

The fight against **impunity**

Outcomes International Advocacy 2013-2018

July 2019



**FREE
PRESS
UNLIMITED**

Colophon:

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Summary of Findings

In the period 2013-2018 Free Press Unlimited (FPU) has joined and actively influenced the Dutch Ministry of Foreign Affairs (MoFA), UNESCO and civil society actors in the fight against impunity and effectively linked this with a human rights agenda. “Impunity for crimes against the media fuels and perpetuates the cycle of violence and the resulting self-censorship deprives society of information and further affects press freedom. It directly impacts the United Nations’ human rights based efforts to promote peace, security, and sustainable development.”¹

The methodology for this evaluation was based on Outcome Harvesting (Wilson-Grau & Britt, 2012). We identified 19 outcomes of which most are highly significant for the long-term objective: a decrease in impunity and killings of journalists. We found that the collaboration between several individual decision-makers in these organisations proved very effective. These individuals played a key role in more than one organisation and could build bridges between them, which was one of the success factors of the advocacy strategy. Collaboration was mostly initiated by FPU. Other civil society organisations contributed to the process through the Global Forum for Media Development (GFMD) and the CSO Safety of Journalists Coalition, in which FPU played a leading role. Guy Berger: “FPU leads by example and does not show off”. Due to these joint efforts several global instruments to hold countries accountable for impunity of crimes against journalists have been strengthened. UNESCO’s DG report ‘Safety of Journalists and the danger of Impunity’ has gained more influence on member states and globally. Journalist safety and impunity is included more prominently in the Universal Periodic Review (UPR) process, using UNESCO’s DG report. The DG report is also used to measure progress on Sustainable Development Goal 16.10.1. In the period of investigation more countries reported on the UNESCO DG report and civil society contributed actively to recommendations for the DG reports and for the UPRs.

The sustainability of the mechanisms set in place is fragile. UNESCO/IPDC has changed leadership (a new DG, a new ADG, and a new IPDC chair), and Trump’s administration has given a blow to UNESCO by formally withdrawing from the organisation. The positive trend of the per cent of countries reporting to the DG report has gone down in 2018. Efforts will need to go into convincing the new leadership of UNESCO to stay actively engaged and hold member states accountable for press freedom. Strong collaboration between civil society organisations to improve press freedom will also remain important.

Recommendations

To reverse the decline in the number of member states that report to the DG report in 2018, we feel that more can be done to ensure that national governments report to the DG report, for example more attention to explaining the importance of the DG report during events on 3 May and 2 November, or by stimulating a more active role of UNESCO’s delegations in the countries of concern. We also recommend to systematically monitor the effectiveness of the advocacy activities of FPU’s Policy and Advocacy team and of the CSO Safety of Journalists Coalition, as well as the implementation of UPR recommendations by the countries where press freedom is a concern.

¹ <https://en.unesco.org/themes/safety-journalists>

Introduction

The international advocacy activities of FPU are funded by the Dutch Government through the No News Is Bad News programme. The original application included the following plans:

- FPU and EJC will work within the Strategic Partnership on lobby and advocacy in order to ensure that the information needs as well as research and monitoring efforts of local (media) actors will be highlighted at the relevant international stage to ensure connectivity between local, regional and international discussions.
- The international programme will seek access to and collaboration with international networks that can help to ensure better safety for journalists. That includes delivering case material for the Universal Period Review of the OHCHR in Geneva, providing input to policy debates at the OECD, OSCE and EU. FPU delivers the chairperson for the IPDC programme of UNESCO and opens possibilities for joint advocacy to improve the reporting on cases of violent death of reporters.
- FPU has also decided to develop 2 November into a national day for solidarity with journalists worldwide.
- FPU/EJC and the Ministry will develop advocacy capacity with local partners to end impunity and increase the attention to safety of journalists in relevant multilateral bodies such as UNESCO, OHCHR, UN-GA through reporting mechanisms such as the UPR, the media trends research as well as implementation of Goal 16.10 of the SDGs.
- FPU will coordinate in fragile states with international and local media actors through GFMD to ensure donor coordination – add value and synergy to international efforts to increase freedom of expression and media freedom – strengthen the capacity of local actors to cooperate and advocate jointly.
- FPU will strengthen the international advocacy for access to information within the sustainable development goals, strengthen implementation of freedom to access information laws and as well as for a free open and secure Internet with the GFMD, the World Wide Web Foundation and Article 19.

Context

On average, every five days a journalist is killed for bringing information to the public. Attacks on media professionals are often perpetrated in non-conflict situations by organised crime groups, militia, security personnel, and even local police, making local journalists among the most vulnerable. These attacks include murder, abductions, harassment, intimidation, illegal arrest, and arbitrary detention.²

Since 2013, FPU has advocated for the safety of journalists and for an end to impunity for these crimes, by bringing together influential individuals. The principal aim of FPU's advocacy efforts was to stimulate UN agencies and governments to do judicial inquiry into the killings of journalists. This has resulted in some important outcomes. This report tries to answer the question how FPU succeeded in achieving these outcomes, and what the chain of events has been. This analysis will inform future advocacy activities.

² <https://en.unesco.org/themes/safety-journalists>

Research Questions and Methodology

The central questions for this research were:

