



GOUVERNEMENT

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**Inter-ministerial Delegate for
Victim Support**

Activity report

2018 - 2019



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A word from Élisabeth Pelsez

Inter-ministerial Delegate for Victim Support

Over the past two years (2018-2019) as with the previous year, the inter-ministerial delegation for victim support has faced numerous tragic events, for which its team was mobilised to support victims over the long term.

The attacks in Strasbourg and Lyon, the fires in Courchevel and rue d'Erlanger in Paris, the explosion in rue de Trévis, the collapse of buildings in Marseille, the floods in the Aude region, the Ethiopian Airlines crash and, more recently, the Lubrizol industrial disaster, as well as all the situations encountered by everyday life victims, have demonstrated the indispensable nature of inter-ministerial coordination, both nationally and locally, to provide victims and their families with support that meets their expectations.

The inter-ministerial delegation continued the numerous projects it had started as part of the inter-ministerial plan for victim support adopted on 10 November 2017. It launched new ones that fed off the proposals made

by the associations and the numerous testimonies from victims that the delegation frequently receives.

Thanks to the Law of 23 March 2019 on the planning of justice, several of the actions from the inter-ministerial plan for victim support have been implemented. The Judge for Compensation of Victims of Terrorism (JIVAT), set up under Article 64, is the most obvious example.

The inter-ministerial delegation worked in favour of the creation of this judge, who has exclusive jurisdiction to hear all disputes relating to the compensation of victims of acts of terrorism.

This new jurisdiction simplifies the victims' pathway by separating the criminal and civil parts of the proceeding, and ensures greater equality of treatment by entrusting the litigation for compensation for victims of terrorism to a single judge (the civil track in the Paris judicial court).

The system is supplemented by the implementing Decree of 31 May 2019 organising the procedure in



order to refer cases pending before the other courts to the JIVAT. A second decree is currently being drafted on the procedures to appoint the experts of the Guarantee Fund for Victims of Terrorist and Other Criminal Acts" (FGTI) at the out-of-court stage, in order to guarantee their impartiality and their geographical proximity to the victims of acts of terrorism.

In terms of collective accidents, the pool of national coordinators set up in July 2018 was called upon in March 2019 to support the bereaved families of the air accident involving Ethiopian Airlines' Boeing ET302. Based on their feedback, the pool will be strengthened to include people with varied backgrounds from the Ministry of Justice, the Ministry of Europe and Foreign Affairs and the National Gendarmerie. The involvement of the various ministries demonstrates an awareness of the need to work on behalf of victims who are faced with complex legal, compensation and even linguistic situations, particularly in the event of an accident abroad.

After almost three years of experience, the inter-ministerial delegation is convinced that any public policy on victim support must be long-term and on a regional level.

At the heart of the 100 French "departments", the Local Victim Support Committees (CLAV) are evidence of an unprecedented level of involvement of local stakeholders. The inter-ministerial delegation has seen many times the broad range of local experimentations and the pioneering role that certain departments, whose good practices must be valued, can play.

Thanks to the Law of 23 March 2019, several of the actions from the inter-ministerial plan for victim support have been implemented

The inter-ministerial delegation noted this throughout 2019 as part of the preparatory work for the report submitted to the Minister of Justice, on 25 October 2019 "How can we improve the death notification process?" This topic has aroused major interest from public and non-profit stakeholders, attesting to the need to ensure all victims benefit from the implementation of the recommendations.

Continuing its demanding action in favour of all victims, the inter-ministerial delegation has defined three main areas for its roadmap :

- ♦ To develop specific action for the benefit of French victims abroad;
- ♦ To work towards equal treatment of all victims throughout the land;
- ♦ To give the policy of remembering the victims of terrorism an unprecedented boost.

On this last point, taking over from the memorial committee that had submitted its report in September 2018, in 2019, a foreshadowing mission, chaired by the historian Henry Rousso and comprising 16 leading figures, considered all aspects of a project to create a memorial-museum on societies coping with terrorism. A report on this work was submitted to the President of the Republic at the beginning of March.

In line with the recommendations of the memorial committee and with a European dimension, the President of the Republic created a National Remembrance Day for Victims of Terrorism on 11 March, by Decree of 7 November 2019. This commemoration expresses the Nation's gratitude to the victims, dead and injured, and to all those who intervened to help them, including first responders and front-line caregivers.

Finally, the inter-ministerial delegation is fully in line with European policy for the benefit of victims. It therefore supported the European project to create a centre of expertise for victims of terrorism, which aims to help EU Member States to ensure the effec-

tive transposition and practical application of provisions relating to victims of terrorism through common resources within the Union. The European Commission intends to set in motion a specific strategy for victims, which it will announce in the summer of 2020. The inter-ministerial delegation will actively contribute to this.

With the ongoing support of the Minister of Justice, and her teams, thanks to the combined action of the ministries and, in particular, our "victim support" correspondents who are our loyal and valued partners, we have achieved tangible results that are welcomed by all the victims.

These many achievements also came about through a constructive partnership with the France Victimes network and victims' associations.

Last, but not least, I want to thank my team.

I dedicate this quote from Camus to them, since it describes them well : "true generosity towards the future is giving everything to the present".

“

True generosity towards
the future is giving everything
to the present

Albert Camus



♦ L'équipe de la DIAV



02

Specific action for the benefit of French victims abroad



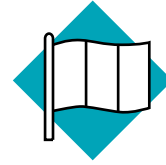
Financial assistance
for victims wishing
to travel abroad to attend
the trial of the perpetrator
of the offence committed
against them

On several occasions, the inter-ministerial delegation has been made aware of the situation of French victims abroad, who experience increased difficulty simply by being in another country at the time of the tragedy. The inter-ministerial delegation chose to launch a specific review for their benefit to improve their care, focused on ensuring the promotion of victims' rights within the European Union and throughout the world.

In a number of ordinary crime and terrorism cases, victims wanted to attend the trial of perpetrators of extremely serious offences committed against them or their relatives. At present, however, no law provides for financial aid to travel abroad.

The victims' associations, their advisors and the media have not hesitated to criticise this treatment openly, since they consider that it is discriminatory compared to other victims whose trials are taking place in France and who get support from the Ministry of Justice.

When the ceremony dedicated to the victims of terrorism took place on 19 September 2018 at Les Invalides in Paris, the President of the Republic demanded consideration to be given to this matter.



Psychological care for French victims abroad

The inter-ministerial delegation engaged various experts to make specific proposals in order to establish a law specifying the principles and procedures to support French victims travelling abroad :

- for the Ministry of Justice : members of the Directorate of Judicial Services, the Directorate of Criminal Affairs and Pardons, the Department for Access to Law and Justice and Victims Support (SADJAV) as well as the Delegation for European and International Affairs at the General Secretariat, France Victimes network, or even magistrates dealing with this type of dispute ;
- for the Ministry for Europe and Foreign Affairs : members of the Crisis and Support Centre (CDCS) for French people abroad.

The draft law provides, alternatively and under certain conditions, financial assistance that will be granted by the Guarantee Fund for Victims of Terrorist and Other Criminal Acts (FGTI) for the benefit of victims of ordinary crime who are eligible for the Compensation Commission for Victims of Crime (CIVI) and for victims of acts of terrorism, enabling them to travel abroad to attend the trial. Victims will benefit from the ability to make an appeal to the CIVI and the JIVAT in case of disagreement with the FGTI.

