Informe sobre los hechos de violencia ocurridos entre el 18 de abril y el 30 de mayo de 2018

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Report on the violent events that took place in Nicaragua between April 18th and May 30th

EXECUTIVE SUMMARY
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REPORT ON THE VIOLENT EVENTS THAT TOOK PLACE IN NICARAGUA BETWEEN APRIL 18TH AND MAY 30TH

INTERDISCIPLINARY GROUP OF INDEPENDENT EXPERTS (GIEI)
DECEMBER 21ST, 2018

This report is presented pursuant to the mandate contained in the “Agreement between the General Secretariat of the Organization of American States (GS/OAS), the Inter-American Commission on Human Rights (IACHR) and the Nicaraguan government for the investigation of the violent events that took place in Nicaragua between April 18th and May 30th, 2018 (hereinafter “the Agreement”). The GIEI stresses the importance of the decision of all signatories of the Agreement of May 30th, 2018 to establish an international mechanism in order to support the clarification of those violent events.

The GIEI expresses its profound gratitude towards all individuals who supported its activities, valiantly presented their testimonies, and participated in various meetings and workshops in Nicaragua, Costa Rica, the United States, Mexico and Spain. Likewise, it wishes to thank the organizations that helped fulfill its mandate, particularly CENIDH (Centro Nicaragüense para los Derechos Humanos) and CPDH (Comisión Permanente de Derechos Humanos), without whose contributions its work could not have possibly been carried out. The GIEI also wishes to acknowledge its international donors for their contribution and support, which were invaluable to its work carried out inside Nicaragua and elsewhere. Likewise, the GIEI particularly thanks its staff and those persons and organizations that constituted its supplementary work team.

The findings in this report are the result of six months of work in Nicaragua, in direct contact with victims, eye witnesses to the violent events, affected family members, and human rights organizations. They also stem from the revision of thousands of documents and constant consultation with international experts of various fields. If one considers only audiovisual material, more than ten thousand archives were reviewed and analyzed, which posed methodological challenges and led to the incorporation of new innovative tools of investigation and specialists in the subject.

Since the beginning of its work, the GIEI carried out its activities without the cooperation of the government of Nicaragua, which systematically denied the requested information in a context of State violence and repression that continued after the GIEI was instituted in Nicaragua. This represented a serious limitation to the work with which the GIEI was entrusted.

The fact that violent events continued occurring after the inauguration of the GIEI also represented a serious limitation to fulfilling its mandate, given that fear reigned among victims, their families and society in general of retaliations and criminalization for expressing themselves and exercising their rights. The repression exerted by the State against peaceful protests and demonstrations, as well as its persecution and harassment of student leaders, rural workers, indigenous and other social leaders, journalists and human rights defenders continued throughout the mandate of the GIEI.

Despite these obstacles stemming from the lack of cooperation by State authorities and the risks faced by those who were consulted, the GIEI was able to gather, examine and corroborate a large array of information which allowed it to reach reasonable conclusions in order to reconstruct the facts as they occurred, their circumstances, and identify probable responsible parties.

1 Attachment 1: Agreement signed on May 30th, 2018, between the General Secretariat of the Organization of American States, the Inter-American Commission on Human Rights and the government of Nicaragua.
CHARACTERIZATION OF THE VIOLENTS EVENTS THAT TOOK PLACE FROM APRIL 18TH UNTIL MAY 30TH, 2018

The social protests that began in Nicaragua on April 18th, 2018, as noted, were not the result of isolated occurrences, but rather stemmed from years of institutional processes and State practice that gradually restricted the expression of Nicaraguan citizens, compromised public institutions and concentrated power in the hands of President Ortega and Vice-President Murillo. The foregoing, in turn, created and exacerbated social dissatisfaction which manifested itself throughout the years in various social demonstrations that were violently suppressed by the National Police and shock groups.

Two events that occurred in April of 2018 triggered a series of social protests: a wildfire in a biological reserve and the reform of the social security system. The information gathered by the GIEI shows that, on April 18th, peaceful protests were quelled by means of a type of violence that had been observed in previous years to the point of becoming a standard pattern. This consisted of the repression of protests by shock groups allied with the government that intervened in the demonstrations and assaulted protesters, in order to disperse the demonstration. According to the modus operandi of this modality of repression, the National Police would intervene and secure the zone with blockades, divert traffic, and use tear gas, without directly perpetrating the assaults, while allowing them to happen and failing to detain aggressors.