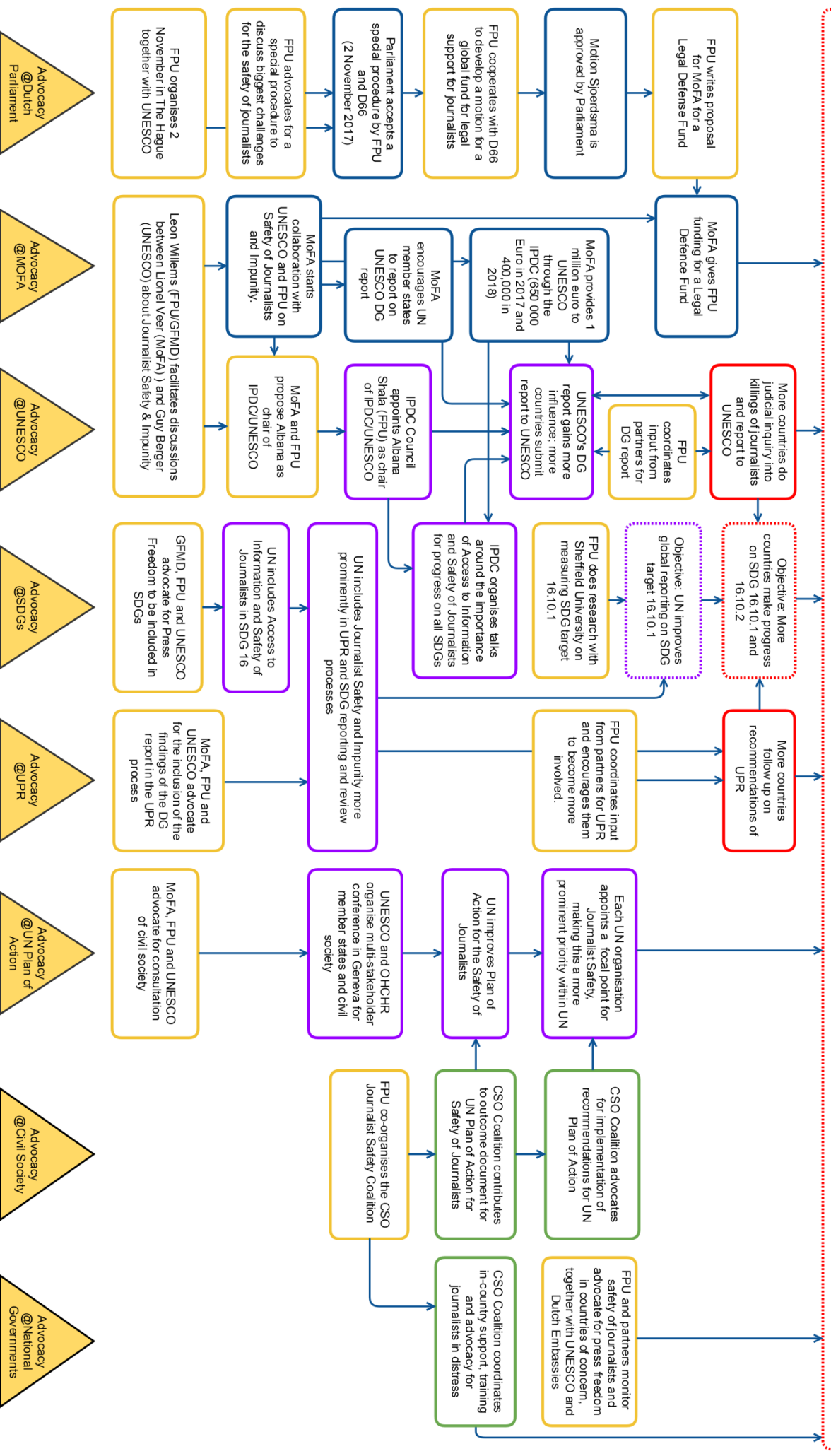
- Which actors has FPU influenced?
- What are the outcomes of advocacy towards these actors?
- What is the contribution of FPU in achieving these outcomes?
- How significant are the outcomes?

The research was done by FPU's K&Q team in the period December 2018 until May 2019. The methodology was inspired by Outcome Harvesting and Contribution Analysis. There was no explicit theory of change guiding the advocacy efforts, so K&Q constructed a theory of change, shown here on the next page. To develop this theory of change, K&Q first undertook a review of all documentation related to each outcome of interest and conducted 6 in-depth interviews focusing on whether FPU's activities had the desired influence on the actors with whom they were working, and to what extent other actors may have affected the outcomes. A timeline was constructed to analyse the chain of events. Conclusions were further validated by an online search for evidence. See Appendix I for people interviewed, Appendix II for the timeline, and Appendix III for the outcomes that were "harvested".

Questions for further research are:

- What is the effectiveness of November 2 events globally?
- What is the impact of the UPR process on safety and impunity?
- What is the impact of the UN Plan of Action for Safety of Journalists on safety and impunity?

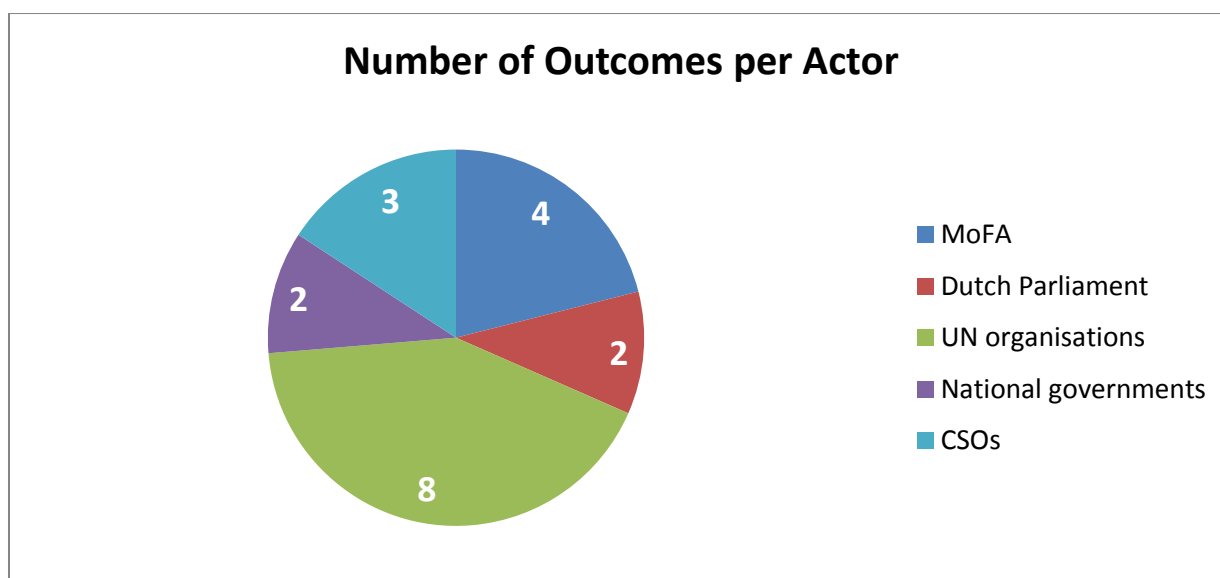
Principle objective: Decrease in impunity and killing of journalists



Which actors has FPU influenced?

In the period 2013-2018 FPU's advocacy focussed on 5 (types of) actors:

- The Dutch Ministry of Foreign Affairs (MoFA)
- The Dutch Parliament
- UN organisations (notably UNESCO and OHCHR)
- National governments
- Civil Society



Graph 1: Actors influenced

The analysis of the contributions to the outcomes per actor indicates that some actors were at the same time influencers (change agents). An interesting element is that four of these individuals were wearing more than one hat; i.e. played roles in more than one of the organisations and built bridges between them. This is mapped in Table 1 below. Close cooperation between these individuals were a key success factor of FPU's international advocacy efforts.

Table 1: Dual roles of four key actors and change agents

	FPU	UNESCO	MoFA	OHCHR	Civil Society
Leon Willems					
Albana Shala					
Lionel Veer					
Frank La Rue					

What are the outcomes of advocacy towards these actors?

The Dutch Ministry of Foreign Affairs (MoFA)

Before 2014, FPU had built up (donor) relations with the Human Rights department of MoFA (DMM), particularly with Lionel Veer. In the period 2010-2013 FPU facilitated discussions between Lionel Veer and Guy Berger of UNESCO during conferences of the Freedom Online Coalition. Lionel Veer: “Through these conversations initiated by FPU, we became more aware of the potential of UNESCO to work with others in the UN to increase the fight against impunity”. Lotte Hofsté: “As a result of the strategic partnership with FPU, MoFa started to spread the issue of Safety of Journalists more towards our network Embassies, other governments and multilateral institutions.”

