



United Nations
Educational, Scientific and
Cultural Organization

IPDC THE INTERNATIONAL PROGRAMME FOR THE DEVELOPMENT OF COMMUNICATION

CI-14/CONF.201/3

25 June 2014

58TH MEETING OF THE BUREAU OF THE IPDC INTERGOVERNMENTAL COUNCIL

UNESCO Headquarters, Paris
20-21 March 2014

MINUTES

Present: Representative of the Director-General of UNESCO (Mr Getachew Engida)

IPDC Chairman (Mr Jyrki Pulkkinen, Finland)

IPDC Rapporteur (Mr Mikhail Gusman, Russian Federation)

IPDC Bureau members:

- Albania (representative: Mr Remzi Lani)
- Algeria (representative: Mr Saïd Chabani)
- Peru (representative: Ms Leyla Bartet)
- Thailand (representative: Ms Upton Wanpen)
- United States of America (representative: Ms Marguerite Sullivan)
- United Republic of Tanzania (representative: Mr Rafii Makame)

Members of the Secretariat: Ms Sylvie Coudray, Ms Mirta Lourenco, Mr Valeri Nikolski, Mr Fackson Banda, Ms Saorla McCabe, Ms Natalia Denissova

Observers: Andorra, Colombia, Czech Republic, Denmark, Finland, Kazakhstan, Norway, Russian Federation, Sweden, Spain; World Press Freedom Committee.

Apologies: IPDC Secretary (Mr Guy Berger)

Opening of the 58th IPDC Bureau Meeting

Item 1 – Adoption of the timetable

The IPDC Chairman, Mr Jyrki Pulkkinen of Finland, declared open the 58th meeting of the IPDC Bureau. The meeting then formally adopted the timetable. The minutes of the 57th meeting were also adopted.

Item 2 – Opening remarks delivered by Representative of the Director-General of UNESCO

Mr Engida, Deputy Director-General at UNESCO, who carries responsibility for the Communication and Information Sector, welcomed the participants and delivered his opening remarks. He stressed that free,

pluralistic and independent media are vital to advancing inclusive and sustainable development, as was recognized by High-Level Report on the Post-2015 Sustainable Development Agenda commissioned by UN Secretary-General Ban Ki-moon.

The important role of the IPDC was acknowledged and reference was made to the Resolution on the post-2015 sustainable development agenda adopted by the 37th session of the UNESCO General Conference, which highlighted the importance of promoting freedom of expression, advancing universal access to knowledge and its preservation, and supporting free pluralistic and independent media both offline and online.

The IPDC's special mandate within the UN system to mobilize international community to promote media development in developing countries through concrete projects was underscored. Mr Engida also commented on the complimentary nature of the IPDC's activities with those of UNESCO's Regular Programme.

Key accomplishments in promoting press freedom and media development since the last meeting of the Bureau were then presented. UNESCO's leadership was highly visible in pursuing forward the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. This initiative had come originally from a request by the intergovernmental Council of the IPDC, and the Plan had been welcomed by the UN General Assembly in December 2013.

Other notable achievements of the IPDC included: the successful 20th anniversary of World Press Freedom Day; World Radio Day which focused this year on promoting gender equality in the media and involved the broadcasting of radio programmes on gender equality in 155 locations across the world; the piloting of the Gender-Sensitive Indicators for Media in more than 20 countries; the launch of the Global Alliance on Media and Gender; the development of an assessment framework for media information literacy; and work on the draft concept of Internet Universality reflecting UNESCO's interests in the Internet.

The extra-budgetary activities supported by Finland and Sweden were also mentioned as strengthening UNESCO's work in the Arab Region and as reinforcing community media in Africa to the benefit of 32 local stations across six countries.

A brief overview was provided on the work being carried out by the IPDC: the Special Initiative on Knowledge-Driven Media Development; an analytical report on the implementation of IPDC-supported project; the UNESCO/IPDC Media Development Indicators (MDIs) and their impact on guiding programming and establishing media development priorities; and the new Journalist Safety Indicators (JSIs) that are being piloted in several countries as a contribution to the implementation of the UN Plan of Action on Safety of Journalists and the Issue of Impunity.

