year.

The organizations that receive grants will recruit and select the exchange participants, provide a U.S.-based exchange experience, and lead the alumni in implementing projects in their home communities, enabling them to apply their newfound skills. Where feasible, youth alumni may be matched with adult alumni of U.S. exchanges in a mentoring or advising relationship. A portion of the funding will be used to support in-country activities with all participants, regardless of whether they traveled to the United States on the same exchange, in order to promote integration among youth in each country.

The projects will help the youth nurture their dreams of making a good living and supporting a family as they grow into adulthood in their communities. The exchange activities will focus on school-to-work transition, allowing the participants to develop practical business and job skills, such as communication, technology, marketing, and financial management skills. They will also explore the effective and sustainable use of resources, learn about civic engagement, life skills, and ethics, and identify the appropriate conditions for entrepreneurial projects. Activities will include workshops, school visits, community service/volunteer work, and site visits with community organizations and local businesses. Participants will live with American host families for a portion of the exchange period and have opportunities to interact with their American peers, including students of Spanish.

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FOREIGN MILITARY FINANCING (FMF)

Peace and Security (\$4 million)

FMF funds will be used to refurbish up to three 82-ft patrol boats and up to four 25-ft go-fast interceptor boats and provide up to three 33-ft interceptor boats and a command, control and communications package to the Costa Rican Coast Guard. The communications package will allow not only for better communications among Costa Rican Coast Guard entities, but would also allow facilitate combined operations with the U.S. and regional forces. This communications capability, along with refurbished and new boats will greatly enhance Costa Rica's patrol and surveillance capabilities strengthening both national and regional security. FMF funds will also be used to provide follow-on training to Panama for boat maintenance training and for upgrades and training for communications system provided as part of the Enduring Friendship program. Finally, FMF funds will be used to provide an initial command and control package to El Salvador as the first step to implement the Enduring Friendship maritime security program.

INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT (INCLE)

Peace and Security (\$19.8 million)

These funds strengthen the ability of law enforcement institutions to fight crime, violence and trafficking in drugs and arms. The assistance provides law enforcement institutions the knowledge and tools needed to be more effective, with a focus on regional efforts to address threats that do not respect borders. The program will provide law enforcement tools such as vetted units and drug information systems to fight drug trafficking organizations. A fingerprint analysis initiative will identify criminals who move from country to country within the region and to the United States and allow sharing of this information between law enforcement agencies of the region and the United States Regional. In addition, funds will support training through International Law Enforcement Academy (ILEA) to improve law enforcement and establishes connections. This program also funds protective, communication and transportation equipment for police.

The program supports all the elements of the U.S. Strategy to Combat Criminal Gangs from Central America and Mexico. A modest amount of funding supports the security dialogue with the Central America countries through SICA and with other international partners. A system is being developed to provide recipient nations with relevant criminal background information on repatriated nationals. Technical assistance and training will be provided to gang units by FBI trainers and through officer exchanges with U.S. law enforcement, enhancing the capacity of all involved to fight transnational gangs.

Governing Justly and Democratically (\$5 million)

Funding will be used to expand a prison management initiative. Corrections experts will advise host country officials in each national prison system in identifying the organizational development needs, effective operating procedures, and appropriate technologies to improve the security of prison facilities. To strengthen the criminal justice systems in the region, technical

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assistance will be provided to enhance prosecutorial capacity and encourage cooperation between prosecutors, judges and police. Assistance will include regional training programs for all countries as well as particularized training for individual countries most affected by gang violence. A grant will be provided to CICIG through the United Nations to support its work against corruption and impunity in Guatemala.

NONPROLIFERATION, ANTI-TERRORISM, DEMINING AND RELATED PROGRAMS (NADR)

Peace and Security (\$6.2 million)

Border and mobile inspections stations play an important role in deterring and detecting drug smuggling, bulk currency smuggling, and other transborder criminal activity. NADR funds will be used to train and equip personnel up to 35 inspection points at highway border crossings in all seven countries and to provide two mobile inspection points per country. A train-the-trainer-approach will be employed to ensure law enforcement personnel can perform effective, intelligence-driven and random inspections on traffic transiting the region. Funding will also support the OAS/CICTE programs on improving border controls and security through technical assistance and training. To counter arms trafficking in the region, funds will support the implementation of the Spanish language version of eTrace software that will enable law enforcement officials to trace suspects to firearms and to identify patterns in international arms trafficking. A Regional Firearms Advisor will manage the arms trafficking program, conduct assessments of the needs of the individual countries, and coordinate the training and provision of technical assistance. Funding will also support the OAS program to eliminate excess weapons stockpiles in the region.

