

US/MEXICO BI-NATIONAL DRUG STRATEGY



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United States/Mexico Bi-National
Drug Strategy

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Foreword

At their meeting in May 1997, the Presidents of the United States and Mexico established a commitment to cooperate more closely to combat the problem of drugs and associated crimes. Therefore, both governments agreed to produce a common anti-drug strategy.

In the Declaration of the United States-Mexico Alliance Against Drugs (Declaration of Alliance), signed during the Presidents' meeting, principles under which bilateral cooperation will be carried out were established, and specific areas in which cooperation will be strengthened were identified.

The United States-Mexico High Level Contact Group for Drug Control (HLCG) was tasked to draft a binational strategy that was designed to achieve the objectives identified in the Declaration of Alliance. Accordingly, beginning in June 1997, officials from both countries met in the context of HLCG Experts Groups to begin drafting the strategy, based upon the principles and intentions established in the Declaration of Alliance. The United States-Mexico Binational Drug Strategy was developed with the participation of and recommendations from the HLCG Experts Groups on money laundering, arms trafficking, chemical controls, and demand reduction.

The Governments of the United States and Mexico anticipate that the Binational Strategy will be implemented beginning in 1998, and that the activities agreed to in the Strategy will continue throughout the year. In 1998, the United States and Mexico will establish measures by which to evaluate the effectiveness of actions taken to implement the Strategy.

Introduction

The Governments of the United States and Mexico recognize that the current dimensions of international drug trafficking and related crimes extend beyond national boundaries and exceed the capacity of any nation to face them in isolation. These have become a serious problem that affects the health and security of international society.

The drug threat cannot be confronted by one nation alone. Therefore, the United States and Mexico believe that bilateral and multilateral cooperation among nations is necessary to achieve acceptable results in the struggle against production, distribution, trafficking, and consumption of illicit drugs. The same is true with regard to related crimes such as money laundering, diversion of precursor and essential chemicals, and arms trafficking.

Both countries have decided to continue promoting sub-regional, regional, and world cooperation against drugs. In this context, and in order to strengthen bilateral collaboration to confront the problem, the United States and Mexico agreed to prepare a bilateral anti-drug cooperation strategy that will complement the national drug control strategies in effect in each country. The strategy was developed with full respect for the sovereignty and territorial jurisdiction of the United States and Mexico. The areas for collaboration were defined by the Presidents of both countries, who instructed their governments to carry out the actions necessary to produce the Binational Drug Strategy.

General Objectives

- Stop the increase in and reduce the illicit consumption, production, and traffic of narcotics and psychotropic substances in both countries.
- In coordination, treat the problems generated by drugs in the realms of health and safety in both societies.
- Agree on the actions necessary to reduce the production, trafficking, distribution, and consumption of drugs, as well as to eliminate crimes related to drugs such as diversion of precursor and essential chemicals, money laundering, and arms trafficking.

The binational cooperation strategy seeks in the end to contribute to the elimination of the effects which drugs have in both societies. The collaborative actions described in the Binational Strategy will complement the national policies defined in the United States National Drug Control Strategy and Mexico's National Program for Drug Control 1995-2000.

Therefore, both countries have mutually agreed to design and apply specific collaborative programs in priority areas. Both countries recognize that bilateral cooperation, to be effective, can only be developed through adherence to the principles of sovereign equality and the integrity of national territory, as well as non-intervention in the internal affairs of other States. Both nations agreed that bilateral collaboration is achieved on the basis of the following principles: shared responsibility, adoption of an integrated approach to the subject matter, balance and reciprocity, and efficient application of the laws in each country.

Specific Objectives

The Declaration of Alliance signed by the Presidents of Mexico and the United States on May 6, 1997, sets goals in the following areas of collaboration:

Alliance Point 1: Reduce the demand for illicit drugs through the intensification of anti-drug information and educational efforts, particularly those directed at young people, and through rehabilitative programs.

Alliance Point 2: Reduce the production and distribution of illegal drugs in both countries, particularly marijuana, methamphetamine, cocaine and heroin.

Alliance Point 3: Focus law enforcement efforts against criminal organizations and those who facilitate their operations in both countries.

Alliance Point 4: Strengthen United States/Mexican law enforcement cooperation and policy coordination, and ensure the safety of law enforcement officers.

Alliance Point 5: Ensure that fugitives are expeditiously and with due legal process, brought to justice and are unable to evade justice in one of our countries by fleeing to or remaining in the other. To this end, we agree to negotiate a protocol to the extradition treaty that, consistent with the legal system in each country, will allow, under appropriate circumstances and conditions, individuals to be tried in both countries prior to the completion of their sentences in either country.

Alliance Point 6: Identify sources of and deter illegal traffic in firearms.

Alliance Point 7: Work together to conclude a hemispheric agreement outlawing illegal traffic in firearms.

Alliance Point 8: Work together for the success of the Special Session of the U. N. General Assembly on Illicit Drugs in June 1998.

Alliance Point 9: Increase the abilities of our democratic institutions to attack and root out the corrupting influence of the illegal drug trade in both countries.

Alliance Point 10: Enhance cooperation along both sides of our common border to increase security.

Alliance Point 11: Control essential and precursor chemicals to prevent chemical diversion and illicit use, and improve information exchange on this subject.

Alliance Point 12: Implement more effectively the laws and regulations to detect and penalize money laundering in both countries, and enhance bilateral and multilateral exchanges of information and expertise to combat money laundering.

Alliance Point 13: Seize and forfeit the proceeds and instrumentalities of drug trafficking, and direct these to the use of drug prevention and law enforcement, in accordance with legal procedures in force in and between our countries.

Alliance Point 14: Improve our capacity to interrupt drug shipments by air, land, and sea.

Alliance Point 15: Implement training and technical cooperation programs to ensure that anti-drug personnel acquire needed capabilities and perform with the highest level of professionalism and integrity.

Alliance Point 16: Enhance and facilitate exchange of information and evidence to prosecute and convict criminals and deter drug trafficking; and ensure the security and appropriate use of the information and evidence provided.

