



# Mexico

## The Legal Framework and the Defence System

### National Legislation

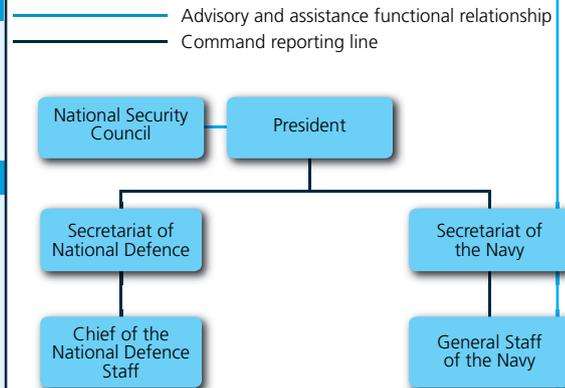
#### Systems and Concepts

- Act to preserve the Country's Neutrality (DOF 1939/11/10)
- Organic Law for Federal Public Administration (DOF 1976/12/29, Last amendment: DOF 2009/06/17)
- National Security Act (DOF 2005/01/31, Last amendment: DOF 2005/12/26)
- General Act on the Public Security System (DOF 2009/01/02)

#### Military Organization

- Navy General Ordinance (DOF 1912/01/08)
- Discipline Act of the Mexican Army and Air Force (DOF 1926/03/15, Last amendment: DOF 2004/12/10)
- Organic Act of Military Courts (DOF 1929/06/22, Last amendment: DOF 1931/02/24)
- Code of Military Justice (DNL N° 005 - 1933/08/31, Last amendment: DOF 2005/06/29)
- Military Service Act (DOF 1940/09/11, Last amendment: DOF 1998/01/23)
- Act which creates the Army and the Air Force University (DOF 1975/12/29)
- Reward Act for Navy of Mexico (DOF 1985/01/14)
- Organic Law of the Army, Air Force and Navy National Bank (DOF 1986/01/13, Last amendment: DOF 2002/06/24)
- Organic Law of the Mexican Army and Air Force (DOF 1986/12/26, Last amendment: DOF 2009/06/12)
- Discipline Act for the Personnel of the Navy of Mexico (DOF 2002/12/13)
- Organic Act of the Navy of Mexico (DOF 2002/12/30, Last amendment: DOF 2009/06/12)
- Act on Promotions and Rewards of the Mexican Army and Air Force (DOF 2003/10/30, Last amendment: DOF 2009/06/12)
- Act for the Armed Forces Social Security Institute (DOF 2003/07/09, Last amendment: DOF 2008/11/20)
- Act on Firearms and Explosives (DOF 1972/01/25, Last amendment: DOF 2004/01/23)
- Act for checking, adjusting and calculating the Services for the Mexican Navy (DOF 2004/06/14, Last amendment: DOF 2009/06/12)
- Promotions Act for the Navy of Mexico (DOF 2004/06/25, Last : DOF 2009/06/12)
- Military Education Act for the Mexican Army and Air Force (DOF 2005/12/23)
- Act for checking, adjusting and calculating the Services in the Mexican Army and Air Force

Source: Compilation based on the legislation above mentioned. For constitutional provisions see Chapter 1.

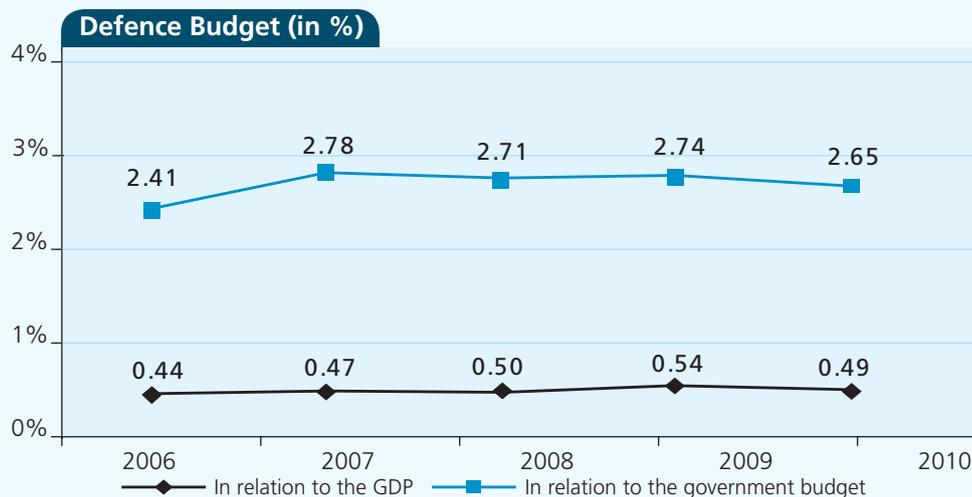


The President convenes the National Security Council, composed of the Secretaries of Government, Defence, Navy, Public Security, Economy and Public Credit, Public Service, Foreign Affairs and Communication and Transportation, the Attorney General of the Republic and the General Director of the National Research and Security Centre, as a deliberative body to establish and articulate the relevant policies. The Secretary of Defence holds the High Command of the Army and the Air Force, and the Secretary of the Navy commands the Mexican Navy. Each Secretary has a Staff as a technical and operational body for the accomplishment of their functions. The Congress holds the powers granted by the Constitution and permanently monitors defence related issues through the defence committees in both Houses.

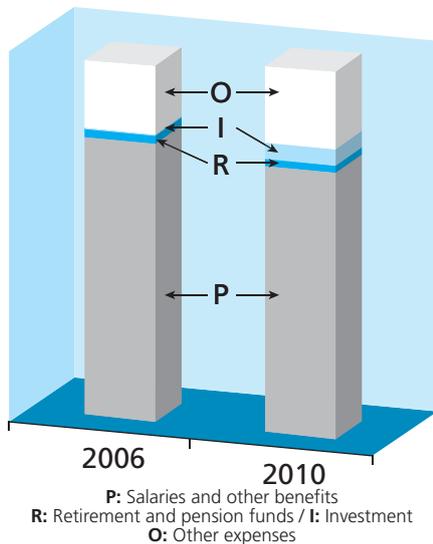
Source: Compilation based on the Political Constitution, *Ley orgánica de la administración pública federal* (DOF 1976/12/29. Last amendment: DOF 2009/06/17), *Ley orgánica de la Armada de México* (DOF 2002/12/30. Last amendment: DOF 2009/06/12), *Ley orgánica del Ejército y la Fuerza Aérea* (DOF 1986/12/26. Last amendment: DOF 2009/06/12), and *Ley de seguridad nacional* (DOF 2005/01/31. Last amendment: DOF 2005/12/26).

