INTER-AMERICAN COMMISSION ON HUMAN RIGHTS  
RESOLUTION 11/2021  
Precautionary Measure No. 664-20  
Olman Onel Salazar Umanzor and his nuclear family regarding Nicaragua  
February 4, 2021  
Original: Spanish

I.  INTRODUCTION

1. During the working visit carried out by the Inter-American Commission on Human Rights (hereinafter “the Inter-American Commission,” “the Commission” or “the IACHR”) between May 17 and 21, 2018, the Commission received several requests for precautionary measures, urging the IACHR to request that the State of Nicaragua (hereinafter “the State”) protect the lives and personal integrity of persons who were allegedly at risk as a consequence of violent events that took place since April 18, 2018. The Commission continues to follow-up the situation and the requests for precautionary measures received during and after the visit. According to the request received on July 13, 2020, Mr. Olman Onel Salazar Umanzor and his nuclear family are at risk as a result of threats, intimidation and harassment attributed to police officers in Nicaragua’s current context.

2. In accordance with Article 25 of the Rules of Procedure, the IACHR requested information from the State on September 2, 2020. The applicants provided additional information on January 15, 2021. To date, the State has not replied.

3. Upon analyzing the information available, in light of the applicable context and the findings made, the Commission considers that the information provided shows prima facie that Olman Onel Salazar Umanzor’s and his nuclear family’s rights to life and personal integrity and are in a serious and urgent situation. Consequently, in accordance with Article 25 of the Rules of Procedure, the Commission requests that the State of Nicaragua: a) adopt the necessary measures to protect Olman Onel Salazar Umanzor’s and his nuclear family’s rights to life and personal integrity. In particular, the State must ensure that the beneficiaries’ rights are respected in accordance with the standards established by international human rights law, both by state actors and in relation to acts of risk attributable to third parties; b) consult and agree upon the measures to be adopted with the beneficiary and his representatives; and c) report on the actions taken to investigate the alleged facts that gave rise to the adoption of this precautionary measure, so as to prevent them from reoccurring.

II.  BACKGROUND INFORMATION

4. The Commission visited Nicaragua in May 2018 and collected numerous testimonies about human rights violations that allegedly occurred since the beginning of a series of protests in April, and later published a report that included recommendations. To verify compliance with these recommendations, the Special Monitoring Mechanism for Nicaragua (MESENI) was created, and was present in the country until December 19, 2018, when the State temporarily suspended its stay. For its part, the Interdisciplinary Group of Independent Experts (GIEI) issued a report that analyzed the events taking place between April 18 and May 30, 2018, confirming the IACHR findings.\(^1\)

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\(^1\) According to the request, his nuclear family is made up of Maryuri Isabel Vega Laguna (wife), Maykeling Nayelis Salazar Vega, Maykel Gabriel Salazar Vega and Ingrid Farely Salazar Vega (son and daughters).

5. During a presentation before the Permanent Council of the Organization of American States, the Commission shared the data collected by the MESENI, according to which from April 2018 to January 10, 2019, there were 325 deaths and more than 2,000 persons were injured, 550 persons were detained and processed, 300 health professionals were dismissed, and at least 144 students from the National Autonomous University of Nicaragua were expelled. For its 2018 Annual Report, the IACHR included Nicaragua in Chapter IV-B, in accordance with the grounds set forth in its Rules of Procedure.

6. During 2019, the Commission continued to condemn the continuing acts of persecution, urging the State to comply with its obligations. On April 25, the Commission shared the performance report and results achieved by MESENI, which continued to monitor the country from Washington, D.C. In June, the State approved a Comprehensive Care for Victims Act and an Amnesty Law that were criticized for not complying with the international standards in matters of truth, justice, reparation and guarantees of non-repetition. Over the last few months, the Commission continued to record serious incidents, such as when in August it expressed its concern over the State’s announcement not to continue with the “Negotiating Table for Understanding and Peace,” which began on February 27, 2019 between the Government and the Civic Alliance for Justice and Democracy. On September 6, 2019, the IACHR denounced the intensification of harassment against human rights defenders and persons who, despite having been released from prison, continued to be intimidated.

