
IPDC’S ROLE IN THE PROMOTION OF THE SAFETY OF JOURNALISTS: A WAY FORWARD¹

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ABOUT THIS PAPER

This paper analyzes the role of the United Nations Educational, Scientific and Cultural Organization’s (UNESCO) International Programme for the Development of Communication (IPDC) in promoting the safety of journalists and combatting impunity for crimes against them. The analysis covers the period from 2008 to 2015. While the IPDC was created in 1980, it was in 2008 that its Intergovernmental Council, consisting of 39 UNESCO Member States², first decided to give priority to the promotion of the safety of journalists. More than seven years have passed. It is a good time to take stock of the impact, to learn from what has been done and inform future IPDC decisions, fully using the potential of the IPDC as a unique multilateral body within the United Nations (UN) system. This paper aims to assist this process. It also includes a series of recommendations based on findings and feedback from written contributions and interviews conducted by the author³. The fundamental questions are: *What has been the impact of IPDC’s actions in promoting the safety of journalists? Can the IPDC do more, and if so, how?*

A HISTORIC MOMENTUM, A HISTORIC OPPORTUNITY

Never has the UN advanced so much on the issue of journalistic safety in so little time as in recent years. The first ever UN strategy in this area, the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*, launched by the IPDC in 2010 and approved in 2012, has been a catalyst for landmark resolutions passed at the UN General Assembly, the UN Security Council and the Human Rights Council⁴. This is significant. The need to protect the practice of journalism, crucial for guaranteeing the right to freedom of expression and building democratic societies, has risen ever higher on the UN agenda.

Still, challenges are many. Every week, at least one journalist is killed, at least one goes into exile, at least four are imprisoned and countless others are threatened and attacked physically and psychologically, online and offline, around the world⁵. Fear-based self-censorship is still present. While armed conflict is a contributor to the victims' toll, it is actually local reporters, reporting on corruption, organized crime, human rights or environmental issues, among other topics, who are in the greatest danger. A failure to investigate the vast majority of these cases makes it impossible to hold the perpetrators accountable. Impunity has become a license to kill.

The UN Plan has provided a roadmap to face these challenges, and notably, it has opened the way for a collaborative effort to do so. Governments, civil society, professional associations, media houses and journalism education institutions have now a UN-backed framework to work together toward a safer environment for practicing journalism, which also means the Member States have agreed on the importance of tackling this issue in a collaborative manner.

There is momentum. High expectations are placed on the UN -its agencies, funds and programmes-, and to a greater extent on UNESCO as the lead agency on the promotion of the safety of journalists. Hence, there is much at stake.

A LOOK TO THE PAST: FROM RAISING AWARENESS TO SETTING STANDARDS

It is important to have a brief look to the past, to understand the relevance of the current momentum. UNESCO has played an increasingly important role in promoting the safety of journalists. After a few unsuccessful attempts within the UN to create international mechanisms to protect journalists⁶, the *Windhoek Declaration on Promoting Independent and Pluralistic Media* in 1991, followed by the proclamation of *World Press Freedom Day* in 1993 and the creation of a Special Rapporteur on freedom of expression within the UN Human Rights system paved the way to raising awareness about a disturbing reality: journalists were being increasingly attacked for doing their job. At that time, UNESCO already provided assistance to journalists such as in the form of training; however, the focus was mostly on conflict zones.

The improvement in collecting systematic data, mostly by civil society organizations and professional associations, soon made it clear that violence against journalists was not only a consequence of war. The vast majority of victims were being killed in the absence of conflict, working at home on issues that might be perceived to be controversial by some actors in the local context. Investigations into these crimes, if initiated, were, in the vast majority of cases, not resulting in arrests and prosecution of the alleged perpetrators. Within this context, another two relevant initiatives were taken in 1997: the establishment of the *UNESCO/Guillermo Cano World Press Freedom Prize* and the adoption of UNESCO's Resolution 29, which requested the UNESCO Director-General to condemn journalists' killings and to urge authorities to prevent, investigate and punish such crimes⁷. UNESCO continued to support safety training, practical safety guides and raising awareness initiatives while advising governments on legal frameworks to underpin fundamental change.