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DOMINICAN REPUBLIC

(\$ in thousands)

	TOTAL	P&S	GJD	IIP	EG	HA
Int'l. Narcotics & Law Enforcement	2,500	2,300	200	—	—	—

SUMMARY

The National Police of the Dominican Republic is at a crossroads as they transition to the newly implemented accusatory judicial system. The Mérida Initiative funding will be used to continue supporting the transformation of the Dominican National Police into a professional civilian law enforcement agency; continue the implementation of the new code of criminal procedures by providing training and technical assistance to prosecutors and police; enhance host country's capability to interdict migrant smuggling and illegal shipments of narcotics, firearms, explosives; and provide cross-border training, technical assistance and improved communications between Dominican Republic and Haitian public security and judicial authorities.

INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT (INCLE)

Peace and Security (\$2.3 million)

To support the development of a modern, efficient and well trained Dominican police organization that has an institutionalized commitment to professionalism and respect for human rights, funds will be used to continue providing technical assistance, capacity building and equipping the National Police as it continues its positive transition in the areas of basic police training reform; strategic planning; internal affairs; and communications systems. Dominican law enforcement agencies will receive training and equipment to improve their capacity to interdict trafficking in narcotics, firearms and illegal migrants. Funds will also support a joint Dominican/Haitian border project designed to promote cooperation between law enforcement and judicial authorities.

Governing Justly and Democratically (\$200 thousand)

To assist Dominican police, prosecutors and judges with the implementation of the new code of criminal procedure, funding will be used for technical assistance and training in basic criminal investigations, crime scene protection, evidence collection/preservation, interviewing techniques, technical report writing, and courtroom demeanor. Mentoring in the investigation and prosecution of complex money laundering and corruption cases will also be provided.

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HAITI

(\$ in thousands)

	TOTAL	P&S	GJD	IIP	EG	HA
TOTAL	2,500	2,275	225	—	—	—
Int'l. Narcotics & Law Enforcement	2,500	2,275	225	—	—	—

SUMMARY

The Mérida Initiative funding will be used to continue supporting the transformation of the Haitian National Police into a professional civilian law enforcement agency through expanded communications and intelligence capabilities; to increase the number of successful prosecutions of major criminals; to enhance Haiti's capability to monitor, detect, and interdict illegal shipments of narcotics, firearms, and human smuggling in priority areas; and to improve cooperation between Dominican Republic and Haitian public security and judicial authorities.

INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT (INCLE)

Peace and Security (\$2.275 million)

Funds will be used to install a secure Ministry of Justice-controlled network which will eventually interconnect rule of law activities, specifically law enforcement operations, investigations, prosecution case management, records and case activity of the Judiciary, and inmate/detention management. To enhance the interdiction capabilities of the Haitian Coast Guard and the Haitian National Police Drug Unit, funds will support the expansion of operating locations, including the construction of a pier at Port de Paix to deter trafficking in the northwest region. In support of the MINUSTAH mandate from the UN Security Council to improve border security in Haiti, and to improve cross-border communication and dispel prejudices, joint training for Haitian and Dominican security and judicial officials will be provided.

Governing Justly and Democratically (\$225 thousand)

Joint training of police, prosecutors and judges, in particular juges d'instruction, on their roles, proper investigative techniques, report and case preparation, and evidence collection and preservation will be undertaken to improve the capacity of the criminal justice system to successfully prosecute cases, especially against drug traffickers. The juges d'instruction are responsible for investigations, particularly in more complex cases like kidnapping or drug trafficking. Training these groups together will develop mutual understanding of their complementary roles, foster communication, and build stronger and more constructive relationships that foster effective prosecutions. Support will also be provided to the Ministry of Health in acquiring and using narcotics testing kits to ensure admissible evidence is developed in accordance with Haitian law.

Merida Initiative

Strategic Goals, Objectives, and Indicators

The Merida Initiative seeks to strengthen the capacities of the Governments of Mexico and Central America to confront and bring under control criminal organizations operating within their territories.

United States Government assistance falls into the broad areas of: (1) counter-narcotics, counterterrorism, and border security; (2) public security and law enforcement; and (3) institution building and rule of law. The U.S. Government (USG) recognizes the immediate need to combat the criminal organizations and associated violence; the medium-term requirement to augment the capabilities of civilian law enforcement and security entities; and the long-term necessity of strengthening judicial and other state institutions to resist corruption and improve the administration of justice.