7. On November 19, 2019, the Commission once again called attention to the ongoing repression, observing that “[...] the closure of democratic spaces that currently characterizes the human rights crisis in Nicaragua, [has in addition the fact that] the families of people who have been deprived of liberty during this crisis are increasingly becoming the targets of state persecution in the form of surveillance and the obstruction of peaceful actions.”

8. During 2020, the IACHR verified the increasing acts of surveillance, harassment, and selective repression against persons considered to be opponents of the Government. In May 2020, the IACHR warned and condemned non-compliance with its recommendations, and urgently called on the State to implement them. In October 2020, the IACHR again called for an immediate end to the acts of persecution against persons identified as opponents of the government and for the restoration of democratic guarantees in Nicaragua.

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3 IACHR, IACHR denounces the weakening of the rule of law in the face of serious human rights violations and crimes against humanity in Nicaragua, January 10, 2019.
8 IACHR, Two Years into Nicaragua’s Human Rights Crisis, the IACHR Stresses its Permanent Commitment to Victims and Confirms the Consolidation of a Fifth Phase of Repression, April 18, 2020. Available at http://www.oas.org/en/iachr/media_center/PReleases/2020/080.asp
9. In 2021, the IACHR condemned the intensification of harassment in Nicaragua against persons identified as opponents of the Government and human rights defenders, as well as against victims of human rights violations and their families. As reported to the IACHR, these acts are manifested in the deployment of police teams of civilians outside homes throughout the day. This is carried out in order to prevent these persons or their relatives from leaving, or else, to identify and register any person who enters or leaves the place. In other cases, they are purportedly subject to monitoring, arrests, threats, and house searches.

III. SUMMARY OF FACTS AND ARGUMENTS PROVIDED BY THE PARTIES

1. Information provided by the applicants

10. Olman Onel Salazar Umanzor (35 years old) is a lawyer living in Mina La India, municipality of Jicaral, León department, Nicaragua. Between 2005 and 2013, he allegedly served as a National Police officer, with the position of police investigator in Matagalpa department, Nicaragua. Currently, he is a member of the National Environmental Movement and a member of the Blue and White National Unity (UNAB). He is allegedly a leader in the defense of environmental rights.

11. During his period of service in the police, the proposed beneficiary reportedly characterized for being critical of the actions of individuals in the hierarchy of the institution. In February 2010, he was threatened by his immediate boss and head of the Matagalpa Judicial Assistance (Auxilio Judicial de Matagalpa), after he criticized the institution and Daniel Ortega's government. In 2013, Mr. Salazar resigned because the police institution had openly begun to comply with the FSLN political secretaries' orders.

12. In 2016, the proposed beneficiary was elected as Coordinator of the Santa Cruz de Mina La India Communal Movement, a movement organized to defend the rights of the inhabitants of that community against the actions of the Condor Gold company, which allegedly had government support. Because of his work, the applicants indicated that Mr. Salazar was subject to threats, even from police officers. In particular, it was reported that on September 8, 2017, the proposed beneficiary, together with other persons from the environmental movement, were subject to detonations with firearms by unknown persons, but they did not manage to injure them. Despite the complaints, the police purportedly did not take any actions against the attackers. In the following months, the applicants indicated that subjects related to the government and the company disclosed that "they would kill" both Mr. Salazar and another person, they attacked villagers in the presence of the police, and on two occasions arrived at the front of the house of the proposed beneficiary and made detonations with firearms.

13. The applicants indicated that, following the events of April 2018, Mr. Salazar was one of the main coordinators of the protest actions against the government in the Mina La India region. Throughout 2018, the applicants indicated that the proposed beneficiary faced the following: he was subject to detentions at border posts for no reason and questioned about the destination of his trips; he was monitored by migration officers at the airport; migration officers accused him of having denounced the government in international forums; his image circulated on social networks with the text "whoever is messing with the Condor Gold company messes with Daniel Ortega and they will pay for it," "coup plotter," "number one terrorist from Mina La India" and the word "Lead" (which in Nicaragua means death); patrols with members of the police carrying weapons were stationed for various periods of time in front of his house, which led him to take refuge in safe houses; and police officers took pictures of his house.
14. In particular, it was reported that in November 2018, a team from the Compliance Advisor Ombudsman (CAO) of the World Bank visited his community due to a complaint for the lack of compliance with performance standards by the company Condor Gold S.A. The mining company, which allegedly have ties to the government, militarized the community, intimidating the population. As the proposed beneficiary traveled to the rallying point with the CAO team, three patrols with some thirty heavily armed riot police officers began taking pictures of him with their cell phones. Once the CAO team withdrew, four riot police patrols arrived at his house, surrounded it and raided it. Given that Mr. Salazar’s son objected this, the applicants indicated that they had tried to detain him. The officers reportedly said that “wherever Olman was hiding they would find him for being a terrorist, a coup plotter, and because he had left the country to denounce their commander Ortega.” Afterwards, in November and December 2018, two or three times a week, the police stationed for half-hour periods in front of his house, militarizing almost the entire street with officers armed with AK-47 rifles and blocking access to the house. The police patrols kept their sirens on with high decibels of sound disturbing the area. This situation was classified as “being imprisoned in [his] own house.”