In the period 2014-2018 Lionel Veer is seconded by BuZa to UNESCO as the Dutch Ambassador and Permanent Representative. By then he was convinced of the need to strengthen UNESCO for the fight against impunity (see Box 1 below on UNESCO and journalist safety). FPU, Lionel Veer and Douwe Buzeman agree to propose Frank La Rue (a former journalist and former UN Special Rapporteur for the promotion and protection of the right to freedom of opinion and expression from 2008 to 2014) as Assistant DG for Information and Communication, and Albana Shala as chair of the IPDC of UNESCO. This created a powerful cooperation and joint advocacy towards the UN Human Rights Council and National Governments.

In January 2016 FPU receives an important grant from MoFA/DSO for the No News Is Bad News Programme. This allows FPU to scale up its advocacy efforts, and to organise 2 November as an important global event in 2016, 2017 and 2018. Again, MoFA, UNESCO and FPU collaborate to make this event happen.

On 15 November 2016 Lionel becomes an active member of the Group of Friends to support UNESCO’s work on the safety of journalists. He advocates for the role of civil society as key player for Journalist Safety, and for the cooperation between UNESCO and OHCHR.³

In 2017, encouraged by the performance of IPDC (chaired by Albana Shala) and the impact of IPDC’s projects, MOFA injects 650,000 Euros into strengthening UNESCO’s work on safety of journalists and access to information.⁴ This was almost ten times higher than previous years. In 2018 MoFA injects another 400,000 euro to UNESCO through IPDC.⁵

The role of the Embassies

In the period 2016-2018 several Dutch Embassies actively promoted Safety of Journalists and Press Freedom as a human right. Through connections with these Embassies FPU could play a unique role, connecting local with global issues. A letter from the Dutch embassy at UNESCO to other Dutch Embassies around the world every time DG UNESCO reported on the killing of journalists in specific countries may have helped to increase attention of local authorities to UNESCO's reporting in this period.

³ <https://en.unesco.org/news/member-states-establish-group-friends-support-unesco-s-work-safety-journalists>

⁴ <https://en.unesco.org/news/dutch-boost-work-unesco-s-ipdc>

⁵ <https://en.unesco.org/news/netherlands-will-continue-strengthen-safety-journalists-and-access-information>

The Dutch Parliament

In 2017 and 2018 FPU and D66 advocated within the Dutch Parliament for an emergency fund for journalists. This resulted in the submission of the “Motie Sjoerdsma”⁶ – which requests additional means from the Human Rights Fund for Dutch and foreign journalists in distress. Based on a proposal by FPU, Sjoerd Sjoerdsma (MP D66) organised a meeting (Special Procedure) with the Foreign Affairs Committee of the Dutch Parliament on 2 November 2017 about the safety of journalists. Speakers were Leon Willems as director of FPU and Diane Foley, mother of American journalist James Wright Foley who was murdered in Syria in 2014 and key note speaker for FPU’s 2 November event. Diane Foley is the founder and president of the James W. Foley Legacy Foundation. FPU followed up with Sjoerdsma after the Special Procedure with the abovementioned motion, which was accepted by Parliament. When the motion was approved, FPU wrote a proposal to set up a Legal Defence Fund. In 2018 the proposal was approved by MOFA and FPU received a grant of 1,450,000 euro for 2 years. Lotte Hofste: “It was fantastic that Evelien shared the 2-page proposal with me. This was exactly what we needed to implement our policy in relation to the approved motion.”

UNESCO

Box 1: UNESCO and Journalist Safety

Since 1997, UNESCO’s Director-General has condemned each killing of a journalist, and compiles the bi-annual **DG Report on The Safety of Journalists and the Danger of Impunity** to the Intergovernmental Council of the IPDC since 2008. It consists of updated information voluntarily received from Member States on the judicial status of cases of killed journalists. It is in recognition of the far-reaching consequences of impunity, especially of crimes against journalists, that the United Nations General Assembly adopted Resolution A/RES/68/163 in 2013 which proclaimed 2 November as the ‘International Day to End Impunity for Crimes against Journalists’. The Resolution urged Member States to implement definite measures countering the present culture of impunity.

Relations between FPU and UNESCO started with Guy Berger around 2011 and resulted in many outcomes. The appointment of Frank La Rue as Assistant DG in 2015 gave a strong impulse to the leadership of UNESCO in the field of journalist safety and better connected the realities of Paris (UNESCO) with that of Geneva (Human Rights Council). Others in the UNESCO team dealing with safety of journalists, including the UN Plan and the Director General’s report, played a key role in building momentum, such as Sylvie Coudray and Saorla McCabe.

In November 2014 Lionel Veer, supported by FPU, put forward FPU’s staff Albana Shala for the function of IPDC’s chair. This proposal was well received by the member states and Albana was re-elected for another term in November 2016. During 2015-2018 FPU could meaningfully make use of the cooperation with UNESCO and MoFa, and jointly advocate to the UN Human Rights Council and National Governments against impunity and for the safety of journalists.

IPDC kept Safety of Journalists high on the agenda through many projects approved by the Bureau. It was on the initiative of Lionel Veer and Albana Shala that the first “IPDC Talks”⁷ were organized around the SDGs. They bring together communication experts in TED-style talks and debates on the importance of independent media, access to information, and the safety of journalists to achieve the SDGs.

⁶ <https://www.tweedekamer.nl/kamerstukken/detail?id=2017Z15491&did=2017D32484>
⁷ <https://en.unesco.org/powering-sustainable-development-access-information/about-ipdctalks>



Picture taken 22 March 2017⁸. From left to right: IPDC Chair Albana Shala, UNESCO's Assistant Director General for Communication-Information Frank La Rue; Dutch Ambassador Lionel Veer and Senior Foreign Ministry Representative Douwe Buzeman from the Netherlands.

Albana also drew attention to IPDC's support for media development projects that are gender transformative. While gender sensitivity takes into account gender differentials, gender transformation is about projects that directly challenge gender inequalities.

Albana: "If we consider media as one of the most crucial social tools at our disposal, we should address the inequality through and in media. During IPDC's Bureau meetings there have been informed discussions about the need to shift from gender-sensitivity to gender transformation in project support and implementation. IPDC secretariat strives that all applications for funding meet gender-awareness criteria. It also supports the application of UNESCO's Gender-Sensitive Indicators for Media (GSIM) to measure the degree of gender equality in both the operations and content of selected media outlets around the world."⁹

Douwe Buzeman: "Albana is an expert and did this very well with her diplomatic skills, within the complexity of UNESCO."

Guy Berger: "Albana did a fantastic job and was very much appreciated. She also convinced us of the need to include gender more prominently in the IPDC projects."