## The Budget

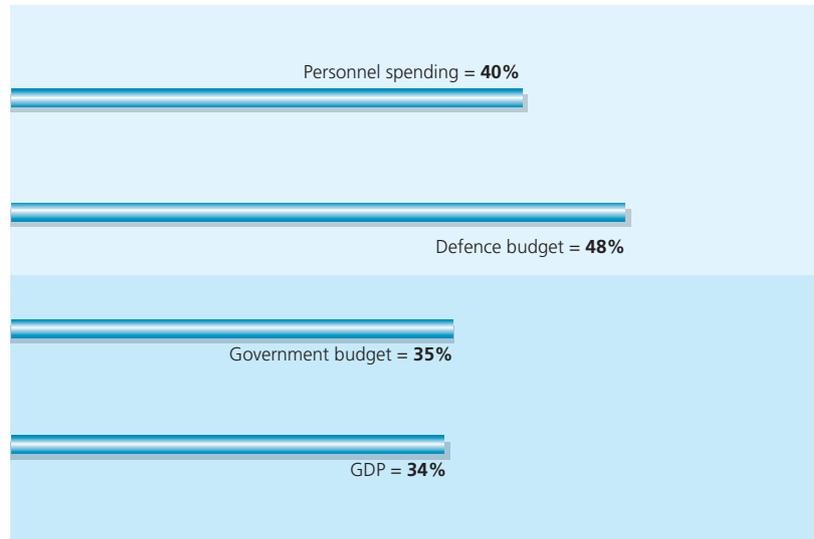
Year	Defence Budget (in US\$)	Government Budget (in US\$)	GDP (in US\$)
2006	3,288,106,264	136,687,280,283	743,073,000,000
2007	4,184,285,440	150,591,242,067	886,441,000,000
2008	4,706,150,462	173,350,821,168	949,576,000,000
2009	4,681,259,477	170,865,419,735	866,336,000,000
2010	4,875,854,577	184,312,515,198	995,918,000,000



**Defence Budget Breakdown**



**Comparative Increase (% variation 2006-2010)**

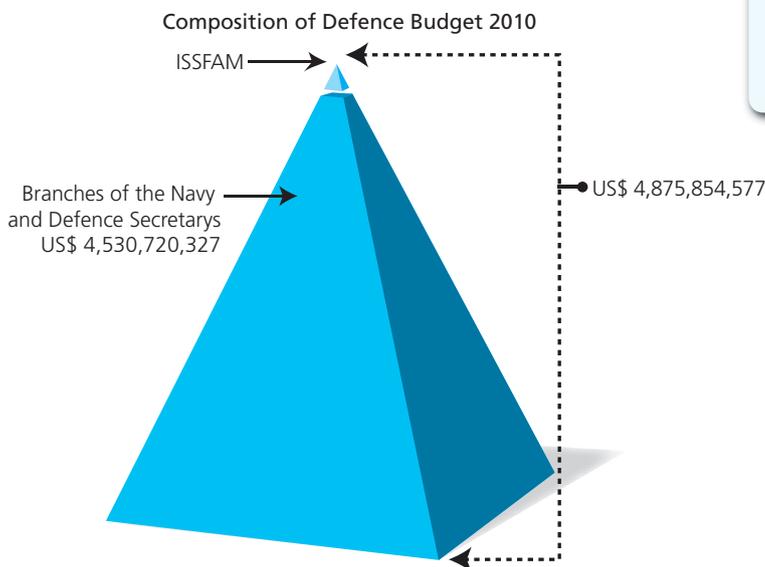


**Defence Budget 2010 (in Local Currency)**

Branches*	Personnel Services	Materials and Supplies **	Other Expenses	Investment	TOTAL
<b>Secretary of Defence Programme</b>					
Command of the Mexican Air Force	2,177,667,354	871,147,705	0	1,439,000,000	4,487,815,059
National Defence Staff	3,327,254,269	440,401,082	0	0	3,767,655,351
Military Regional Commands	19,655,633,318	2,826,325,949	79,434,000	0	22,561,393,267
Military Industry General Directorate	468,979,011	306,696,193	0	0	775,675,204
General Audit of the Military Justice	186,704,345	13,660,393	0	0	200,364,738
Presidency of the Military Supreme Military Tribunal	103,853,204	3,812,208	0	0	107,665,412
Army and Air Force College General Directorate Military Education and President's Office	1,054,356,942	101,968,736	243,696,000	0	1,400,021,678
General Directorate of Health	3,057,983,857	1,160,660,817	0	0	4,218,644,674
Other General Directorates***	4,984,982,339	1,128,187,589	0	5,000	6,113,174,928
<b>Navy Programme</b>					
Board of Admirals	14,107,653	273,750	0	0	14,381,403
Naval Board	9,020,969	175,200	0	0	9,196,169
Navy General Staff	368,146,274	33,135,000	0	172,300,000	573,581,274
Naval Forces, Regions, Zones and Sectors	8,299,851,245	662,093,215	0	0	8,961,944,460
General Directorate of Naval Constructions	183,238,622	125,444,400	0	404,895,091	713,578,113
General Directorate of Investments and Development	169,262,093	77,378,000	5,550,000	0	252,190,093
Other General Directorates****	2,529,363,116	1,916,137,410	86,341,600	642,304,909	5,174,147,035
Secretary*****	232,490,546	60,360,100	0	0	292,850,646
<b>Institute of Social Security (ISSFAM)</b>	233,505,470	2,307,341,224	1,257,562,000	743,558,040	4,541,966,734
<b>TOTAL</b>	<b>47,056,400,627</b>	<b>12,035,198,971</b>	<b>1,672,583,600</b>	<b>3,402,063,040</b>	<b>64,166,246,238</b>

\* Responsible units.  
 \*\* It includes 10,189,746 Pesos for allowances granted by the ISSFAM.  
 \*\*\* Administration, Factories of Outfits and Equipment, Engineers, Social Communication, Human Rights and Information Technology.  
 \*\*\*\* Administration and Finance, Services and Human Resources.  
 \*\*\*\*\* Includes responsible units of Under-Secretary, General Administration, Juridical Unit, General Inspection and Control.

The main contracts entered into for military acquisitions in 2010 are broken down as follows:  
 - Secretary of Defence: US\$ 260,675,300  
 - Secretary of the Navy: US\$ 65,200,000  
 Said amounts represent 6.7% of the budget allocated to defence.



**Source:** Compilation based on *Ley de presupuesto de egresos de la Federación 2006, 2007, 2008, 2009 and 2010*. The State Budget passed by the Congress by means of the above mentioned Act is considered herein. The concept of investment is that expressed in "Investment". Acquisitions: *Cuarto Informe de Labores de la Secretaría de la Defensa Nacional, 2010* and *Informe de Finanzas Públicas y Deuda Pública* Secretary of Economy and Public Safety. It includes the contracts with the companies EADS CASA, EUROCOPTER and International Air Electronics (Aero Electrónica Interacional). The amount expressed for the Secretary of the Navy corresponds to the loan secured to refinance debts arising from the acquisition of 5 C-295 airplanes and 2 CN-235 airplanes. Information as of August 3rd, 2010.  
 GDP: Projection of the World Economic Outlook Database, IMF, of each year under review. This source has been taken for comparative purposes. Each country prepares the budget based on its own GDP estimation. The dollar value considered corresponds to the exchange rate determined by the World Economic Outlook Database, IMF, for each year under consideration. As of July, the 2010 exchange rate average is 12.69 Pesos, based on the data provided by the Central Bank of Mexico. For further calculations, figures are provided in local currency.  
 Expressions in Bold Type (Table) make reference to the various defence budget items, which can be found in a sector-based or institutional classification of the Budget Act.