15. In 2019, similar events continued against the proposed beneficiary, for which he decided to temporarily leave the country. Upon returning, on October 27, 2019, two police patrols with about 15 police officers arrived to photograph the house and told Mr. Salazar: “soon we are going to cut your eggs” (testicles). On October 28, 2019, a Matagalpa police detective arrived at Mr. Salazar’s office and told him that he was being investigated in a formal process and that they had to talk at the police station. While he was at a border post on November 16, 2019, he heard the person in charge of the border post receiving a phone call and saying: “we got one, we got Olman Salazar.” On December 8, 2019, a patrol with police officers parked at the entrance of the street where his house is located, around 50 meters away. When his aunt was leaving the house, as she passed the area where the police officers were, she was detained for a period of 15 minutes. The police officers searched her vehicle thoroughly.

16. In December 2019, in Managua, after a press conference on the withdrawal of the investment in the company Condor Gold. S.A. upon acknowledging that there had been a breach of the standards and policies of the World Bank group, the police once again besieged Mr. Salazar’s house in the afternoon and stationed themselves in various streets around town. On December 18, 2019, the head of the National Police of León approached the front of his house and said that they were looking for Olman to arrest him for being a “coup plotter,” “terrorist” and that “he better surrender because they would otherwise raid the house.” Family members helped the proposed beneficiary to leave the house without being noticed by the police. The officers raided the house and confiscated material and equipment that the proposed beneficiary used for his legal activities, such as his professional seal. Thus, the applicants expressed concern that it might be used to place his name on documents that involve him in criminal activities and that his professional license may be revoked, or unfounded charges may be made against him.

17. In December 2019, Mr. Salazar left his home for safety reasons and has been leasing in various places around the country. In 2020, the applicants stated that he has been facing the following events:

- Since February, his home in Mina La India was under constant surveillance by the police who parked their vehicle less than a block away from the house to take pictures. They purportedly remained there for between 20 minutes to an hour, four times a week.
- On February 3, an inspector from the police station came to his home in Mina La India and handed over some of the items taken when his house was raided.
- On February 28 and 29, the mining company announced a new project in the community which led to a considerable increase in police presence there. On February 28, a police checkpoint was
set up half a block from the house where his family lives and they detained his son as he passed in his vehicle.

- On March 26, at 7:00 p.m., a police patrol appeared at his house, where his wife and his three children were. In an intimidating manner, the officers got off the patrol and some of them started taking pictures with their cell phones while others turned on the lights and siren of the vehicle for approximately 10 to 15 minutes. All the officers were male and armed.

- In April, his wife’s and son’s vehicle was impounded by the same officers who had previously detained his son. The officers requested that he present the registration documents of the vehicle. The policemen took a tablet from the family. In April, the police showed up once more to watch the house he was renting. Three days later, a police officer even rented a room in the same house so he decided to leave.

- On June 3, Mr. Salazar returned to his residence.

- On the morning of June 4, a police patrol parked in front of his house for 10 minutes, and then moved to the front of his neighbor’s house. Mr. Salazar’s wife heard this neighbor talking with the officers. The neighbor provided information on the Salazar family, including their movements. This neighbor has previously accused the proposed beneficiary and his family of being “coup plotters” and “terrorists.” On that same day, Mr. Salazar decided to leave his house for safety reasons.

- On the afternoon of July 18, a patrol stopped in front of the flat he was renting. The police officers got out of the patrol car and photographed and recorded the proposed beneficiary’s vehicle with their phones. That same day, neighbors stated that the same patrol had driven by slowly while photographing the house early in the morning.