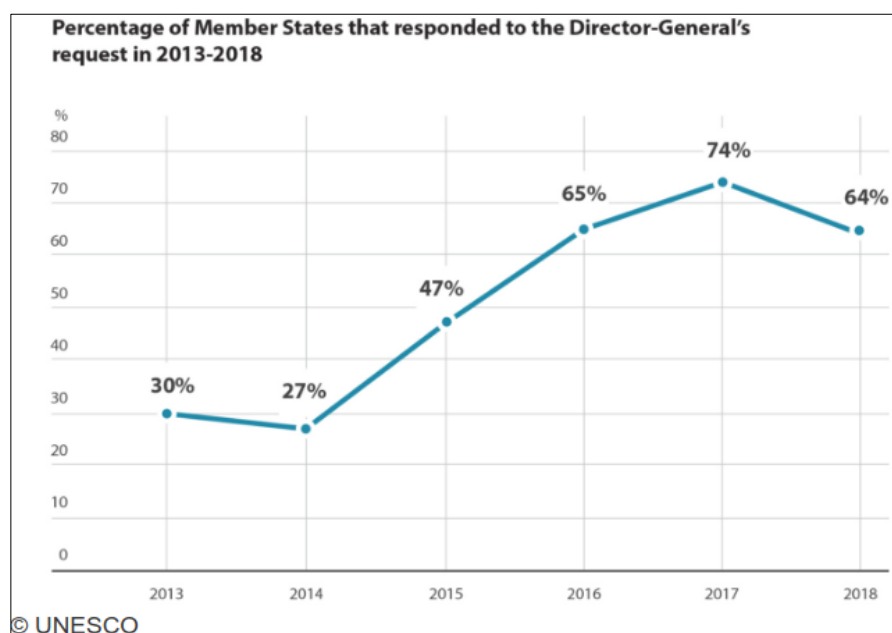
Under Albana Shala's leadership, and in combination with growing attention in the UN and at UNESCO's executive board, several new member states were convinced to report on the status of judicial follow-up to the killings of journalists in their respective country. The funds donated by MoFA allowed the IPDC (with Albana Shala as chair) to channel the money to projects that strengthened the monitoring of journalist safety and impunity, so that countries could report to the DG report. As a consequence of IPDC's strong leadership in combination with MoFA's advocacy and financial support, and FPU's support

⁸ <https://en.unesco.org/news/dutch-boost-work-unesco-s-ipdc>

⁹ <https://en.unesco.org/news/media-development-key-sdgs-says-ipdc-chair-albana-shala>

to collect input from non-reporting countries, UNESCO's DG report gained more influence.¹⁰ In 2017 a record of 74% of the countries reported to UNESCO (see Graph 2). Using the DG report during the UPR, national governments are held accountable for impunity, and are requested to do judicial inquiry.

Graph 2: % of member states that report on the situation regarding impunity and judicial inquiry



In 2016 FPU and UNESCO started to collaborate to organise the 2 November event in The Hague (the International Day to End Impunity for Crimes against Journalists) to show solidarity with killed journalists. Guy Berger: "FPU helped raise 2 November's profile with a world class event, with awards for courageous journalists. UNESCO focuses on the Guillermo Cano World Press Freedom prize for the World Press Freedom Day, so it was great that FPU did this for 2 November. In short, FPU's initiative to use Impunity Day to show solidarity and increase awareness around the issue of impunity is a major contribution alongside the global event organised on the day by UNESCO each year, and it continues as a prominent feature amongst the increasing number of commemorations that take place in a number of countries."

UN Human Rights Council (OHCHR)

In 2016, FPU, Lionel Veer perceived that the DG report could inform the human rights agenda of the UN Human Rights Council and the Universal Periodic Review process, reinforcing the links between UNESCO and the OHCHR. This aligns with the role of The Netherlands in recommending in the UPR that states co-operate with UNESCO's request for information on judicial process about the killings of journalists. For example, The Netherlands recommended – and Thailand accepted – to "Condemn and investigate all violence against journalists, inform UNESCO of the actions taken to prevent the killing of journalists and notify UNESCO of judicial inquiries conducted".¹¹

The implementation of the UN Plan of Action could build on this experience (see Appendix IV for more information on the UN Plan of Action). To strengthen the UN Plan of Action, FPU proposed to MoFA and UNESCO to organise a broad multi-stakeholder consultation. MoFA was willing to co-finance this initiative.

¹⁰ External evaluation IPDC 2018

Guy Berger: “We had a very active review of the UN Plan’s implementation on how can it be strengthened. This idea came from FPU. Article 19 was also an initiator.”

The multi-stakeholder consultation was organised 29 June 2017.¹² The event was strategically organised in Geneva, because this is where the HQ of OHCHR is located. It was the intention of FPU, MoFA and UNESCO to:

- Deepen linkage between the roles of the 2 organisations (UNESCO and OHCHR) in the fight against impunity;
- Organise a broad multi-stakeholder consultation to improve the plan based on input from civil society and other stakeholders;
- Be able to hold countries accountable for ending impunity through the DG report, the UPR process and SDG target 16.10.1.

Leon Willems chaired the session on Session 3 - “Reinforcing the work of professional associations, media, academia and other key actors outside of the UN”. Lionel Veer contributed to a session in which member states shared good practises, and Albana Shala launched UNESCO’s publication “An Attack on One Is An Attack on All: Successful initiatives to protect journalists and combat impunity”.

The final outcome document included many of the recommendation of the CSO Coalition (see below under Civil Society) for example that the DG report should inform the UPR and improved measurement of SDG target 16.10.1 (using the DG report).

National Governments

More national governments have started to report to the DG report and to commit to the recommendations of the UPR to do judicial inquiry and bring cases to court. In 2017 Iraq and Nepal and in 2018 Somalia submitted their reports to the DG report, and Nepal also committed to follow up on the recommendations of the UPR.

FPU collected the input from its partner organisations in several countries on so-called *shadow reports* as input for the UPR reports. In 2016 FPU and EJC submitted a joint submission in close unison with local partners for the UPR of Zimbabwe. In 2017, FPU submitted a shadow report together with Bangladeshi partners BNNRC. FPU met with the Dutch permanent delegation, discussed the (pre)session procedures and suggested a recommendation for Bangladesh as input for the UPR - which was indeed used during the UPR:

‘149.50 Repeal all laws and policies that restrict the activities and rights of its citizens and civil society organisations, including the Information Communication Technology Act of 2006 and the Foreign Donations Regulation Act of 2016 (Netherlands)’

In 2018, FPU submitted a shadow report to the 29th Session of the UPR Working Group on behalf of Malian partners, with the recommendation to refrain from internet shutdowns, investigate all cases of killed and disappeared journalists and providing protection for journalists. And in 2018, FPU worked closely together with Impunity Watch, Cordaid and MoFA to deliver input for the Human Rights Council meeting and the UN Security Council meeting on Burundi.

¹² <https://en.unesco.org/strengthening-un-plan-action>

Civil Society

During 2013-2016 FPU Director Leon Willems was the chair of the GFMD – Global Forum for Media Development. An important achievement of the GFMD during these years was that SDG 16.10 includes targets 1 and 2 related to safety of journalists and access to information (see Appendix VI). This meant that the SDGs recognised the importance of media and free press issues. Guy Berger: “Thanks to Leon’s leadership of GFMD, we had an alliance that resulted in to 2 media-relevant indicators to show progress on SDGs – safety of journalists and access to information guarantees. We can now use data to understand the issues, with the help of Sheffield University. FPU and Deutsche Welle Academy are also active partners in training people to make reports on the SDG indicator for monitoring effective access to information.”