A decree setting out the procedures for this financial support will complete the adoption of this measure by Parliament. In the meantime, the Ministry of Justice has agreed to cover these travel expenses.

This project makes it possible to re-establish equal treatment for all victims, whether the trial takes place in France or abroad.

The issue of psychological care for French victims abroad has also emerged in several court cases, in which victims felt they received insufficient help and support.

The inter-ministerial delegation set up a working group bringing together representatives from the Ministries of Justice, Europe and Foreign Affairs, Solidarity and Health, and from France Victimes, to discuss the existing provision of care abroad, the procedures to be developed for French nationals and the types of financial support available.

Although the provision of care abroad varies greatly from one state to another, it appeared necessary to offer these victims at least a minimum level of care.

Several experiences were mentioned, such as the possible mobilisation of emergency medico-psychological units (CUMP – attacks in London and Barcelona), setting up remote care for French victims abroad via a telephone hotline with a CUMP in Paris (victims of the Lombok earthquake) or a teleconsultation system (long-term monitoring of victims of Hurricane Irma). As an innovative example, thanks to local initiatives, there are networks of volunteer French-speaking professionals in Washington and London who can be mobilised by the consulate.

France Victimes is also an important available resource: firstly by listening remotely victims calling a specific phone-number from abroad, also by contacting

Victim Support Europe network or its associations afterwards.

At the end, several measures to be implemented were defined by this working group :

- ◆ to better inform victims abroad of existing care arrangements, in particular through inter-ministerial updates to the guide for French victims abroad, by including information on access to support ;
- ◆ to encourage and promote the development of local initiatives and innovative mechanisms ;
- ◆ to strengthen links between the Ministry of Europe and Foreign Affairs and France Victimes, a partnership that has already begun ;
- ◆ to develop and systematise the support offered by the France Victimes network : the network was therefore mobilised on several occasions in 2019 to support French victims abroad, particularly during trials.



◆ **INFORMATION**

If in France, then dial 116 006
If abroad or in French overseas territories,
then dial +33 180 52 33 76



Guide for French victims abroad and translation of the "Guide victimes" website

The inter-ministerial delegation participated in the inter-ministerial work launched at the end of 2018 on the revision of the guide for French victims abroad. This guide, which is aimed directly at victims, has been restructured and updated by the Ministries of Justice, Europe and Foreign Affairs, Home affairs and their partners, with a view to its dissemination in the first half of 2020. It was designed to be more victims' friendly. The distribution of the guide to professionals, in particular to diplomatic posts, will raise their awareness of the support and good guidance required for French victims abroad.

In order to also improve information for foreign victims in France, the "Guide victimes" (Victims guide) information website for victims of terrorism was adapted and translated into English and Spanish in early 2019.

♦ [See opposite](#)

ONE-STOP VICTIMS' INFORMATION AND DECLARATION PORTAL

You are a victim of a terrorist act / [Players](#) / [Main formalities](#) / [Contact a NGO](#)

LOSS OF LOVED ONES	PHYSICALLY AND/OR PSYCHOLOGICALLY WOUNDED
> Medical and psychological support > Funeral arrangements and estate inheritance > Compensation > Special compensation for minors and young adults > Posthumous requests > Professional activity	> Financial support for care > Medical and psychological support > Compensation > Civilian victims of war status > Employment and work
LOVED ONES OF THE WOUNDED	VICTIM OF MATERIAL PREJUDICE
> Medical and psychological support > Compensation	> To be compensated for material prejudice

♦ The portal of « Guide victimes » website



The role of co-ordinators : the example of supporting the families of the victims of the air accident on Ethiopian Airlines (flight ET 302)



◆ The national co-ordinators : Dominique Ferrière, honorary judge, and Jacques Hébrard, former general of the gendarmerie.

Following the air accident involving Ethiopian Airlines flight ET 302 in Addis Ababa (Ethiopia) on 10 March 2019, resulting in 157 deaths, including 9 French victims, the Prime Minister mobilised the national pool of co-ordinators to assist and monitor the victims and families of victims of collective transport accidents.

Dominique Ferrière, honorary judge who previously held the position of first president at the Bordeaux Court of Appeal, and Jacques Hébrard, former general of the gendarmerie, were appointed. Although the appointment of a pair was a first in relation to air accidents, this soon proved useful in accomplishing a role that is, inherently, inter-disciplinary by nature.

The co-ordinators were mobilised very quickly for the family meeting organised three days after the accident by the Crisis and Support Centre of the Ministry of Europe and Foreign Affairs. They then ensured that families were kept informed about the procedure for identifying bodies and brought assistance to the judicial transcription of deaths.

Providing ongoing support to the families, together with the inter-ministerial Delegate, the agents of the Crisis and Support Centre, the SADJAV and the

France Victimes federation, they organised a trip for those who wished to travel to the scene of the crash in Addis Ababa. In their role as facilitator and mediator, they raised awareness among Ethiopian Airlines representatives so that the first emergency provisions could be paid.

In an inherently long and complex inquiry for families, they involved them at every stage of their work through regular meetings, newsletters, listening and ongoing support.

As with the public transport accidents in Brétigny-sur-Orge, Puisseguin and Millas, the appointment of co-ordinators provided real added-value in terms of victim and family support, once again demonstrating how useful this system, unique in Europe, is.

The delegation recently launched a recruitment drive for new co-ordinators, with the aim of strengthening the existing pool by broadening profiles and skills.



The Inter-ministerial delegation, a source of proposals at European and international level

The inter-ministerial delegation participated in several expert meetings organised by the European Union, in particular the high-level meeting of the European Commission on 6 November 2019 on victims' rights, during which the Delegate presented her vision of the future prospects for victims' rights in France and Europe.



The inter-ministerial delegation continued to participate in the work of the Select Committee on Compensation for Victims of Crime created by Joëlle Milquet, Special Advisor to the previous President of the European Commission, to drive forward the implementation of the report that she had submitted in March 2019.

It also spoke at two high-level expert meetings organised under the French Presidency of the Council of Europe : the first on the protection of victims of terrorism and the second on the fight against domestic violence.



◆ The conference on domestic violence, Council of Europe, Strasbourg, 24-25 September 2019.

The inter-ministerial delegation also took part in several international seminars, in France and abroad, to highlight France's expertise in overall care of victims and to enrich itself with best practices from foreign countries : in February, in the Netherlands, as part of a conference organised by the Dutch Ministry of Justice on the place of victims in criminal proceedings, at the annual seminar of Victim Support Europe ; at the seminar of INVICTM (International Network Supporting Victims of Terrorism and Mass Violence) in Strasbourg, in June 2019 ; at the International Congress of Victims of Terrorism in Nice in November 2019 ; and at the French Embassy in Moscow as part of a conference on the care of victims of terrorism.

For the first time, the inter-ministerial delegation was invited in March 2019 to take part in a co-ordination meeting organised by Eurojust on terrorism cases that have involved victims of multiple nationalities.