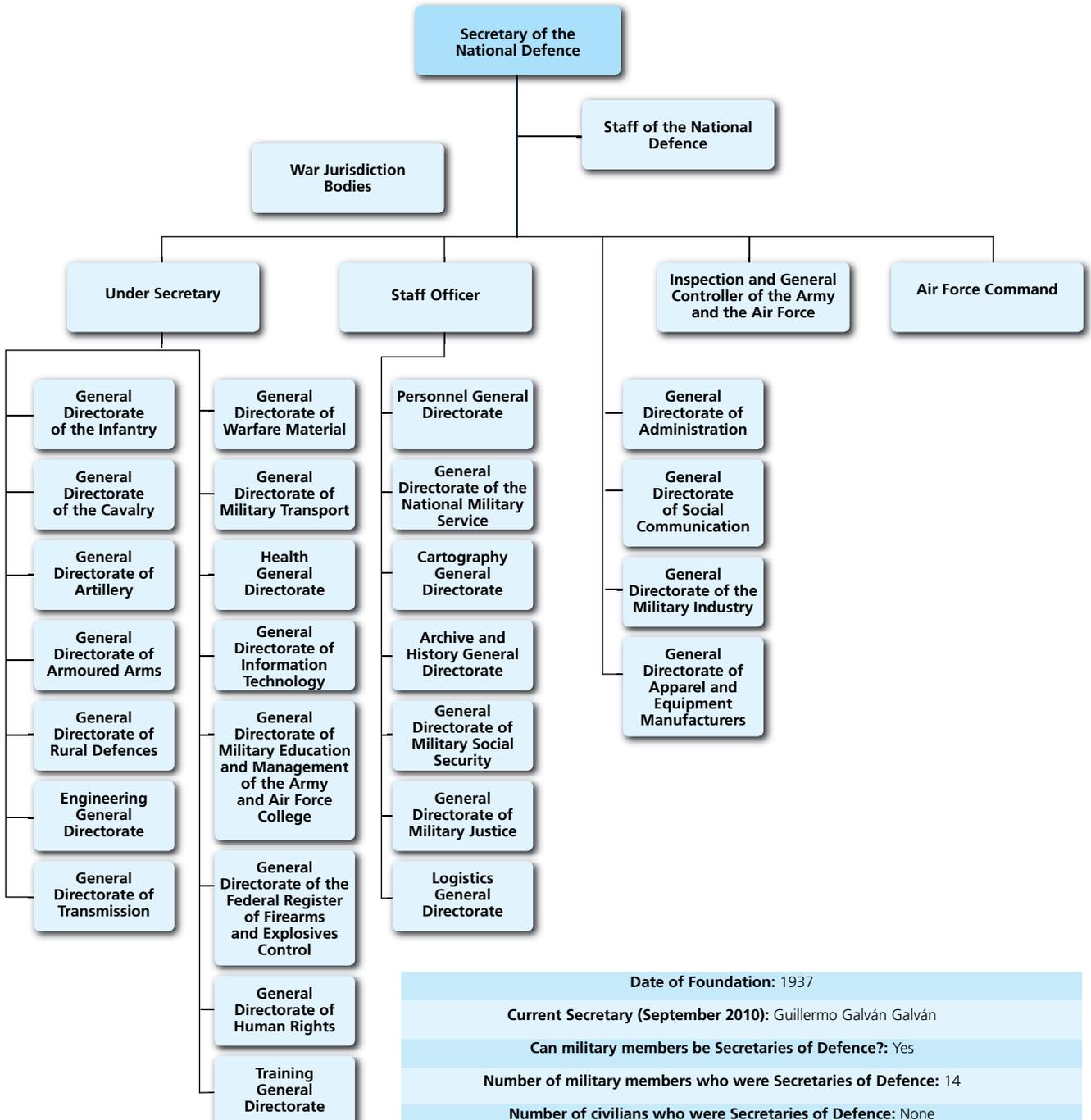


**The Secretary of National Defence**

**Responsibility:**

The Secretary of National Defence exercises the High Command of the Army and the Air Force; is responsible for organizing, equipping, educating, training, instructing and managing the Ground and Air Forces, in conformity with the instructions issued by the President of the Republic. (Ley orgánica del Ejército y la Fuerza Aérea, DOF 1986/12/26. Last amendment: DOF 2009/06/12, Sec. 16 and 17)

**Organization Chart**



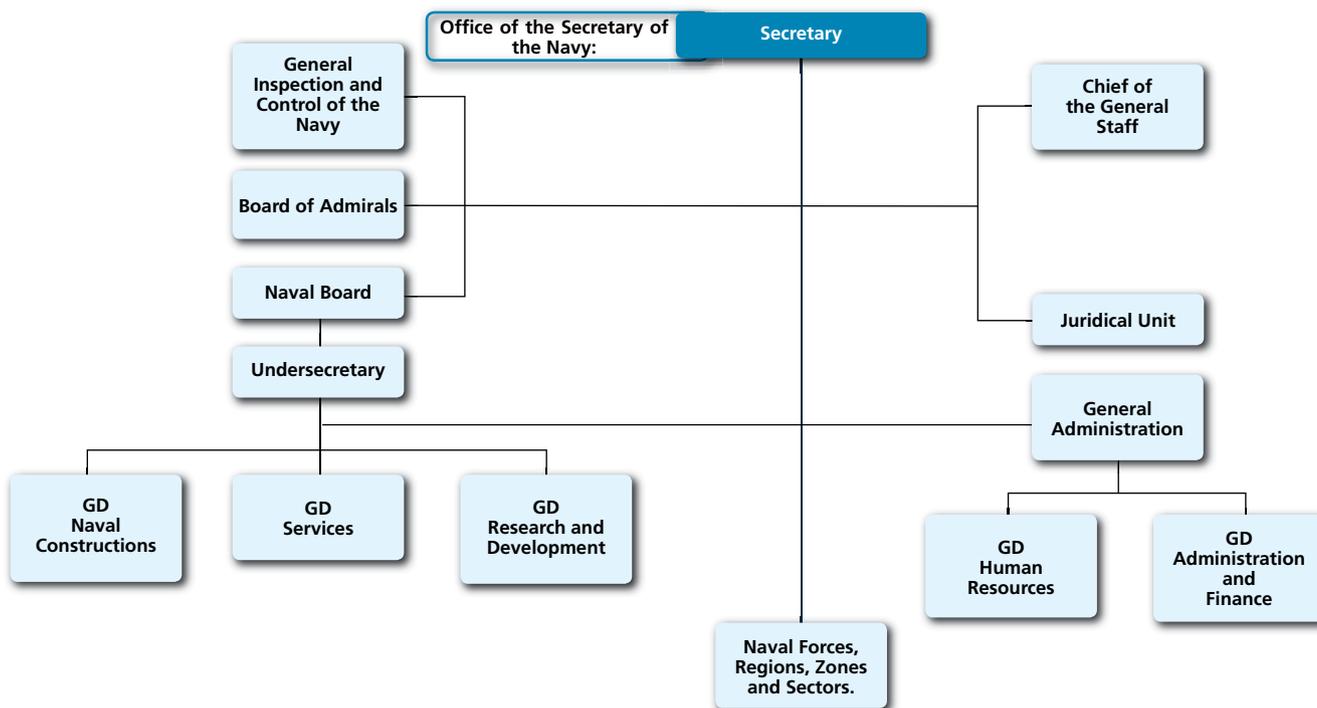
<b>Date of Foundation:</b> 1937
<b>Current Secretary (September 2010):</b> Guillermo Galván Galván
<b>Can military members be Secretaries of Defence?:</b> Yes
<b>Number of military members who were Secretaries of Defence:</b> 14
<b>Number of civilians who were Secretaries of Defence:</b> None
<b>Have there been any women in charge of the Secretary of Defence?:</b> No
<b>Average permanence in the Secretary of Defence position:</b> 4 years and 11 months

Source: Compilation based on the information provided by the Secretary of National Defence.