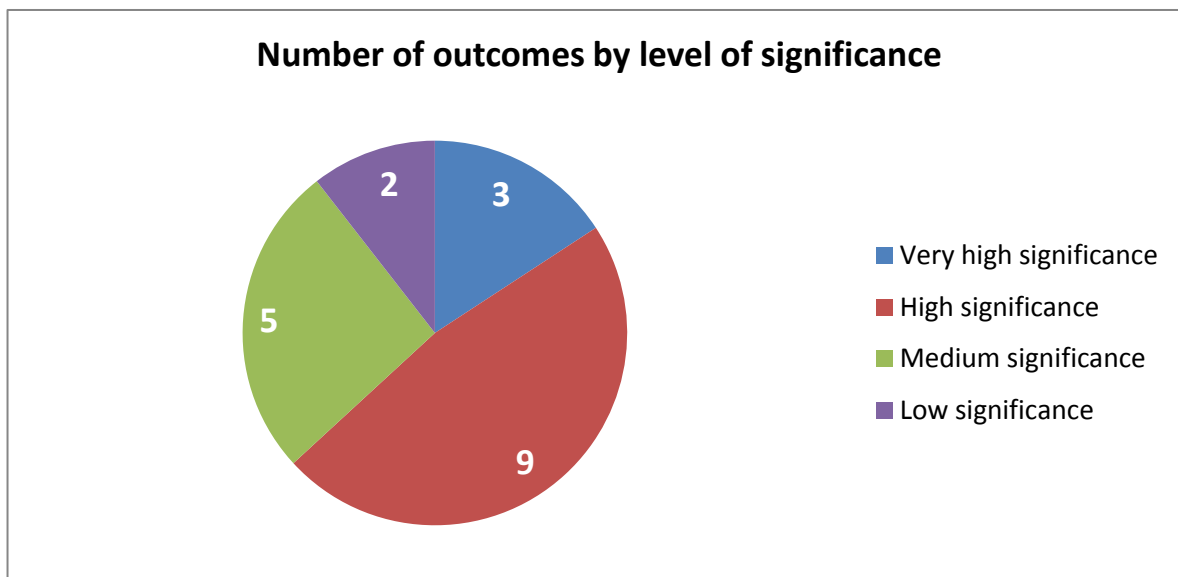
In the run up to UNESCO’s event on strengthening the UN Plan of Action on the Safety of Journalists, planned to take place in June 2017, Free Press Unlimited together with the Dutch Ministry of Foreign Affairs, UNESCO and Article 19 held talks on organising civil society around the issue. On 2-3 March 2017 a consultation meeting was organised by FPU, IMS and Article 19 in Copenhagen, and a 4-page document was submitted to UNESCO as input for the conference.¹³ As stated above, the final outcome document of the conference included many of the recommendation of the CSO Coalition. The outcome document encourages Member States to report “on the safety of journalists, including within the framework of the Sustainable Development Goals (SDGs), UN human rights bodies and UNESCO’s monitoring of judicial follow-up to killings”, and invites those Member States who respond to the Director-General’s request on judicial follow-up to killings of journalists to make their responses publically available.

After the conference, FPU pushed for continued collaboration among international CSOs by co-organising more meetings of the CSO Safety of Journalist Coalition. The subsequent meetings stimulated increased coordination and cooperation among the key organisations active in the field of safety of journalists to come to a collective strategy for more effective action. This resulted in input by the CSO Safety for Journalists Coalition for the UN Plan of Action. Through its network of partner organisations FPU collected input for the shadow reports with recommendations for the DG report. The Coalition coordinates in-country support, training and advocacy for journalists in distress (Iraq, Nicaragua, Burundi, Myanmar, Mexico, and Kenya). Increased cooperation in Pakistan and Iraq resulted amongst others in meetings with local UNESCO offices and representatives of the state.

¹³ The organizations part of the International Civil Society Coalition on the Safety of Journalists are: ACOS Alliance, ARTICLE 19, Committee to Protect Journalists (CPJ), European Journalism Centre (EJC), Free Press Unlimited (FPU), Freedom House, Fundacion para la Libertad de Prensa (FLIP), Global Forum for Media Development (GFMD), Gulf Centre for Human Rights (GCHR), IFEX, International Federation of Journalists (IFJ), International Media Support (IMS), International News Safety Institute (INSI), International Women Media Foundation (IWMF), Internews, International Press Institute (IPI), IREX, Media Foundation for West African (MFWA), Palestinian Center for Development and Media Freedoms (MADA), Open Society Foundations (OSF), PEN America, PEN International, Rory Peck Foundation (RPF), Reporters sans Frontières (RSF), Samir Kassir Foundation (SKeyes Center), and Southeast Asian Press Alliance (SEAPA).

In May 2018 the Coalition jointly called on the European Commission to step up their efforts for journalist safety within Europe¹⁴, which prompted meetings in Brussels with officials from the Commission and an official response from Commissioner Timmermans.

How significant are the outcomes?



Graph 3: Number of outcomes by level of significance

We harvested 19 outcomes, achieved by FPU working with others, of which most are highly significant (see Graph 3 and Appendix III). The outcomes with high and very high significance are the results of long processes of discussing, consulting, convening and advocating. The outcomes with very high significance are the following:

- UN includes Access to Information and Safety of Journalists in SDG 16;
- More countries do judicial inquiry into killings of journalists and report to UNESCO;
- More countries follow up on recommendations of UPR.

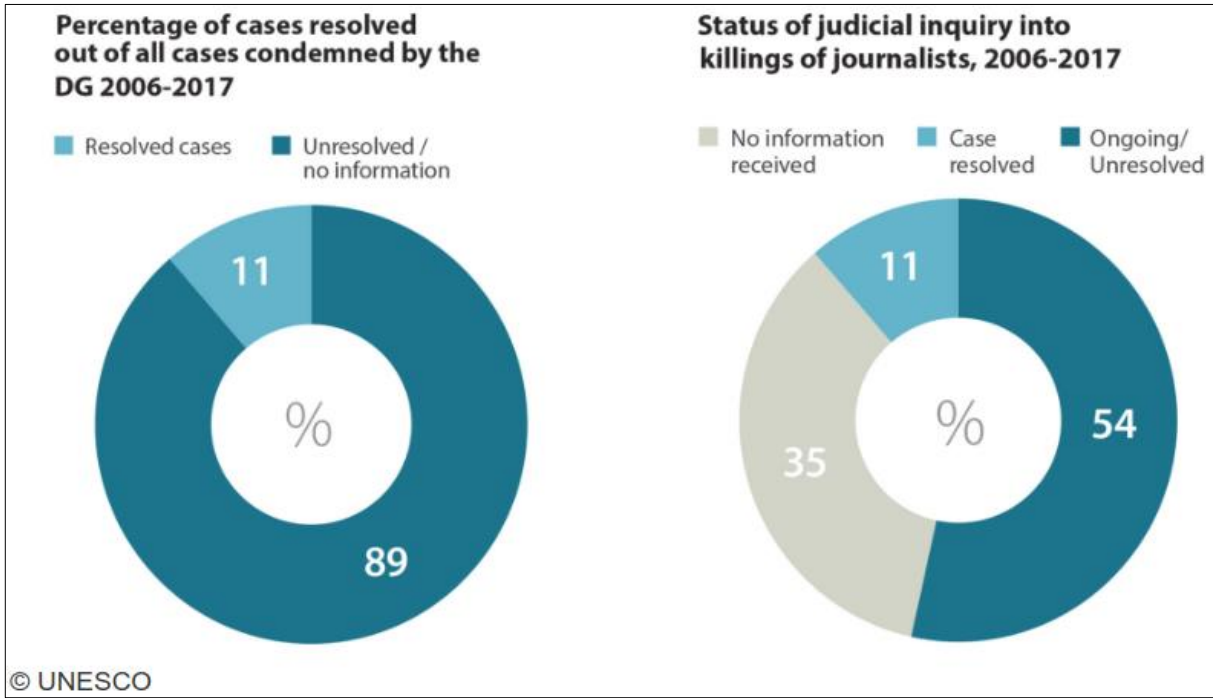
An external evaluation of the work of the IPDC in 2017/2018 concludes the following:

“There is broad agreement among experts and officials interviewed for this evaluation that UNESCO’s profile and credibility with human rights agencies in the UN system has been enhanced through its active pursuit and leadership on this issue. Other mandated UN entities such as the OHCHR and UNDP acknowledge the value of the work. Its central role in increasing the profile and deepening understanding of the issue in the UN system is widely recognised. This is evident in the recent report prepared for the Multi-Stakeholder Consultation on Strengthening the Implementation of the UN Plan of Action organised by the CI Sector in Geneva in June 2017. The scope of the report is broad, covering the full range of processes engaging in issues of safety of journalists. UNESCO, and sometimes specifically IPDC, is credited with much of the leadership and support activities; while the activities of the OHCHR are also highlighted.

¹⁴ <https://www.freepressunlimited.org/en/news/media-organisations-urge-eu-to-take-action-on-killing-of-journalists>.

The report notes progress in several areas. At the level of the UN system the work has resulted in the creation of a “common platform for dialogue between different agencies dealing with the issue” leading to enhanced coordination between for instance OHCHR, UNESCO and the Inter-American system of human rights and resulting in new inter-agency partnerships. The level of dialogue at the international level on the issue has increased dramatically.”¹⁵

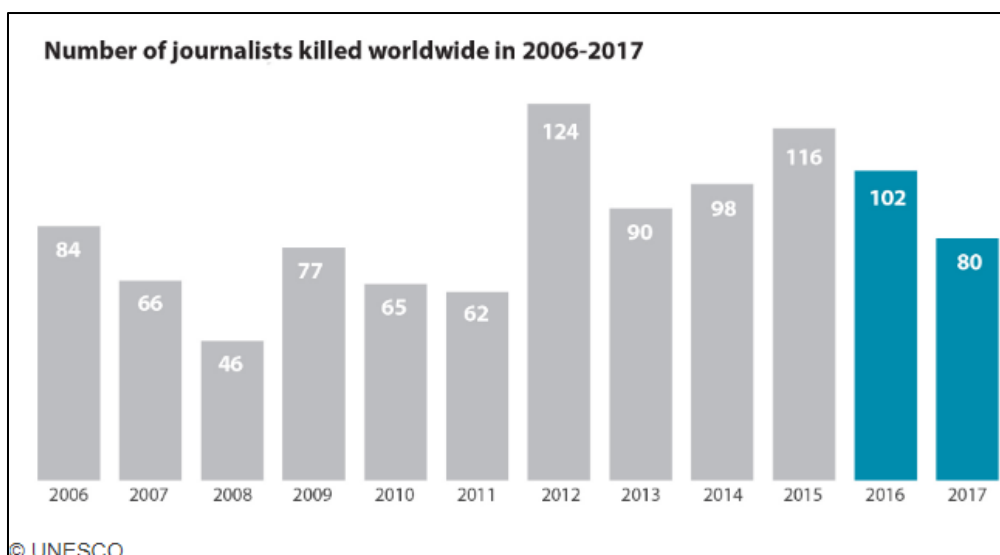
According to UNESCO’s records, judicial inquiry has been done in 65% of the cases of killings of journalists (see Graph 4 below). Further research is needed on the impact of the UPR process on impunity.



Graph 4: Status of judicial inquiry into killings of journalists (Source: UNESCO)

In the period 2016-2017 the number of journalists killed worldwide decreased from 116 to 80 killings (see Graph 5). Further research is needed on the impact of the UN Plan of Action for Safety of Journalists on the safety of journalists. Note that media is being targeted in other ways, e.g. through media capture or regulation negatively impacting registration, freedom of speech and income generation. This was not part of this research but has been investigated by CIMA and others.

¹⁵ <https://unesdoc.unesco.org/ark:/48223/pf0000261689> page 51

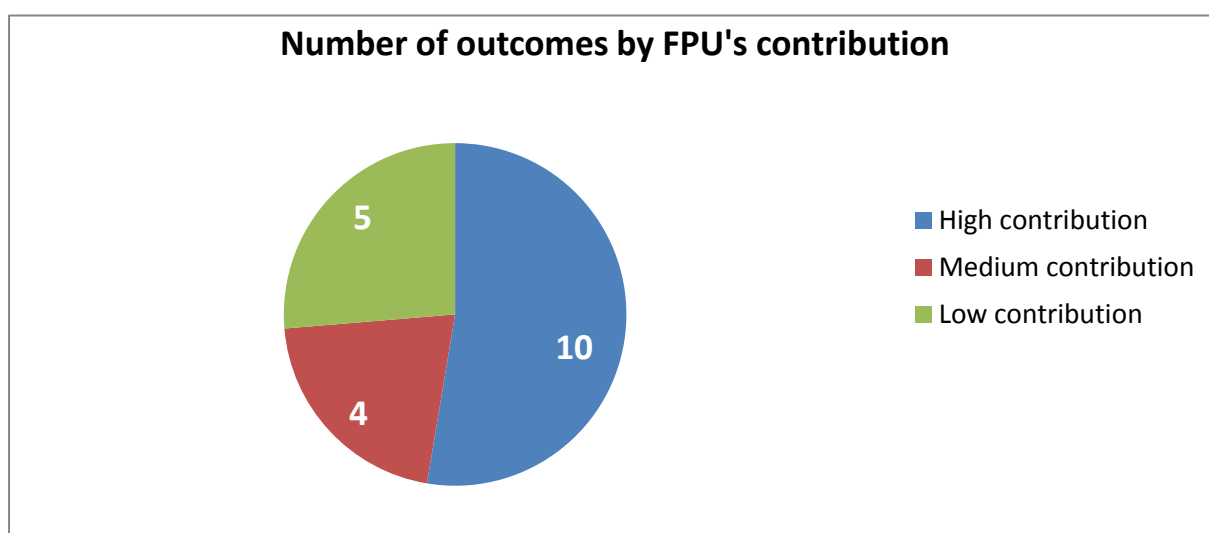


Graph 5: Number of journalists killed worldwide in 2006-2017

Source: <https://en.unesco.org/themes/safety-journalists/dgreport/2018>

What is the contribution of FPU in achieving the outcomes?