Strategy Component

Alliance Point 1: Reduce the demand for illicit drugs through the intensification of anti-drug information and educational efforts, particularly those directed at young people, and through rehabilitative programs.

The demand for drugs is a key factor in the international drug trafficking chain, and has thus become a serious problem for both societies. Accordingly, the two countries agree to work cooperatively to implement measures to reduce demand for drugs and to strengthen bilateral cooperation in this area.

The United States and Mexico will develop comparable indicator mechanisms to exchange information between authorities responsible for monitoring drug trends in both countries.

Public awareness campaigns in Mexico and the United States will target high-risk populations.

Both countries will develop prevention and treatment programs focused on high-risk populations and will emphasize areas where illicit drug use has been increasing, particularly along the common border.

Objectives

1. Strengthen research cooperation and the exchange of technical information.
2. Increase public awareness of drug issues.
3. Develop prevention and treatment programs.

Actions

1. The Governments of Mexico and the United States will strengthen and enhance research cooperation and the exchange of technical information to develop methods to regularly estimate trends in the use and abuse of drugs.
 - 1.1 Both governments will analyze techniques and methods which could serve as comparable indicators of drug epidemiology in both countries.
 - 1.2 Both governments will share the opportunities for, and results of, research programs and evaluations, and share opportunities for training.
 - 1.3 Both governments will develop a system of delivering timely scientific information and epidemiological data to decision-makers and professionals who work in prevention and treatment.
 - 1.4 Both governments will use existing fora to effectively exchange information among scientific investigators in both countries. Examples of existing fora include the Border Epidemiology Work Group (BEWG), and the Community Epidemiology Work Group (CEWG).

- 1.5 Both governments will intensify the exchange of information regarding the evaluation of prevention and treatment programs.
2. The Governments of Mexico and the United States will increase public awareness of drug issues, with emphasis on high-risk populations.
 - 2.1 Both governments will convene a Binational Demand Reduction Conference in 1998 to bring together experts from both countries on the epidemiology, prevention, treatment, and research related to substance abuse.
 - 2.2 Both governments will work cooperatively with the media to encourage responsible, scientifically based reporting on drug issues.
 - 2.3 Both governments will exchange information on the development of effective anti-drug media campaigns.
 - 2.4 Both governments will establish a needs and resources assessment that identifies programs and anti-drug coalitions working in prevention and treatment in both countries.
3. The Governments of Mexico and the United States will develop prevention and treatment programs focused on high-risk populations, particularly along the common borders.
 - 3.1 Both governments will exchange information about effective education and prevention programs, especially for target populations such as youth.
 - 3.2 Both governments will exchange information on the effective prevention of violence linked to drugs in the schools and the community.
 - 3.3 Both governments will exchange information regarding funding, training, and professional development opportunities in both countries.
 - 3.4 Both governments will broaden the training of community outreach workers with regard to substance abuse.
 - 3.5 Both governments will enhance the research on the prevention and treatment of drug abuse.
 - 3.5.1 Both governments will place special emphasis on strengthening prevention, treatment, and assessment skills for primary care professionals.
 - 3.6 Both governments will translate and adapt prevention and treatment materials to be used in both countries.
 - 3.7 Both governments will develop programs for reduction of substance abuse along the border.
 - 3.8 Both governments will increase the effectiveness of anti-drug coalitions in the border states in both nations.

- 3.9 Both governments will, as resources permit, develop a program for economic grant assistance emphasizing development of programs for drug and violence prevention in the schools and communities along the border.

Strategy Component

Alliance Point 2: Reduce the production and distribution of illegal drugs in both countries, particularly marijuana, methamphetamine, cocaine and heroin.

Illicit drugs are not produced and distributed the same way in Mexico and the United States. Nevertheless, organizations engaged in the production and distribution of and traffic in marijuana, heroin, methamphetamine, and cocaine, use the territory of both countries to carry out their operations.

Distribution of drugs is an issue that is addressed in several Alliance Points. While some aspects of drug distribution are discussed in Alliance Point 2, additional issues of distribution are outlined in Alliance Point 3.

In order to reduce the production and distribution of illicit substances in their respective territories, Mexico and the United States have decided to strengthen cooperation in the areas of information exchange, technical matters, and assistance programs, with a view to an ongoing exchange of experiences relating to the activities that each country has implemented to eliminate drug production and distribution in their own territories.

Insofar as possible, they will seek to strengthen mechanisms to exchange information about trends in drug trafficking and distribution in the region, in order to compile strategic intelligence.

Objectives

1. Decrease drug cultivation, production and distribution in their respective territories, particularly with regard to marijuana, heroin, cocaine and methamphetamine.
2. Enhance the capability of both countries' authorities to eradicate illicit plantings and to destroy laboratories that process drugs in their respective territories.
3. Explore strategic alternatives to contain the planting of drug crops consistent with the circumstances of drug production in each country.

Actions

1. The Governments of Mexico and the United States will share information on their experiences in eradication techniques and equipment used, administrative guidelines, use of intelligence to plan operations, and any problems encountered in eradication programs.

- 1.1 Both governments will establish a quarterly system to exchange information regarding the results of eradication, laboratory destruction, and drug seizure campaigns in both countries.
 - 1.2 Both governments will study methods used in both countries to estimate illicit crops, including the exchange of technical information and methodology.
2. The Governments of Mexico and the United States will evaluate programs for the acquisition/transfer of eradication equipment with a view to strengthening the capability of agencies responsible for eradication with due regard for their technical requirements.
3. The Governments of Mexico and the United States will promote the development of programs to prevent the cultivation and production of illicit drugs in communities where such activities can occur.
4. The Governments of Mexico and the United States will seek to compile a better information base on organizations and individuals engaged in drug crop cultivation and refining of these illicit products.

Strategy Component

Alliance Point 3: Focus law enforcement efforts against criminal organizations and those who facilitate their operations in both countries.