In 2006, more than 25 years after the last attempt to secure a UN agreement on journalists' safety, the UN Security Council passed Resolution 1738, recalling that journalists in armed conflicts shall be considered as civilians, as stated by international humanitarian law, and stressing the responsibility of the States to end impunity⁸. While this was a very important step, there was not a comprehensive UN strategy to address the issue in conflict and non-conflict contexts.

It was in 2006 that the IPDC came into the picture. Created in 1980 to mobilize the international community to discuss and promote media development in developing countries, its role in promoting journalists' safety was discussed at the IPDC's Intergovernmental Council meeting in 2006. This led to the first report on *The Safety of Journalists and the Danger of Impunity* which was presented in 2008. That year, the IPDC Council also adopted a Decision that placed the IPDC at the centre of a reinforced monitoring and reporting system on the killings of journalists condemned by UNESCO's Director-General. The Decision requested the Director-General to present to the IPDC Council, at its following session, an analytical report "including updated information on the Director-General's condemnations of the killing of journalists". The Decision also urged all Member States concerned to "inform the Director General of UNESCO, on a voluntary basis, of the actions taken to prevent the impunity of the perpetrators and to notify him [or her] of the status of the judicial inquiries conducted on each of the killings". The information provided by the Member States would serve as a basis for the Director General's analytical report. The information provided by the Member States would serve as a basis for the Director General's analytical report.

Since then, prepared every two years, the biennial report's presentation at the IPDC Council sessions have become a significant opportunity for States to discuss and propose actions addressing the growing violence against journalists⁹. This mechanism pioneered by the IPDC is also the foundation for the safety chapter in UNESCO's biennial report on World Trends in Freedom of Expression and Media Development¹⁰. In 2008, the IPDC also defined the issue of journalists' safety as a priority.

In 2010, the IPDC began to lay the foundation for what would be the first ever UN strategy on the issue, the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity (hereafter, "the UN Plan")*, approved in 2012. Various policy-making initiatives, diagnostic tools, monitoring actions and projects on the ground have been put in place by UNESCO since then; some of them within the IPDC's sphere of influence.

WHY THE IPDC TO PROMOTE THE SAFETY OF JOURNALISTS?

The IPDC has a unique role in the media development field, defined by its intergovernmental nature. It was detailed by the Programme in the following seven points¹¹. *IPDC's work on the safety of journalists can be illustrated under each of these points:*

1. **Multilateralism vs bilateralism.** As a UN-based multilateral intergovernmental body, the IPDC is particularly well placed to convene governments and other actors around a common goal, as it did when initiating the UN Plan, as the first ever multi-stakeholder international agreement to promote journalists' safety involving governments, professional associations, civil society groups and the UN.
2. **Credibility.** The IPDC has established itself as an essential part of the global effort to promote the safety of journalists, as well as freedom of expression and freedom of the press. It launched, for example, the Media Development Indicators (MDIs), strengthening UNESCO's position as a neutral and credible actor to assess media landscapes and determine the areas where intervention is needed¹². Based on the MDIs, a set of Journalists' Safety Indicators (JSIs) have also been developed.
3. **Normative work to support project delivery.** Examples range from creating a unique international mechanism to monitor impunity on the killing of journalists to launching the UN Plan; from supporting advocacy networks in Eastern Africa and the Andean Region to building capacity of statutory bodies in Nepal and law enforcement personnel in Tunisia.