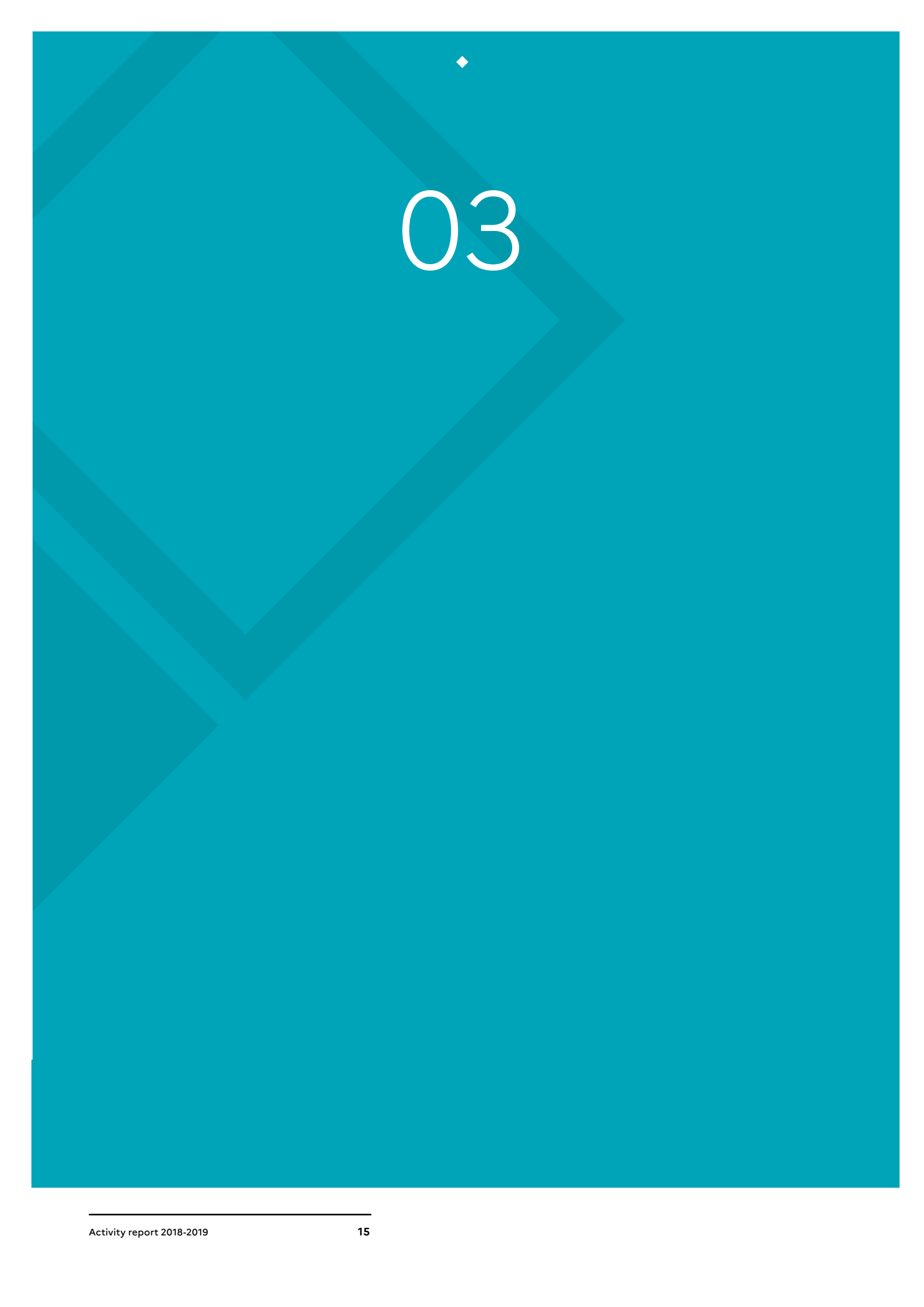
The contact point and manager of the network within the inter-ministerial delegation was fully involved in



the development of the European Network of Victims' Rights (ENVR). In addition to the two expert meetings and the seminars held in Spain and Estonia, the network has created a new logo and website, the content of which has been considerably enhanced. Several studies have also been carried out, in particular on the implementation of the report submitted by the aforementioned special adviser Joëlle Milquet. In this context, in December 2019 the inter-ministerial delegation welcomed a delegation composed of the network's main manager and three Member States contact points for victims' rights (Italy, Estonia, Cyprus).

Finally, the inter-ministerial delegation, together with the French National School for the Judiciary and the European Judicial Training Network, designed and coordinated the first training for European judges on the rights of victims in the European Union, in December 2019 in Brussels. For two days, some thirty judges deepened their knowledge of victims' rights as provided for in the framework of the European

Union and the Council of Europe, as well as European stakeholders and networks. These judges benefited from feedback on the care of victims in a major crisis involving multiple nationalities, thanks to the participation of the honorary public prosecutor Brice Robin, who headed the public prosecutor's office in Marseille during the Germanwings air accident. This training enabled them to better understand the issues involved in enforcing victims' rights and put them in perspective with their national legislation and practices.



03

Equal treatment of all victims through good local coverage and tools shared by all



The deployment of CLAVs and departmental victim support schemes

The deployment of the CLAVs, local committees responsible for the appropriation and implementation of the national guidelines of the victim support public policy, has been a priority over the last two years for the inter-ministerial delegation. Promoting the work of local stakeholders and providing them with tools to improve their practices can make victim support progress on the ground.

The inter-ministerial delegation monitored and supported the establishment of CLAVs throughout the French territory. It has therefore contributed to structure these committees, which are privileged bodies where institutional stakeholders and local association partners meet in order to define the public victim support policy locally, at a departmental level.

The mission of the CLAVs is to guarantee the effectiveness and consistency of the whole victim support system across the land. All departments therefore now have the means to carry out the government's commitments on victim support.

Ensuring that all victims can benefit from equal quality of care, representatives of the delegation travelled to attend post-attack CLAVs (Nice, Trèbes, Strasbourg), as well as feedback sessions (Millas coach accident). The inter-ministerial delegation also took part in the CLAVs set up after the floods in Carcassonne (Aude),

the explosion on rue de Tréville in Paris, and the collapse of buildings in Marseille (Bouches-du-Rhône). More recently, it was called upon for the CLAV which met after the Lubrizol plant fire in Rouen (Seine-Maritime) to ensure victims get support and care.

CLAVs are, therefore, currently deployed in all departments and overseas territories : 105 CLAVs have been set up. The final 2 CLAVs currently being set up are in two overseas authorities (Wallis and Futuna and Saint-Pierre-and-Miquelon) whose respective situations are subject to special monitoring by the inter-ministerial delegation.

◆ Discover the map n°1 opposite

Since the aim of the CLAV is to determine the appropriate local strategy in terms of victim support, it must be based on the departmental victim support scheme (SDAV) which is both a tool for coordinating the network of victim support in the department, and for providing information on the local solutions in place, whether general or specialised. The SDAV also makes it possible to assess each department's own resources. It therefore requires an in-depth inventory and a multidisciplinary analysis of the existing situation in order to define a consistent and clear presentation of what is on offer to victims, as well as strengthened management of this public policy at the local level.

Because the aim of the CLAVs is to become vectors of influence, the schemes must identify priorities for action, promote innovative actions, but also support good professional practices and frame them by structuring partnerships using agreements. For this purpose, and in order to identify the local ad hoc contacts, a directory has been set up for each of the schemes produced.

To date, 30 departmental schemes have been signed and sent to the inter-ministerial delegation. Several projects currently being finalised were notified to the inter-ministerial delegation (5 projects in mainland France and one in New Caledonia).

The inter-ministerial delegation provides support to prepare the schemes and has travelled numerous times to attend the signing of these documents (in the department of Yonne, Isère, Moselle, Haute-Garonne).