- On July 20, the same patrol with the same officers drove by the rented flat twice, taking photos. On July 23, a patrol drove by his house again. At night, the patrol parked in front of the flat for more than ten minutes.

- In September, via the National Environmental Movement Against Industrial Mining (MONAFMI) of which Mr. Salazar is a member, he denounced that owners of plots in Santa Rosa del Peñón, in the department of León, were being harassed and threatened by the Condor Gold mining company, accompanied by “paramilitary” groups and police officers of the department of León. One of the plot owners was later detained by the police and released after being warned against getting involved with the proposed beneficiary.

- In the morning of October 14, three unknown persons showed up at his house. Since they did not get any response, they went to the house of the neighbor woman across the street who spoke to them. They identified themselves as workers of the Condor Gold mining company. The neighbor stated that these persons asked for Mr. Salazar and his wife, and whether she knew who was in the house of the proposed beneficiary.

- On October 21, several points of Mina La India, León, were under military control. The police chief of León, accompanied by four officers from the Directorate of Special Police Operations (DOEP) known as “riot police,” went to the house of the proposed beneficiary on foot, while other police officers remained a block away. Mr. Salazar was not at home at the time as, for safety reasons, he had moved to a shelter in another department of the country. The police chief remained in front of the house, watching, and minutes later he walked away from the house and remained at a half-block’s distance. The police chief allegedly ordered the officers to set up a police post at the main entrance and on the side of the León-San Isidro road, and to search all vehicles until they find and capture Olman Salazar. The police presence lasted all day from the very early morning until late at night.

- On October 22, at 10:00 a.m., a DOEP police officer set up post in front of the entrance of his house with several persons in civilian clothes who, given their appearance and weapons, were presumed to be police officers in civilian clothes. The family of the proposed beneficiary did not leave the house for approximately 6 hours.
- In November, patrols drove by the house taking photographs only twice a week before leaving, as Mr. Salazar decided to stop visiting his family.
- In December, Mr. Salazar visited his family in León on three occasions. He visited at night to avoid being seen by any police officer or another person. During a day visit, Mr. Salazar stated that he saw a patrol vehicle slowly and suspiciously watching his house. The applicants stated that Mr. Salazar always visited incognito, and when he is at home, they close all the doors and windows to keep anyone from seeing him.
- In the second week of December, the Police Department of León arrested a MONAFMI member, friend of Mr. Salazar. The officers purportedly asked him “what was his relationship with Olman, where Olman was, if he had already arrived at his house, and what kind of information he provided to Olman.” He was subsequently released.

18. The final report stated that, at present, the proposed beneficiary remains away from his home in Nicaragua. However, his work as a defender of the land and its communities continues.

2. Information provided by the State

19. The Commission requested information from the State on September 2, 2020. There has been no response to this date.

IV. ANALYSIS OF THE ELEMENTS OF SERIOUSNESS, URGENCY, AND IRREPARABLE HARM

20. The mechanism of precautionary measures is part of the Commission’s function of overseeing Member States compliance with the human rights obligations set forth in Article 106 of the Charter of the Organization of American States. These general oversight functions are established in Article 41 (b) of the American Convention on Human Rights, as well as in Article 18 (b) of the Statute of the IACHR. The mechanism of precautionary measures is described in Article 25 of the Rules of Procedure of the Commission. In accordance with that Article, the Commission grants precautionary measures in serious and urgent situations in which these measures are necessary to avoid irreparable harm to persons.

21. The Inter-American Commission and the Inter-American Court of Human Rights (hereinafter “the Inter-American Court” or “I/A Court H.R.”) have established repeatedly that precautionary and provisional measures have a dual nature, both protective and precautionary. Regarding the protective nature, precautionary measures seek to avoid irreparable harm and to protect the exercise of human rights. Regarding their precautionary nature, these measures have the purpose of preserving legal situations being considered by the IACHR. Their precautionary nature aims to safeguard the rights at risk until the request under consideration in the Inter-American System is resolved. The object and purpose are to ensure the integrity and effectiveness of the decision on the merits and, thus, avoid infringement of the rights at issue, a situation that may adversely affect the useful purpose (effet utile) of the final decision. In this regard, precautionary or provisional measures allow the State concerned to fulfill the final decision and, if necessary, to comply with the required reparations. Regarding the process of decision making and, in accordance with Article 25(2) of the Rules of Procedure, the Commission considers that:

a. “serious situation” refers to a grave impact that an action or omission can have on a protected right or on the eventual effect of a pending decision in a case or petition before the organs of the Inter-American System;

b. “urgent situation” refers to risk or threat that is imminent and can materialize, thus requiring immediate preventive or protective action; and
c. “irreparable harm” refers to injury to rights which, due to their nature, would not be susceptible to reparation, restoration or adequate compensation.