4. Empowering others. In the last five years, as elaborated further below, the IPDC has allocated more than US\$ 1 million dollars to journalists' safety projects, developed and implemented by grassroots actors.
5. Knowledge-based experience. For example, the IPDC has contributed to a specific module on safety within the *Compendium of New Syllabi* for journalism educators.
6. Competitive cost-effectiveness. IPDC does not draw from its extrabudgetary funds to cover meetings of its governing body, where debates on safety (and other) issues, are organized.
7. Value-added partnership. Based on a long lasting record of partnerships, the IPDC supported an international coalition to promote freedom of expression and access to information within the Sustainable Development Goals (SDGs) that includes an indicator related to journalists' safety¹³. Also, it fostered the UN's first international conference among media leaders to reinforce media safety practices¹⁴.

WHAT THE IPDC DOES TO PROMOTE JOURNALISTS' SAFETY

The IPDC established the promotion of the safety of journalists as one of its priorities in 2008. In 2015, it reaffirmed its commitment "to promote projects by independent media or media-related institutions that focus on journalism safety, or law reform fostering media independence, which also seeks the active involvement and commitment of the State in the realization of the aims of the project"¹⁵.

Within the IPDC, the issue of journalists' safety was recognized within the Programme by the Media Development Indicators research protocol. This covered journalists and media workers not being subject to threats, harassment, surveillance, physical attacks, unlawful detention, or killed as a result of pursuing their legitimate activities¹⁶. The MDIs also refer to a situation where crimes against journalists are prosecuted and there is no climate of impunity. More recently, in 2014, the IPDC's Intergovernmental Council referred to "acts of violence against journalists, media workers and social media producers who generate significant amount of journalism"¹⁷.

The issue of the safety of journalists is a complex one. As stated by the UN Plan's Implementation Strategy, it requires a holistic approach, "from preventive, protective and pre-emptive measures, to combating impunity and promoting a social culture which cherishes freedom of expression and press freedom"¹⁸. Looking at the UN-related bodies' resolutions passed in the last few years, the promotion of the safety of journalists includes a wide range of actions in the field of policy-making, standard-setting, monitoring, assessment, building capacity and raising-awareness at the international, regional and local levels. The IPDC has made a specific contribution to promoting the safety of journalists and combatting impunity for crimes against them, mainly through the following modalities:

1. Standard-setting and policy-making.
2. Reporting and monitoring.
3. Assessment and diagnostic tools.
4. Building capacities, by funding small-scale projects (up to US\$ 35,000) worldwide and granting special allocations.

HOW THE IPDC DOES IT: LEARNING FROM GOOD PRACTICES TO INCREASE IMPACT

The IPDC has facilitated international and multilateral initiatives that are impacting on how the promotion of the safety of journalists is addressed, have increased sensitization, international and national dialogue and initiated an international roadmap backed by the UN and welcomed by its Member States. It has also created diagnostic and monitoring tools that are providing unique information that is being used to advocate for the safety of journalists and to find solutions to address safety and impunity issues. Moreover, IPDC projects are empowering local key stakeholders by building capacity on policy, legal, physical, digital and psychological

aspects of journalists' safety. The IPDC has also contributed to strengthening the work of UNESCO and the UN. Below, is a selection of the most successful IPDC initiatives in this area in recent years.

1. STANDARD-SETTING AND POLICY-MAKING: A UN PLAN, A UN ROADMAP

Background: The *UN Plan of Action on the Safety of Journalists and the Issue of Impunity* is more than a UN document; it is potentially "gold dust", as the former Special Rapporteur for Freedom of Expression of the Organization of American States (OAS), Catalina Botero, once said¹⁹. "It is crucial to coordinate efforts", the former UN Special Rapporteur on freedom of expression issues, Frank La Rue, affirmed²⁰. The UN Plan is the story of a participatory process, involving a wide range of actors to agree on the first holistic approach to prevent, promote and protect those exercising journalism. It was the IPDC that proposed in 2010 to consult with Member States on "the feasibility of convening an inter-agency meeting of all relevant UN agencies with a view to formulating a comprehensive, coherent and action-oriented approach to the safety of journalists and the issue of impunity". In two years, the impact of these words culminated in many consultations and the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity*. The UN Plan was then approved by the UN Chief Executives Board, and subsequently welcomed by the UN General Assembly, the UN Security Council and the UN Human Rights Council.