The repressive actions that took place on April 18th, both in Managua and León, demonstrate the same characteristics observed in previous occurrences, only in this particular instance the events were widely divulged as they were happening, which caused great indignation in many sectors of society, probably because they involved elderly people and due to the accumulated outrage.

This oppression by shock groups on April 18th did not bring about the desired outcome, on the contrary, it provoked a notorious increase in the number of demonstrations and participation of the masses in the protests since April 19th.

Faced with the failure of this traditional type of oppression and the intensification of protests, the State launched a more severe repressive strategy, beginning on April 19th and 20th, which consisted of the disproportionate and indiscriminate use of force as a general pattern, including the use of firearms and even weapons of war. These armaments were directly aimed at protesters. This could be verified in different scenarios where civilians gathered to protest: marches or street gatherings, occupied university campuses, and roadblocks (street barricades and tranques).

Another significant feature that could be observed was the mutual collaboration between several State organs or structures linked to the State: the National Police, Mayor's offices and parapolice groups. The latter include the aforementioned shock groups, as well as more lethal and organized factions that are commonly known as “paramilitary” or “parapolice”. These groups comprise unidentified individuals who bear firearms, sometimes even weapons of war, and act in coordination with the official police forces.

From April 18th until May 30th, 2018, the GIEI was able to confirm at least 109 deaths as a result of this situation, more than 1,400 injured and more than 690 detained persons. After looking into those 109 deaths, the GIEI was able to establish that 95 of them were caused by bullet wounds, all of them showing impact to the head, neck or chest. According to the events described in this report and the available information regarding each victim, the vast majority of deaths caused by firearms occurred during actions of repression carried out by the National Police and parapolice groups.

With regard to the wounded, the official statistics reveal that, out of 1,400 persons, at least 599 were injured by firearms, which offers a glimpse at the magnitude of the use of firearms in quashing the protests. For its part, the available information indicates that those dates when more injured were reported exactly coincide with the events where there was severe repression. These numbers regarding the wounded, however, do not reflect the overall situation, since the GIEI was able to attest that many injured victims do not
appear in the official statistics, regardless of whether they received medical attention at public hospitals. On
the other hand, many injured people sought medical attention at private institutions, which are not included
in those statistics, while others were assisted by doctors, paramedics and other volunteers in improvised
medical facilities.

This display of State violence did not consist of isolated facts, but rather was carried out in an or-
organized fashion at different times and places within the country. The repetition of patterns of conducts and
the reaction of State authorities thereafter indicate that these events were not provoked by the individual
decision of one or more police officers, nor can they be explained by the acts of unofficial groups of individ-
uals who decided to carry out violent actions to repress the protests, but rather reveal that it consisted of a
policy of repression launched and supported by the State's highest authorities.

The GIEI was able to determine that most of the killings and serious bodily harm were attributed to
the National Police, whose members acted directly and also in coordination with armed parapolice groups.
These actions attributed to the National Police were executed by the Managua police force, as well as the
departmental units of those places where violent events took place and special units within the central
structure of the National Police. The magnitude of the repression implies that most of the resources of the
National Police were utilized. The information gathered by the GIEI corroborates the coordination of various
sectors within the Police in suppressing the protests, particularly among the police forces of each region or
department and police officers from the Unit of Special Operations (DOEP), which played a central role in
the repression observed throughout the country.

This level of reiterated coordination between distinct sections of the National Police can only be
explained as being the result of a decision taken at the highest level and sustained over time. Therefore, the
GIEI recommends the investigation of the criminal responsibility of President Daniel Ortega for the events,
as Supreme Chief of the National Police, as well as the investigation of its General Directors (Aminta Granera
and Francisco Díaz); General Subdirectors Ramón Avellán and Adolfo Marenco, who were in charge of the
operations and intelligence units, and members of the National Command; the authorities of various Depart-
mental and Regional Offices; members of the Managua Police, commissioners Sergio Gutiérrez, Fernando
Borge and Juan Valle Valle, from the Department of Vigilance and Patrol, the chief of DOEP, Justo Pastor
Urbina, and the chiefs of the specialized units that constitute DOEP, among other civil servants.