◆ Discover the map n°2 opposite

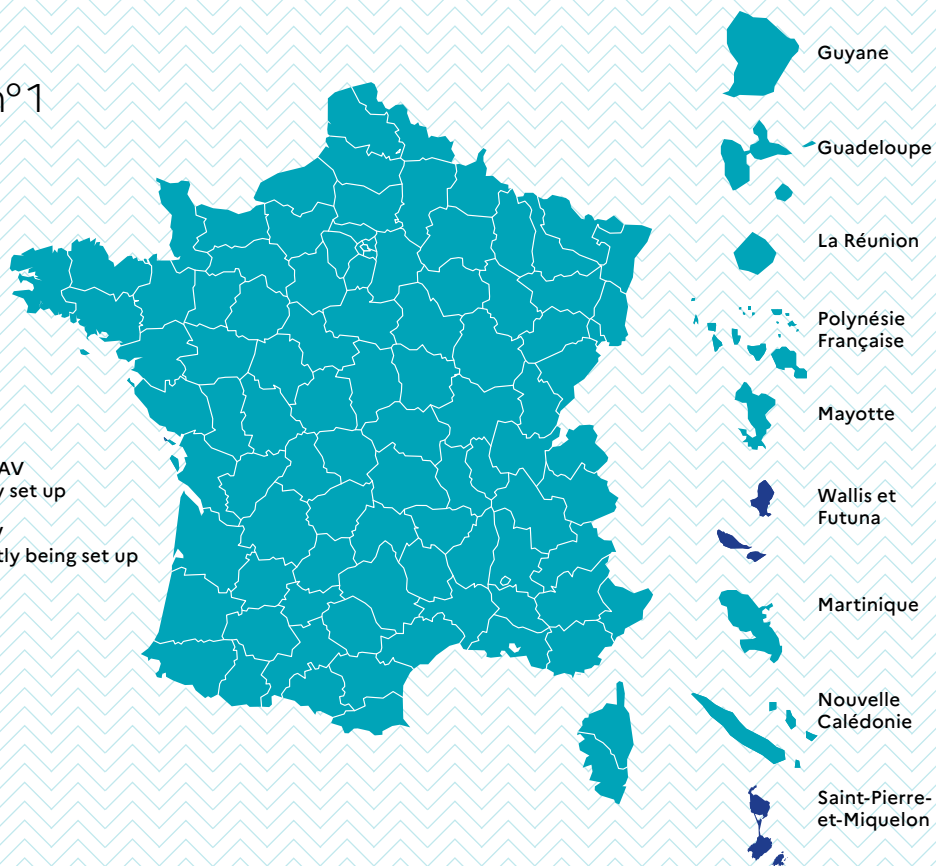


To know more

Following the fire that broke out on 26 September 2019 in the Lubrizol plant in Rouen causing an industrial disaster, the inter-ministerial delegation incited to hold a CLAV and also participates regularly in the transparency and dialogue committee set up by the ministers of Solidarity and Health, Home affairs, Ecological and Inclusive Transition, chaired by the department prefect, supported by local representatives of governmental administrations, and in which elected representatives of the department, representatives of trade unions and associations participate. During this committee's meetings, the inter-ministerial delegation endeavours to protect the rights of victims of the fire who have suffered damage that is essentially material and not covered by insurance companies.

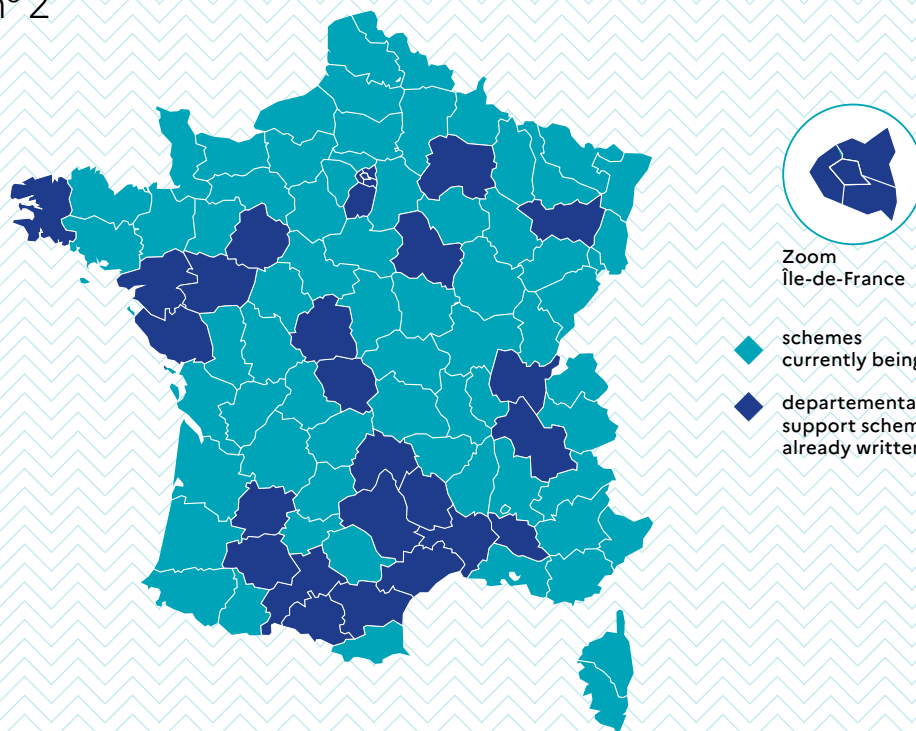
Map n°1

- ◆ 105 CLAV already set up
- ◆ 2 CLAV currently being set up



Map n°2

- ◆ schemes currently being written
- ◆ departemental victim support schemes already written





The DIAV's participation in the struggle against domestic violence

To give substance to the unprecedented dialogue process that took place from 3 September to 25 November 2019 known as the "Grenelle" summit on domestic violence, the inter-ministerial delegation focused its efforts on the coordination of the CLAVs that were set up in order to roll out this process at the local level.

As a member of the "justice" working group under the aegis of Isabelle Rome, a senior official appointed by the Minister of Justice, the inter-ministerial delegation was able to identify the problems faced by victims of domestic violence, and therefore contribute to the thinking that led to the "Grenelle" proposals. The inter-ministerial delegation remains committed to the subject from the perspective of victim care and monitoring, and continues to take action within the operational working group on "victim protection and the organisation of family ties".

THE CLAVs DEDICATED TO THE "GRENELLE" PROCESS ON DOMESTIC VIOLENCE

In accordance with the Prime Minister's instructions set out in the 10 flagship actions of the "Grenelle" summit on 3 September 2019, all departments have mobilised to locally roll out actions against domestic violence, prioritising the CLAV format.

51 CLAVs specifically dedicated to domestic violence have, therefore, been brought together to address issues in this area at a local level.

In this context, the inter-ministerial delegation communicated, via its contacts in the prefectures, the actions announced by the Minister of Justice on 3 September 2019. All local stakeholders were quickly sent the priority areas setlist

and were able to get involved in this issue in a concerted manner.