**The Secretary of The Navy**

The Secretary of the Navy exercises the high commands of the Mexican Navy (*Ley orgánica de la Armada de México*, DOF 2002/12/30. Last amendment: DOF 2009/06/12, sec. 7)

**Organisation Chart**



<b>Date of Foundation:</b> 1940
<b>Current Secretary (September 2010):</b> Francisco Saynez Mendoza
<b>Can military members be Secretaries of the Navy?:</b> Yes
<b>Number of military members who were Secretaries of the Navy:</b> 15
<b>Number of civilians who were Secretaries:</b> 3
<b>Have there been any women in charge of the Secretary?:</b> No
<b>Average permanence in the Secretary position:</b> 3 years and 8 months

Source: Compilation based on the information provided by the Secretary of the Navy.

**Meetings among Staffs of the National Defence, the Air Force and the General Staff of the Navy**

2008	2009	2010
3 meetings	4 meetings	3 meetings

**Interoperational Capacity**

For the purpose of ensuring national security and taking into account the limiting strategic factor that the separation of the military component into two State Secretaries represents; an increase in cooperation and coordination mechanisms related to interests common to the Secretary of National Defence and the Secretary of the Navy were taken into consideration.

**Army and Air Force personnel who attended courses at naval facilities**

2008		2009		2010	
13 Courses	Officers 18 Troops 8	9 Courses	Officers 11 Troops 46	12 Courses	Officers 17 Troops 22

**Naval Personnel who attended courses at Army and Air Force facilities**

2008		2009		2010	
7 Courses	Officers 18 Troops 15	38 Courses	Officers 61 Troops 48	33 Courses	Officers 32 Troops 137

Source: *Tercer Informe de Labores*, Secretary of National Defence, 2009; *Cuarto Informe de Labores*, Secretary of National Defence, 2010; *Tercer Informe de Labores*, Secretary of the Navy, 2009.



**Political Definitions**

**Policy Guidelines**

**Sector Plans**

**National Lines of Development. Main Objectives related to the Armed Forces**

**Rule of Law and Security**

Defence of the national sovereignty and territorial integrity:  
 - Guarantee national security and preserve the physical integrity and heritage of the Mexican people over any other interest.  
 - Ensuring the country's national integrity is fundamental for Mexico's progress. The country's borders, waters and coastlines must not serve as a route for crime. The geological makeup of the land and climate conditions of the different regions, as well as natural phenomena such as earthquakes, storms, cyclones, floods, and forest fires pose a permanent risk to the safety of the people.

**Strategies:**

- Strengthen the Armed Forces' capabilities by the updating, training, and modernization of their equipment, so as to ensure the effective protection of the national territory and waters, land and maritime borders, natural resources, airspace and strategic facilities.
- Within the framework of the National Civil Protection System, strengthen coordination of the Armed Forces and state and municipal governments in the development, execution and conduct of the corresponding emergency plans.

**Border Security:**

- Safeguard border security, as well as the integrity and respect for human rights of both its inhabitants and immigrants: focusing on the reorganization of the borders so that these regions can become more thriving and safer places. Borders must be the gateways to development, not to crime.

**Strategies:**

- Establish combined police units integrated by the Federal Prevention Police and border and state police to guarantee, with the support of the Armed Forces, the safety of the Mexican people and all border area inhabitants.
- Create channels for information and strategy exchange in areas of border security.

**Organized Crime:**

- Recover the strength of the State and security for the smooth cohabitation of the community, through a frontal and effective fight against drug trafficking and other forms of organized crime.

**Objectives and Strategies. Office of the Secretary of Defence**

- Focus primarily on human resources as the fundamental pillars of the institution:
  - Improve living standards of military personnel and their beneficiaries, as well as motivate and strengthen their ethics and morale.
  - Upgrade structures and administrative processes, ensuring the efficient use of available personnel.
- Improve operational efficiency of the Mexican Army and Air Force:
  - Optimize structures and administrative processes, ensuring efficient use of materiel and financial resources.
  - Modify military training, under the philosophical principle of "training for the test," by applying two instruments: task/s that are the object of execution-oriented training; and instruction/evaluation schemes, through which training missions (tactical exercises) are carried out.
  - Consolidate military education, so that the cadre may be nurtured by professional military officers and strong military values and virtues.
  - Strengthen logistics support to provide services and functions carried out for the benefit of units, sections and facilities.
  - Update military doctrine and strengthen technological research and development.
  - Consolidate interoperability, coordination and cooperation actions with the Secretary of the Navy.
- Ensure national defence and support Mexico's foreign policy.
  - Promote policymaking and the application of a national defence policy that supports and ensures gradual development and integration of the armed apparatus.
  - Contribute to guaranteeing the Federations' external defence against any opposition that may threaten national security.
  - Strengthen national airspace surveillance coverage and capacity to respond to events affecting citizen security and the integrity of the national territory.
  - Support actions aimed at protecting North and South borders.
  - Optimize security of the country's strategic facilities, with the purpose of preserving the basic structure for national development.
  - Support Mexico's projection in the international arena to contribute to national efforts in terms of security and the defence of sovereignty.
  - Strengthen bilateral relations, at the Secretarial level, with military forces of other nations.
  - Contribute to actions taken by the Government of the Republic to support countries exposed to natural disasters or human-caused catastrophes.
- Support homeland security policies, within a framework of respect for the rule of law.
  - Improve operational schemes in the comprehensive fight against drug trafficking.
  - Contribute to activities performed by law enforcement agencies.
  - Cooperate for the maintenance of the Rule of Law by limiting the actions of armed groups across the national territory.
  - Strengthen capacities for the implementation of the Federal Law of Firearms and Explosives.
- Carry out social actions to strengthen and contribute to the country's growth

- and support people's living conditions.
- Strengthen the national identity as an essential value for the integral development of the Mexican State.
  - Contribute to building social welfare conditions in the most vulnerable areas of the country.
  - Actively participate in environmental protection programs.
  - Strengthen capacities for the elaboration, execution and conduct of the Defence against Natural Disasters Plan (Plan DN-III-E).
- Promote civil-military relations within a democratic and transparent structure, under a system of accountability.
    - Promote greater closeness between the Powers of the Union and the people in general.
    - Promote measures aimed at improving management, and contribute to an efficient, effective and transparent performance, and the strengthening of the culture on human rights and international humanitarian law.
    - Establish a social communication policy to reflect an image of the Mexican Army and Air Force that is in line with the activities performed.

**Objectives and Strategies. Office of the Secretary of the Navy**

- Protect national maritime interests.
  - Strengthen the operational capacity of the Federation's Naval Power to help ensure national security and peace, and defend the country's sovereignty and integrity to guarantee the viability of both State and democracy.
  - Optimize naval operation development to improve maritime security.
- Apply Rule of Law in national waters and coastlines.
  - Guarantee security and control of Mexico's seas and coastlines, so as to enforce constitutional order and prevent the use of these routes in drug trafficking and organized crime activities.
  - Develop and acquire the necessary technology, equipment and systems to improve intelligence collection against drug trafficking, organized crime and terrorism.
- Ensure the physical safety of people in the seas and coasts of Mexico.
  - Increase the resources, mechanisms, and professionalism of naval personnel, so as to effectively protect human life at sea and help population in the event and at the place of disaster.
- Contribute to Mexico's sustainable maritime development.
  - Create synergies with stakeholders and entities with concerns in the maritime scenario, so as to contribute to navigation safety and shipping development.
  - Contribute to the protection of ecosystems in the marine environment, which allow sustainable development of socio-economic projects.
- Improve people's trust towards the Secretary.
  - Increase professionalism, physical, mental and moral conditions of naval personnel towards the efficient performance of navy operations in benefit of the service this institution provides for the Nation.
  - Promote and disseminate knowledge of citizens as regards activities performed by the Mexican Navy (SEMAR), so as to strengthen people's trust in the institution.