22. The Commission recalls that the facts supporting a request for precautionary measures need not be proven beyond doubt; rather, the information provided should be assessed from a prima facie standard. Similarly, the Commission considers that, by its own mandate, it is not called upon to determine any criminal liabilities of the persons involved in this matter, since the analysis herein is carried out exclusively in accordance with the requirements of Article 25 of the Rules of Procedure of the IACHR, which can be assessed without making determinations on the merits.

23. As a preliminary matter, the IACHR indicates that it is not within its powers, in the present proceeding, to rule on the compatibility of the judicial processes in which the proposed beneficiary is currently involved in Nicaragua. Given the analysis of the merits that is required, the Commission recalls that such allegations can be assessed as part of an eventual petition or case. In this sense, on this occasion, the analysis is carried out exclusively regarding the requirements of Article 25 of the Rules of Procedure.

24. As regards the seriousness requirement, the Commission considers that the alleged facts are framed in a particular context that Nicaragua is going through. As reported by its MESENI, the Commission has identified that over the years there has been increasing harassment towards any person perceived or identified as an opponent of the current Nicaraguan government. In this regard, the Commission notes that the proposed beneficiary is identified as one of the visible heads of the Environmental Movement in his community and in the department of León, Nicaragua. In particular, it is noted that his actions have had a significant impact on the activities of a company in the area, which according to the applicants receives support from the Nicaraguan government. Thus, it is observed that the proposed beneficiary has been part of a process before the World Bank that derived in the withdrawal of international investment in that company in December 2019 (see supra para. 16).

25. Among various specific facts, the Commission notes that the information available indicates that, at least since 2016, the year in which he assumed leadership in the environmental movement in Nicaragua, the proposed beneficiary has been the target of acts of death threats and gunfire shootings against him or in front of his house (see supra para. 12). More recently, between 2019 and 2020, and upon the participation of the proposed beneficiary in the 2018 mobilizations, the Commission notes with serious concern that he has been the subject of the following specific acts: direct threats from police personnel, such as in October 2019 when they told him that “soon we are going to cut your eggs”; continuous monitoring by state officers, either immigration personnel or police officers; acts of intimidation by armed police officers who place themselves for certain periods of time in front of his house; taking photos or video recording of his daily actions or house by the police; questions about his daily activities made by the police to neighbors of the proposed beneficiary; at certain times, the police have activated the sirens of their patrol cars with high volume or lights on when they are located in front of his house; during raids on his house, the police allegedly took personal items upon making threats; retention of vehicles arriving at or leaving the proposed beneficiary’s house; police monitoring near the flats that the proposed beneficiary rented upon leaving his residence; and warnings to detained persons from the Environmental Movement with a view to precluding them from having contact with the proposed beneficiaries.

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In this regard, for instance, in relation to provisional measures, the Inter-American Court has considered that this standard requires a minimum of detail and information that allow for the prima facie assessment of an extremely serious and urgent situation. IACHR, Matter of the children and adolescents deprived of their liberty in the “Complexo do Tatuapé” of the Fundação CASA. Request for extension of provisional measures. Provisional Measures regarding Brazil. Order of the Inter-American Court of Human Rights of July 4, 2006. Considerandum 23.
26. Such specific events have been accompanied by messages on social media, whereby the image of the proposed beneficiary has been included along with the following phrases: "[you are going to] pay," "coup," "lead" (which means death) and "number one terrorist." These messages reflect a smear campaign against him that seeks to disqualify him in a particularly hostile context towards the activities he promotes in the country. In this vein, it is noted that such messages permeate Nicaraguan society and place the proposed beneficiary in a particularly vulnerable situation, which exposes him to attacks from individuals who might seek to cause him harm.