New initiatives being proposed to the Bureau by the IPDC Secretariat were also introduced, namely: (i) building a knowledge community to support media sustainability – an initiative which could possibly be pursued through a two-year partnership with the Deutsche Welle Media Akademie; and (ii) promoting excellence in journalism education globally, which builds on a former special initiative of the IPDC - *Developing Potential Centers of Excellence in Journalism Education in Africa*.

Mr Engida reminded participants that the 29th IPDC Council session will be held in November 2014. He stressed the necessity of ensuring sufficient financial and human resources for the Programme, emphasizing its constant pursuit of excellence and attention to constructive self-assessment. The Bureau members were informed that IPDC had benefitted from a budget increase of 30% compared to 2013, which Mr Engida acknowledged as a difficult year.

Gratitude was expressed to Andorra, Denmark, Finland, the Netherlands, Norway, Sweden and Thailand, the countries that had provided funds to the IPDC in the last year, and special thanks was given to the Chairman of IPDC whose efforts led to a 100% increase in Finland's contribution.

Item 3 – Opening remarks delivered by the Chairperson

IPDC Chairperson, Mr Jyrki Pulkkinen, started his presentation by reminding participants that since its creation, the IPDC Programme had delivered over \$US 100 million to over 1,600 media development projects in some 140 countries, responding to grassroots-level demands. Despite this, as evident through studies done by the UNESCO Media Development Indicators, he mentioned that there continue to be media development gaps in many countries. He therefore stressed the continued relevance of the IPDC Programme.

The Chair then gave a brief overview of the financial situation of the Programme for the coming year, informing the Bureau that for 2014 the IPDC had \$USD 1.4 million available for allocation to new projects. Mr Pulkkinen underlined the importance of expanding the IPDC's donor base in order to enable the IPDC to remain an effective UNESCO programme as well as to ensure a higher level of contributions per funded project in the future.

A summary of the funding decisions from the last Bureau meeting was given. Sixty-three projects were supported with the following regional breakdown: 52.5% to Africa and the Arab region, 22% to Asia and the Pacific, and 25.5% to Latin America and the Caribbean. The JSIs were also developed with the funds allocated at last meeting. Additional funding was obtained from the Finish Helsingin Sanomat Foundation for a research fellow for one year to assist with research on journalism safety. Funds from the IPDC special allocation for MDIs went to MDI assessments being undertaken in Myanmar, Libya, and Curacao (in addition to the MDI projects currently being implemented in many other countries using other funding sources).

Mr Pulkkinen mentioned that 109 project proposals were to be presented to the Bureau this year. However, he underlined the limited financial and human resources of the Programme, mentioning that funds are close to a critical level and that the IPDC needs to look at how to raise more funds for the Programme. He also drew attention to the loss of the IPDC's administrative support and to the fact that the budgetary pressures faced by UNESCO had not allowed the vacant administrative position within the IPDC Secretariat to be filled.

He informed the Bureau of meetings carried out with potential donors since the last IPDC Bureau meeting, including with Indonesia, Kazakhstan, Nigeria, Indonesia, Peru, Spain, Tanzania and Thailand. The Chairperson mentioned that he presented the IPDC biennial report to the UNESCO General Conference in November 2013. The Chairperson reminded the Bureau that this was the last Bureau meeting he would chair as Finland would not be a part of the IPDC Council after the meeting of the body in November. He expressed his gratitude to the members of the Bureau as well as to the Secretariat.

Item 4 – IPDC Financial situation (CI-14/CONF.201/4)

Mr Valeri Nikolski from the IPDC Secretariat presented the document on the IPDC financial situation, providing Bureau members an overview of the financial situation of the Programme.

Item 5 – Examination of projects submitted to the 58th IPDC Bureau

In line with its mandate, the Bureau examined the 109 new media development projects submitted to it this year. The Bureau decided to approve 80 projects for a total amount of US\$ 1,397,000 (PSCs included). Thirty-

five of these projects will be implemented in Africa, 16 in the Asia-Pacific region, 19 in Latin America and the Caribbean, nine in the Arab region and one in Europe. All projects will be financed from the IPDC Special Account. (see annex I: Decisions of the 58th Bureau meeting of the IPDC).