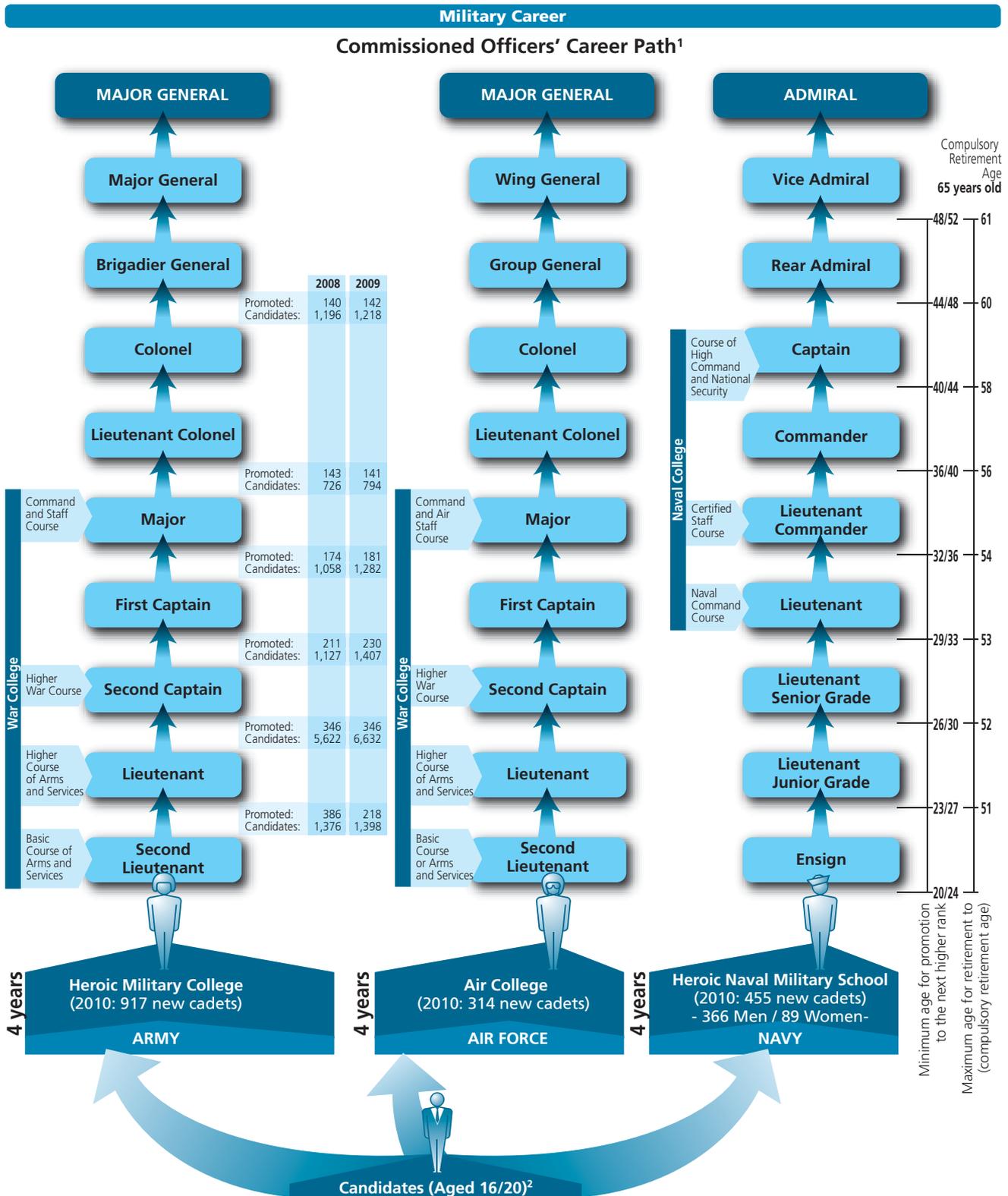
**Source:** *Plan Nacional de Desarrollo 2007-2012, Programa Sectorial de la Defensa Nacional 2007-2012* (Secretary of National Defence) and *Programa Sectorial de Marina 2007-2012* (Secretary of the Navy).

Mexico published the *Libro del Ejército y Fuerza Aérea Mexicanos* (Mexican Army and Air Force Book) in 2005.

1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
✘	✘	✘	✘	✘	✘	✘	✘	✘	✘	✘	✘	✘
◊		◊	◊	◊	◊	◊	◊	◊	◊	◊	◊	◊
	★			★	★	★				★	★	★

Register of Conventional Arms: ✘ Register of Military Expenditures: ◊ Implementation of Confidence and Security Building Measures: ★

**Source:** Compilation based on reports submitted to the United Nations Register of Conventional Arms and the United Nations Instrument for Reporting Military Expenditures and reports submitted to the OAS on the Implementation of Confidence and Security-Building Measures.



<sup>1</sup> Command corps includes officers who have been educated at military academies from the beginning of their professional careers. The graph makes a theoretical reconstruction of officers' promotion through the completion of mandatory courses. Further requirements for promotion have not been considered. In the case of the Army and the Air Force, the number of officers that applied and got promoted to the next higher rank in 2008 and 2009 is shown.

<sup>2</sup> Ages 16-20 years have been considered for comparative purposes. Entry age varies depending on the service: Army 16-20 years old, Naval Force 15-18 years old, Air Force 16-20 years of age. The minimum age for promotion will depend on the age of graduation from the military education institution

**Source:** Compilation based on *Ley de ascensos de la Armada de México* (DOF 2004/06/25. Last amendment: DOF 2010/08/27), *Ley orgánica de la Armada de México* (DOF 2002/12/30. Last amendment: DOF 2009/06/12), *Ley de ascensos y recompensas del Ejército y Fuerza Aérea* (DOF 2003/10/30. Last amendment: DOF 2009/06/12), *Ley orgánica del Ejército y la Fuerza Aérea* (DOF 1986/12/26. Last amendment : DOF 2009/06/12), *Ley del instituto de seguridad social para las Fuerzas Armadas* (DOF 2003/07/09. Last amendment: DOF 2008/11/20). New cadets: Information provided by the Secretary of National Defence and the Secretary of the Navy.



## The Armed Forces

### General Mission

Defend the integrity, independence and sovereignty of the Nation, guarantee internal security and external defence. Help civilian citizens in cases of public necessity; carry out civic and social work aimed at the country's progress and in case of disaster, aid in keeping public order, assistance to the people and their assets as well as with reconstruction of affected areas. Make use of the Federation's naval power for external defence, and render assistance for the country's internal security. (Ley Orgánica del Ejército y Fuerza Aérea Mexicanos, DOF 1986/12/26, Sec. 1 and Ley Orgánica de la Armada de México, DOF 2002/12/30, Sec. 1)

### Specific Missions

#### Navy

- Defend the integrity, independence and sovereignty of the Nation.
- Use the naval power of the Federation for providing external defence and contributing to the internal security of the country.

