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ENVELOPE

RATCYUW RUEHMEA0535 2732106-CCCC--RUZDTPW.
ZNY CCCCC ZZH

HEADER

R302106Z SEP 11
FM AMEMBASSY MEXICO
TO RUEHC/SECSTATE WASHDC
INFO ALL US CONSULATES IN MEXICO COLLECTIVE
WHA CENTRAL AMERICAN COLLECTIVE
RHEHOND/DIR ONDCP WASHINGTON DC
RHMCSUU/DEPT OF HOMELAND SECURITY WASHINGTON DC
RHMCSUU/DEPT OF JUSTICE WASHINGTON DC
RHMCSUU/HQ USNORTHCOM
RHMCSUU/HQ USSOUTHCOM MIAMI FL
RHMCSUU/JOINT STAFF WASHINGTON DC
RUEABND/DEA HQS WASHINGTON DC
RUEABNE/EPIC EL PASO TX
RUEAORC/US CUSTOMS AND BORDER PROTECTION WASHINGTON DC
RUEKJCS/SECDEF WASHINGTON DC
RUEPTRS/DEPT OF TREASURY WASHINGTON DC
RUEPWAI/ATF INTEL WASHINGTON DC
RUZDFBI/FBI WASHINGTON DC
BT

RELEASE IN PART
1.4(B),B1,B7(E),1.4(D)

DECONTROLLED

CONTROLS

C O N F I D E N T I A L

Classified by Director A/GIS/IPS, Acting, DoS on 04/29/2016 ~ Class:
CONFIDENTIAL ~ Reason: 1.4(B), 1.4(D) ~ Declassify on: 09/29/2036

MEXICO 000535

STATE FOR INL AND WHA/MEX
TREASURY FOR ENFORCEMENT SECRETARY
DOJ FOR DEP ASSIST
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 *****

BODY

E.O. 13526: DECL: 2021/09/30
TAGS: SNAR, KCRM, KJUS, PGOV, PREL
SUBJECT: SSP CHIEF GARCIA LUNA LAYS OUT VISION FOR FEDERAL POLICE IN
INTRODUCTORY MEETING WITH AMBASSADOR WAYNE
CLASSIFIED BY: KEITH MINES, DIRECTOR, DOS, NAS; REASON: 1.4(B), (D)
1. THIS CABLE IS CONFIDENTIAL

SUMMARY

2. (C) IN AN INTRODUCTORY MEETING WITH AMBASSADOR WAYNE SEPTEMBER
22, 2011, SECRETARY OF PUBLIC SECURITY GENARO GARCIA LUNA THANKED
THE AMBASSADOR FOR THE ASSISTANCE THE U.S. HAS PROVIDED **MEXICO**
THROUGH THE MERIDA INITIATIVE AND SAID HE VALUES THE VERY CLOSE

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REVIEW AUTHORITY: Alan Flanigan, Senior Reviewer

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COOPERATION THE U.S. AND MEXICO HAVE DEVELOPED ON SECURITY OVER THE PAST FIVE YEARS. HE REVIEWED THE CHANGES THAT HAVE BEEN MADE IN THE SECRETARIAT OF PUBLIC SECURITY (SSP) SINCE THE BEGINNING OF THE CALDERON ADMINISTRATION IN 2006, AS IT EVOLVED [REDACTED] INTO A FULL SERVICE SECURITY INSTITUTION THAT CAN FILL ONE MAJOR GAP IN MEXICO'S SECURITY. [REDACTED]

B1
1.4(B)
1.4(D)

[REDACTED]

HE BLAMED THE CURRENT WAVE OF VIOLENCE ON A NUMBER OF FACTORS: FIRST, THE SUCCESSFUL CAMPAIGN AGAINST DTO LEADERSHIP, WHICH HAS LEFT A VOID THAT IS BEING FILLED BY MORE VIOLENT, LESS BUSINESS SAVVY CRIMINAL FOOT SOLDIERS WHO HAVE TAKEN THEIR ORGANIZATIONS INTO THE SIMPLER BUSINESS LINES OF EXTORTION AND KIDNAPPING; SECOND, CHANGES IN THE DRUG MARKET ITSELF; AND THIRD, GANG COMPETITION OVER MEXICO'S OWN GROWING INTERNAL DRUG MARKET. GARCIA LUNA ALSO DISCUSSED HIS STRATEGIC VISION FOR THE PENITENTIARY SYSTEM, [REDACTED]

[REDACTED] END SUMMARY

PLATAFORMA MEXICO CENTRAL TO SCIENTIFIC POLICING

3. (SBU) AMBASSADOR WAYNE WAS FIRST GIVEN A TOUR OF THE "BUNKER," THE NATIONAL COMMAND CENTER RUN BY THE SSP AT THE CONSTITUYENTES FACILITY. HE WAS SHOWN HOW THE SSP HAS INTEGRATED ALL LAW ENFORCEMENT DATA BASES INTO PLATAFORMA MEXICO, GIVING THE COUNTRY A SINGLE SOURCE FOR MANAGING CRIMINAL INFORMATION, [REDACTED]