The inter-ministerial delegation participated on several occasions, alongside the prefects and public prosecutors of the Republic, in the CLAVs that were specifically dedicated to domestic violence (in Paris, Seine-Saint-Denis, Yvelines, Haute-Saône, Ain, Landes). Being involved in the organisation of these CLAVs, the inter-ministerial delegation was able to identify – with the aim of promoting and disseminating them – good professional practices, whether this involves systematic complaints to the public prosecutor's office by police stations and gendarmerie brigades, psychological, health and social care of victims (complaint taken at the hospital, mobile forensic medical unit), or the care of children who are joint victims of domestic violence, in particular by replicating the "femicide" protocol of Seine-Saint-Denis in other departments.



18 proposals to improve the death notification process

Reporting a death remains a difficult moment to handle, as the resulting consequences can impact the rest of everyone's life. Taking account of feedback from several tragic events that occurred in both collective and individual contexts, the inter-ministerial delegation was asked by the relatives of the deceased victims about the importance of this crucial moment and launched reflection on this subject in September 2018.

Several working groups have been set up to identify all the difficulties encountered by victims and all victim support stakeholders: associations, police, gendarmerie, fire brigade, judges, hospital practitioners, mayors...). The working groups analysed their perceptions and expectations, and arrived at a set of recommendations to be implemented.

One of the working groups dealt with the announcement of death in an individual context, the second in a collective context. This was supplemented by an international comparative law analysis and the participation of the inter-ministerial delegation in several conferences and interviews.

The reflections and discussions were particularly rich and humanly dense, attesting to the willingness of all participants to commit to collectively improve practices. They have highlighted good practices in France and abroad, particularly in Belgium. For example, protocols have already been formalised in Nantes for victims of road accidents and in Dinan to prepare local professionals to report a sudden death by promoting the joint involvement of elected representatives, gendarmes and emergency services. In the end,



the discussions and the report were not limited to barely announce death, but also to all situations preceding or succeeding this.

Prefaced by Dr Boris Cyrulnik, the report entitled "How can we improve the death notification process?" was delivered by the Inter-ministerial Delegate for victim support to the Minister of Justice, on 25 October 2019. It contains 18 recommendations, covering the legal framework, support for relatives, practices, as well as training.

This report was sent to departmental prefects and to public prosecutors of the Republic with the specific idea of promoting local good practices tending to improve the procedures for announcing death with the help of the CLAVs.



The creation of an accreditation for victim support associations

The Inter-ministerial Committee for Victim Support of 18 November 2019, under the authority of the Prime Minister's office, confirmed the will to implement all the proposals in the report. While several of them fall directly within the remit of the ministries, others will require an inter-ministerial approach. A first series of recommendations must be implemented in the first quarter of 2020, in particular by setting up two working groups, one on the regulatory framework and the other on training.

Establishing an accreditation for associations supporting victims of criminal offences was a measure of the inter-ministerial plan for victim support and a recommendation of the public policy assessment report on this public policy. It has been implemented by the Law of 23 March 2019 on planning and reform for justice, then through Decree of 29 November 2019.

Accreditation, an unilateral act by the public authority, labels associations that implement the ministry's victim support public policy throughout the country by guaranteeing the quality of their activity, which must meet the principles set out in a national standard of good practices. Guaranteeing reliability and transparency in the organisation of associations, accreditation must become a means of better structuring this sector while improving its visibility. It allows victims to identify the associations that implement public victim support policy in their area and clarifies their position, while victims' associations can, for their part, benefit from authorisation to act as a "partie civile" in the criminal proceedings.

The accreditation comes into effect on 24 March 2020, but applications can be submitted online as early as February 2020. SADJAV is responsible for processing applications at the national level within two months after the application was submitted. The accreditation is issued for a period of five years.



Towards an expanded “Guide victimes”

Victims’ legal and administrative path can be long and complex. With the dual objectives of simplification and accessibility, the Guide-victimes.gouv.fr website provides victims of acts of terrorism with comprehensive information on their rights and the steps to be taken. In April 2019, English and Spanish versions were put online to expand the site to benefit foreign and non-French-speaking victims.

As the inter-ministerial plan for victim support proposes to develop the digital tools available to victims, the inter-ministerial delegation wished to enhance the experience by opening up the “Guide victimes” website to other issues faced by victims. Expanding the site to include victims of other types of events (collective accidents, natural disasters, road accidents, etc.) requires significant work to identify content, plan and restructure, since rights and stakeholders are not always the same as for terrorism. Preparatory studies were launched in the last quarter of 2019 using the expertise of a web design professional. Bringing together the various associations and institutional stakeholders involved in victim support, this should be completed by mid-2020 with a technical proposal.



First steps of the Inter-ministerial Information System on Victims of Attacks and Disasters (SIVAC)

The Inter-ministerial Information System on Victims of Attacks and Disasters project (SIVAC) should make it possible to effectively share useful information on victims of major events between more than 11 administrations and partners involved in victim support. There were major advances in 2019 in this large-scale IT project, which is led by the inter-ministerial delegation with the support of a dedicated team from the Ministry of Justice.

The approval by all the partners of the general working specifications, followed by the start-up work with the service provider selected by the Ministry in June 2019, made it possible to start the first implementation phase.

The legislation creating Article 10-6 of the Code of Criminal Procedure and enabling the exchange of relevant information within the SIVAC technology was passed in the framework of the Law of 24 July 2019 relating to the organisation and transformation of the health system. The inter-ministerial legal work continued, making it possible to finalise the draft implementing decree that will be proposed to the Council of State after consulting the French Data Protection Authority. The impact study on personal data will be submitted in early 2020.



The operating CNRR and the 10 regional psychotrauma care centres, the regional coverage of which should be extended

Born from the need to consolidate knowledge in the field of psychological trauma and to improve care, the CNRR was officially created by inter-ministerial Decree on 22 February 2019 and inaugurated on the same day by the Minister of Justice and the Minister for Solidarity and Health.



Led by Professor Guillaume Vaiva, Head of the Psychiatry Department of Lille University Hospital (CHU) and by Professor Thierry Baubet, Head of the Psychiatry Department of Avicenne Hospital in Bobigny (member of "AP-HP" – Paris Public Hospitals), it has been implemented in Lille on the CHU premises and has been fully operational since 1st July 2019, the date on which a director was recruited.

A small structure which came about thanks to the will of 6 ministries dealing with the consequences of various types of psychotrauma, the CNRR is not a place to provide care for victims.

The CNRR has five roles :

- ♦ to encourage and coordinate research on psychotrauma ;
- ♦ to define the best practices to be implemented ;
- ♦ to build and coordinate training materials for distribution ;
- ♦ to coordinate care providers and, in particular, to work on links with CUMPs throughout the country ;
- ♦ to communicate to all types of audiences interested by its work.