#### Army

- Defend the integrity, independence and sovereignty of the Nation.
- Guarantee internal security.
- Provide assistance to civilians in case of public need.
- Carry out civic actions and social work to support the growth of the country.
- In case of disaster, provide assistance to maintain the order, help people and their assets and rebuild affected areas.

#### Air Force

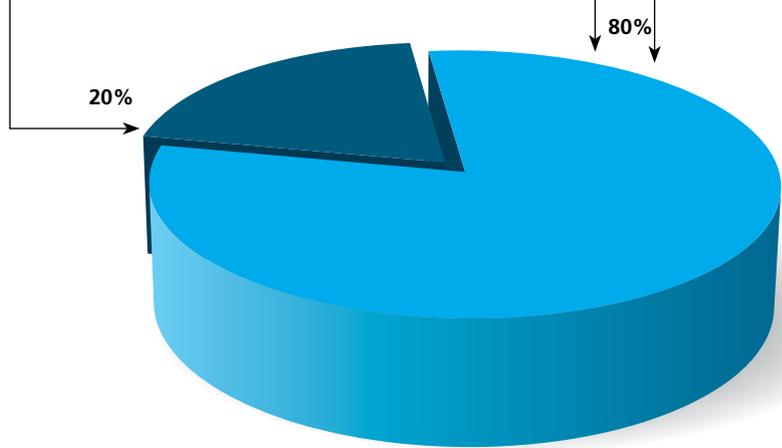
- Defend the integrity, independence and sovereignty of the Nation.
- Guarantee internal security.
- Provide assistance to civilians in cases of public necessity.
- Carry out civic actions and social work to support the growth of the country.
- In cases of disaster, provide assistance to maintain the order, aid the people and their assets and rebuild affected areas.

**Total Strength: 258,439**

	
<b>Officers:</b>	
<b>M</b> 10,391	2,416 <b>W</b>
<b>Classes:</b>	
<b>M</b> 22,174	4,059 <b>W</b>
<b>Crews:</b>	
<b>M</b> 12,152	1,234 <b>W</b>
<b>M</b> 85.30%	14.70 % <b>W</b>
<b>Total: 52,426</b>	

	
<b>Officers:</b>	
<b>M</b> 34,231	3,217 <b>W</b>
<b>Non-commissioned Officers and Troops:</b>	
<b>M</b> 161,548	7,017 <b>W</b>
<b>M</b> 95.03 %	4.97 % <b>W</b>
<b>Total: 206,013</b>	

**Army: 198,311**  
**Air Force: 7,702**

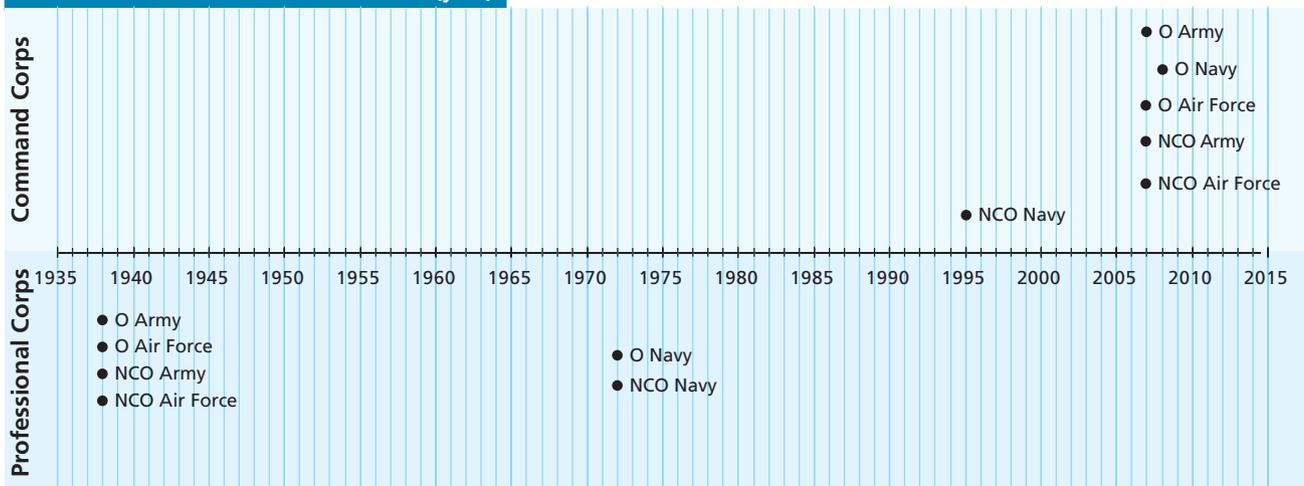


M: Men / W: Women

Source: Ley orgánica del Ejército y la Fuerza Aérea (DOF 1986/12/26. Last amendment: DOF 2009/06/12) and Ley orgánica de la Armada de México (DOF 2002/12/30, Last amendment: DOF 12/06/2009) (missions) and information provided by Secretary of National Defence and Secretary of the Navy (regular force).

### Women in the Armed Forces

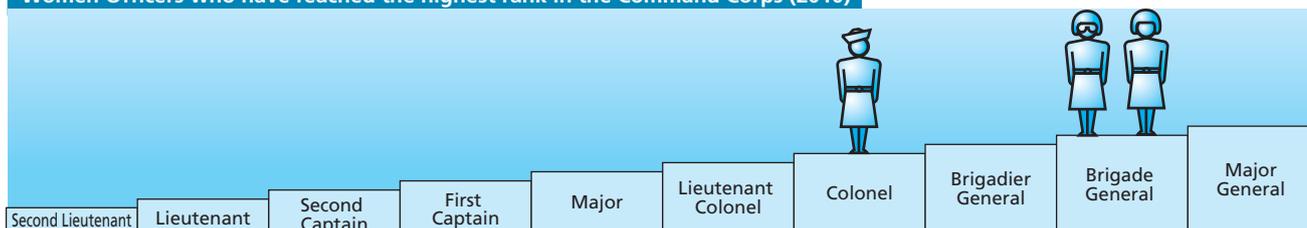
#### Women's Admission to the Armed Forces (year)



O: Officers - NCO: Non-commissioned Officers

**Note:** The Command corps includes officers who have been educated at military academies from the beginning of their professional careers. The Professional corps refers to those who develop a career in the civilian sphere and are then incorporated to the armed forces.

#### Women Officers who have reached the highest rank in the Command Corps (2010)



**Note:** These ranks correspond to the Army, as an example. The equivalent rank for Lieutenant Colonel is Commander (Navy) and for Brigade General is Wing General (Air Force). Women within the command corps of the three forces are under the instruction period. The highest ranks refer to female officers of the professional corps

6.94% (17,943) of the total Armed Forces are women.

**Source:** Information provided by the Secretary of National Defence and the Secretary of the Navy and Project 07-184 Global Peace and Security Fund – Resdal.

### Military Service

In Mexico, there are 2 alternatives for recruitment: the voluntary and conscription system (National Military Service).

The voluntary modality consists in recruiting personnel who spontaneously want to join the Military Service. The duration of the voluntary contracts is determined and shall never exceed three years in the arms or services, or five years in the assistant class.

- The National Military Service (SMN) is compulsory for all male citizens and lasts one year. Women can voluntarily participate. There are two modalities:

- **enrolled personnel:** they attend Saturday training sessions without receiving any monetary compensation;

- **stand by personnel:** they do not carry out Saturday training activities, they are just registered for the authorities' knowledge and control.

In the SMN framework, 4,558 women voluntarily took part in the Military Training Programme from September 2008 and August 2009.