Since the beginning of the protests, the government has maintained an inflammatory discourse
about the existence of an internal enemy and stigmatization of the protesters. They are accused of being
manipulated youth, vandals, individuals willing to destabilize the country, filled with hatred, antidemocratic,
terrorists, among many other derogatory remarks which aim at denying their full citizenship and their abil-
ity to autonomously decide to participate in social protests. Simultaneously, the official discourse regarding
the victims of State-sponsored and parapolice violence aims to deny their condition as victims. There was
even an attempt to politically coopt some victims in order to portray them as being victimized by violent ac-
tions carried out by opposition groups. The government also publicly supported the actions of the National
Police, not only by omitting any reference to serious abuses, but also through public gestures that included
appointments and promotions awarded to those mainly responsible for the actions that took place in the
repression of the protests.

Moreover, the GIEI verified that the National Police carried out a massive and indiscriminate policy
of arbitrary and illegal detention of men, women and adolescents during police raids. In addition to that,
these detainees were subjected to disproportionate and illegitimate use of force, and there were complaints
about inhuman conditions of detention in police cells and prisons. There were also reports that describe
various forms of torture and sexual violence, which must be investigated when there are adequate institu-
tional conditions to do so. The situation of detainees was further aggravated by the ineffectiveness of the
writ of habeas corpus and judicial control over such abusive practices.
According to the documentation provided to the GIEI, there was a pattern of denial of access to justice for individuals who were arbitrarily detained in massive fashion by the National Police, which encompassed both the processing and the resolution of their writs of habeas corpus (REP).

During all these months of activity, the GIEI was able to gather extensive and diverse information which attests to the existence of several irregularities and denial of public medical assistance to individuals who were injured during the violent events in the context of the social protests that began on April 18th in Nicaragua.

A large number of health professionals who tended to the wounded and provided service at emergency facilities were dismissed, while some were even forced to leave the country due to fear of retaliations. The dismissal and displacement of doctors also affected those who did not take part in these emergency services, but merely complied with their profession's Hippocratic oath and assisted those in need when medical attention was denied to them, or were otherwise considered as dissidents or enemies of the regime. All these violations, which imply grave disruption of their medical duties, must be investigated and prosecuted when the conditions allow for it. In this regard, the GIEI recommends the investigation of the responsibility of the Health Minister, Sonia Castro, and of the Directors of every public hospital, as well as the role of the union known as FETSALUD in these violations, including an inquiry about the measures that were taken or not to ensure emergency public health services for particularly serious cases.

The GIEI also confirmed that, while most demonstrations were essentially peaceful, their repression by the police and pro-government groups caused a violent response against the government from some protesters, which resulted in deaths, injuries and attacks against private property. The GIEI found no evidence, however, that these violent events were somehow premeditated or coordinated. The GIEI received information about certain isolated violent acts in some protests. Nevertheless, the great majority of protesters did not take part in these violent actions. The violent acts perpetrated by participants in the protests invariably occurred as a reaction to the repression of the protests or incidents related to them – when the marches were disrupted, occupied universities were invaded, or when State security forces attempted to break through the roadblocks. It is of particularly significance that the GIEI did not observe any violent actions against pro-government marches of demonstrations.

After examining the reported facts, the GIEI considers that the State's response to the protests and demonstration that began on April 18th consisted of a generalized and systematic attack against the civilian population. This conclusion is based on the geographical and temporal scope of the events, the number of victims, the seriousness of the repressive actions, as well as the existence of certain patterns of conduct that were carried out with State resources, according to a policy that was determined and supported by the State's highest authorities. In the opinion of the GIEI, and in conformity with the available information, the State of Nicaragua perpetrated actions that amount to crimes against humanity, according to international law, namely murders, arbitrary deprivation of liberty and persecution.

The foregoing conclusion entails certain legal consequences, such as the inapplicability of statutes of limitations, the impermissibility of amnesty laws or similar provisions that intend to prevent criminal investigations or convictions, the possibility of intervention by tribunals of other States pursuant to the principle of universal jurisdiction, as well as the eventual jurisdiction of the International Criminal Court, in the case that the United Nations Security Council submits the situation to the ICC or if the State of Nicaragua accepts its jurisdiction pursuant to Article 12.3 of the Rome Statute.
The criminal justice system – comprised of the Office of the Public Prosecutor and the Judiciary – has played an additional role in the scheme of human rights violations observed in Nicaragua, through the criminalization of civilians who participated in the protests. These judicial processes improperly charged students, rural and social leaders with crimes such as terrorism and organized crime, among others, in order to persecute and punish legitimate acts of opposition against the government. The GIEI corroborated the existence of a pattern of judicial criminalization, in which there is no correlation between the facts and the codified criminal conduct.