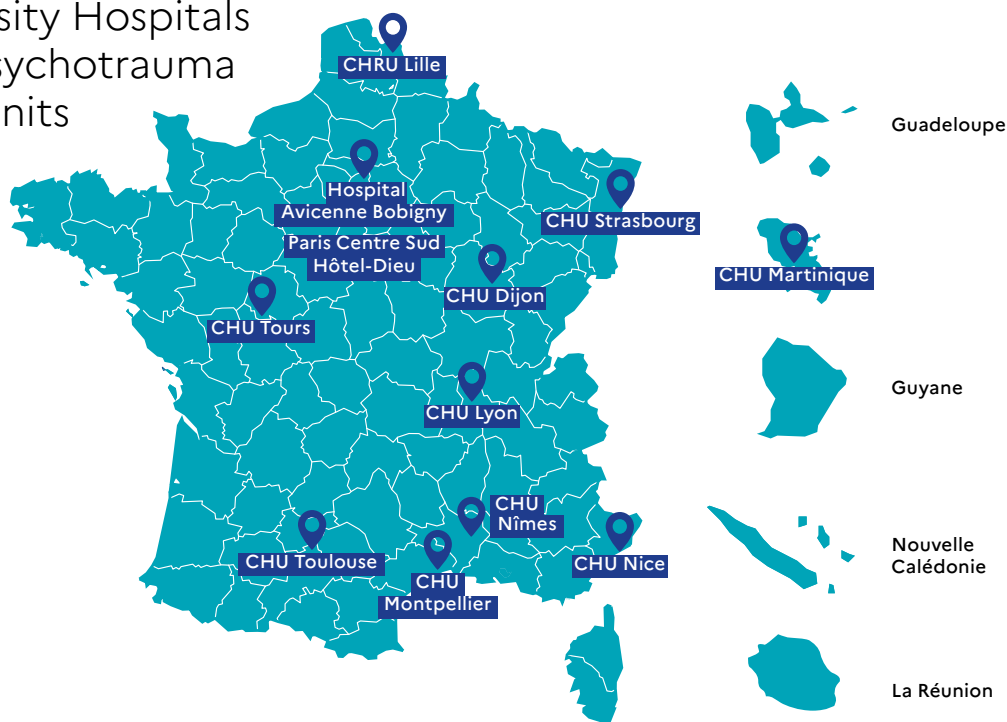
To reach those ambitions, the centre has been structured around the 4 pillars of monitoring, research, training and communication activities. The CNRR is obviously particularly involved in the challenge of research, which it is meant to stimulate, in order to structure it and allow it to achieve excellence in the fields of psychotrauma and resilience. To this end, it is carrying out more specific mapping and setting up databases, creating a methodology and ensuring that all the work carried out is promoted.

Training is also a major challenge for the centre, which is aimed in particular at members of the public who wish to obtain information, the victims and their relatives and, finally, the various partners in global care.

The CNRR has equipped itself with web media, e-learning and virtual reality, modern and accessible training methods.

As further proof of its integration and growth, the CNRR has already defined its action plan for the coming years and intends to publicise the development of its digital tools in 2020 and produce, in 2021, literature reviews, a web media and its first publications.

University Hospitals with Psychotrauma Care Units



The originality of the CNRR's approach is to focus on the experience of victims or patients. It takes into account the whole diversity of the populations concerned, taking a holistic approach to the psycho-traumatised individual.

One of its major roles is to coordinate the research and practices initiated by 10 psychotrauma care units, funded and set up at the end of 2018 by the Ministry of Solidarity and Health within 10 CHUs nationwide. The colloquium entitled "Care and Resilience, First National Day of Psychotrauma", organised by the Ministry of Solidarity and Health with the CNRR, was held on 2 December 2019 at the Ecole militaire in Paris and brought together over 500 participants.

Those units ramped up throughout 2019, the first to be operational being connected to Tours University Hospital, in the Centre-Val de Loire region.

The inter-ministerial Delegate observed that this service, in which several methods (hypnosis, EMDR, Propranolol, etc.) are implemented to manage psychotrauma, was running excellently. Two-thirds of

the consultations are dedicated to violence against women.

As part of the plan to combat violence against children, the Ministry of Solidarity and Health is planning to create 5 additional units. The inter-ministerial delegation actively supports the creation of these units in order to meet growing demand.

This centre, one-of-a-kind in terms of design and multi-disciplinary approach, is already attracting the interest of foreign partners. In December 2019, a delegation made up of representatives of the European Ministries of Justice, visiting France, was therefore able to exchange ideas with the CNRR team.



04

The rise of Memorial Policy in favour of victims of terrorism



Setting up a foreshadowing mission for a memorial and museum on societies coping with terrorism

“Remembering attacks is the State’s responsibility”, noted the memorial committee, “since we expect that, as future generations succeed us, memories will inevitably be erased. Although the violence of terrorism most often denies victims their individuality, since it strikes them indiscriminately, the passage of time always threatens to redouble this erasure.” After in-depth consideration for several months and visiting various types of memorials around the world, a foreshadowing mission, supported by the inter-ministerial delegation, sketched the outline for the future memorial-museum. In accordance with the commitments of the President of the Republic, the inter-ministerial delegation continued its work with a view to setting a date of national remembrance and the wider award of the National Medal of Recognition for Victims of Terrorism (MNRVT).

On 19 September 2018, the President of the Republic requested the creation of a memorial-museum to honour the victims of terrorism, based on one of the recommendations of the report of the memorial committee submitted to Minister of Justice on 7 September of the same year. In his letter of 4 February 2019, the Prime Minister assigned the 16-members of the foreshadowing mission chaired by Henry Rousso, an historian and director of research at the National Centre for Scientific Research, the tasks of drawing up the specifications, choosing a location, structuring the design and deciding on the future status and mode of operation of the memorial-museum, under the aegis of the inter-ministerial delegation.

The memorial-museum will be a place of remembrance where commemorations will take place, a history museum for future generations, a centre for research, conferences and debates, and a place providing information and education. Its purpose is to report on how democratic societies are facing the challenge of terrorism. It is not so much about making a museum of terrorism as it is about the challenge it presents to democracy and the way in which it deals

with it. The team has chosen to focus mainly on all the attacks suffered by France and French citizens abroad over the last fifty years.

Asked about the meaning of creating such a memorial-museum, Henry Rousso replied that it goes beyond the purely commemorative aspect : "Honouring victims means understanding why they have been victims, giving meaning to their ordeal, encouraging the possibility of overcoming it, strengthening shaken social cohesion; in short, helping to transform an experience of death into an experience of life. Making knowledge a vector of memory is a premise of the future memorial-museum".

The foreshadowing mission will submit its report to the President of the Republic at the beginning of March 2020.



The world's memorial sites : fruitful sources of inspiration

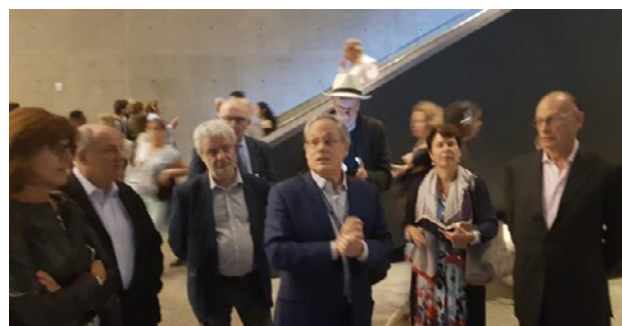
Given the rarity of museums devoted to terrorism, the foreshadowing mission made several visits. They were decisive because they gave us the opportunity to study several experiences on the ground and the problems they faced, which the French memorial-museum will also have to face. They also made it possible to establish links with leading partners for a future memorial network. The minutes of these visits are taken from the report of the foreshadowing mission.



New-York

United States of America
7-12 September 2019

The visit took place as part of the 11 September commemorations. It made it possible to understand the profound unity of the various components of the memorial and museum, the need for a strong, organic link between the two, despite their distinct roles. The spectacular staging is based on very short-term experience : it is a museum for 11 September 2001 rather than a museum on terrorism, its causes, or its consequences. The visitor is therefore taken back to the sudden shock of the event, bringing back emotions for a large proportion of visitors, through the ongoing presence of material remains. The memorial and museum can be seen as a moment of patriotic expression.