Number of candidates that joined the voluntary military service. Army and Air Force	
2009	Total: 13,359
2010	Total: 8,499

SEDENA - SMN	
2009	
Recruited Personnel	
Enrolled	Stand by
63,980	363,262
2010	
Recruited Personnel	
Enrolled	Stand by
62,959	374,347

SEMAR – SMN		2009			
Location	Annual Vacant (Men)	Beginners		Graduates	
		Women	Men	Women	Men
Baja California	250	0	111	0	56
Baja California Sur	430	0	219	0	162
Campeche	550	1	423	1	284
Chiapas	300	0	157	0	102
Colima	400	0	224	0	157
Guerrero	300	0	200	0	130
Jalisco	200	0	121	0	68
México, D.F.	1,000	0	811	0	539
Michoacán	350	0	84	0	66
Oaxaca	300	0	163	0	120
Quintana Roo	300	0	129	0	98
Sinaloa	250	0	227	0	150
Sonora	200	1	94	1	34
Tamaulipas	1,200	1	883	1	432
Veracruz	1,100	8	733	8	442
Yucatán	250	0	194	0	94
<b>TOTAL</b>	<b>7,380</b>	<b>11</b>	<b>4,773</b>	<b>11</b>	<b>2,934</b>

**Source:** Information provided by the Secretary of the Navy and the Secretary of National Defence.



**Defence and National and International Community**

**Drug Trafficking and Organized Crime**

Drug trafficking and organized crime events are considered to be threats to the internal order that exceed the response capacity of Public Security Forces. For that reason, the Secretaries play an active role in the national public security system, cooperating with the three government level authorities. The regulatory framework supporting the Integral Fight against Drug Trafficking and Organized Crime is comprised within the 2007-2012 National Plan of Development, the Integral Strategy against Drug Trafficking of the Mexican State and Sector-based Programmes of the National Defence and the Navy, where guidance is established to strengthen cooperation and coordination at a national level.

**Secretariat of the Navy, Operation Inflexible**

Counter-narcotics operations to fight illicit drug trafficking in Mexican maritime areas, through the implementation of actions to combat drug-trafficking and organized crime in the most vulnerable regions with a higher incidence of illegal activities.

Counter-Narcotics Operations (September 2008 - July 2009)	
11,950 operations	
8,118 naval elements (average monthly involvement)	
39,699,006 marihuana plants eradicated	
2,873,481 poppy plants eradicated	
Securing of 30,432,904 kilograms of marihuana	
Securing of 21,795.618 kilograms of cocaine	
Seizures: 29 hand arms, 46 long arms, 21 vessels, 49 ground vehicles	

**Decentralization Programme (SEDENA)**

As per the 2007-2012 Guidance for the Integral Fight against Drug Trafficking (*Directiva para el Combate Integral al Narcotráfico*), the High Command has granted the commanders of each military region the power to implement and conduct high impact regional operations. Following this concept, commanders of each jurisdiction are free to use the resources made available for that purpose; this condition has allowed the timely deployment of troops in critical areas and points.

Destructions September 2008 - August 2010 (SEDENA)					
Concept	Hectares		Unprocessed Marijuana (Kg)	Seed (Kg.)	
	Marijuana	Poppy		Marijuana	Poppy
High impact	21,219	22,709	1,650,148	13,077	3,864
Regional	1,078	776	57,152	1,291	64
Occasional actions	10,991	6,346	656,204	15,583	1,712
<b>Total</b>	<b>33,288</b>	<b>29,831</b>	<b>2,363,504</b>	<b>29,951</b>	<b>5,640</b>

Operations Against Organized Crime (SEMAL)	
2008	January – June 2009
13,705	16,757

Joint Operations	
September 2008 - July 2009	
Operations	17,148
Monthly troops (average)	3,642

**Combined Operation Bases**

Combined Operation Bases are inter-institutional forces which carry out mobile or stationary surveillance operations with the aim of fighting crime in high risk areas which present a significantly high level of public insecurity.

Said bases consist of troops from the jurisdictional operating units of the military zones, agents from the Federal Public and Common Ministry, manpower from the Ministerial Federal Police, ministerial police personnel, and preventive state agents, with their respective vehicles. As of 2010, 944 Combined Operation Bases were implemented with 21,939 military troops and 6,765 civilians, supported by 2,129 military vehicles.

Source: Information provided by the Secretary of National Defence and the Secretary of Navy, *Tercer Informe de Labores*, Secretary of National Defence, 2009; *Cuarto Informe de Labores*, Secretary of National Defence, 2010; *Tercer Informe de Labores*, Secretary of Navy, 2009.

### Protection of Strategic Facilities.

SEMAR September 2008 - August 2009	
Patrolling	25,057
Elements deployed	1,120

SEDENA September 2009 - August 2010	
Patrolling	12,512
Elements deployed	126,543

### Support Activities

The 2007-2012 National Plan of Development sets out, within the framework of the national civil protection system, the reinforcement of the cooperation among the Armed Forces, the State Governments and the Municipalities to elaborate, execute and conduct aid plans.

The Support Force in Cases of Disaster is a body created for the purpose of increasing the response capacity of operation units. It makes available a force capable of acting in any area of the national territory, before, during or after a catastrophic event.

Activities are conducted to cope with winter conditions, forestall and urban fires, tropical systems, floods, heavy rains, seismic activity, chemical leaks and explosions.

#### DN-II-E Aid Plan for Civil Population, Secretary of the National Defence (SEDENA)

During the Plan, in 2009, aid was provided to the population involved in the disasters caused by 3 hurricanes, 274 forestall fires, and low temperatures during winter season. Medical care, food supply and debris removal activities were carried out, jointly with evacuation operations.

DN-III-E	Troops	Evacuated Persons	Patients
Hurricanes (Andrés, Jimena, Rick)	4,190	7,450	164,566
Winter season	518	-	-
Fires (274)	10,199	-	-
TOTAL	14,907	7,450	164,566

#### Navy Plan (Plan Marina), Secretary of the Navy (SEMAR)

The 2009 plan included a series of support activities for the community due to natural disasters related to hurricanes, floods and overflows. The assistance consisted in the delivery of 70,671 luncheons and food rations, 1,015,525 litres of water, 14,371 basic items such as mats and cleaning equipment, 777 patients were taken care of and roads and access pathways were put back in service.

Navy Plan (Plan Marina)	Troops	Evacuated Persons	Assisted Communities
Hurricanes (Jimena, IDA, Rick)	2,322	4,908	78
Overflows	58	61	7
Floods	351	3,700	103
TOTAL	2,731	8,669	188

### External Radiological Emergency Plan (PERE)

The purpose of this plan is to provide support to the civil population, in cooperation and coordination with other departments of the External Radiological Emergency Programme Committee (COOPERE), in the event of an emergency at Laguna Verde Nuclear Electric Plant, located in Alto Lencero.

### Social Work

The Social Work activities are developed in coordination with federal, state and municipal entities with the aim of supporting the isolated or underprivileged civil population living in rural areas or marginal suburbs or, which due to their location, has no access to basic services.

Support provided (SEDENA)	
September 2008 - August 2010	
Military personnel	4,278
Biological supplied	130,191

Social Work (SEMAR)	
September 2008 - August 2009	
Beneficiaries	3,544
Biological supplied	42,450

#### Humanitarian Aid in Haiti

From January 14th to May 15th, 2010, a Mexico-Haiti/Haiti-Mexico air bridge was implemented as part of the operations carried out by the Federal Government of Mexico to provide support to the Republic of Haiti. Shipments included 259 military personnel of the Humanitarian Aid Service Group, 530 civilians, 787,200 warm food portions, 146,200 luncheons, 497 patients checked, 114 medical treatments and 82,700 litres of water. Likewise, donations amounted to 411 campaign tents, 42 camp beds, cooking elements, and one communal kitchen with spares and utensils.