The four strategic goals below establish a benchmark against which to evaluate the success of the Mérida Initiative. The Mérida Initiative envisions strengthening and integrating security from the U.S. Southwest border to Panama. The desired end state is to produce a safer and more secure hemisphere where criminal organizations no longer wield the power to destabilize governments nor threaten national and regional security and public safety; as well as to prevent the entry and spread of illicit drugs, violence, and transnational and terrorist threats throughout the region and to the United States. To this end, we seek to break the power, violence, and impunity of the region's drug and criminal organizations; strengthen law enforcement and judicial institutions so they can advance the rule of law, resist corruption, and prevent any future resurgence of organized crime; and increase collaboration and information sharing by these institutions with their U.S. law enforcement colleagues.

Each performance measurement, on its own, only shows a small part of the sum of what the Mérida Initiative is designed to accomplish. When examined as a whole, however, they will paint a broader picture of the success of the partnership between the U.S. and the Governments of Mexico and Central America as we work together to provide a safe environment for all of our citizens.

One of the most important benefits of the Mérida Initiative is the partnerships that will be created among law enforcement and national defense officials that work hard to protect all of our citizens. Transnational criminal elements thrive in an environment where there is a lack of communication and trust. Through increased collaboration, information, and confidence, the Mérida Initiative seeks to deny criminal elements the spaces in which to operate.

The four strategic goals of the Mérida Initiative are:

1. Break the power and impunity of criminal organizations.

First and foremost, the Mérida Initiative seeks to weaken the structure – and diminish the influence and violence – of drug cartels and other criminal organizations operating in Mexico, Central America, and the U.S., with a continual drive toward their destruction. Be they drug traffickers, human smugglers, or gangs, these criminal groups have weakened government institutions, exercised control over territory, and presided over a significant increase in crime and violence throughout the region. The objectives and actions under this goal address directly both the fight against these entities and the effort to bolster law enforcement capacities to counter these groups' actions.

2. Assist the Governments of Mexico and Central America in strengthening border, air, and maritime controls.

Much as the United States has recognized the need to secure its borders, so have Mexico and the nations of Central America. It is not enough for us to focus solely on the Southwest border of the United States. By supporting our southern neighbors' efforts to secure their territory, we are able to create a much more secure area that extends to Panama and denies the use of this territory by drug traffickers, terrorists, or smugglers for illicit purposes.

3. Improve the capacity of justice systems in the region.

The Mérida Initiative seeks to strengthen judicial and law enforcement institutions in Mexico and Central America and improve their ability to conduct investigations and prosecutions; to implement the rule of law; to protect human rights; and to sever the influence of incarcerated criminals with outside criminal organizations. The Initiative supports these countries' own goals of profound and self-sustaining democratic reform of their institutions, to make them more transparent and protect them against criminal influence.

4. Curtail gang activity in Mexico and Central America and diminish the demand for drugs in the region.

Mérida seeks to remove the incentives that sustain organized illicit activities, be they drugs or gangs. This means working to prevent the conditions that lead to gang membership, while curtailing gang activities. On drug consumption, the Mérida Initiative would complement the efforts already underway in Mexico and the nations of Central America to reduce the demand for narcotics and better inform the public as to their effects.

Management Controls (to include End-Use Monitoring)

The entire Merida Initiative program will be implemented using effective standard operating procedures and management controls for all programs provided in Mexico and Central America with regards to financial management, procurement and property management and other areas to comply with all pertinent federal regulations. Management oversight components include regular program and management assistance visits along with financial, end-use monitoring, and property management audits to ensure that funding is appropriately accounted for and expended.

There are also other successful evaluation schemes in the international multilateral arena, such as the Multilateral Evaluation Mechanism (MEM) of the Anti-Drug Commission of the Organization of American States (CICAD-OAS) and the International Narcotics Control Board (INCB) of the United Nations, which can serve as conceptual frameworks for any additional evaluation of improvements in the fight against drugs and organized crime. Finally, by continuing to monitor the price and availability of drugs in the United States, we will also have a picture of Mérida's overall effect in the broader efforts in which we are engaged with countries around the world to reduce narcotics trafficking, often the main driver for these criminal organizations.

Performance Measurements – Mexico Portion

Actions by the Government of Mexico

It is important to note that the Mexico portion of the Mérida Initiative is intended to support and complement the ongoing efforts by the Government of Mexico against the crime and violence that continues to trouble its citizens as well as ours. In an unprecedented move, the Government of Mexico is devoting significant resources to this fight and continues to move forward on important judicial and law enforcement reforms designed to magnify the cooperation provided under the Mérida Initiative. The nature of the Mexican efforts means USG resources will be put to their best use in the combat against organized crime.