Discussion related to the projects

During the discussion on projects to be selected for financing in 2014, the Bureau members raised a number of issues. **Albania** suggested to see more projects from Europe and countries in transition. **Peru** mentioned the problem of the lack of CI representatives in some of the field offices, highlighting in particular the gaps in Latin America. The **USA** commended the streamlined method for selecting projects and raised the question of the funding ceiling being reduced to US\$ 20,000 per project and whether this affected some applicants.

Mr Valeri Nikolski, representing the IPDC Secretariat, responded that most projects follow the new guidelines, which mention that projects should generally not exceed US\$ 20,000, but explained that there are some permissible exceptions. In response to Albania's query, Mr Nikolski mentioned that Europe was not a IPDC priority region for a number of reasons, and that there were difficulties to do with the absence of CI field staff in the region to assist with project preparation.

The IPDC Chairman requested that it be recorded in the minutes that the issue of regional balance was discussed and that this be looked at carefully by the IPDC in the future, in both the applications submitted to the Bureau and the decisions. He suggested that the regional offices in the countries from which the IPDC does not receive many proposals, could, within their capacity, promote the IPDC. Finally, Bureau members considered the possibility of setting a minimum threshold for the funding of projects, with several participants stating that US\$ 5,000-7,000 was too little to enable a project to be effectively implemented.

Item 6 – Examination of strategic documents aimed at Strengthening the Role of IPDC

Status Report of Knowledge-Driven Media Development Initiative, incorporating the post-2015 development agenda

Mr Fackson Banda, responsible for developing IPDC's work in relation to Knowledge-Driven Media Development (KDMD), delivered a short presentation updating the Bureau on the various activities carried out within this framework and the continuing efforts of the IPDC to make the case for the correlation between free, independent and pluralistic media and sustainable development. The Initiative aims to contribute evidence-based insights to the ongoing discussion on sustainable development for the Post-2015 Development Agenda. Key activities of the Initiative to date have included a public lecture, organized in collaboration with the German Delegation, on forging an Agenda for Knowledge-Driven Media Development. The lecture was attended by over 60 people, including representatives of the UNESCO Permanent Delegations of Canada, Brazil, Gabon, Lithuania and Zambia. The IPDC also cooperated with the World Association of Newspapers and News Publishers (WAN-IFRA) and the World Bank Institute to develop non-binding Media Development Data Sharing Principles. Mr Banda highlighted that this data-based approach is especially significant as the question of reliable data was specifically raised during discussions on the Post-2015 Development Agenda. In direct relation to the Post-2015 Development Agenda, a Think Piece on role of media in strengthening democracy and development was authored by the Sector and has been contributed to various forums. Moreover, Mr Banda informed the Bureau that the IPDC will continue to strengthen its relations with other organizations such as WAN-IFRA and the World Bank Institute and look to include other global actors such as the OECD and the African Media Initiative.

Comments from Bureau Members

The USA praised the KDMD Initiative and commented that UNESCO was the best organisation to undertake work in this field. The delegate from the USA further highlighted the importance of evidence that is not anecdotal but research-based and commended UNESCO on its efforts in this regard. Peru inquired as to whether the IPDC was going to continue to develop relationships with other organizations, in particular in Latin America.

Analytic Summary of Implementation Reports on IPDC-supported Projects

Mr Banda introduced to the Bureau the Analytic Summary of Implementation Reports. He underlined that this is the first report of its kind for the Programme and explained that the report will be updated before publication, incorporating comments from the Bureau members. The Analytic Summary was developed to make greater use of the implementation reports gathered by the Secretariat from the project recipients. Mr Banda spoke of the important role of the Analytic Summary as a knowledge base to update the IPDC on the outputs of the Knowledge-Driven Media Development Initiative and to inform future endeavours.

The Bureau was given a brief outline of the methodology. The Analytic Summary looked at 76 IPDC project implementation reports. These were initially subjected to a simple statistical analysis. Thirty projects were then selected and subjected to an in-depth analysis to see what lessons could be drawn from them. They were then linked to the field of media development in general and compared to current theories and empirical evidence that is emerging in this field. The assessed projects fell into the categories based on priority themes: promotion of freedom of expression and press freedom, capacity development, media assessments and innovation. Mr Banda described to the Bureau that several key points were evident in the Analytic Summary: the applicants' technical and administrative capacity for delivery, UNESCO's normative influence on the beneficiaries, the cultural and institutional context of project implementation, and sustainability concerns. Subsequent recommendations have been provided to address these issues. Mr Banda highlighted that many lessons can be learnt from an annual analysis of implementation reports to the benefit of the IPDC and its project recipients.