◆ Visiting the 9/11 Memorial & Museum, New-York, USA, September 2019.



Henry Rouso
Historian
Senior researcher
at the Paris CNRS



Adeline Rispal
Architect and
exhibition designer
Paris



Rachid Azzouz
Academy inspector
Academic delegate for
memory, history and
citizenship, Paris



Antoine Garapon
Magistrate - Secretary General
of the Institute for Advanced
Studies on Justice
Paris



Clifford Chanin
Executive Vice President
and Deputy Director for
Museum Programs, 9/11
Memorial Museum
- New-York - USA



Brigitte Sion
Museum Program Director,
Rotschild Hanadiv Europe,
international expert in memorial
museums - Switzerland



Alice Bombardier
Associate Professor of
History - Paris



Olivier Grémont
President of the Victim Support
Foundation - Paris



Jacques Fredj
Executive Director, Shoah
Memorial - Paris



Esther Shalev-Gerz
Contemporary international
artist - Paris



Isabelle Chaudieu
Neurobiologist -
Researcher at INSERM
Montpellier



Denis Peschenski
Historian - Senior Researcher
at the CNRS - Paris



Jenny Rafik
Historian, university
professor - Nantes



Myriam Achari
Army - Comptroller General of
the Armies - Paris



Marc Crépon
Philosopher - Professor
at the École normale
supérieures - Paris



Michel Wieviorka
Sociologist - Director of Studies
at the Graduate School of Social
Sciences - Paris



◆ 9/11 Memorial & Museum, New-York, USA.

The meeting with teachers and trainers on-site made it possible to gauge pupils' and students' interest levels. The discussion highlighted the diversity of possible approaches for a young audience and the precautions to be taken. It also addressed training issues.



◆ 9/11 Memorial & Museum, New-York, USA.

Finally, this visit made it possible to measure the attachment and role of the victims within this memorial.

The foreshadowing mission went to Oslo to visit the various memorial sites commemorating the attacks of 22 July 2011 (77 dead, 8 in Oslo and 69 on the island of Utøya, as well as around fifty wounded).



◆ Visit in Oslo, Norway, October 2019.

The information centre, located at the spot where the terrorist blew up a pick-up truck, is clearly a sober place. There are some strong choices, such as the desire to include only excerpts from the trial's court documents as explanatory texts and the absence of photos of the terrorist.

The visit to the island of Utøya was even more impressive and emotional. This "memorialisation" took on a multidimensional character: the cafeteria transformed into a mausoleum, the crime scene kept as it was, a mural of messages received by relatives during the attack, the circle of names symbolising the equality of all victims, etc.



Vitoria-Gasteiz

Spain
18-19 December 2019



◆ Visit in Oslo, Norway, October 2019.

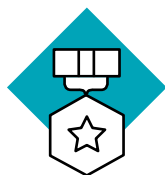
The discussion with the leaders and the president of the victims' association helped us to understand the originality of these memorial creations, which have given rise to many controversies, and the bond of trust that has made them possible. Overall, given its ethical choices, the Norwegian experience seemed to be of great interest to the future French memorial-museum.

The team's visit to the Centro Memorial de las Víctimas del Terrorismo, located in the capital of the autonomous province of the Basque Country, was particularly important. Indeed, it is the only identified case of a museum and memorial to terrorism and its victims, not a place devoted to a singular event. Established under the Law of 22 September 2011, the centre should open its doors to the public in spring 2020. The project is part of a context of reconciliation, with the centre's mission being to "delegitimise terrorism" and promote democratic values.



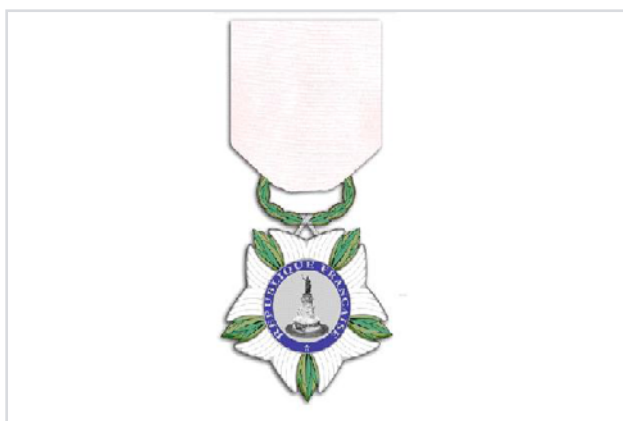
◆ Visit in Vitoria-Gasteiz, Spain, December 2019.

The centre will include a reception area that will set out the purpose of the place and an open and plural definition of terrorism, as well as a documentation centre. The permanent exhibition will deal almost exclusively with Basque terrorism, as well as counter-terrorist groups. The names of the terrorists will not be mentioned. Generally speaking, the museum tour will be based on identification with victims.



The National Medal of Recognition for Victims of Terrorism (MNRVT)

In accordance with the President of the Republic's commitment, the inter-ministerial delegation conducted a broad consultation to amend the start date to apply for the MNRVT. The Decree of 6 March 2019 amending the Decree of 12 July 2016 now sets this date at 1st January 1974.



◆ The National Medal of Recognition for Victims of Terrorism.

The MNRVT pays tribute to those killed, injured or captured during terrorist events. Since its creation, more than 600 people have requested it. The first 4 awards in 2018 and 2019 have given the medal to 302 recipients, some of whom will receive the medal on the first National Remembrance Day for Victims of Terrorism on 11 March 2020.

A fifth group was awarded this by decree on 16 February 2020, giving the MNRVT to 153 victims, in particular those of attacks perpetrated between 1st January 1974 and 31 December 2005.



11 March, National Remembrance Day for Victims of Terrorism

In its report submitted to the Minister of Justice on 7 September 2018, the memorial committee recommended that the National Remembrance Day for Victims of Terrorism should be the same as the date which had been chosen by the European Union : 11 March.