Strategic Goal 1: Break the Power and Impunity of Criminal Organizations

- *Objective 1.1: Disrupt trafficking routes and interdict air, land, and sea shipments of illicit contraband to Mexico, Central America, and the United States.*

Mexico Portion Performance Measurements

- Trend in illicit narcotic flows into the United States from Mexico.
 - Amount of illicit materials seized (drugs, arms, bulk cash, etc.).
- *Objective 1.2: Modernize and enhance law enforcement and intelligence capacities to combat criminal organizations.*
- #### ***Mexico Portion Performance Measurements***
- Increased role of Mexican civilian federal law enforcement in the fight against organized crime.
 - Number of high profile drug traffickers and criminal kingpins arrested.
- *Objective 1.3: Strengthen law enforcement professionalization, cooperation, and policy coordination.*

Mexico Portion Performance Measurements

- Percentage of Mexican federal police personnel evaluated under the Secretariat for Public Security's new vetting process.

Strategic Goal 2: Assist the Governments of Mexico and Central America in Strengthening Border, Air, and Maritime Controls

- *Objective 2.1: Establish more operational control of border areas and ports of entry.*

Mexico Portion Performance Measurements

- Percentage of Mexican land border and ports of entry with enhanced controls for tracking, screening, and data collection.
- Percentage expansion of the OASISS site locations across the U.S.-Mexico border.
- Percentage of vehicles inspected by non-intrusive means at Mexican ports of entry and internal checkpoints.

• *Objective 2.2: Enhance secure communications and shipping.*

Mexico Portion Performance Measurements

- Acquisition of the infrastructure and capabilities to enable full-time operation of the Government of Mexico's strategic communications system.
- Percentage of mail/cargo inspected by non-intrusive means at the airport in Mexico City.

Strategic Goal 3: Improve the Capacity of Justice Systems in the Region

• *Objective 3.1: Improve criminal justice system efficiency and effectiveness.*

Mexico Portion Performance Measurements

- Percentage change in average length of time for Mexican federal criminal cases between arrest and transfer to the judiciary.
- Percentage change in the Mexican federal criminal case backlog.

• *Objective 3.2: Bolster the implementation of the rule of law while ensuring the protection of human rights.*

Mexico Portion Performance Measurements

- Percentage change in the number of citizen complaints acted upon by the Mexican Attorney General's office.
- Percentage of polled Mexicans that a) have confidence in the Mexican federal police to protect them and serve the law; and b) have confidence in the Mexican federal system of justice to administer rule of law in a timely manner.

• *Objective 3.3: Sever the influence of incarcerated criminals with outside criminal organizations.*

Mexico Portion Performance Measurements

- Percentage of Mexican federal prisons that adopt and implement recommended prison management procedures and regulations.

Strategic Goal 4: Curtail Gang Activity in Mexico and Central America and Diminish the Demand for Drugs in the Region

- *Objective 4.1: Curtail gangs and other unlawful activities.*

[Funding for vetted units working with U.S. counterparts to tackle gangs, organized crime, and money laundering is included under Objective 1.2]

- *Objective 4.2: Assist in reducing the demand for drugs through information, education, and rehabilitation.*

Mexico Portion Performance Measurements

- Percentage of the targeted population in Mexico that has the potential to be reached by the Mexican Government's "Nueva Vida" (New Life) community outreach centers.

Details of Objectives, Actions, and Performance Measurements

Strategic Goal 1: Break the power and impunity of criminal organizations.

Objective 1.1: Disrupt trafficking routes and interdict air, land, and sea shipments of contraband to Mexico, Central America, and the United States.

Illustrative Actions Under Mérida:

- 1.1.A. Provide the Mexican Army/Air Force (SEDENA) with up to five Bell 412 EP transport helicopters.
- 1.1.B. Provide ion scanners to the Mexican Army/Air Force (SEDENA).
- 1.1.C. Provide the Mexican Army/Air Force (SEDENA) with mobile non-intrusive inspection equipment.
- 1.1.D. Refurbish and complete the equipping of two Citation surveillance aircraft for the Mexican Office of the Attorney General (PGR).
- 1.1.E. Provide the Mexican Navy (SEMAR) with up to two CASA 235 maritime patrol aircraft.

Mexico Performance Measurements:

1. *Trend in illicit narcotic flows into the United States from Mexico.*

By measuring the flow of cocaine and other illicit narcotics into the United States from Mexico, we can determine if our efforts are having a tangible impact on the disruption of trafficking routes and the prevention of drugs from crossing over our Southwest border.

2. *Amount of illicit materials seized.*

With additional resources devoted to interdiction efforts across Mexico, it is natural to expect an initial increase in the amounts of illicit materials (drugs, weapons, bulk cash, and other contraband) seized. However, it is important to note that should these efforts prove successful, it is likely that seizures will – at some undetermined point – decrease as criminal organizations weaken and trafficking routes are disrupted. For that reason, this performance measurement should be examined in conjunction with the flow of narcotics into the United States as well as the percentage of vehicles inspected at internal checkpoints and points of entry (see Objective 2.1).