Combating criminal organizations tied to drug trafficking is a priority in each country's drug control strategy. Accordingly, Mexico and the United States have developed specific mechanisms to combat criminal organizations that engage in drug trafficking and other related offenses within their respective territories. They have also developed specific programs and procedures to obtain information and evidence relating to the structure and operating methods of these organizations.

In order to strengthen efforts to combat these criminal organizations operating within the territory of the two countries, cooperation will be strengthened between the appropriate agencies, with due regard for each country's applicable rules for conducting investigations.

Training and information exchange activities will also be strengthened, with a view to enhancing the capability of institutions to conduct investigations that lead to the capture, prosecution, and conviction of major drug traffickers.

Objectives

1. Strengthen activities in both countries designed to dismantle major criminal drug trafficking organizations and ensure that all their members, particularly their leaders and key associates are arrested, prosecuted, and made to serve prison sentences commensurate with their crimes.
2. Intensify bilateral law enforcement cooperation against transnational drug trafficking organizations that affect both countries, and strengthen and expand existing mechanisms and instruments to exchange information relating to this topic.
3. Maintain and intensify in both countries the capability of institutions responsible for combating criminal organizations, and, within the framework of the respective domestic programs, step up arrests, prosecutions, drug seizures, destruction of illicit laboratories, asset seizures, and asset forfeitures.
4. Strengthen domestic activities designed to curb and eliminate the sale and distribution of drugs in their respective territories.
5. Build upon their investigations by identifying the linkages between criminal syndicates and their surrogates on both sides of the US-Mexico border.

Actions

1. The Governments of Mexico and the United States will each strengthen its professional counterdrug investigative and prosecutorial capacity through cooperation, training, information sharing and confidence building with the other country.
 - 1.1 Each country will continue to design and implement programs for selection, scrutiny and ongoing screening for the professional and ethical conduct of counterdrug investigators and prosecutors.
 - 1.1.1 Both countries will strengthen their abilities to conduct counternarcotics investigations and to prosecute the offense in criminal proceedings. To that end, each country will seek mutually agreed formulas to cooperate in the training and education of law enforcement officers, investigators, and prosecutors and to establish general frameworks for training, and technical and material support.
 - 1.2 Training programs and assistance will focus on utilizing the most effective evidence gathering, investigative, and prosecutorial techniques permitted by respective laws.
 - 1.3 Both countries will allocate the necessary resources and equipment to conduct effective selection, screening, and training for counterdrug enforcement personnel.
2. The Governments of Mexico and the United States will develop thorough investigations, compelling prosecutions, and sustainable convictions with commensurate sentencing against leaders of the major drug trafficking organizations. Both governments will strengthen with all legal and investigative resources available, criminal proceedings brought against well-known leaders and other members of major drug trafficking organizations. The use of evidence introduced at these proceedings will conform to the domestic procedures of each country.
3. The Governments of Mexico and the United States will adopt measures to enhance the effectiveness of the bilateral cooperation system to combat transnational organized crime, particularly in the areas of coordination, liaison mechanisms between authorities, exchange of information, logistical support and status of foreign agents ensuring strict compliance with rules and regulations applicable in the development of programs.
4. The Governments of Mexico and the United States will exchange information regarding intermediary distribution organizations that maintain contacts with transnational narcotics organizations and that operate in both countries.

5. The Governments of Mexico and the United States will continue to discuss the merits of specific cases to build the strongest prosecutions in the appropriate jurisdiction. Both countries will work towards prosecuting cases that will achieve sentences commensurate with the gravity of the offenses.

Strategy Component

Alliance Point 4: Strengthen United States/Mexican law enforcement cooperation and policy coordination, and assure the safety of law enforcement officers.

The appropriate authorities of both countries will continue to carry out activities in the legal, judicial, and law enforcement arenas, with a view to having the most effective mechanisms to confront the drug problem. They will also promote greater mutual understanding regarding their respective legal systems, in order to achieve appropriate bilateral cooperation.

Objectives

1. Increase the effectiveness of Bilateral Border Task Forces.
2. Improve the exchange of counternarcotics law enforcement information and evidence between the United States and Mexico. Appropriate measures will be taken to ensure the confidentiality of information exchanged with a view to preventing leaks thereof or use for purposes other than those for which it was intended.
3. Strengthen proper understanding between officials of both countries with regard to the formulation of policies to combat drug trafficking offenses.

Actions

1. The Governments of Mexico and the United States will build effective and secure Bilateral Border Task Forces to facilitate the actions of the two governments, each operating within its respective jurisdiction, and to dismantle major drug trafficking organizations in both countries. The United States and Mexico will resolve pending issues by mutual agreement, with a view to accelerating the full development and operation of the Bilateral Border Task Forces. It will be the responsibility of the authorities in each country to act within the ambit of their respective jurisdictions.
 - 1.1 The Government of Mexico and the United States Government will reach an accord on assigning, accrediting, and assuring the safety of Mexican and United States counterdrug agents assigned to the Border Task Forces.
2. The Governments of Mexico and the United States will allocate sufficient funds and resources to conduct effective counterdrug investigations in their respective countries.
3. The Governments of Mexico and the United States will expedite the secure exchange and sharing of sensitive law enforcement information regarding investigations of drug traffickers, with a view to streamlining established channels.
4. The Governments of Mexico and the United States will ensure the safety of the law enforcement personnel authorized or accredited in each country.

4.1 Both governments will maintain an explicit set of operating rules for agents authorized or accredited in the territory of each country.

4.1.1 The rules of June and October 1992 which are currently in effect, will continue to apply.

Strategy Component

Alliance Point 5: Ensure that fugitives are expeditiously and with due legal process, brought to justice and are unable to evade justice in one of our countries by fleeing to or remaining in the other. To this end, we agree to negotiate a protocol to the extradition treaty that, consistent with the legal system in each country, will allow, under appropriate circumstances and conditions, individuals to be tried in both countries prior to the completion of their sentences in either country.

The governments of both countries have identified extradition as a key component in the campaign against transnational criminal organizations. In 1978, Mexico and the United States signed an Extradition Treaty, with a view to strengthening cooperation in the war against crime.