Comments from Bureau Members

In relation to the Analytic Summary, **Denmark**, as an observer at the Bureau, expressed the belief that more innovative projects are needed and also suggested a tool for assessing projects that could be presented to the IPDC Council. The tool would include a system of colour coding projects – red for ones that failed, yellow for mildly successful and green for very successful. The USA mentioned that failures should also be looked at. **Sweden**, as an observer at the Bureau, recommended that another evaluation of the IPDC Programme be carried out and mentioned specifically the name of Helge Rønning, who carried out the two previous evaluations of the Programme. **The Chair** supported the comments by Denmark and the USA. He encouraged self-assessment but said that this does not fulfil the same criteria as a real evaluation. He also suggested referring to the OECD DAC evaluation guidelines.

Building a knowledge community to support sustainable media. A project to reinforce the business side of media development

A new project proposal was then presented to the Bureau by Mr Banda. This project, the Bureau was informed, focuses on reinforcing the business side of media development. Mr Banda explained that for media outlets to operate at their full potential they need to be economically viable. Building a knowledge community can help address the business basis for media development. The project focuses on media sustainability and aims to

contribute to building a community that enhances knowledge about best practices for increasing the business viability of media institutions. Three main results are proposed: international cooperation through sharing global experiences, strengthening media managers' capacities and the use and sharing of UNESCO /IPDC expertise and knowledge. To help resource this project, UNESCO is proposing two-year partnership with the Deutsche Welle Media Akademie. The IPDC Secretariat requested the IPDC Bureau to encourage the Secretariat to continue working on this issue and build a knowledge community specific to this challenge.

Comments from Bureau Members

Observer **Denmark** expressed the opinion that this is not an IPDC priority, while observer **Sweden** noted that lessons could be learnt from the World Trends Report. **The Chair** mentioned the dangers of spreading the resources of the IPDC over too many projects. **Peru** and the **USA** were supportive of the idea.

The decision was made by the Bureau to encourage the project, and it was requested that the project be developed within the Knowledge-Driven Media Development Initiative, rather than as a stand-alone initiative.

Presentation of the Global Initiative for Excellence in Journalism Education

For his final presentation, Mr Banda submitted the outline of the Global Initiative for Excellence in Journalism Education to the Bureau members. He explained that the project was based on the Potential Centres of Excellence/Reference in Journalism Education in Africa, a Special Initiative of the IPDC that was terminated by the 57th IPDC Bureau in 2013. Mr Banda mentioned that an internal review of the project had been conducted, the findings of which are available online. This internal report showed that at least half of the African Centres of Excellence had accumulated enough knowledge and experience to be sustainable. The proposed new project was developed with a goal to promote globally shared excellence in journalism education using the lessons learnt from the previous project. Mr Banda explained that a key thrust of the project is that the learning from the African Centers experience could be contributed to global discussions. This Global Initiative is also linked to the C4 and C5 documents which continue to call for the use of the model curricula for journalism in education. As part of this initiative UNESCO has partnered with ORBICOM, the international academic network based mainly on UNESCO Chairs in communication. After presenting the project Mr Banda asked the Bureau to endorse the Global Initiative for Excellence in Journalism Education as an IPDC special initiative and to set aside seed funding of US\$ 15,000 for the initial activities

Comments from Bureau Members

The **USA** underlined the importance of continuing work in journalism education and suggested building on the contacts of existing initiatives, referring to a database of journalism schools. **Albania** was also supportive of the initiative and recommended the European Journalism Training Association as a source of information and collaboration. The **Chair** questioned the idea of globalizing an initiative that had been terminated by the Bureau as well as the issue of the sustainability of the project, asking whether it would be an expensive endeavour requiring constant propping up by the IPDC. Observer **Denmark**, while underscoring that the project lies within the IPDC's interests, requested more information on the concrete activities involved, their outcomes and the funding implications.

The **Chair** suggested granting the US\$ 15,000 seed funding and requesting the IPDC to further develop the initiative and prepare it as a more holistic proposal for the next IPDC Council session in November 2014. The Bureau thus decided to "encourage" rather than "endorse" the project and to leave the final decision as to whether it should become a new IPDC Special Initiative to the IPDC Council at its next session.