Strategic Goal 1: Break the power and impunity of criminal organizations.

Objective 1.2: Modernize and enhance law enforcement and intelligence capacities to combat criminal organizations.

Illustrative Actions Under Mérida:

- 1.2.A. Provide the Mexican Office of the Attorney General (PGR) and Mexican federal police (SSP) with security equipment and training.
- 1.2.B. Provide the Mexican National Security and Investigation Center (CISEN) with equipment and architecture to establish a telecommunications network, support forensic computer analysis, and equip interview rooms with monitoring technology.
- 1.2.C. Provide the Mexican Secretariat of Public Security (SSP) with non-intrusive inspection equipment and training for contraband-detection canines.
- 1.2.D. Provide the Mexican Secretariat of Public Security (SSP) with support in developing a comprehensive training program for national standards of continuing education in police techniques, professional conduct, and ethics.
- 1.2.E. Provide the Mexican Financial Intelligence Unit (FIU) both software and hardware to modernize its systems to process, analyze, and correlate money flowing through the financial systems looking for anomalies to investigate, while linking it to *Plataforma Mexico*.
- 1.2.F. Provide the Mexican Secretariat of Public Security (SSP) with training, equipment, and other forms of support to strengthen new and existing vetted units working with U.S. counterparts to tackle gangs, organized crime, and money laundering.
- 1.2.G. Provide the National System of Public Security (SNSP) with the equipment necessary to capture biometric data, incorporate it into the National Police Registry, and expand the registry for use by state and municipal police.

Mexico Performance Measurements:

1. *Increased role of Mexican civilian federal law enforcement in the fight against organized crime.*

One of the chief goals of the Calderon administration is to reform and enhance the Mexican federal police in an effort to increase the institution's ability to take on the better-equipped and better-funded criminal organizations in Mexico. A substantial increase in the participation of Mexican federal law enforcement would demonstrate their increased capacity to take on the fight against organized crime.

2. *Number of high profile drug traffickers and criminal kingpins arrested.*

As with seizures of illicit materials, we expect to see an initial increase in the both number and stature of organized criminal elements arrested by Mexican security forces because of their increased efforts and resources as well as enhanced USG support. However, this increase is difficult to sustain in the long-term. If our efforts are truly successful, we would anticipate seeing – at some undetermined point – a decrease in arrests, attributable to the weakening of the criminal organizations' structure and hierarchy.

Strategic Goal 1: Break the power and impunity of criminal organizations.

Objective 1.3: Strengthen law enforcement professionalization, cooperation, and policy coordination.

Illustrative Actions Under Merida:

- 1.3.A. Expand training in police professionalization for newly-created and existing units of the Mexican Attorney General's Office (PGR) and the Secretariat of Public Security (SSP).
- 1.3.B. Provide Mexican authorities with training in strategies and mechanics for requesting and obtaining extraditions of criminals from the United States to Mexico.
- 1.3.C. Provide the Mexican Secretariat of Public Safety (SSP), Mexican Customs (Aduanas), and Mexican immigration authorities (INM) with expert training and equipment in the use and administration of polygraph exams.

Mexico Performance Measurements:

- 1. *Percentage of Mexican federal personnel evaluated under the new vetting process for the Mexican Secretariat of Public Safety (SSP), Mexican Customs (Aduanas), and Mexican immigration authorities (INM).*

The Mexican federal agencies above are implementing new vetting processes for all personnel that include background checks, investigations, polygraphing, and other standard inspection techniques designed to weed out and deter corruption. Measuring the percent change of personnel undergoing these procedures will help show how much closer these agencies are towards their goal of fully vetting all federal personnel.

Strategic Goal 2: Assist the Governments of Mexico and Central America in Strengthening Border, Air, and Maritime Controls

Objective 2.1: Establish more operational control of border areas and ports of entry.

Illustrative Actions Under Mérida:

- 2.1.A. Provide the Mexican National Migration Institute (INAMI) with the tools and training to help build a robust information technology network, implement biometrics standards, and improve search and rescue operations along their southern border.
- 2.1.B. Expand the infrastructure of the Mexican Office of the Attorney General's (PGR) Operation Against Smuggler (and Traffickers) Initiative on Safety and Security (OASSIS) program.
- 2.1.C. Provide the Mexican Customs agency with additional non-intrusive inspection equipment, enhanced training for contraband-detection dog/handler teams, as well as technical assistance to establish a dog/handler training academy for all Mexican civilian law enforcement agencies.

Mexico Performance Measurements:

1. *Percentage of Mexican land border and ports of entry with enhanced controls for tracking, screening, and data collection.*

The Government of Mexico's desire is to enhance operational control of its border through increased inspection and tracking and to eventually deploy these systems to all land border and ports of entry.