Both countries will endeavor to ensure that fugitives are brought to justice expeditiously, in accordance with due process, and that they cannot evade justice in one country by fleeing to the other or by remaining where they are.

With due regard for domestic laws, Mexico and the United States will continue to explore mechanisms to streamline specific processes, which could include supplementing the bilateral treaty in force, so as to provide better cooperation in this area and to ensure that extradition requests submitted by each country are processed as expeditiously as possible.

Objectives

1. Intensify in each country, with due regard for the jurisdiction of the responsible agencies in both party's territory, the location of fugitives, with a view to arresting, prosecuting, extraditing or deporting/expelling a greater number of fugitives.
2. Develop the legal support, in accordance with each country's laws, necessary to authorize temporary transfers to the other country of individuals sought for extradition so that the requesting party may pursue proceedings against the person sought, even if he is serving a sentence in the other country.
3. Continue the program under which periodic status reports on priority fugitive cases are exchanged.

Actions

1. The Governments of Mexico and the United States will make effective use of existing extradition procedures.
2. The Governments of Mexico and the United States will maintain an ongoing program to exchange information on rules applicable to extradition cases in both countries.

3. The Governments of Mexico and the United States will continue and increase the frequency of consultations on the status of priority extradition cases and on the legal requirements and evidence needed to ensure provisional arrest and extradition.
4. The Governments of Mexico and the United States will fully implement the Fugitive Identification and Alert Program recently established between the immigration authorities to facilitate the expulsion/deportation of citizens who fled the other country for immigration violations.
5. The Governments of Mexico and the United States will promote before their respective legislatures the quick ratification of the protocol to the existing Extradition Treaty signed by the Attorneys General on November 13, 1997.
6. The Governments of Mexico and the United States will continue the bilateral consultative mechanism regarding extradition in potentially exceptional cases.

Strategy Component

Alliance Point 6: Identify sources of and deter illegal traffic in firearms.

Both countries recognize that illegal traffic in firearms is an international problem that has serious consequences in both countries. The United States and Mexico have therefore made considerable efforts to coordinate and exchange information, with a view to discerning trends in this illegal activity, which occurs in the territory of both nations.

They will also continue consultations aimed at strengthening information exchange to detect and arrest criminals who provide firearms to drug traffickers, and will consider carrying out coordinated activities in their own territory with firearms trafficking control authorities.

Objectives

1. Enhance efforts to interdict illegally trafficked firearms between the two countries, including those firearms linked with drug trafficking organizations.
2. Strengthen capacities in each country to detect and combat illegal arms trafficking.
3. Examine mechanisms to exchange strategic information between responsible agencies to detect trends, routes, and procedures.
4. Increase efforts to develop and exchange strategic information about illegal arms trafficking.

Actions

1. The Governments of Mexico and the United States will endeavor to increase investigations and exchange of information, with the objective of detecting and detaining criminals that provide firearms to drug traffickers.
 - 1.1 Both governments will initiate a program to exchange strategic information on trends, routes, and methods of criminal organizations linked to illicit firearms trafficking.
2. The Governments of Mexico and the United States will initiate a coordinated effort to identify and prosecute individuals who illegally traffic firearms between the two countries.
3. The United States will provide training to Mexican Customs and other appropriate police officials relating to the interdiction of illegally trafficked firearms.
4. The Governments of Mexico and the United States will exchange relevant information, in conformity with domestic laws, on domestic actions taken against those involved in illegal international firearms trafficking, and implement coordinated actions in each nation's respective territory among agencies involved in the fight against illegal firearms trafficking.

5. The Governments of Mexico and the United States will work to enhance the process of tracing firearms recovered at Mexican crime scenes.
 - 5.1 The United States will provide training and technical assistance to the appropriate Mexican authorities in crime gun tracing, serial number restoration, and firearms trafficking investigative techniques.
 - 5.2 Both governments will take steps to enhance the scope of training and technical assistance through mechanisms such as “train the trainer” programs and materials to supplement instructor training.
 - 5.3 Both governments will work to improve the process through which crime gun traces are requested. Such efforts may include using software developed by ATF that allows Mexico to send more accurate crime gun trace requests and, if possible, send them electronically.
 - 5.4 Both governments will establish a program for the periodic exchange of information on the tracing of crime guns.
6. The Governments of Mexico and the United States will work to enhance information exchange and coordination in joint investigations.
7. The Firearms Trafficking Working Group of the High Level Contact Group will study whether firearms being legally exported are being diverted to black markets, including use by drug traffickers.
8. The United States Government agrees to reduce the period for export licenses for firearms and munitions from four years to one year.

Strategy Component

Alliance Point 7: Work together to conclude a hemispheric agreement outlawing illegal traffic in firearms.

In recognition of the fact that illegal arms traffic is an international problem, both countries have signed the Interamerican Convention to Combat the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Related Materials (“OAS Firearms Convention”), and will support initiatives for regional and global cooperation.

Objectives

1. Ratify the OAS Firearms Convention.
2. Implement the OAS Firearms Convention.

Actions

1. Both nations will work to ratify the OAS Firearms Convention.
2. Both nations will encourage all signatories of the OAS Firearms Convention to ratify the Convention.
3. Both nations will implement the provisions of the OAS Firearms Convention.
4. Both nations will encourage all signatories to the OAS Firearms Convention to implement the provisions of that Convention.
5. Both nations will work together to obtain expeditious OAS approval of the Model Regulations on the Control of the International Movement of Firearms, their Parts and Components, and Ammunition, as approved by both nations at the CICAD Assembly in November 1997.
6. Both nations will participate in discussions within the UN on ways to combat the transnational illegal trafficking of firearms.

Strategy Component

Alliance Point 8: Work for the success of the United Nations Special Session on Illicit Drugs in June 1998.