Why is the Plan important? It draws a comprehensive UN roadmap on how to address the issue of the safety of journalists in a holistic way, identifying the following main areas of work: strengthening UN mechanisms, cooperating with Member States, partnering with other organizations and institutions, and raising awareness.

Impact: The impact of the UN Plan can be analyzed at the international and national levels. There is a consensus within the international community that the UN Plan's participatory process has facilitated a new international dialogue on the issue, which is raising awareness and putting journalists' safety high on the UN agenda. It is mostly visible in the unprecedented normative work around the subject approved within the UN. Importantly, the UN Plan has also been adapted at the national level in countries such as Iraq, Nepal, Pakistan and South Sudan, leading to new multi-stakeholder dialogue, which has contributed to awareness raising and facilitated coordination. For example, in Pakistan, it resulted in the creation of the Pakistan Coalition on Media Safety which is designing new ways to address violence against journalists. In South Sudan, a national action plan has been developed, based on the UN Plan, and a Media Sector Working Group has been created, which is promoting cooperation among diverse actors, for example between media and law enforcement personnel. In Nepal, as a result of the UN Plan's adaptation, the National Human Rights Commission is involved in developing a mechanism to protect journalists, a step that is being supported by UNESCO, among other actors. At the UNESCO level, the UN Plan has strengthened the Organization's work and helped to create a coherent strategy in this area. The UN Plan was used as the basis for the design of a specific UNESCO Work Plan on this issue²¹, adopted by the UNESCO Executive Board.

2. MONITORING IMPUNITY, APPLYING RULE OF LAW

Background: The goal of an impunity monitoring mechanism is to generate data that can be used as evidence to promote actions that would reduce the prevalence of impunity²² and contribute to a reduction in crimes against journalists. Impunity fuels the cycle of violence against journalists, leading to self-censorship or fear of reprisal, as affirmed by the Director-General of UNESCO, Irina Bokova²³. Already in 1997, UNESCO's Resolution 29 recognized the importance of making the perpetrators of crimes against media workers accountable. Hence, UNESCO's Director-General started to condemn the killing of journalists and urge the competent authorities to discharge their duty to prevent, investigate and punish such crimes. In 2008, based on those condemnations, the IPDC launched the biennial report "The Safety of Journalists and the Danger of Impunity. Report by the Director-General" (*hereafter, the UNESCO Director-General's Report*) to analyze trends in

relation to crimes against journalists, and more importantly, to monitor the investigations into these crimes. The latest statistics, in 2015, showed that less than 7% of the cases of journalists killed worldwide have been resolved.

Why is the monitoring mechanism important? It is the only source that provides official information on the judicial inquiries on the killings of journalists, based on information provided by Member States. This information is crucial as a starting point to find solutions to reduce impunity. This monitoring mechanism is fundamental for governments to advance and for civil society to monitor and support policy changes.

Impact: The mechanism has had increasingly more impact as its results have become more widely known. It has raised awareness among governments on the issue of impunity and the need to combat it. It has also been used by civil society groups, such as IFEX - an international network of more than 100 organizations worldwide - to support their monitoring work on impunity for crimes against journalists. The mechanism has been proposed as one of the sources of data to measure the advancement of the SDGs, particularly target 16.10 on ensuring public access to information and protect fundamental freedoms.

3. ASSESSING NEEDS, POINTING TO SOLUTIONS

Background: After the success of the Media Development Indicators (MDIs), which are used to assess national media landscapes worldwide, the IPDC created the Journalists' Safety Indicators (JSIs) that focus specifically on the issue of safety. Building on the momentum of the UN Plan, the JSIs are designed to be implemented in a participatory, multi-stakeholder manner in order to obtain comprehensive assessments on the security challenges faced by journalists and on mechanisms in place and actions being carried out by various stakeholders to ensure their safety. The more actors who engage in the assessments, the more likely they will use the resulting data to elaborate comprehensive strategies to address the issues revealed by the JSIs.