2. *Percentage expansion of the OASISS site locations across the U.S.-Mexico border.*

Expansion of the OASSIS program to cover the entire Southwest border of the United States will strengthen the land border between our two countries and serve as a significant deterrent to traffickers and smugglers.

3. *Percentage of vehicles inspected by non-intrusive means at Mexican ports of entry and internal checkpoints.*

Increased inspection by non-intrusive means (i.e., scanning machine and canine inspections) demonstrates increased operational control of Mexican territory. To get a more accurate picture of the effects of this measurement, it should be examined in conjunction with the flow of narcotics into the United States as well as the amount of illicit material seized (see Objectives 1.1 and 2.2).

Strategic Goal 2: Assist the Governments of Mexico and Central America in Strengthening Border, Air, and Maritime Controls

Objective 2.2: Enhance secure communications and shipping.

Illustrative Actions Under Mérida:

2.2.A. Provide the Mexican Communications and Transportation Secretariat (SCT) a back-up support infrastructure for its secure communications equipment, as well as security equipment to improve the screening of international and domestic mail and cargo.

Mexico Performance Measurements:

1. *Acquisition of the infrastructure and capabilities to enable full time operation of the Government of Mexico's strategic communications system.*

The provision of this back-up communications system, as well as the Government of Mexico's ability to migrate to the system without significant data loss, would be a measurement of success.

2. *Percentage of mail/cargo inspected by non-intrusive means at the airport in Mexico City.*

An increased percentage of mail and cargo being screened at the above location would help establish improved shipping/mail security throughout Mexico. This performance measurement should be examined in conjunction with the amount of illicit material seized (see Objectives 2.1) for a more accurate appreciation of whether these actions are successful.

Strategic Goal 3: Improve the Capacity of Justice Systems in the Region

Objective 3.1: Improve criminal justice system efficiency and effectiveness.

Illustrative Actions Under Mérida:

- 3.1.A. Provide support for professional peer exchanges between Mexican federal and state judges with judges from the United States and other countries in order to provide an opportunity to share best practices in a range of matters affecting trials, such as court administration, case management, evidentiary issues, and the design and oversight of pre-trial services.
- 3.1.B. Provide training to Mexican justice personnel to develop custodial policies and procedures in evidence handling and chain of custody.
- 3.1.C. Provide the Mexican Office of the Attorney General (PGR) hardware and software to assist in the reengineering of its prosecutorial process and case management system, Constanza.
- 3.1.D. Provide the Mexican Office of the Attorney General's (PGR) federal forensics laboratory system with state-of-the-art equipment and training to meet international forensic analysis standards.
- 3.1.E. Provide the Mexican Office of the Attorney General (PGR) with funding for a case-tracking system, the relocation of PGR's intelligence unit (CENAPI), and maintenance costs for the OASSIS, CENAPI, and Link Analysis programs.
- 3.1.F. Provide the Mexican Office of the Attorney General's (PGR) with training and technical assistance in developing forensic, electronic, and undercover evidence in complex cases involving organized crime, corruption, narcotics trafficking and financial crimes.
- 3.1.G. Provide the Mexican Office of the Attorney General's (PGR) Office of the Inspector General (OIG), the Mexican Secretariat of Public Security's (SSP) Office of Professional Responsibility, and the Secretariat of Public Administration (SFP) with technical assistance, training, and equipment to strengthen internal controls.
- 3.1.H. Provide training and technical support to Mexican judicial sector personnel and human rights non-governmental organizations (NGO) to expand the use of pretrial case resolution alternatives, such as plea bargaining, mediation and restorative justice.

Mexico Performance Measurements:

1. *Percentage change in average length of time for Mexican federal criminal cases between arrest and transfer to the judiciary.*

To streamline their justice process, the Government of Mexico has proposed significant judicial reforms and devoted sizeable resources to changing how cases are handled. With USG support, the aspiration is to reduce the time it takes for handling federal criminal cases from initiation to the executive branch hands it to the judicial branch for trial.

2. *Percentage change in the Mexican federal criminal case backlog.*

By measuring a reduction in the federal criminal case backlog, we can evaluate the Government of Mexico's success in digitalizing its cases and in increasing the number of cases moving through the federal system.

Strategic Goal 3: Improve the Capacity of Justice Systems in the Region

Objective 3.2: Bolster the implementation of the rule of law while ensuring the protection of human rights.