All these processes reveal serious violations of personal liberty, including arbitrary detention orders and the generalized use of pre-trial detention, in blatant disrespect of the necessary motivation and lack of compliance regarding the judicial control over any deprivation of liberty. Pre-trial detention has been used without adequate consideration of the charges imposed on the defendants; or else considered evidence that did not comply with standards of legality or relevance.

Moreover, the public nature of these trials and the right to an adequate defense have notoriously been restricted without proper justification. The GIEI has also ascertained the ineffectiveness of the writ of habeas corpus (or “personal exhibition appeal”). In a sum, the judicial processes instituted against individuals accused of infringing the law during the protests do not comply with minimum standards of due process.

The GIEI notes that 100 out of the reported 109 violent deaths have not even been judicially prosecuted, that is to say, they remain in impunity. In those nine cases where there has been a judicial process, six relate to victims who are somehow allied with the State of Nicaragua or the governing political party. There have been no indictments against members of State security forces, although all evidence points to their criminal responsibility. The investigations also presented serious deficiencies. The Public Prosecutor's Office has not acted with the required objectivity and impartiality, nor has it exhausted all lines of investigation; rather, it has charged individuals who might be innocent, some of whom have been convicted. This scenario is not only unfair to those accused, but also denies the right of victims and their families to receive a proper response.

The inquiries into those 109 violent deaths show serious deficiencies, such as the failure to conduct a crime scene investigation, or properly do so, the failure to perform autopsies, or autopsies that violate international standards on the subject, despite the obligation to carry out those procedures in order to clarify the events. They also failed to incorporate digital evidence, such as telephone or geolocation data. Despite the abundance of video evidence regarding these serious crimes, they have not been included as evidence in the trials, except in a very limited scope. Nor was ballistic evidence properly processed in all cases. The investigations have not been comprehensive or impartial. In conclusion, the GIEI considers that the State of Nicaragua has violated its obligation of due diligence regarding the investigation of the violent deaths that occurred from April 18th until May 30th, 2018.

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THE VICTIMS’ EXPERIENCE AND A DRAFT PLAN FOR FULL REPARATION

The violence observed in Nicaragua in the context of recent social protests has caused profound harm to the families of the victims, communities and society as a whole. It has damaged social coexistence, altered daily life and deepened social polarization. It has also produced intense pain and resentment, which add to the scars left by previous conflicts, and has led ample sectors of society to distance themselves from and distrust State institutions. These wounds will not heal easily, unless full assistance, with due regard to truth, justice and reparation, is provided to those individuals who lost their loved ones; to the wounded who were left incapacitated; to the disappeared, detained and displaced individuals; as well as to all those who were victimized or wronged by the violent events, and those who suffer persecution or threats as family members of the victims.

The GIEI was also entrusted with the task of presenting recommendations for drafting a Plan of Integral Attention to the Victims of the events that took place between April 18th and May 30th, 2018. To that end, it was essential to consider the psychosocial impact of the human rights violations on the victims and their families, and hear their own voices about their experience and their expectations. In this regard, the GIEI carried out a series of meetings with civil society, including groups of victims and their families, and human rights organizations, which allowed it to collect invaluable information to evaluate the social and personal impact of those events.

The GIEI organized 23 workshops and informative meetings about the right to reparations, in which 410 persons affected by the violence suggested measures that, in their opinion, would be fundamental to achieve full reparation. The GIEI invited several organs of the State of Nicaragua to an informative meeting to present the inputs stemming from this consultation with victims and their family members, and civil society organizations. However, the State did not respond to this invitation or participated in the meeting.