Why are the indicators important? The JSIs are a unique tool that allow for the mapping of key features that can help assess the extent to which journalists are able to carry out their work under safe conditions and determine whether adequate follow-up is given to attacks committed against them. It is a useful tool to kick-off national dialogue among relevant actors and consequently to define national action plans, based on the UN Plan. The JSI's process and conclusions are an opportunity toward collective solutions and commitments.

Impact: The JSIs have been implemented in Guatemala, Honduras, Iraq, Kenya, Nepal and Pakistan in the last two years. While it is still early to analyze medium-term impact, the mere process of applying the JSI has shown its potential. In the countries mentioned, the JSI applications represent the first comprehensive data collection process on the journalists' safety issue. In Pakistan and Nepal, where the UN Plan has been adapted at national level, JSIs provide a baseline from which to measure advancement in the UN Plan's implementation. Also, because of the participatory way in which they are applied, JSIs have contributed to promoting cooperation among different actors, such as in Guatemala where the JSIs process helped to establish an open dialogue among different actors, including among journalists, which was needed to strengthen understanding and solidarity among them. It is also a useful tool to support the design of strategic solutions.

4. YES, SMALL GRANTS CAN MAKE A DIFFERENCE

While media development should be seen as a long-term process, and certainly the fight for safety and against impunity is no exception, small projects that are part of a strategic plan can be useful, if contributing to an overarching outcome. Small projects, informed by strategic decisions, can have a considerable impact and can be the missing piece that brings about a successful outcome or catalyzes larger initiatives.

For example, by approving a small project proposal in 2014, the IPDC planted the seed for improving the understanding of journalists' safety issues among judges, lawyers and others in the judiciary in **Latin America**. The judiciary is crucial to combatting impunity in the region. More than 2,000 legal professionals have since participated in online courses on freedom of expression and journalists' safety offered by the Knight Center for Journalism in the Americas. "This course has given me skills, based on inter-American standards, which will inform my work as a judge", affirmed one of the participants. "This course has changed the way I see journalistic work", another participant stated. "Having been the prosecutor on a few cases related to the killing of journalists, I have realized the profound implication of those crimes for the whole society", another added. A number of participants expressed how the course made clear to them that States have the obligation to prevent, protect, investigate, judge and punish those crimes. The IPDC funded the design of the first pilot course at a cost of US\$ 20,000, which was focused on Mexico and which had the support of the Supreme Court and the Mexican Association of Imparters of Justice. Two similar courses for the whole continent have been organized since, also in cooperation with the Special Rapporteur on Freedom of expression from the Inter-American Commission of Human Rights (IACHR). Moreover, a training manual has been published, also as a result of these initiatives, in cooperation with the IACHR and other partners²⁴.

While regional initiatives can have substantial impact, journalists' safety issues are diverse and must take into account the local context in which attacks against journalists are taking place. For example, in **South Sudan**, violence against journalists is on the rise. According to UNESCO's Director-General condemnations, since the establishment of this new State in 2011 and until 2014, one journalist was killed; in 2015, however, seven journalists lost their lives. To address the increased attacks against journalists, the first step is to be able to monitor those attacks. This is why the IPDC in 2014 supported with US\$ 26,400 the Union of Journalists of South Sudan (UJSS) to establish three media observatories in the states of Wau, Warap and Aweil, isolated areas where journalists are more at risk. These observatories have been able to report cases that would otherwise be left unknown. One such example is the case of a journalist in Aweil, who was threatened and was able to hide with the support of UJSS until he could safely return to his community. Also, UJSS identified the case of a woman journalist who was evacuated to the capital Juba due to distress after having been interrogated for five hours. As a result of monitoring, local media are increasingly informing about attacks against journalists and sensitizing the public on the issue. This data is also informing the implementation of the UN Plan in the country.