Illustrative Actions Under Mérida:

- 3.2.A. Provide the Government of Mexico with training and support for its efforts to reform asset forfeiture legislation and regulations.
- 3.2.B. Provide Mexican prosecutors' offices with technical assistance to develop an effective witness/victim assistance program at the federal and state level.
- 3.2.C. Provide the Mexico Office of the UN High Commissioner for Human Rights (UNHCHR) with support so it can better promote respect for human rights.
- 3.2.D. Expand the USG-funded National Strategy Information Center's (NSIC) Culture of Lawfulness program (that partners with Mexican police and schools) to the media and NGOs to influence attitudes about the rule of law.
- 3.2.E. Provide support to the Mexican Office of the Attorney General (PGR) in further developing its Citizen Participation Councils, where it can receive, address, and resolve citizen complaints regarding crime and corruption.
- 3.2.F. Provide training to Mexican human rights non-governmental organizations (NGO) and civil society with respect on the judicial reforms, the code of criminal procedure, as well as different international, regional, and national laws protecting human rights.
- 3.2.G. Provide select law schools and the organized bar associations develop appropriate law school and continuing education curricula regarding changes that will be required under the new justice reforms in Mexico.
- 3.4.H. Provide training to police, prosecutors, and other officials on implementing internationally accepted standards and Mexican law in human rights.

Mexico Performance Measurements:

1. *Percentage change in the number of citizen complaints acted upon by the Mexican Attorney General's office.*

The Mexican Attorney General's office aims to create a system that is more responsive and transparent to its citizens by increasing the number of citizen complaints upon which it acts.

2. *Percentage of polled Mexicans that a) have confidence in the Mexican federal police to protect them and serve the law; and b) have confidence in the Mexican federal system of justice to administer rule of law in a timely manner.*

While polling data can often be misconstrued, it can serve as an important tool in measuring Mexican citizens' confidence in law enforcement. It is important to note, however, that this is a cultural change that is not likely to be transformed overnight and can be influenced by a short-term increase in violence or other any number of political/social/economic factors. This measurement must be analyzed carefully and taken in conjunction with other performance measurements.

Strategic Goal 3: Improve the Capacity of Justice Systems in the Region

Objective 3.3: Sever the influence of incarcerated criminals with outside criminal organizations.

Illustrative Actions Under Mérida:

3.3.A. Provide training to all levels of management, corrections officers and support personnel at Mexican prisons on developing a new maximum security prison, programs to reduce overcrowding, improvements to security, enhancements to offender rehabilitation, and a dedicated corrections training academy.

Mexico Performance Measurements:

1. *Percentage of Mexican federal prisons that adopt and implement agreed-upon prison management procedures and regulations.*

By designing and implementing agreed-upon procedures to properly manage their prison population, Mexican federal prison authorities will be able to devote more time and resources to monitoring its high-risk and high-profile organized criminal elements.

Strategic Goal 4: Curtail Gang Activity in Mexico and Central America and Diminish the Demand for Drugs in the Region

Objective 4.1: Curtail gangs and other unlawful activities.

Illustrative Actions Under Mérida:

Funding for vetted units working with U.S. counterparts to tackle gangs, organized crime, and money laundering is included under Objective 1.2. There is also considerable anti-gang activity funding requested under the Central America portion of the Merida Initiative that will have a direct impact on the transnational gang issue in Mexico.

Strategic Goal 4: Curtail Gang Activity in Mexico and Central America and Diminish the Demand for Drugs in the Region

Objective 4.2: Assist in reducing the demand for drugs through information, education, and rehabilitation.

Illustrative Actions Under Merida:

- 4.2.A. Provide the Mexican Secretariat of Health's National Council Against Addictions (CONADIC) with equipment to support its National Network for Technological Transfers in Addictions (RENADIC), establish a national-level counselor certification system, create Drug Free Community Coalitions, and provide an independent evaluation of the drug treatment/certification project.

Mexico Performance Measurements:

1. Percentage of the targeted population in Mexico that has the potential to be reached by the Mexican Government's "Nueva Vida" (New Life) community outreach centers.

The Government of Mexico recognizes the seriousness of the demand for drugs within its territory and is devoting significant resources to its demand reduction activities. It has sought USG support to develop and expand an information technology network for its community outreach offices. By networking all of its 310 "Nueva Vida" centers, CONADIC will be better able to collect sociological data, conduct uniform and standardized training, and share new/updated information across all of Mexico. Our support will directly assist CONADIC in their effort to get their message to vulnerable populations that were previously unreachable.

Performance Measurements – Central America, Dominican Republic and Haiti Portion

The desired end-state is to produce a safer and more secure region where criminal organizations cannot significantly threaten security and public safety or undermine democratic governance. Broadly speaking, the Mérida Initiative seeks to assist Central American, Dominican Republic and Haitian governments to reach that end-state by means of the four strategic goals listed below.