1.4(D)
B1
B7(E)

THANKS FOR MERIDA AND U.S. ASSISTANCE
***** START OF SECTION 2 *****
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4. (SBU) AMBASSADOR WAYNE THEN PAID A COURTESY CALL ON SECRETARY OF PUBLIC SECURITY GARCIA LUNA, WHO BEGAN BY THANKING THE UNITED STATES FOR WHAT IT HAS DONE TO ASSIST THE FEDERAL POLICE IN ITS DEVELOPMENT AS AN INSTITUTION -- BOTH THE ASSISTANCE THE SSP HAS RECEIVED THROUGH MERIDA, AND THE TRAINING AND ADVICE OFFERED BY THE VARIOUS U.S. LAW ENFORCEMENT AGENCIES. HE SAID THERE IS A LEVEL OF TRUST AND COLLABORATION THAT IS SIMPLY UNPRECEDENTED IN OUR BILATERAL RELATIONSHIP.

POLICING IN MEXICO 101

5. (SBU) GARCIA LUNA THEN OFFERED AN EXPLANATION FOR HOW THE SSP HAS EVOLVED OVER THE PAST 5 YEARS. [REDACTED]

[REDACTED]

1.4(B)
1.4(D)
B1

6. (SBU) WHEN MEXICO BEGAN THE TRANSITION TO TRUE DEMOCRACY IN 2001-2002 IT SIMPLY DID NOT HAVE THE RIGHT SECURITY SYSTEM IN PLACE. SOME 42 PERCENT OF THE POLICE WERE MUNICIPAL, WHILE THE ONLY TRULY CAPABLE SECURITY INSTITUTION IN THE COUNTRY WAS THE MILITARY, NEITHER WITH THE CAPACITY NOR THE PROPENSITY TO FILL THIS CRITICAL SECURITY GAP AND COMPLETELY DISCONNECTED FROM EACH OTHER. [REDACTED]

[REDACTED]

[REDACTED] NOW WITH A TRULY DEMOCRATIC GOVERNMENT IT IS IMPORTANT TO HAVE THE RIGHT INSTITUTIONS WITH THE RIGHT CAPABILITIES TO MANAGE SECURITY ACROSS THE FULL SPECTRUM.

SSP BUILDS A FORCE TO FILL ONE SECURITY GAP

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7. (SBU) THE SSP HAS BEEN BUILDING ONE COMPONENT OF THIS NEW FORCE, GARCIA LUNA OFFERED. ONE OF THE AREAS WHERE THE SSP IS WORKING HARD TO DEVELOP NEW CAPABILITIES IS IN INFORMATION MANAGEMENT. FOUR

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

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YEARS AGO THEY WOULD HAVE BEEN SENDING FINGERPRINTS AND OTHER DATA BY FAX.

[Redacted]

B7(E)

8. (SBU) THE SSP HAS ALSO BEGUN TO RECRUIT AND TRAIN AN ENTIRELY NEW FORCE. WHEN GARCIA LUNA TOOK OVER AT THE BEGINNING OF PRESIDENT CALDERON'S SIX YEAR TERM, THE SSP HAD A FORCE OF 12,000, OF WHOM 6,000 WERE ON LOAN FROM THE ARMY. HE SAID HE HAS BEEN IN THIS BUSINESS FOR 24 YEARS,

[Redacted]

SOME 3,000 OF THE MILITARY MEMBERS STAYED BEHIND, WHILE ANOTHER 3,000 TO 4,000 FEDERAL POLICE PASSED VETTING AND MOVED INTO THE NEW FORCE. FROM THIS SMALL VETTED FORCE THEY BEGAN TO BUILD AND TRAIN A NEW FEDERAL POLICE FORCE.

1.4(B)
1.4(D)
B1

9. (SBU) THE SSP, SAID GARCIA LUNA, NEEDED NEW CAPACITIES AND BEGAN TO TRAIN USING A FRESH CONCEPT OF SCIENTIFIC ANALYSIS AND POLICING. THEY HIRED 8,000 NEW OFFICERS WITH COLLEGE DEGREES, EVENTUALLY BUILDING TO THE CURRENT FORCE OF 36,000, DIVIDED INTO SIX COMPONENTS: REGIONAL FORCES, INVESTIGATORS, INTELLIGENCE, ANALYSTS (SCIENTIFIC POLICE), ANTI-DRUG, AND FEDERAL FORCES (SWAT, OPERATIONS, CROWD CONTROL, ETC.). THEY ARE DEVELOPING EFFICIENT FORCES AND TRANSPARENT SYSTEMS FOR TRAINING AND ADVANCEMENT, WITH NEW MANUALS, SOPS, AND PERSONNEL SYSTEMS. AND FOR THE FIRST TIME THEY ARE TAKING CARE OF THEIR PERSONNEL, WITH THE IDEA THAT IF THEY ARE SUPPORTED AS INDIVIDUALS, THEY WILL GIVE BACK TO THE INSTITUTION.