The State obligation to remedy the effects of human rights violations is clearly established in customary law, international and regional jurisprudence, and international instruments. In this regard, this report utilizes the set of principles for the protection and promotion of human rights through action to combat impunity, and recalls the obligations of the State regarding the right to truth, in its collective and individual dimension; access to justice, at the international, regional and national levels; and its obligation to make reparation, including the need to provide guarantees of non-repetition; and preservation of the collective memory.
RECOMMENDATIONS

Mindful that periods of gross human rights violations tend to intensely weaken the value of public institutions, and even more so when political power uses these institutions to perpetrate or acquiesce in those abuses, the GIEI recommends:

1. That the government guarantee that the right of assembly be fully respected and ensured through due protection of public demonstrations, in conformity with applicable international standards and human rights norms.

2. That the government cease the harassment against human rights defenders, journalists and other social leaders, and ensure the necessary conditions so they can fully exercise their rights and perform their job. In particular, freedom of expression, right of assembly and freedom of association.

3. That the Nicaraguan State promote a comprehensive reform of its institutions aimed at modifying the conditions that brought about and deepened the repression and political persecution. This reform is necessary to concretize its commitment to change and guarantee the non-repetition of human rights violations. This reform must also seek to eliminate violence as a means to resolve conflicts, and create a new and inclusive social order, which truly expresses the will of all Nicaraguan citizens.

4. That the State implement a Plan of Integral Reparation (PIR), which must remedy and compensate human rights violations, as well as the social, psychological and material loss or damage to the victims, taking into account the considerations laid out in Chapter XII.

With regard to the actions of civil servants of various State organs who participated in human rights abuses during the escalation of violence due to social protests that began on April 18th, 2018, the GIEI recommends the following:

5. Investigate and possibly dismiss civil servants who participated in human rights violations. Reform its institutions, and provide public services and democratic order throughout the national territory. Acknowledge social organizations, local identities and cultural diversity, in order to promote citizen participation in line with the plurality of different political options and positions.

6. Immediately disband and disarm parapolice groups and protect all citizens from any illegal or violent actions. Determine the criminal responsibility of members of those groups, through exhaustive, impartial and transparent investigations, especially in cases of threats to life and other fundamental rights, and, if appropriate, prosecute and sentence them.
In relation to the actions of the National Police of Nicaragua, which reveal an array of institutional practices that continuously violated human rights and became increasingly more serious; and taking into consideration the experience of other countries and the urgent need to provide the State with a new and accountable police force that is able to maintain internal order with due respect for human rights, and abides by principles of democratic oversight, the GIEI recommends the following:

7. Separate known perpetrators from the police forces, dismissing those who took part in human rights violations. This dismissal must be carried out after an exhaustive administrative investigation aimed at determining their responsibility and avoiding reprisals, regardless of parallel criminal investigations. Civil society observers could be assigned to guarantee transparency in fulfilling this task.

8. Revise the normative framework applicable to the police forces, simultaneously with the investigations into their actions, and consider the following: reinstate the mandatory retirement of the Director of the National Police every five years, after the end of this term; create mechanisms of civilian and external supervision and oversight; regulate Law 872 in conformity with professional standards that respect human rights; implement a police career that guarantees admission and promotion based on merits, as well as its professionalization; eradicate the presence of volunteer police officers; remove the jurisdiction of the police over the rehabilitation of juveniles; and revise internal administrative norms and procedures that regulate the actions of the police.

9. Reform paragraph 3 of Article 231 of the Code of Criminal Procedure, in order to ensure that any deprivation of liberty must be authorized by a judicial authority, and eliminate police detention orders.

With regard to the justice system, the investigations show that it failed to properly apply the law in the defense of the victims of human rights violations. On the contrary, it was another tool used to criminalize social protests. “The effectiveness of rights and freedoms under a democratic system requires a legal and institutional order in which the law takes precedence over the will of the governing and private parties and in which there is effective judicial oversight of the constitutionality and legality of the acts of government.”

Therefore, the GIEI recommends the following:

10. Investigate the actions and possibly separate judges and other servants from the justice system, if proven that they violated due process or failed to maintain their independence from the governing power. These vetting procedures must comply with international standards.

11. Create a judicial career based on objective criteria and personal merit for the admission, promotion and dismissal of magistrates and judges, including members of the Supreme Court of Justice. This career system must include objective criteria for the selection and appointment of magistrates and judges, that are clearly defined and established by law. These criteria must require that individuals admitted to the judicial branch be of high moral character and recognized competence, juridical ability and independence to fill that position.