Through Mérida, USG support for Central America, Dominican Republic and Haiti will help our partners establish *capacities* across civilian police and justice agencies from which they can build regional capabilities in the fight against organized crime. While the nature of many criminal threats may be common to all seven countries, their current response capabilities, and the degree to which certain threats affect them, vary. For example, the threat to public security from gang activity is greatest in El Salvador, Guatemala, and Honduras, so country-to-country comparisons of quantitative information with Costa Rica or Panama may not provide an accurate assessment of the success of certain Mérida programs. For the seven Central American countries, programming will be based on expert assessments conducted with the Central Americans, and not all countries will be provided the same amount or type of assistance given their varying baseline capabilities.

However, across the board, we expect these funds to be *leveraged by our Central American partners; we look for increased host country law enforcement personnel and budget commitments*, bolstered by legislative reform and strengthened political desire to confront the causes and effects of crime.

In the broadest of terms, successful results in all the countries of Central America should demonstrate that citizens have *increased confidence in democratic government and in the civilian police and court systems meant to protect them from crime and violence*. To measure progress towards this result, we propose to look at a basket of contextual measurements, such as AmericasBarometer and Latinobarómetro analyses, perception indices, and time series polling. Additionally, we will incorporate traditional quantitative measures, such as trends in illicit flows, arrests, etc.

Contextual Performance Measures

- Perception indices tracking issues such as confidence in government as a reliable provider of security; opinions of police performance; views on personal safety (i.e. fear of being an assault or robbery victim, gang intimidation, general safety on streets and public transportation, etc.);

- feelings about the fairness and access to the judicial system (equality of access to justice, corruption).
- Time series polling, such as that done by CID-Gallup, on security and governance issues.
- Percentage of investment/overhead businesses spend on private security.
- Media reports on the security situation in the Central American countries.

Specific Performance Measures

Strategic Goal 1: Break the Power and Impunity of Criminal Organizations

- ***Objective 1.1: Disrupt trafficking routes and interdict air, land, and sea shipments of illicit contraband to Mexico, Central America, Dominican Republic, Haiti and the United States.***

Central America Portion Performance Measurements

- Trends in illicit materials seized (drugs, arms, bulk cash, etc.) using three-year moving averages to determine trend lines.
- Trends in drug flows through the region and to the United States.
- Trends in arms flows through the region.

- ***Objective 1.2: Modernize and enhance law enforcement and intelligence capacities to combat criminal organizations.***

Central America Portion Performance Measurements

- Number of arrests and prosecutions of high-level criminal leaders, including drug traffickers and gang members.
- Drug trafficking organizations dismantled.

- ***Objective 1.3: Strengthen law enforcement professionalization, cooperation, and policy coordination.***

Central America Portion Performance Measurements

- Modernized police training curricula in the region.
- ILEA training expanded.

Strategic Goal 2: Assist the Governments of Mexico and Central America in Strengthening Border, Air, and Maritime Controls

- ***Objective 2.1: Establish more operational control of border areas and ports of entry.***

Central America Portion Performance Measurements

- Trends in illicit materials seized (drugs, arms, bulk cash, etc.) using three-year moving averages to determine trend lines.
- Usage of USG-provided Non-Intrusive Inspection equipment.

• ***Objective 2.2: Enhance secure communications and shipping.***

Central America Portion Performance Measurements

- End use and follow-up reports from agencies providing communications equipment.

Strategic Goal 3: Improve the Capacity of Justice Systems in the Region

• ***Objective 3.1: Improve criminal justice system efficiency and effectiveness.***

Central America Portion Performance Measurements

- Number of cases carried through to acquittal or conviction and sentencing.

• ***Objective 3.2: Bolster the implementation of the rule of law while ensuring the protection of human rights.***

Central America Portion Performance Measurements

- Number of reports and/or allegations of human rights violations attributed to police or government officials from NGOs, media, and national human rights ombudsman offices.

• ***Objective 3.3: Sever the influence of incarcerated criminals with outside criminal organizations.***

Central America Portion Performance Measurements

- Baseline surveys of Central American prisons by experts.

Strategic Goal 4: Curtail Gang Activity in Mexico and Central America and Diminish the Demand for Drugs in the Region

• ***Objective 4.1: Curtail gangs and other unlawful activities.***

Central America Portion Performance Measurements

- Number of arrests and prosecutions of gang leaders in the region.
- Number of arrests and prosecutions of gang leaders in the United States based on information sharing.

- ***Objective 4.2: Assist in reducing the demand for drugs through information, education, and rehabilitation.***

Central America Portion Performance Measurements

- Increase in the number of education and community-based alternative activities programs for youth, and proliferation of these activities into more communities.
- Number of anti-drug themes incorporated into basic education curricula.
- Number of Public Service Announcement (PSAs) focused on anti-gang messages.