FPU's contribution was assessed during the interviews and verified with the help of a timeline to analyse the chain of events. FPU's contribution was high for 8 outcomes (see Graph 6). Apart from Free Press Unlimited, key change agents were GFMD, the CSO Safety of Journalists Coalition, MoFA and UNESCO. All people interviewed said that it was the collaboration between these agents that was very effective and that each agent took their role as a civil society organisation, a national government and a UN organisation. Other media organisations that played a coordinating role were Article 19, IMS, and DW.



Graph 6: FPU's contribution to the outcomes

Appendix I: People interviewed and documents consulted

People consulted:

- Guy Berger, Director Freedom of Expression and Media Development, UNESCO
- Albana Shala, FPU staff member and former IPDC Chair Person 2014-2018, and still representing the Netherlands at IPDC's Bureau
- Douwe Buzeman, Senior Foreign Ministry Representative, MoFA
- Lionel Veer, Dutch Ambassador MoFA and Permanent Representative UNESCO
- Lotte Hofste, DMM officer, MoFA
- Evelien Wijkstra, Senior Policy and Advocacy Officer, Free Press Unlimited

Document/website review:

- Progress reports by Free Press Unlimited
- Reports Multi-Stakeholder Conference Geneva (2017)
- Minutes CSO Safety of Journalists Coalition 2017-2018
- Website UNESCO/IPDC
- Website GFMD
- Evaluation report of the IPDC (2018)
- UN Plan of Action for the Safety of Journalists
- DG report UNESCO (2018)

Appendix II: Timeline

	Activities/Events
2013-2016	Leon Willems of FPU is Chair of GFMD
2014-2015	During the conference of the Freedom Online Coalition, FPU facilitates discussions between Guy Berger (Director Freedom of Expression and Media Development, UNESCO) and Lionel Veer (MoFA), on how to make the work of UNESCO regarding the safety of journalists more prominent.
2014-2018	Lionel Veer (MoFA) is nominated Dutch Permanent Representative to UNESCO.
Nov 2014-Dec 2018	In 2014 Albana Shala is seconded by MoFA and FPU to successfully stand for the position of chair IPDC/UNESCO. She is re-elected by the 39 Member State intergovernmental council of IPDC in 2016.
4 Nov 2014	Joint statement of civil society delegates during the 3rd UN Inter- Agency meeting on the Safety of Journalists and the danger of Impunity (22 delegates, including FPU).
March 2015	Proposed by MoFA, Frank La Rue becomes ADG Communication and Information of UNESCO
25 November 2016	Free Press Unlimited together with the Dutch Ministry of Foreign Affairs, UNESCO and Article 19 held talks on ways to improve the safety of journalists, including improved coordination among civil society around the issue.
2-3 March 2017	First meeting of International CSO Coalition for the Safety of Journalists in Copenhagen
22 March 2017	MoFA injects 650 000 Euros into strengthening UNESCO's work on safety of journalists and independent media.
29 June 2017	UNESCO organises an event on strengthening the UN Plan of Action on the Safety of Journalists in Geneva: : Multi-Stakeholder Consultation on Strengthening the Implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity". FPU hosts panel of civil society representatives.
29 June 2017	International CSO Coalition for the Safety of Journalists submits a joint submission for the review of the UN Plan of Action.
2016-2017	MoFA reports on UNESCO DG report, other countries follow. Bangladesh, Central African Republic, Democratic Republic of Congo and Nepal all submit their report on killed journalists to UNESCO.
31 Oct-1 Nov	FPU convenes the International CSO Safety of Journalists Coalition in Amsterdam
2 Nov 2017	Special Procedure with the Foreign Affairs Committee of the Dutch Parliament organized by FPU and Sjoerd Sjoerdsma (D66)
2018	International CSO Safety of Journalists Coalition convenes twice in 2018: in London hosted by Article 19 and in Copenhagen hosted by IMS.
2016-2018	FPU coordinates input for DG report together with partner organisations in Mali, Bangladesh, Somalia, Nepal, Pakistan, Ukraine, and for the UPR process in South Sudan, Moldova, Zimbabwe, Bangladesh, and Mali.
2016-2018	Collaboration with Freedom House: FPU supported the production of the Freedom of the Press report including data collection by local partner organisations. Feedback from partners on the report was shared with Freedom House on multiple occasions, which contributed to a methodological review.

Appendix III: Outcomes

Actor	Description of the Outcome	Date	Significance rating	Contribution
MoFA	MoFA starts collaboration with UNESCO and FPU on Safety of Journalists and Impunity.	Jan 01, 2013	High significance	High contribution
UN	IPDC Council appoints Albana Shala (FPU) as chair of IPDC/UNESCO	Jan 01, 2014	High significance	High contribution
MoFA	MoFA encourages UN member states to report on UNESCO DG report	Since Jan 01, 2015	Low significance	Low contribution
UN	UN includes Access to Information and Safety of Journalists in SDG 16	Since Sep 15, 2015	Very high significance	High contribution
UN	UNESCO's DG report gains more influence; more countries submit report to UNESCO	Since Jan 01, 2016	Medium significance	High contribution
MoFA	MoFA provides 1 million euro to UNESCO through the IPDC (650 000 euro in 2017 and 400,000 in 2018)	Jan 01, 2017	High significance	Low contribution
CSO	CSO Coalition contributes to outcome document for UN Plan of Action for Safety of Journalists	Mar 3, 2017	High significance	High contribution
CSO	CSO Coalition coordinates in-country support, training and advocacy for journalists in distress	Since March 3, 2017	Medium significance	High contribution
UN	UNESCO and OHCHR organise multi-stakeholder conference in Geneva for member states and civil society	June 29, 2017	High significance	High contribution
UN	UN improves Plan of Action for the Safety of Journalists	Aug 01, 2017	High significance	Medium contribution
CSO	CSO Coalition advocates for implementation of recommendations for UN Plan of Action	Since Aug 2017	Medium significance	Medium contribution
UN	Each UN organisation appoints a focal point for Journalist Safety, making this a more prominent priority within UN	2019	High significance	Medium contribution
UN	Journalist Safety and Impunity are included more prominently in UPR and SDG reporting and review processes	Since Aug 01, 2017	High significance	Medium contribution
Parliament	Parliament accepts a special procedure on safety of journalists by FPU and D66 (MP Sjoerdsma)	2 November, 2017	Medium significance	High contribution
Parliament	Motion Sjoerdsma is approved by Parliament	Nov 15, 2017	Medium significance	High contribution
Countries	More countries do judicial inquiry into killings of journalists and report to UNESCO (e.g. Iraq, Somalia)	Dec 31, 2017	Very high significance	Low contribution
UN	IPDC organises talks around the importance of Access to Information and Safety of Journalists for the progress on all SDGs	Since Dec 31, 2017	Low significance	Low contribution
MoFA	MoFA gives FPU funding for a Legal Defense Fund	Sep 01, 2018	High significance	High contribution
Countries	More countries follow up on recommendations of UPR (e.g. Nepal, Bangladesh)	Dec 31, 2018	Very high significance	Low contribution

Appendix IV: UN Plan of Action for the Safety of Journalists

The UN Plan of Action on Safety of Journalists and the Issue of Impunity is the result of a process that began in the deliberations of **March 2010** with the 39 UNESCO Member States that serve on the Intergovernmental Council of the International Programme for the Development of Communication (IPDC).