The transnational drug threat cannot be addressed by any single nation or even by two neighboring States as committed to effective cooperation as are Mexico and the United States. Each nation must do its utmost, and all nations must work together. This is the intent of the 1988 UN Convention and other UN anti-drug conventions. While the majority of nations have now become parties to the UN Convention, few can claim to have fully implemented its provisions.

Given the current dimensions of international drug trafficking and related crimes, both governments will continue to promote sub-regional, regional, hemispheric, and global cooperation to control the drug problem in all its dimensions.

Objectives

1. Encourage governments throughout the world to become parties to the 1988 UN Convention (if they are not now parties) and to implement fully its provisions.
2. Help to strengthen the international drug control and other associated crimes cooperation regime.

Actions

1. The Governments of Mexico and the United States will hold bilateral consultations about specific objectives and concrete results of the UN General Assembly Special Session on Illicit Drugs.
2. The Governments of Mexico and the United States will develop a program to inform the two Congresses, the media, and groups involved in drug control about the UN General Assembly Special Session in June 1998 and its objectives.

Strategy Component

Alliance Point 9: Increase the abilities of our democratic institutions to attack and root out the corrupting influence of the illegal drug trade in both countries.

Professional and ethical behavior is the solid base upon which a justice system and public trust must be founded. Criminal elements, particularly large-scale criminal organizations seek to compromise government personnel in order to advance their criminal enterprises and evade justice. The more sophisticated and economically powerful the organization, the greater the corruptive influence is.

As a consequence of the increase in the drug trafficking and in the economic power attained by criminal organizations, the actions of the latter constitute a threat to the rule of law and institutions. Extensive chains of corruption of international scope have emerged, making it necessary for the countries to establish cooperation mechanisms to combat this problem effectively.

The United States and Mexico are combating corruption in all its forms and will seek to identify ways of cooperation in order to strengthen their respective programs to deal with this problem.

In order to guarantee confidentiality in eventual investigation processes, measures will be strengthened to guarantee the security of the information shared on that basis. Both countries will make efforts, in accordance with their respective domestic laws, to conduct prior notifications in order to strengthen the judicial cases arising from corruption investigations.

In cases in which release of information is by government officials for the public record, both governments will make good faith efforts to notify the other in advance of release when the information may affect an ongoing investigation or cooperative effort.

The governments of the two countries will continue to support bilateral and multilateral efforts to combat corruption associated with drug trafficking.

Objectives

1. Increase the capabilities of governmental institutions to combat and eliminate potential corruption associated with illegal traffic in drugs in both countries.
2. Enhance programs to detect and pursue cases of corruption in government organizations involved in the fight against narcotics trafficking, and to remove corrupt personnel and establish permanent systems to deter further compromises.

3. Exchange information between the two governments regarding anti-corruption programs, regulations, procedures and techniques to identify and impede corruption in the government institutions in each country.
4. Prevent drug trafficking from infiltrating government agencies of both countries.
5. Ensure security and confidentiality in investigations.

Actions

1. The Governments of Mexico and the United States will work to ensure ratification by the congresses of the two nations of the Inter-American Convention Against Corruption, adopted in May 1996 by the OAS.
2. The Governments of Mexico and the United States will continue developing specific programs to strengthen their justice and law enforcement systems.
3. Each country will develop and maintain a program to detect and follow-up cases of corruption involving authorities responsible for the fight against drug trafficking.
4. The Governments of Mexico and the United States will strengthen their procedures for safeguarding sensitive information exchanged between the governments.
5. The Governments of Mexico and the United States will exchange information on current national programs, regulations, procedures and techniques to prevent, identify, and combat cases of corruption in government institutions, implementing the appropriate security systems when the risks of corruption are identified.
6. The Governments of Mexico and the United States, to avoid compromising investigations and judicial proceedings on corruption, will consider the need to engage in consultations prior to the exchange of information in such cases, in order to guarantee the confidentiality of the shared information.
 - 6.1 Both governments will make every effort to ensure that any information released to the media, congress, or the public is accurate. To the extent possible consistent with domestic law and in consideration of exigent circumstances, each government will seek to inform the other of impending releases of information that might affect an ongoing investigation or cooperative effort.
7. The Governments of Mexico and the United States will seek to sensitize key private industry sectors to the risk of infiltration by criminal elements seeking to obtain valuable information, to conceal the proceeds of drug trafficking, or to facilitate smuggling activities.

8. To the extent possible, the governments will seek to root out such corruption through both legal and regulatory means including through the rigorous application of penalties and sanctions authorized by law.

Strategy Component

Alliance Point 10: Enhance cooperation along both sides of our common border to increase security.

The increase in violence related to the activities of criminal organizations that engage in drug trafficking in the border region is a topic of concern for both nations. In order to decrease the crime and violence that drug trafficking has generated in the area, the two countries will strengthen border liaison and coordination mechanisms with participation by the appropriate authorities at local, state, and federal levels.

Objectives

1. Improve the exchange of information between the United States and Mexico by strengthening the existing border liaison mechanism to assure timely exchange of information.
2. Enhance United States and Mexican efforts to detect drugs, drug proceeds, precursor and essential chemicals, and firearms moving in either direction across the border.
3. Enhance coordination in the areas of public safety and law enforcement in the border region as set forth in the Presidential Declaration.

Actions

1. When the Binational Threat Assessment is updated, the two governments will develop a joint analysis of border violence and crime generated by drug trafficking.
2. The Governments of Mexico and the United States will continue and strengthen programs to improve security at the principal ports in the border region.
3. The Governments of Mexico and the United States will carry out bilateral meetings on means and options to increase security along the border region, with the participation of mayors, city council members, and other authorities from within the border region at the local, state, and federal level.
4. The Governments of Mexico and the United States will strengthen bilateral cooperation in the border region through border liaisons which already exist and are coordinated by the Consuls.
 - 4.1 Both governments will focus the Border Liaison Mechanism or other appropriate organizational entity on analyzing and proposing solutions to problems of public safety along the border.