3 IACHR. Guarantees for the independence of judicial operators. Towards strengthening access to justice and the rule of law in the Americas, 2013.
12. Appoint magistrate and judges through public competitions based on merits, with appropriate citizen supervision.

13. Taking into consideration the lack of independence demonstrated by the justice system, promote its reform and create necessary mechanisms to ensure that the violent events that occurred from April 18th onwards be put on trial before judicial bodies composed of magistrates that guarantee impartiality and aptitude, with the appropriate resources. In order to do so, various possibilities must be considered, including the participation of international judges and/or support and advice from international actors, particularly from countries that have been faced with transitional periods after violent repression.

14. Considering the lack of independence demonstrated by the justice system, promote its reform and create the necessary mechanisms to guarantee the revision of sentences handed down and of future judgments by the current courts, in order to establish whether those procedures violated constitutional guarantees or legal provisions, and due process of law. While this revision process is being carried out, defendants or convicted individuals must remain in liberty. This effort must be assigned to magistrates that are duly selected on the basis of their personal and professional qualifications, with due regard to their autonomy and independence. The possibility of summoning magistrates from other countries and/or requesting international aid or support should be evaluated in fulfilling this task.

15. Reaffirm that the essential aim of the prison system is the reform, rehabilitation and social readaptation of prisoners, and improve conditions of detention in terms of access to basic services, such as food and health, especially for women deprived of liberty, and contact with family members and specialized civil society organizations with the prison population.

16. Urge the government to ratify the Rome Statute of the International Criminal Court, in order to ensure that the crimes against humanity do not remain in impunity and secure non-repetition; and to accept the jurisdiction of the International Criminal Court over crimes against humanity perpetrated since April 18th, 2018, pursuant to Article 12.3 of the Statute.4

The Office of the Public Prosecutor, as an independent institution within the executive branch which is in charge of examining and prosecuting criminal cases, has failed to fulfill its duty to represent the victims regardless of their ideology or sociopolitical context, and conduct impartial, independent and exhaustive investigations. Therefore, the GIEI recommends the following:

17. Investigate the actions and possibly dismiss prosecutors and other servants who failed to exercise their functions with independence or obstructed the clarification of the events. These vetting procedures must comply with international standards.

18. Create a prosecutorial career based on objective criteria and personal merit for the admission, promotion and dismissal of prosecutors, including the Attorney General. This career system must include objective criteria for the selection and appointment of prosecutors, that are clearly defined and established by law. These criteria must require that individuals admitted be of high moral character and recognized competence, juridical ability and independence to fill that position.

4 Rome Statute of the International Criminal Court.
19. Appoint prosecutors through public competitions based on merits, with appropriate citizen supervision.

20. In order to regain the credibility and the trust of the victims, their families and society in general in the Public Prosecutor’s Office, and ensure that there will be a prompt, independent and impartial investigation into the violent events that took place between April 18th and May 30th, as well as those that occurred afterwards, the GIEI recommends the urgent creation of a Special Unit, composed of individuals duly selected on the basis of their personal and professional qualifications, with due regard to their autonomy and independence. To that end, civil society must participate both in the design of the required criteria and the process of selection of prosecutors. Additionally, in order to strengthen its independence and autonomy, and guarantee impartial investigations regarding all those directly and indirectly responsible, as well as the chain of command, the convenience of summoning international prosecutors, along with national ones, to constitute this Special Unit should be evaluated. In this regard, the international community should provide Nicaragua with examples of their required criteria for the adequate selection of prosecutors and support this process.

Recommendations for other actors:

21. With a view to preventing impunity for crimes against humanity, the GIEI recommends that the Member States of the international (UN) and regional (OAS) systems conduct investigations and, if appropriate, prosecute those responsible for those crimes pursuant to the principle of universal jurisdiction, and according to their national laws.

22. The GIEI recommends that international bilateral and multilateral cooperation entities, as well as international and regional financing agencies, incorporate an examination about the human rights situation of receiving countries and their level of compliance with human rights obligations, so that their contributions focus on overcoming challenges and obstacles identified by treaty-bodies and international mechanisms of human rights protection.

23. Finally, the GIEI considers fundamental that Nicaraguan society in general and, in particular, their more privileged and less vulnerable sectors look after the victims of serious acts of violence and support their efforts for justice and reparations.