#### International Humanitarian Aid

From October 15th to 30th, 2008, 87.2 tons of food, medicines and support equipment were sent to the Republic of Cuba and the Republic of Haiti, as part of the support provided by the Mexican Federal Government.

- In La Habana, Cuba, 40.2 tons of food were delivered.
- In Port-au-Prince, Haiti, 30 tons of food and 6.3 tons of medicines were delivered.

Source: *Tercer Informe de Labores*, Secretary of National Defence, 2009; *Cuarto Informe de Labores*, Secretary of National Defence, 2010; *Tercer Informe de Labores*, Secretary of the Navy, 2009.



## Analisis:

# “War” on Drugs

**Jesús Aranda Terrones**

*La Jornada, Mexico*

A few days after taking office in Mexico in December 2006, President Felipe Calderon declared “war” to drug trafficking. Knowing that the agencies constitutionally in charge of fighting this crime -the Republic’s General Attorney (PGR) and the Federal Secretariat for Public Security (SSP) - lacked any operational, material or human capability to counter a challenge of this magnitude, Calderon resorted to the “last line” the Mexican State has to face external threats and ensure internal security: the armed forces.

But then again, neither the Army nor the Navy of Mexico was prepared to take up this mission. The announcement was made by Calderon in his capacity as the Supreme Commander of the Armed Forces, and high army and navy ranks found themselves obligated to prepare at forced march to attain the one objective that became their main endeavor: fight against drug trafficking and organized crime.

Soldiers shifted from the first priority activity they had since the sixties of the past century, to the destruction of marijuana and poppy plantations and the implementation of “high profile” raids in cities including Michoacán, Baja California, Chihuahua, Tamaulipas y Sinaloa --initially-- where various soldier units (counting up to over five thousand soldiers in some places) performed public security duties, patrolled streets, established check points and conducted intelligence tasks to seize drug cargoes and drug traffickers.

Before this administration, some 20,000 soldiers used to take part in daily operations aimed at destroying illicit plantations. Participation in high profile raids required 50,000 troops on a daily basis and, in 2010, the total number of soldiers reached 97,000. These figures mean that almost half of the Mexican military is now involved in the fight against drug traffic.

In the case of the Department of the Navy, the number is not so high; only 20% of the Navy’s 50,000 men participate in operations against organized crime. The task of these officers in this fight, however, has diversified over the last six years. Now, they are entrusted with preventing drug entry from the sea; they have a leading role in the inspection of ships arriving at Mexican ports, seizing dozens of tons of cocaine coming from South America on cargo container ships; and they destroy drug plantations grown in territories more and more removed from coastal lands. They are also involved in so-called “surgical operations” --so dubbed by Admiral Secretary Mariano Francisco Saynez Mendoza-- devised to deter drug dealers, seize weapons and drugs. The death of the “lord of lords” --one of Mexico’s leading drug dealers-- occurred in December 2009 after an action by the Navy’s elite corps, positioned navy officers in the line of combat against organized crime.

Against this backdrop and forced by the circumstances, the armed forces, supported by legal theories approved by the National Supreme Court of Justice in 1996

which empowered the Army to perform law enforcement activities in aid of civilian authorities, took control over the crackdown on drug trade and went from being mere collaborators of the public ministry –as per constitutional mandate- to directly lead investigation and prosecution efforts against this crime. The Army, however, has paid a high price. Over the last few years, the desertion rate has reached 10% of the total strength; more than 100 military officers have been killed in anti-drug raids over the last three years; soldiers are increasingly worn out, both physically and morally, since most of them are away from home for periods exceeding three months destroying drug plantations or taking part in “high profile” operations -- a fact that has undermined the “esprit de corps” of many.

The Mexican Navy has been more conscious about this aspect, as proven by high rank orders to not keep soldiers away from their bases and families for longer than one month. Interestingly, however, this effort and commitment by the armed forces has also translated into growing reports of human right violations by soldiers and the ever increasing demand to have soldiers back to their quarters.

From December 2006 to June 2010, President Calderón’s administration, through the National Defence Secretariat (SEDENA) has received 3,430 complaints for alleged breach of individual warranties by the military, 51 of which have led to issuing discharge recommendations. In the period 2007-2009 the fight against drug traffic has led the Army to pay more than 8 million Mexican pesos (over US\$650,000) in compensations for the deaths of 24 innocent civilians –five of them under age- injuries, damages and medical services arising from raids conducted in different locations throughout the country. In addition, the number of innocent civilians killed by soldiers has raised irate demands from several social sectors and non-governmental organizations requiring the amendment of military court system, so that crimes committed by the military against civilians may be prosecuted in ordinary courts.

So far the criterion has been to consider that this type of crimes were committed “in the line of duty” and, therefore, should be prosecuted by military courts. The lack of transparency in the way soldiers stand trial, the vagueness surrounding investigations and the lack of information on criminal proceedings have led to disbelief in the military justice and favored an overall perception that crimes committed by soldiers go unpunished. Social organizations have advocated for legislation reform that clearly establishes that crimes perpetrated by the military against civilians are to be prosecuted in civilian courts. The federal admini-

nistration has vowed to consider this issue, while the Government’s Secretariat has also pledged to raise it at the legislative sessions beginning September 2010.

High-rank Army officials have reportedly expressed their disagreement with this reform and insist on handling this issue as a military disciplinary problem that has to be dealt with by the military itself, adding that officers are subject to double trial --as they may be prosecuted for civil society and military crimes at the same time-- which speaks of their commitment to the rule of law and against impunity. They also note that making soldiers involved in anti-drug operations stand trial before civilian courts puts them at risk of retaliation. This argument stems from the murder, in December 2009 in the state of Tabasco, of the mother, two brothers and one aunt of Navy official Melquisedet Angulo Córdova, killed some days before during a raid were kingpin Arturo Beltrán Leyva was arrested. This action was a wake up call to the armed forces and both the Army and the Navy have tried as much as possible to avoid disclosing the names of soldiers who had been slain or wounded in anti-drug campaigns. This partly explains the Army’s reluctance, seeking to avoid “exposing” its ranks to criminal actions filed with ordinary courts.

On another note, despite the official message ensuring that there is full collaboration among the Secretariats under the Security Ministry, one fact cannot be denied. The most important arrests of alleged drug leaders, the largest drug seizures and the most successful operations in recent years have been carried out by Mexico’s Army and Navy. However, despite the commitment assumed and “due obedience”, time has clearly shown that involvement of the military in the offensive against organized crime has not turned out as expected by the federal government: violence is still rampant, drug cartels continue their dispute over markets and routes with the use of bloodbaths, abductions, mutilations, beheadings and other unprecedented signs of violence.

After three years of “war”, the Congress of the Union has formally requested President Calderón last May to “disclose an exact record of civilian deaths during the fight against drug trafficking”. According to an official report, 9,635 people were killed in organized crime-related clashes throughout the country in 2009, with the number of violent deaths estimated to have reached 24,000 between December 2006 and June 2010.

To date there is no indication that this figure will decline in 2010; quite the contrary, this trend is growing steadily.