In **Pakistan**, one of the most dangerous countries for journalists according to the UNESCO's Director-General report, the IPDC supported the Rural Media Network Pakistan (RMNP) in 2014 to enhance its monitoring mechanisms on attacks against journalists as well as safety training for reporters working in dangerous rural areas. Since the IPDC supported the online mechanism to monitor violence against journalists, RMNP has been able to increase documentation, which has enhanced their capacity to raise awareness about threats to freedom of expression and freedom of the press. Additionally, a series of safety trainings for about 100 journalists in rural areas helped to improve their safety awareness, but also ensured that women's voices are heard in the media. As RMNP explains, due to the cultural context in some rural areas, only women journalists can talk to women in the community. If there are no women journalists working safely, says a member of RMNP, a large segment of the society will not be covered.

In **Colombia**, as in many other countries, there is a need for building capacity on digital safety. There are many practical guides, mostly prepared by international organizations, for journalists to acquire digital safety skills. However, to address this issue, digital safety needs to move from the responsibility of the individual to that of the institution; hence, media outlets need to integrate digital safety strategies in their newsrooms, which are also adapted to their local context. This was the aim of the US\$ 15,500 project supported by the IPDC in 2014

and implemented by the Fundación para la Libertad de Prensa (FLIP), an organization with 20 years of experience promoting the safety of journalists. FLIP was behind the design of the national Colombian safety mechanism for journalists in 2000, recognized as one of the most successful national safety mechanisms worldwide. As of today, four Colombian media outlets are implementing a digital safety strategy as a result of the IPDC project: El País de Cali, La Opinión de Cúcuta, TeleAntioquia and La Silla Vacía. The IPDC funds allowed FLIP to also develop a digital safety guide designed to strategically address the specific needs of Colombian journalists in their local contexts. The guide also builds on the use of Hancel, the first safety app for journalists created in Latin America and developed by FLIP.

In **Palestine**, the IPDC supported the Ma'an Network to build capacity for risk assessment and safety training among independent Gazan journalists in 2009 and 2012. Journalists in Gaza face high risks in their daily reporting, and increased danger during times of armed conflict. In this context, safety needs for journalists are acute and urgent, but local media houses are not always able to provide appropriate training and equipment. Participants from the IPDC-funded training highlighted the importance of acquiring those skills and emphasized that the training had increased their self-confidence while reporting.

Special allocations. Apart from small grants, the IPDC has also provided larger special allocations. In **Tunisia**, for example, IPDC approved a UNESCO initiative, funded by Norway, to support the transitional Tunisian government and civil society to address freedom of expression issues, including the safety of journalists²⁵. Significant results were achieved following a series of training courses for nearly 300 members of the security forces, aimed at improving the relationship between journalists and law enforcement personnel. It also included training of trainers courses. According to one trainer, it represented two different worlds meeting each other, opening a dialogue “in a matter of hours”. In one recorded exchange, the trainer posed questions on the possible consequences of certain behaviors. “If you put your hand up to cover the camera of a journalist, what people will think is that you are hiding something, do you agree?”, “If law enforcement personnel do not talk to journalists, do you think journalists will give up? They will find other sources of information”. As the trainer continued, he pointed out that security personnel and journalists have the same objective, to “strengthen democracy”. This IPDC-supported initiative has spread to other countries where similar training courses are taking place, based on the training manual resulting from the experience in Tunisia, for example in Côte d’Ivoire, Iraq, Somalia, South Sudan and Tanzania.

WHAT THE DATA TELLS US ABOUT THE IPDC PROJECTS

While the IPDC’s standard-setting, assessing, reporting and monitoring roles are crucial, the Programme also funds every year at least sixty projects worldwide to promote free, independent and pluralistic media. Grants run up to US\$ 35,000. It also allocates specific funds for Special Initiatives, for which the amount is up to the IPDC Bureau to establish.