BUT A LARGER SECURITY - STATE AND LOCAL - REMAINS

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10. (SBU) THE KEY THEME IN ALL OF THIS, GARCIA LUNA SAID, IS HOW TO FILL THE MISSING GAP IN SECURITY AT THE STATE AND MUNICIPAL LEVELS, WITH CAPABLE FORCES. MEXICAN LAW DICTATES THAT FEDERAL FORCES HAVE JURISDICTION OVER CRIMES THAT IMPACT ON THE STATE ITSELF - TERRORISM, SUBVERSION, NARCO-TRAFFICKING, ORGANIZED CRIME, ATTACKS ON THE NATIONAL INFRASTRUCTURE, ABOUT 7% OF CRIMES, OF WHICH NARCOTRAFFICKING IS ONLY 3.4%. STATE AND MUNICIPAL FORCES HAVE JURISDICTION OVER ALL OTHER CRIMES - ROBBERY, KIDNAPPING, EXTORTION, MURDER, SOME 93% OF CRIMES. THE FORCE HAS BEEN MORE OR LESS ALIGNED TO THIS REALITY FOR THE PAST 15 YEARS, WITH 8% OF SECURITY FORCES FEDERAL, AND 92% STATE AND LOCAL.

[REDACTED]

B1
1.4(B)
1.4(D)

11. (SBU) WITH REGARDS TO THE CURRENT WAVE OF VIOLENCE, GARCIA LUNA SAID THAT THE SSP AND MILITARY HAVE BEEN VERY SUCCESSFUL IN THEIR CAMPAIGN AGAINST THE TOP LEVEL OF TRAFFICKERS AND DTO LEADERS. BUT HAVING TAKEN OUT THE CAPOS THEY OPENED THE DOOR FOR THE CRIMINAL ***** START OF SECTION 4 *****

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FOOT SOLDIERS AT THE BOTTOM LEVEL OF THE DTO LEADERSHIP PYRAMID TO TAKE OUT THE MIDDLE LEVEL OF "BROKERS" AND MANAGERS, LEAVING ORGANIZATIONS RUN BY KILLERS WHO HAVE TURNED TO EXTORTION AND KIDNAPPING, BACKED UP BY EXTREME VIOLENCE AND SOCIETAL INTIMIDATION, RATHER THAN FOCUS ON THE MORE COMPLICATED TRAFFICKING OF DRUGS. THERE HAVE ALSO BEEN CHANGES IN THE DRUG MARKET ITSELF WHICH UNLEASHED COMPETITION AMONG DTOS, AND THERE IS A FAST GROWING INTERNAL MARKET FOR DRUGS IN MEXICO THAT HAS LED TO GANG COMPETITION AND EXPLAINS MUCH OF THE LOCAL VIOLENCE.

12. (SBU) WHAT MEXICO NEEDS, GARCIA LUNA SAID, IS A WHOLE NEW MODEL FOR POLICING, AND HE IS PRESSING HIS CASE FOR FUNDAMENTAL RESTRUCTURING WITH THE MEXICAN CONGRESS AND THE CALDERON ADMINISTRATION.

[REDACTED]

[REDACTED] SOME TWO-THIRDS OF THE MEXICAN SECURITY BUDGET THAT IS TRANSFERRED TO THE STATES GOES TO THESE MUNICIPAL POLICE. [REDACTED]

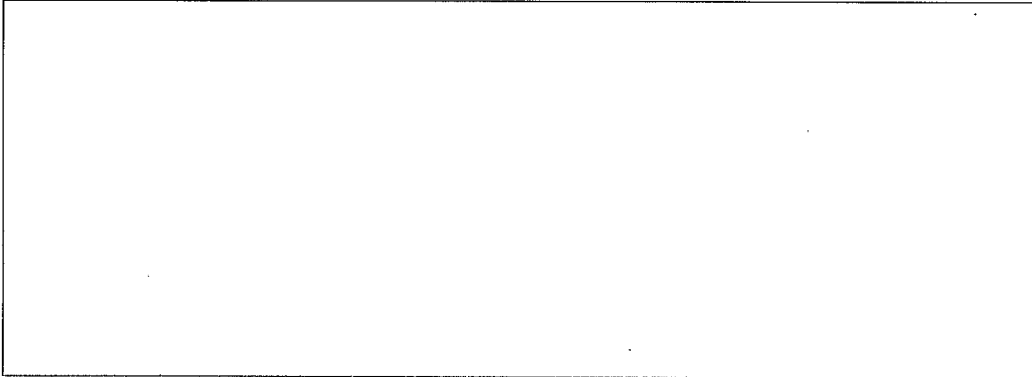
[REDACTED]