The first UN Inter-Agency Meeting on the Safety of Journalists and the Issue of Impunity took place at UNESCO Headquarters in Paris on 13-14 September 2011. Representatives of United Nations agencies, programmes, and funds met at UNESCO to draft an Action Plan. The UN Plan was endorsed on 12 April 2012 by the UN Chief Executives Board.

A second UN Inter-Agency Meeting was held in Vienna, Austria, from 22 to 23 November 2012. The aim of the second meeting was to formulate a concrete UN Implementation Strategy on The Safety of Journalists and the Issue of Impunity. The gestation of the UN Plan involved participation by governmental representatives of 37 UNESCO member states, 15 UN Agencies, and more than 40 non-governmental and intergovernmental organizations, independent experts, media groups, and professional associations.

The UN Plan of Action on the Safety of Journalists and the Issue of Impunity (hereafter “the UN Plan”) recognises the importance of a holistic approach and political will for securing safety. It has a 120 point Implementation Strategy. Concretely, the UN Plan includes the establishment of a coordinated inter-agency mechanism amongst UN agencies to handle issues related to the safety of journalists, and the involvement of other intergovernmental organizations at international and regional levels to encourage the incorporation of journalists’ safety within their respective strategies. The UN Plan also entails the extension of work already conducted by UNESCO to prevent crimes against media workers, including awareness-raising and capacity-building. Furthermore, it proposes assistance to countries to develop legislation and mechanisms favourable to freedom of expression and information.

UNESCO has been tasked by the UNGA (UN General Assembly (UNGA)) to be the overall coordinator of the UN Plan as well as to facilitate the implementation of the International Day to End Impunity (IDEI) in collaboration with Governments and relevant stakeholders.

As part of that responsibility, UNESCO co-convened the 3rd UN Inter-Agency Meeting on the Safety of Journalists and the Issue of Impunity on 4 November 2014 in Strasbourg, France in conjunction with the inaugural observation of IDEI. UNESCO, OHCHR, and the Council of Europe jointly co-hosted the event. This meeting reviewed the first two years of implementation of the UN Plan from 2013-2014.

On 29 June 2017, a Multi-Stakeholder Consultation on Strengthening the Implementation of the UN Plan of Action¹⁶ took place in Geneva, Switzerland to take stock of developments and best practices of the first five years of the implementation of the UN Plan of Action. The Outcome Document¹⁷ of this meeting lists a variety of possible options for specific stakeholders to enhance the impact of the UN Plan of Action. A comprehensive report that details the key achievements, challenges and lessons learnt of the UN Plan of Action's first five years can be consulted [here](#).

¹⁶ <https://en.unesco.org/strengthening-un-plan-action>

¹⁷ https://en.unesco.org/sites/default/files/options_geneva_consultation.pdf

Appendix V: Director-General Report Safety of Journalists and Danger of Impunity

The UNESCO Director-General Report on the Safety of Journalists and the Danger of Impunity provides an annual overview of data collected by UNESCO on killings of journalists. The report also analyses the status of judicial enquiries of the killings recorded by UNESCO since 2006, based on information made available to UNESCO by Member States.

The UNESCO Director-General's Report responds to a call from the 39 Member States in UNESCO's International Programme for the Development of Communication (IPDC).

The Report is a unique mechanism within the UN system for monitoring the killings of journalists. It was first published in 2008, upon a Decision of the Intergovernmental Council of IPDC, which was renewed at subsequent sessions in 2010, 2012, 2014 and 2016. These Decisions request the Director-General of UNESCO to provide an analytical report that includes the responses received from concerned Member States about judicial follow up to the killings of journalists.

The report is submitted every two years to the IPDC's Intergovernmental Council. The report was presented at the Council's Session. This is an occasion for Member States to take stock of global developments and discuss challenges linked to promoting the safety of journalists and combatting impunity.

Appendix VI: SDG 16.10 indicators 1 and 2

In 2014 and 2015, the Global Forum for Media Development (GFMD), chaired by Leon Willems, played a central role in advocating for the UN's Sustainable Development Goals (SDGs) to include a governance goal inclusive of the role of independent media, access to information, and freedom of expression. GFMD engaged at multiple levels to achieve this goal. In 2014, GFMD, together with two European Parliament members and the DW Akademie, organised a policy dialogue on "Media Development: Freedom of Expression, Media and Development: The Potential of Free Media in the SDGs" (European Parliament Brussels, 17 Feb 2014). Leon Willems moderated this dialogue. Also GFMD UN representative Bill Orme lobbied hard and worked with other stakeholders to make access to information a global development goal. As part of this agenda, GFMD also organised forums that took place in Sub-Saharan Africa in 2014 and 2015.

During World Press Freedom Day 2014 in Paris, the Paris Declaration was published, a call to fully integrate into the SDGs, the issues of freedom of expression, press freedom, independent media and the right of access to information.¹⁸ During World Press Freedom Day 2015, Guy Berger of UNESCO described the emerging 2 indicators for SDG 16.10 (seeking to "ensure public access to information and respect of fundamental freedoms."):

- 1) Number of countries that have adopted and implemented constitutional, statutory and/or policy guarantees for public access to information
- 2) Number of countries promoting fundamental freedoms through ensuring the protection of journalists and combatting impunity for attacks on them

This proposed indicator could rely on the existing regular reports by UNESCO on the implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, formally incorporating this information into the SDGs monitoring framework. Berger said: "There is a natural synergy between data already being collected by the Organization and the targets within Goal 16. It would be a missed opportunity to not formally connect the two. While the proposed indicators did not measure every possible aspect of the Target 16.10, they did focus attention on core components and in a mandated and do-able manner. We believe this could be a significant step towards mainstreaming safety of journalists, and in contributing to the achievement of sustainable development. In this way, public awareness will be raised; coalitions will be strengthened and widened; resources will be mobilized, and the other SDG targets will be supported."¹⁹

In September 2015, the UN General Assembly approved the SDGs, which includes target 16.10 as well as indicators 1 and 2. According to GFMD's website, this is the biggest success of GFMD's policy efforts to date that will benefit all members in the coming 15 years.²⁰

In 2018 FPU commissioned research from Sheffield University to improve the measurement of indicator 16.10.1. This research is being funded by MoFA within the Strategic Partnership grant.

¹⁸http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/images/WPFD/2014/wpfd_2014_state_ment_final.pdf

¹⁹<https://en.unesco.org/news/unesco-promotes-freedom-expression-indicators-sustainable-development-goals>

²⁰<https://gfmd.info/goals-achievements/>