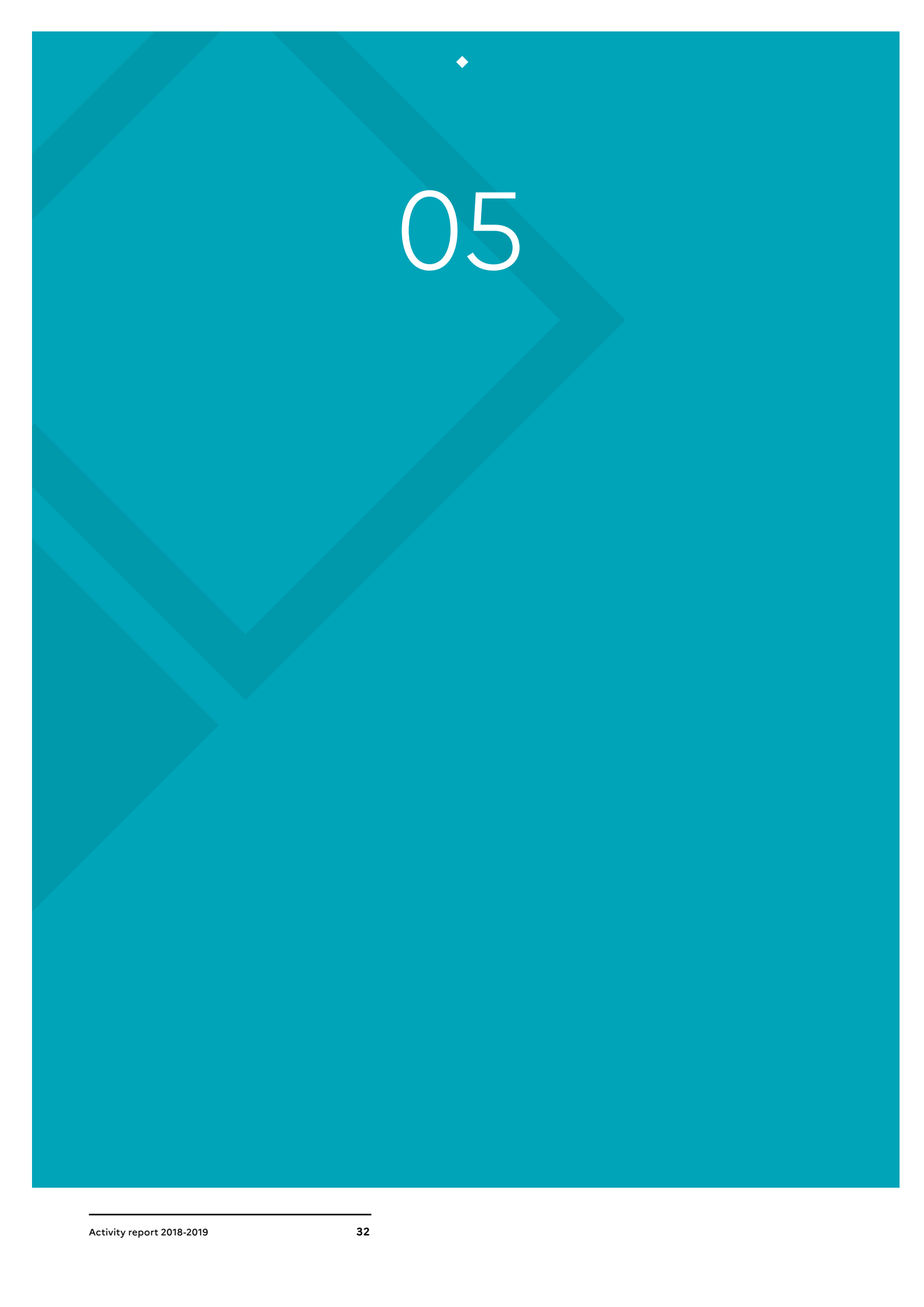
The President of the Republic has decided that 11 March will now be the National Remembrance Day for Victims of Terrorism, which he created by decree on 7 November 2019.

In addition to the attack at the Atocha train station (11 March 2004) to which it refers, this commemorative date is intended to make us remember all the terrorist attacks perpetrated on European soil and elsewhere, shaping a community of fate. This date is part of a European initiative, while still taking account of all the attacks that have affected France since the 1970s. We must remember all the dates of the attacks so that none is forgotten or neglected.

Preparatory meetings for the first National Remembrance ceremony on 11 March 2020 were organised at the initiative of the Presidency of the Republic, with the support of the inter-ministerial delegation for victim support. Concerted and in-depth work was carried out with the associations on the organisational aspects but also in relation to their wishes and contributions.



◆ President Emmanuel Macron, during the ceremony of national homage to victims of terrorism on 19 September 2018.



05

Conclusion

Thanks to its unique experience in the field of victim support, the inter-ministerial delegation must remain a source of proposals for all the stakeholders with whom it cooperates on a daily basis.

It is very frequently called upon by institutions and Members of Parliament to provide its expertise on emerging issues. For example, it contributed significantly to the deliberations of the Court of Auditors, in the context of its work following the referral by the Chairman of the Senate Finance Committee requesting an inquiry into financial aid granted to victims of terrorism. It was also heard by the same court as part of its ongoing organic review of the Guarantee Fund for Victims of Terrorist and Other Criminal Acts (FGTI).

The inter-ministerial delegation was heard at the National Assembly by a parliamentary fact-finding mission relating to the secrecy of inquiries and investigations, by the rapporteur MPs Didier Paris and Xavier Breton. It was also a source of proposals as it relayed the repeated requests from victims, in particular from the Association of Parents of Child Victims (APEV), on the need to inform families during the preliminary investigation phase on the state of progress of the procedure. The fifteenth recommendation of the Members of Parliament specifically states "to consider, for the most serious events and for the benefit of victims' associations, windows of information by the public prosecutor". The rapporteur deputies also recommended to systematically entrust the reporting of information concerning victims to the public prosecutor, as advocated in the report "How can we improve the death notification process?"

More recently, in the context of the draft law presented by deputy Jeanine Dubié, relating to the right of victims to submit a claim for compensation to the FGTI, the inter-ministerial delegation has argued in favour of reforming the starting point of the limitation period for victims who have been awarded damages,

and of standardising the starting point of the limitation period to refer the matter to the Compensation Commission for Victims of Crime (CIVI), which are much fairer measures for victims.

Lastly, the inter-ministerial delegation is making a decisive contribution to the development of the current laws on crisis management, as it is revising the inter-ministerial instruction on terrorism for the third time since its creation. It actively participates in the work aimed at transferring the competency of the inter-ministerial unit for victim support from the Crisis and Support Centre of the Ministry of Europe and Foreign Affairs to the Ministry of Home affairs, under the name of the "inter-ministerial unit for public information and assistance to victims" (C2IPAV). It will also work on drawing up such an inter-ministerial instruction on collective accidents during 2020.

This year, specific action will be taken for the benefit of victim support associations since the inter-ministerial delegation is leading the work on the additional fine, a measure created by Article 82 of the Law of 3 June 2016 strengthening the fight against organised crime, terrorism and their financing, and improving the effectiveness and guarantees of the criminal procedure which has created an additional fine (Articles 132-10 of the Criminal Code and 707-6 of the Criminal Procedure Code).

This increased fine, equal to a maximum of 10% of its amount, has a very wide scope. It is likely to apply to fines imposed in petty, tortious or criminal matters (with the exception of flat-rate fines), to customs fines, as well as to certain administrative sanctions imposed by the Prudential Control and Resolution Authority (ACPR), the Financial Markets Authority (AMF), the Competition Authority or the Online Gambling Regulator (ARJEL). In the absence of an implementing law, it had never been ordered, until two rulings handed down on 27 May 2019 (about concealed labour) and

5 June 2019 (about driving under the influence of alcohol) by the Court of Appeal in Montpellier.

In order to respond to requests from victim support associations, the inter-ministerial delegation is carrying out inter-directional and inter-ministerial work to remove the obstacles to its implementation. An experiment limited to the criminal field will soon begin in the jurisdiction of a volunteer court in the region of Paris, before rolling out across the whole country.

In many ways, 2020 will be a pivotal year at the cross-roads of many challenges.

The implementation of the 18 recommendations of the report "How can we improve the death noti-

fication process ?" will set out a clearly identified roadmap.

The CLAVs will be the ultimate tools to implement the 22 measures announced as part of the strategy on child protection.

The creation of the memorial-museum will be part of a long-term vision and should take over from the work of the foreshadowing mission.

In addition, the inter-ministerial delegation will be fully involved in the major trials for the attacks of January 2015 and November 2015, which will take place during this year and the following year. It will ensure that victims are supported during this essential judicial phase.