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1.4(B)
1.4(D)
B1

PENITENTIARY SYSTEM ALSO GETS A NEW LOOK

14. (SBU) GARCIA LUNA THEN TURNED TO HIS PARALLEL REFORM OF THE MEXICAN PENITENTIARY SYSTEM. MEXICO CURRENTLY HAS SOME 221,000 PRISONERS, OF WHOM 177,500 ARE INCARCERATED FOR COMMON CRIMES (FUERO COMUN) AND 44,000 FOR FEDERAL CRIMES (FUERO FEDERAL). ABOUT 60% OF THE COMMON CRIMINALS AND 59% FEDERAL PRISONERS HAVE BEEN SENTENCED. PRIOR TO THE CURRENT SIX YEAR PRESIDENTIAL TERM NEARLY ALL PRISONERS WERE HELD BY THE STATES, WITH THE FEDERAL GOVERNMENT PAYING THE STATES TO HOUSE FEDERAL PRISONERS; THE FEDERAL GOVERNMENT ONLY MAINTAINED TWO PRISONS. SINCE THE BEGINNING OF CALDERONS ADMINISTRATION, THE SSP HAS BEGUN TO TRANSFORM THE PRISON SYSTEM BY TRAINING AND EQUIPPING ITS PERSONNEL, WHILE PUTTING INTO PLACE BETTER CONTROL OF PRISONERS TO INCLUDE A RECENT ADDITION OF BIOMETRIC REGISTRATION OF ALL PRISONERS WITH THEIR DATA CAPTURED IN PLATAFORMA MEXICO. GARCIA LUNA SAID HE HAS BEGUN AN AMBITIOUS PROGRAM FOR BUILDING AND REHABILITATING PRISONS,

***** START OF SECTION 5 *****

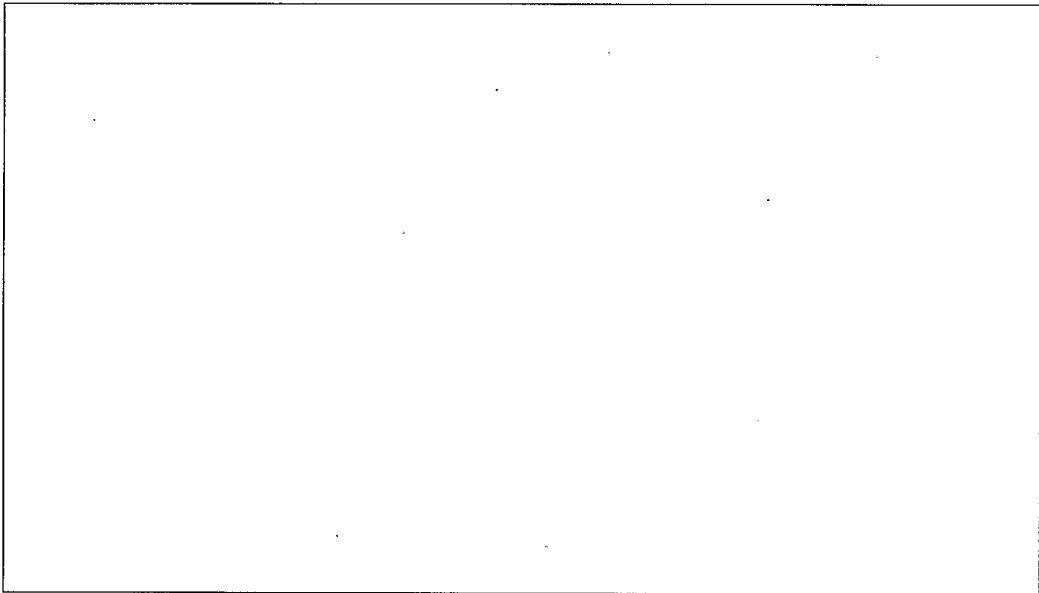
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1.4(B)
1.4(D)
B1

16. (C) COMMENT:



LIKE MOST MEMBERS OF CABINET HE IS SEIZED WITH DOING AS MUCH AS POSSIBLE BEFORE THE END OF CALDERON'S TERM TO SHORE UP THE GAINS MADE IN THE SSP AND TURN OVER AN INSTITUTION THAT HAS BEEN TRANSFORMED AND IS FULLY CAPABLE OF PERFORMING ITS MISSION.



END COMMENT

FEELEY

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