Since the IPDC decision on making the safety of journalists a priority in 2008, 60 projects related to safety have been approved for funding in more than 30 countries for nearly US\$ 1.2 million dollars²⁶. They mainly involve building capacities among journalists, professional associations and public institutions and reinforcing monitoring mechanisms and advocacy tools to raise awareness on the important role journalism plays in democratic societies. Also, in the last seven years, the IPDC has allocated close to half a million dollars to larger projects related to safety. Two initiatives were funded: the Journalists’ Safety Indicators (US\$ 55,000) and the project “Develop and design communication and information strategies for the recovery, reconstruction, and democratization of the Tunisian Society” (US\$ 438,236²⁷).

Figures based on IPDC projects' approved, without taking into account the special allocations granted to the project in Tunisia and the JSIs, show that the number of safety-related projects has fluctuated, with some years with as few as five projects - i.e. 2009, 2010, 2012 and 2015 - and others with more than ten – i.e. 2011, 2013 and 2014. However, the number of projects by itself does not tell the whole story; it is necessary to also look at the budget allocated to them. In this case, the fluctuation is less acute and, in general, amounts have generally increased between 2010 and 2014. In 2015, however, the total budget declined by more than 50% compared to the previous year. According to the IPDC Secretariat, no specific reason can be identified for this decline. This might be seen as a sign for the need to reinforce the prioritization of safety within the IPDC.

TABLE 1. ANALYSIS OF IPDC PROJECTS ON THE SAFETY OF JOURNALISTS 2009-2015²⁸

	Number of safety projects	Budget (US\$)	Percentage from total IPDC Budget	Special allocations	Total / Percentage from total IPDC budget
2009	5	149,200	9.2%	-	149,200 (9.2%)
2010	4	90,700	4.7%	-	90,700 (4.7%)
2011	10	232,300	11%	-	232,300 (11%)
2012	6	157,500	9.2%	244,619	402,119 (21.7%)
2013	13	192,400	23.8%	178,200	370,600 (37.5%)
2014	16	247,000	19.4%	20,000	267,000 (20.4%)
2015	6	101,850	9.3%	-	101,850 (9.3%)
Total	60	1,170,950	12.4% (average)	442,819	1,664,186 (16.4%)

TABLE 2. US\$ BUDGET FOR SAFETY PROJECTS PER YEAR²⁹

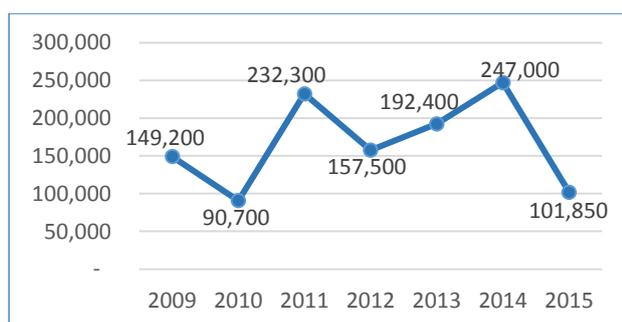
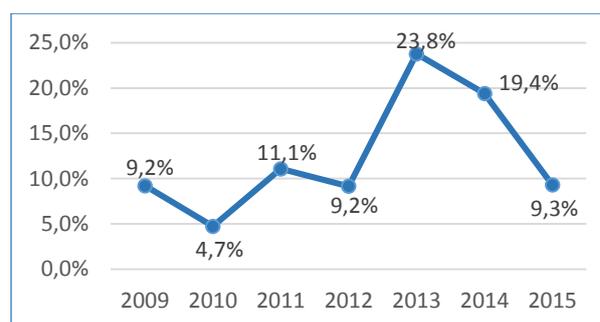