5. The Governments of Mexico and the United States will formalize a liaison officer contact for customs matters at the consulate offices in both countries.
6. The Governments of Mexico and the United States will refine mechanisms for immediate communication (such as radio and telephone communications) between United States and Mexican officials at corresponding Ports of Entry on either side of the border and within each country.
7. The Border Working Group will analyze existing port services and procedures to improve operational effectiveness.
8. The Governments of Mexico and the United States will work together to improve each country's ability to identify shipments which may be highly susceptible for use by drug traffickers in the transportation of illicit drugs.
9. The Governments of Mexico and the United States will undertake joint studies or analysis with respect to seizures that have taken place on the common border, particularly within cargo and conveyances.

Strategy Component

Alliance Point 11: Control essential and precursor chemicals to prevent chemical diversion and illicit use, and improve information exchange on this subject.

The increase in the diversion of chemical substances frequently used to manufacture illicit drugs is an alarming phenomenon for the governments of both countries. Accordingly, the appropriate authorities have decided to strengthen existing information exchange and investigative mechanisms relating to the diversion of essential and precursor chemicals.

In accordance with each country's laws, both countries will explore more appropriate mechanisms to pursue investigations into criminal organizations operating in both territories which are linked to the diversion of precursor and essential chemicals and production of stimulants and amphetamines.

Objectives

1. Establish and maintain an effective system of integrated laws, regulations, administrative practices, and oversight in each country to prevent, investigate, and punish the diversion of illicit chemicals, the illicit use thereof, and trafficking therein.
2. Enhance bilateral cooperation relating to the exchange of information and investigations involving chemical diversion cases.
3. Strengthen the programs of training for investigative techniques and the safe handling of chemicals.

Actions

1. The Governments of Mexico and the United States will enhance the training programs in chemical control as part of the comprehensive training plan now being formulated.
 - 1.1 Both countries will expand the chemical training program to include investigative techniques and the safe handling of chemicals. Each country will seek to maximize the scope of the program through training the trainer programs.
 - 1.1.1 Officials of the Attorney General of Mexico will present courses to personnel in the field at various locations throughout Mexico.

1.1.2 The United States will continue to present comprehensive chemical-oriented training, including investigative techniques and safe handling of chemicals.

2. The Governments of the United States and Mexico will work together to strengthen mechanisms to expedite information exchange and the development of coordinated investigations with respect to the diversion of precursor and essential chemicals, and regarding the organizations that produce and illegally traffic in such chemicals in both countries.
3. The Governments of Mexico and the United States will improve chemical detection and handling capabilities by means of a broad assistance program, including training in state of the art technology and training in legal aspects, investigative techniques, and safe handling of substances.
4. The Governments of Mexico and the United States will support the multilateral cooperative efforts of the UN General Assembly Special Session and the International Narcotics Control Board.
5. The Governments of Mexico and the United States will ensure that they have in place effective laws, regulations, and administrative structures and practices to fully implement the penal and regulatory measures set forth in Articles 3, 12 and 13 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (Vienna 1988), including effective measures with respect to chemicals on Table I&II of the Annex to the Convention.
6. The Governments of Mexico and the United States will examine possible high technology material and technical assistance programs to enhance Mexican chemical detection capabilities.
7. The Governments of Mexico and the United States will examine the feasibility of providing assistance to improve Mexico's chemical detection capabilities.

Strategy Component

Alliance Point 12: Implement more effectively the laws and regulations to detect and penalize money laundering in both countries, and enhance bilateral and multilateral exchanges of information and expertise to combat money laundering.

The United States and Mexico acknowledge that money laundering is a transnational crime, and thus regard bilateral and multilateral cooperation as an essential tool in combating this illicit activity. Accordingly, they have decided to strengthen information exchange mechanisms and to support multilateral initiatives to combat the problem.

Both countries will also assign priority to conducting coordinated investigations in accordance with the bilateral agreement on that subject, the Financial Information Exchange Agreement (FIEA), and to continuing technical assistance and training programs. The two countries also have committed to increasing their individual efforts to prevent, detect, and prosecute money laundering.

Objectives

1. Enhance law enforcement efforts in Mexico and the United States, including prosecutions, against money laundering to disrupt and dismantle major drug trafficking operations.
2. Update and strengthen the legal framework to prevent, detect and combat money laundering.
3. Enhance United States and Mexican efforts to protect the security and integrity of their respective financial entities.
4. Implement mechanisms to streamline ongoing official proceedings in money laundering cases.
5. Increase training efforts in Mexico and the United States for regulators, investigators, judges, legislators, prosecutors, and financial entity personnel in money laundering prevention, detection, investigation, and prosecution.

Actions

1. Both countries' authorities responsible for preventing, detecting, and combating money laundering will make an effort to achieve efficient and effective coordination.

- 1.1 Mexico and the United States will enhance investigations and prosecutions of major money launderers and their organizations, to include increasing the number of coordinated investigations.
- 1.2 Spontaneously, based on the international agreements in force between the two countries, relevant or significant information will be exchanged in order to detect, prevent and combat money laundering.
- 1.3 The two countries are committed to reducing the time in information exchange.
- 1.4 Mexico and the United States will continue to compare data on currency being transported across the United States-Mexican border and will make all efforts to ensure that the data collected by each party is compatible with any other data collected.
 - 1.4.1 By common accord, the two countries will establish methods and timetables for sending, receipt and analysis of information regarding cross-border money transfers.
 - 1.4.2 Where appropriate, the United States and Mexico will endeavor to increase the sharing of information, based on agreements and treaties in effect, on United States or Mexican citizens or businesses believed to be carrying out money laundering transactions in both countries.
- 1.5 The governments of both countries will work to enhance their sharing of currency transaction report and suspicious activity report information that is directly related to money laundering, pursuant to the FIEA or any other mechanism or agreement.
- 1.6 The United States and Mexico will increase efforts to expedite the exchange of documentation and legal assistance, based on the framework of the Agreement on Mutual Judicial Assistance.
2. The Governments of Mexico and the United States will review periodically the laws and regulations to prevent, detect, combat and penalize money laundering in order to adopt the necessary amendments or reforms.
3. Both countries will develop programs and strategies in order to ensure that banks and other financial entities and their officers and employees comply with requirements established to keep records and file transaction reports.
4. The United States and Mexico will support the adoption of concrete measures against

money laundering on a global level, on the basis of the FATF 40 Recommendations and the Summit of the Americas Communiqué adopted in Buenos Aires, and during the meetings of the Preparatory Committee of the Special Session of the United Nations in June 1998.