UNESCO/IPDC's Media Development Indicators and their impact

A presentation on the UNESCO/IPDC Media Development Indicators (MDI) was given by Ms Saorla McCabe, who is responsible for the MDI initiative within the IPDC Secretariat. She reminded the Bureau of the strengths and background of the MDI tool, which was endorsed March 2008 by the IPDC Council and which serves as a diagnostic tool for stakeholders to evaluate national media landscapes and determine areas in which intervention is most needed.

A brief description of recent developments within the MDI initiative was given. Ms McCabe also explained that greater emphasis is now being placed on the training of research teams involved in the reports in order to reinforce the capacity building element of the process and to ensure the quality of the reports. She informed the Bureau that a regional training workshop targeting potential MDI partners for the Arab region was planned in Amman, Jordan in April 2014. Other developments include placing greater emphasis on follow-up activities and an IPDC collaboration with the UNESCO Institute for Statistics to collect standardized media statistics to address the lack of media-related data available at national level.

Ms McCabe's presentation then focused on the findings of a recent report assessing the impact of the MDI reports to date. The report was commissioned by the IPDC Secretariat partly in response to the questions about impact that had been posed by Bureau members at the last meeting in 2013. The report also looks at lessons that can be learnt from past assessments. It is based on 20 interviews with field officers responsible for the completed MDI assessments as well as the researchers involved in these assessments, and on desk-based research on media policy changes that have occurred since the implementation of the MDIs in the various countries. The types of impacts that the MDIs have had were grouped into five categories: (i) contributing to government policy; (ii) guiding media interventions by other stakeholders; (iii) enhancing dialogue between the decision-makers, media organizations, civil society organizations and international partners; (iv) empowering the stakeholders involved by providing them with a better understanding of the media ecology in which they work and how it compares with international standards; and (v) guiding UNESCO's own activities. The results reinforced UNESCO's recognition of the need for follow-up activities to the MDIs to ensure that the reports have a concrete impact. These activities include national validation conferences, press conferences to raise the visibility of the report, and advocacy meetings with key stakeholders on the implementation of specific recommendations of the MDI report. They also include designing extra-budgetary projects based on the MDI recommendations and the integration of the MDI findings into the United Nations Development Assistance Framework (UNDAF). Consideration is also being given to conducting periodic revisions of MDI assessments where merited.

Comments from Bureau Members

In response to the presentation, the **USA** suggested including the Journalists' Safety Indicators (JSIs) in the MDIs rather than having the two separate sets of indicators. **Albania** commented that they would like to see the project implemented in Western countries and not just in developing countries. Observer **Denmark** stated that UNESCO should be very proud of the MDIs and that they are "one of the diamonds in the portfolio of the IPDC". The Danish representative mentioned that the tool could also be used by other organizations and as an inspiration for countries outside the IPDC mandate to assess their media environment. Noting the absence of sections on social media, online media and new media platforms in the MDI framework, he mentioned that he would be pleased to see a draft sub-set of indicators on these topics prepared for the next IPDC Council session.

Status Report on UNESCO/IPDC's Journalists' Safety Indicators and further research

Mr Ming Kuok Lim from the Division for Freedom of Expression and Media Development delivered a status report on the Journalists' Safety Indicators initiative to the Bureau. Mr Lim described the project as being in its infancy with UNESCO currently in process of piloting assessments in Guatemala and Honduras. He highlighted that the project aligns with the UNESCO Work Plan on the Safety of Journalists and the Issue of Impunity, and coincides with the wider UN Action Plan on the same subject. He elaborated that within the UN system, UNESCO has been given the role of overall coordinator for the safety of journalists and for the implementation of the UN Plan of Action. The JSIs will provide stakeholders with baseline information to assess progress in the implementation of the UN Plan of Action.

A brief description of the JSIs and their role was then given to the Bureau. They were described as a set of comprehensive indicators which give a complete picture of what is happening in terms of the safety of journalists and the issue of impunity in the country being assessed. The JSIs' role is to serve as a basis against which changes can be mapped over time in a systematic manner. Mr Lim explained that the JSIs were developed in consultation with experts and organizations that deal specifically with the theme of safety, working closely with MDI colleagues, and basing the JSIs on the tested MDI methodology. Mr Lim explained that the questions included in the JSI framework build on MDIs but provide a more detailed elaboration of the general safety of journalists indicators. They address the needs of journalists on both an international and national level.