27. Furthermore, the Commission notes that the events described have had a significant impact on the activities carried out by the proposed beneficiary and his family. For instance, it is noted that he had to stay outside the country for some time, then returned to the country again, and more recently he even had to leave his residence and lease. Despite such self-protection measures, events have persisted, and the police has continued monitoring the proposed beneficiary over time.

28. The Commission regrets the lack of response from the State of Nicaragua to the request for information made on September 2, 2020. Although the State’s lack of response does not imply per se the granting of precautionary measures, it does prevent the Commission from obtaining information from its part about the situation of the proposed beneficiary, hence it is not possible to disprove the allegations of the applicants or identify information on measures effectively taken by the authorities to mitigate the alleged risk. On another note, although it is not for the Commission to determine the perpetrators of the events of risk, or if these are attributable to actors of the State of Nicaragua, at the time of assessing this request the IACHR does consider the seriousness of the possible participation of State actors, in accordance with the allegations presented, as this would place the proposed beneficiary in a situation of greater vulnerability.

29. In view of the circumstances, the Commission considers that from the applicable *prima facie* standard, and in the context that the State of Nicaragua is going through, it is sufficiently accredited that the rights to life and personal integrity of Olman Onel Salazar Umanor are at serious risk. Taking into account the elements of risk exposed, the Commission considers that this situation also extends to his nuclear family identified in the file, whose members purportedly share the sources of risk in both their filial relationship with the proposed beneficiary and for the events they have faced along with him, particularly in their own residence in Nicaragua.

30. With regard to the urgency requirement, the Commission considers that it is met, given that the facts described suggest an ongoing risk which is likely to continue and be exacerbated over time, so that in the face of the risk imminently coming to fruition it is necessary to immediately take measures to safeguard their rights to life and personal integrity. When making such assessments, the Commission notes that the situation of the proposed beneficiary is known to the State both due to the visibility of the proposed beneficiary and for the advocacy actions that he has supported and the impact that such actions have generated in the area, such as the withdrawal of international investment in the Condor Gold company in December 2019 (see *supra* para. 16).

31. As regards the requirement of irreparable harm, the Commission considers that it is met, since the possible impact on the rights to life and personal integrity, due to their own nature, constitute the maximum situation of irreparability.

IV. BENEFICIARIES

32. The Commission declares that the beneficiaries of this precautionary measure are Mr. Olman Onel Salazar Umanzor and his nuclear family, composed of Maryuri Isabel Vega Laguna (wife), Maykeling Nayelis Salazar Vega, Maykel Gabriel Salazar Vega, and Ingrid Farely Salazar Vega (son and
daughters). All these persons are duly identified in this procedure.

V. DECISION

33. The Commission considers that this matter meets _prima facie_ the requirements of seriousness, urgency and irreparable harm contained in Article 25 of its Rules of Procedure. Consequently, the Commission requests that the State of Nicaragua:

a) adopt the necessary measures to protect Olman Onel Salazar Umanzor’s and his nuclear family’s rights to life and personal integrity. In particular, the State must ensure that the beneficiaries’ rights are respected in accordance with the standards established by international human rights law, both by state actors and in relation to acts of risk attributable to third parties;

b) consult and agree upon the measures to be adopted with the beneficiary and his representatives; and

c) report on the actions taken to investigate the alleged facts that gave rise to the adoption of this precautionary measure, so as to prevent them from reoccurring.

34. The Commission also requests that the Government of Nicaragua kindly inform the Commission, within a period of 15 days, as from the date of this communication, regarding the adoption of the precautionary measures that have been agreed upon and to periodically update this information.

35. The Commission stresses that, pursuant to Article 25(8) of the Commission’s Rules of Procedure, the granting of precautionary measures and their adoption by the State do not constitute a prejudgment regarding the possible violation of the rights protected in the American Convention on Human Rights and other applicable instruments.

36. The Commission instructs the Executive Secretariat of the IACHR to notify this resolution to the State of Nicaragua and the representatives.

37. Approved on February 4, 2021 by: Joel Hernández García, President; Antonia Urrejola Noguera, First Vice-President; Flávia Piovesan, Second Vice-President; Margarette May Macaulay; Esmeralda Arosemena de Troitiño; Edgar Stuardo Rolón Orellana, and Julissa Mantilla Falcón, members of the IACHR.

María Claudia Pulido
Acting Executive Secretary