5. The two countries will coordinate efforts to design and develop specific training plans and programs aimed at analysts, regulators, investigators, prosecutors, judges, legislators and personnel in financial entities.
 - 5.1 Mechanisms will be implemented so that the competent authorities exchange knowledge in an ongoing fashion, in order to make them known to analysts, investigators, financial agency personnel, and the prosecutors in the two countries.
 - 5.2 The United States will make its law enforcement agents stationed in Mexico available to train PGR and the Secretariat of Finance and Public Credit (Hacienda) personnel in techniques used to investigate money laundering.
 - 5.3 Visits between the two countries will be scheduled to gain knowledge of the techniques and analysis procedures in investigation, as well as in the administrative, civil and penal proceedings applicable in each of the two countries.
 - 5.4 The United States will make training opportunities available for Mexican prosecutors from the PGR, and analysts from Hacienda.
 - 5.4.1 The United States and Mexico will work to establish programs that permit selected prosecutors, investigators, and analysts from PGR and Hacienda to visit the United States to observe prosecutions of money laundering cases and to visit United States law enforcement task forces.
6. The Governments of Mexico and the United States will plan an Annual Seminar on the efforts of both countries against money laundering. The initial seminar will include investigators, regulators and specialized prosecutors. Later sessions will include judges and legislators.

Strategy Component

Alliance Point 13: Seize and forfeit the proceeds and instrumentalities of drug trafficking and money laundering, and direct these to the use of drug prevention and law enforcement, in accordance with legal procedures in force in and between our countries.

Through seizure and forfeiture of the assets and instrumentalities used for drug trafficking, the governments of both countries have taken direct action against criminal drug trafficking organizations.

Asset forfeiture is an essential component of effective law enforcement, particularly against drug trafficking and other income-generating crimes. In accordance with domestic legislation of each country, Mexico and the United States will work to enforce a comprehensive asset forfeiture regime, focusing on domestic forfeiture and international cooperation, such as identifying, freezing, seizing, and forfeiting drug-related assets at the request of the other country. International forfeiture assistance is enhanced by reciprocal asset sharing, to the extent permitted by the applicable laws of each country.

Objectives

1. Establish and maintain an effective and current set of laws, regulations, and procedures regarding asset forfeiture and enforcement.
2. Establish in the future a reciprocal program to share forfeited assets to foster intensive bilateral cooperation wherein the forfeiting country can share forfeited assets on an equitable basis with the cooperating country.
3. Develop and maintain, to the extent permitted by law, an asset forfeiture fund which will provide resources to drug control and law enforcement efforts.

Actions

1. Mexico and the United States will endeavor to maintain an updated legal framework regarding the forfeiture of assets used in or derived from illegal activities that provides for those assets to be used in drug abuse prevention programs and for law enforcement, in accordance with the legal procedures in effect in each country.
2. Once Mexico has enacted the necessary domestic asset forfeiture legislation, the United States and Mexico will take steps to reach a bilateral, comprehensive international forfeiture cooperation agreement that also provides for reciprocal asset sharing.

3. The Governments of the United States and Mexico will offer forfeiture training programs for investigators and prosecutors of both countries.
4. Both Governments will develop and maintain international forfeiture cooperation provisions pursuant to their obligations under the United States-Mexico Mutual Legal Assistance Treaty and the United Nations (Vienna) Convention of 1988.
5. In accordance with domestic law, both Governments will develop and maintain an asset forfeiture fund that will provide resources to drug programs and law enforcement entities.

Strategy Component

Alliance Point 14: Improve our capacity to interrupt drug shipments by air, land, and sea.

The United States and Mexico recognize drug trafficking as a transnational crime. For this reason both nations consider bilateral and multilateral cooperation one of the essential tools in combating this illicit activity. Thus the two nations have decided to strengthen the mechanisms for exchange of information and the bilateral and multilateral mechanisms for combating this problem.

Objectives

1. Improve information exchange among the governmental institutions of the United States and Mexico established for combating drug trafficking.
2. Enhance liaison and coordination mechanisms to make operations more effective in each country, in order to detect and intercept illegal drug trafficking.
3. Determine the mechanisms for improving the flexibility and coverage of its maritime and aerial interdiction operations.
4. Enhance the exchange of information and coordination of the established measures for maritime interdiction within the appropriate jurisdiction of each country, with due regard to respective domestic laws and international law.
5. Provide the necessary resources to ensure the success of operations for the detection and interception of illegal drugs.

Actions

1. The Governments of Mexico and the United States will periodically exchange statistical information regarding the results of ground, aerial, and maritime interdiction and detained persons.
2. The Governments of Mexico and the United States will develop and strengthen mechanisms for the interchange of information regarding new routes and methods used to transport drugs.
3. The Governments of Mexico and the United States will determine the appropriate mechanisms for collaboration for the detection and prevention of maritime, ground and aerial trafficking, based in the domestic legislation of each country as well as in the international conventions applicable to this issue.

4. The Governments of Mexico and the United States will continue existing cooperation, and enhance coordination and exchange of information mechanisms in order to permit the interception organizations of both the United States and Mexico, in their respective jurisdictions, to improve the processes used to combat aerial drug trafficking.
5. The Governments of Mexico and the United States will continue to adopt the necessary measures and utilize existing mechanisms within their respective jurisdictions for combating drug trafficking on land.
6. The Governments of Mexico and the United States will increase the exchange of information and the coordination of maritime interdiction developed by each country within its jurisdictional ambit, according to respective domestic legislation, international maritime law, and the applicable international conventions.