Mr Lim also informed the Bureau that UNESCO has secured a full-time research fellow from the Helsingin Sanomat Foundation who will be working on developing and coordinating the work on JSIs and other safety research over a one-year period. He noted further that UNESCO was also working with Council of Europe on the possibility of analysing the safety of journalists as an indicator for development.

Comments from Bureau Members

Several participants expressed their support for IPDC's work on safety. The **USA** inquired as to whether the indicators included digital safety. Observer **Denmark** was of the view that the document could be strengthened by including more on the overall picture and the sad reality on the ground in many countries.

The Bureau agreed to set aside US\$ 20,000 to continue with the project.

Preparation of the 29th Council session

Thematic Debates

The 57th meeting of the IPDC Bureau agreed on the topic of 'Online privacy and freedom of expression' for the thematic debate at the 29th Council Session in November 2014

Sylvie Coudray, Director a.i. for Freedom of Expression and Media Development, presented an update on the topics for the thematic debates that were suggested for the next IPDC Council session. The Bureau was reminded that these themes are online privacy and freedom of expression, connected to Resolution 52 concerning Internet-related issues, adopted by the last General Conference of UNESCO. Resolution 52 included a request for the Secretariat to carry out a global study on the Internet, particularly on the issues of access to information and knowledge, freedom of expression, respect of privacy, and the ethical dimensions of the Information Society. The study will also explore possible options for future actions regarding the Internet. There will also be a wide-ranging consultation process, including the five regional groups of UNESCO as well

as the EU, the group of 77 and China, and many experts from diverse backgrounds and public, private and non-governmental organizations. A questionnaire will also be sent out to Member States and various partners will be consulted. The debate at IPDC Council will be treated as one of the consultations, and will feed into the Study. The experts to be invited to the IPDC Council debate will present on two themes – online privacy and freedom of expression - and talk about the balance between these rights and other rights. The results of this and the Member States debate that follows will be integrated in the study which itself will be presented to the General Conference the following year.

Comments from Bureau Members

Peru stressed that regional representation should be taken into account when inviting experts.

UNESCO-IPDC PRIZE

The Bureau members considered the future of the UNESCO/IPDC Prize for Rural Communication. It was discussed whether the prize should be continued as it is, terminated or renamed the UNESCO/IPDC World Radio Day Prize. The decision was taken to recommend to the IPDC Council the termination of the prize by taking into consideration the following reasons:

- Lack of visibility and modest impact of the Prize on UNESCO/IPDC's prestige and credibility;
- Existence of UNESCO / Guillermo Cano World Press Freedom Prize in the CI Sector under the responsibility of FEM division;
- Necessity to concentrate IPDC's limited resources on the financing of extra-budgetary projects;
- Lack of human resources for Prize administration at the IPDC Secretariat and FEM division.

General Comments (Any Other Business)

During the final general discussion, the issue of fixing a floor and a ceiling for the funding of projects was raised once again. Observer **Norway** commented that this was important for transparency and that such criteria must be known to project applicants. **Peru** was also supportive of the idea of fixing thresholds. The **Chair** suggested that the project criteria be changed to be rules and not recommendations. Observer **Denmark** commented that the issue of a floor and ceiling needs to be clarified but that in order to keep in the spirit of the IPDC Statutes it is important that the Bureau retain full responsibility over the allocation of funds. Furthermore, it was mentioned that there may be special circumstances where higher or lower sums are justified.

The **USA** stated that while they much appreciated the streamlined process for selecting projects, they would like to see more robust discussion, and suggested extending the Bureau meeting to three days to allow for this.

The **Chair** recommended that the Bureau not implement an evaluation now but have the Council set aside a budget to do this at its next session. The **USA** agreed with the Chair. **Peru** questioned whether an evaluation would be possible in the current financial situation and with the reduction of personnel.

Item 8 – Closure of the meeting

The Chairman thanked the Members of the Bureau for their valuable contribution to the proceedings and declared the 58th Bureau meeting of the Intergovernmental Council of the IPDC closed.