Strategy Component

Alliance Point 15: Implement training and technical cooperation programs to ensure that anti-drug personnel acquire needed capabilities and perform with the highest level of professionalism and integrity.

The economic power of criminal organizations dedicated to the trafficking of drugs has permitted them to acquire modern technical equipment in their operations which has allowed them to evade justice and facilitated the expansion of their activities.

Regarding the former, the training of personnel charged with combating criminal organizations and the strengthening of institutions in both countries are priorities.

Both countries will consider the development of technical training and cooperation programs with regard to the general established framework for the development of these programs.

Moreover, they will continue with training programs in specific areas such as arms trafficking, essential and precursor chemicals, and money laundering such as those developed and executed in the framework of the High Level Contact Group.

Modern, sophisticated organized crime poses tremendous challenges to Mexican and United States law enforcement agencies and respective justice systems. The economic power of criminal organizations that engage in drug trafficking has enabled them to employ technology and modern equipment in their operations, and, thereby, to evade justice and to expand their activities. Police, investigators, and prosecutors need new legal tools, techniques and capabilities in order to combat these entities successfully. Institutions must likewise be reinforced against the inevitable attempts by these groups to infiltrate, corrupt, or intimidate them.

Given the transnational nature of many of these groups, the United States and Mexico must attack them together. Familiarity with each other's legal systems will greatly facilitate bilateral efforts.

Objectives

1. Increase understanding between each country's justice sector entities of the respective criminal justice systems, with a view toward improved bilateral cooperation and mutual legal assistance.
2. Expand sharing of technical experiences and expertise, particularly relating to the combat of organized crime, drug trafficking, money laundering, chemical diversion, and other related crimes.

3. Establish integrated United States training programs for Mexican anti-drug personnel, as noted in Alliance Points 1, 3, 6, 10, 11, 12, 13, and 14.
4. Address institutional development of consistent and effective training for its investigators and prosecutors.

Actions

1. The Governments of Mexico and the United States will design a wide-ranging training and technical cooperation program to ensure that counternarcotics personnel develop the necessary skills and that they perform their work with the highest level of integrity and professionalism.
2. The Governments of Mexico and the United States will conduct training and familiarization courses, as well as technical conferences for justice sector entities to increase understanding of the distinct elements of the criminal justice systems of both nations.
 - 2.1 Both governments will expand sharing of technical experiences and expertise, particularly relating to the combat of organized crime, drug trafficking, money laundering, chemical diversion, and other related crimes.
 - 2.2 Both governments will share experiences in the application of modern investigative and prosecutorial techniques such as those specified in the Federal Organized Crime Law of Mexico and legislation against drug trafficking crime in the United States.
3. The Governments of Mexico and the United States will exchange information on modernization of governmental components to address institutional development in such areas as personnel systems, administration, and training.
4. The Governments of Mexico and the United States will give particular attention to strengthening training institutions, implementing modern training techniques, and revising training curriculum.
5. Given the rapid expansion of training and technical exchanges between the two countries, the governments will establish a coordinating mechanism to ensure smooth implementation of the training plans, improve efficiency and maximize resources, and prevent duplication of effort among training agencies in both countries.
6. The Governments of Mexico and the United States will establish consultations to design technical assistance programs in order to optimize their usefulness and timeliness.

7. The Governments of Mexico and the United States will develop training and familiarization courses, and technical conferences to increase understanding regarding the differences between and peculiarities of each legal system.
8. The Governments of Mexico and the United States will foster a better understanding of the structure and duties of the other country's law enforcement agencies.
9. The Governments of Mexico and the United States will devote special attention to strengthening training academies by implementing modern training techniques and developing course content.
10. The Governments of Mexico and the United States will establish a coordinating mechanism to ensure that training plans are implemented, with a view to enhancing efficiency and maximizing resources, and to preventing duplication of effort among both countries' training agencies, given the rapid growth of technical exchange and training programs between the two countries.

Strategy Component

Alliance Point 16: Enhance and facilitate exchange of information and evidence to prosecute and convict criminals and deter drug trafficking, and ensure the security and appropriate use of the information and evidence provided.

Transnational criminal organizations have the capability of ease in movement to evade justice. Consequently, the exchange of information regarding illicit activities carried out by the members of these organizations has become a fundamental element in the national strategies for drug control.

The governments of the two countries have recognized the need to design and strengthen efficient mechanisms to exchange information to detect and pursue the activities of these criminal groups.

Considering the above, based on the provisions of the Bilateral Agreement on Cooperation to Combat Drug Traffic and Substance Abuse and the Mutual Legal Assistance Treaty (MLAT), the two countries will strengthen the exchange of information between the competent authorities, clearly defining the liaison channels avoiding multiplicity of points of entry for information, and evaluating the effectiveness of the existing mechanisms.

Objectives

1. Strengthen and streamline the exchange of information and evidence, with a view to prosecuting and convicting criminals and to curbing drug trafficking.
2. Improve mechanisms to exchange information and evidence, in order to prosecute and convict criminals.
3. Identify ways to ensure, under the MLAT, that evidence is obtained and witness statements are taken expeditiously.
4. Ensure the confidentiality and appropriate use of information and evidence, to the extent permitted by law.

Actions

1. The Governments of Mexico and the United States will strengthen mechanisms for exchange of information, witnesses, and evidence as expeditiously as possible. Expedite the sharing and exchange of law enforcement information regarding investigations against drug traffickers, streamlining the established channels. The countries will increase the use of the Mutual Legal Assistance Treaty in force between the two countries to obtain evidence.

2. The Governments of Mexico and the United States will exchange, by applications filed in accordance with the MLAT, information, witness appearances, and any other evidence deemed necessary or useful in a proceeding. An effort will be made to provide the information requested within a reasonable timeframe, based on the nature of the information sought and other factors.
3. The Governments of the Mexico and the United States will establish a mechanism to review the status of various applications under the MLAT. Both governments will regularly exchange reports on priority assistance actions.
4. Wherever possible, the Governments of Mexico and the United States will take fullest advantage of the shared information and evidence.