TABLE 3. PERCENTAGE OF TOTAL BUDGET DEDICATED TO SAFETY PROJECTS PER YEAR³⁰

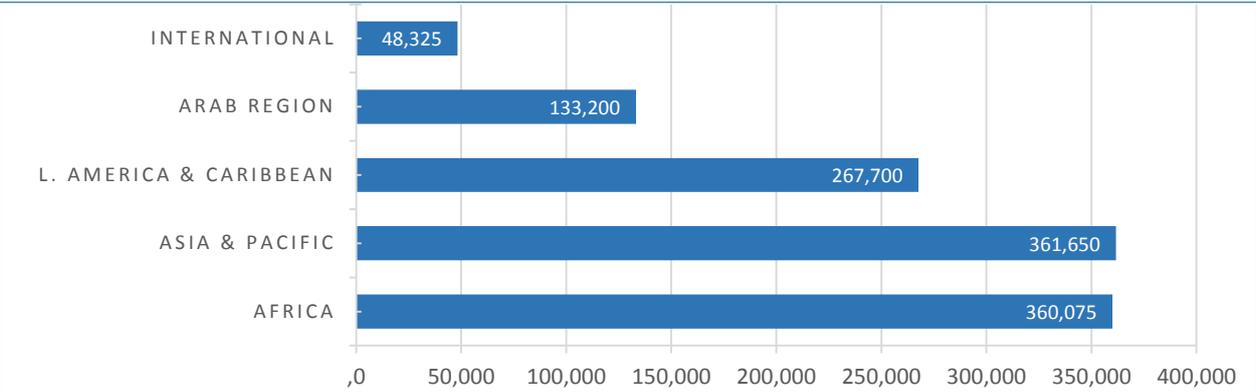


When looking at the funds allocated to each project, it can be concluded that the amount assigned per project has been decreasing, which can be attributed to the fact that the IPDC's total budget has decreased in recent years and that the IPDC Bureau decided to reduce the size of projects in order to avoid having to significantly decrease the number of approved projects. Due to this decrease in funds, and to get the whole picture, it is necessary to look at the percentage of the total budget dedicated to promoting the safety of journalists. Percentages have mainly fluctuated between 5% and 11% between 2009 and 2012. In 2013, however, this percentage increased to 23.8%, and if one takes into account the special allocations related to safety, 38.7%. Therefore, 2013 is the year in which the safety of journalists received the most attention. One might consider the approval of the UN Plan in the previous year as a causal factor behind this peak.

In terms of geographical distribution, figures show that Africa has received the most support (not counting special allocations to special initiatives) related to safety (21 projects), which is aligned with UNESCO's priority

given to this continent. In terms of total amount of funds, however, Africa comes second. Asia and the Pacific come second in terms of project numbers, with 16 projects, but with slightly higher funds. Thirteen safety projects have been approved for Latin America and the Caribbean and eight in the Arab Region. It has to be taken into account, however, that special allocations for more than US\$ 400,000 were granted to promote media development in Tunisia, with a particular focus on the safety of journalists, which would increase the percentage of funds allocated to the Arab Region for safety³¹. The Member States with the highest number of implemented safety projects are Pakistan (5 projects), followed by Palestine (3), and, with two projects each, Colombia, Kazakhstan, Liberia, Nepal, Nigeria and Somalia. Nearly 30% of the IPDC projects are regional, with five in Africa, five in Asia and the Pacific and seven in Latin America.

TABLE 4. US\$ ON SAFETY PROJECTS BY REGION 2009-2015 (WITHOUT SPECIAL ALLOCATIONS)



Looking closely at the type of projects, a large number of the approved are hybrids that include different types of media assistance, including safety components, or are safety-focused projects with a mix of activities, mostly related to training and advocacy. About 70% of the projects have journalists as the main beneficiaries, which is in line with the fact that about 55% of projects are training courses for journalists on physical, digital or legal issues. Fifteen percent of projects are focused on supporting civil society groups to raise awareness or advocate on issues related to the safety of journalists and impunity. In this regard, 25% of the IPDC projects have strong components dedicated to strengthening monitoring mechanisms, tools or groups. Twelve percent of projects have public institutions as their main beneficiaries. These include government, judiciary and law enforcement officials, along with media houses and journalism schools. Another 3% of projects are focused on promoting multi-stakeholder coalitions to promote the safety of journalists.

TABLE 5. MAIN BENEFICIARIES OF PROJECTS

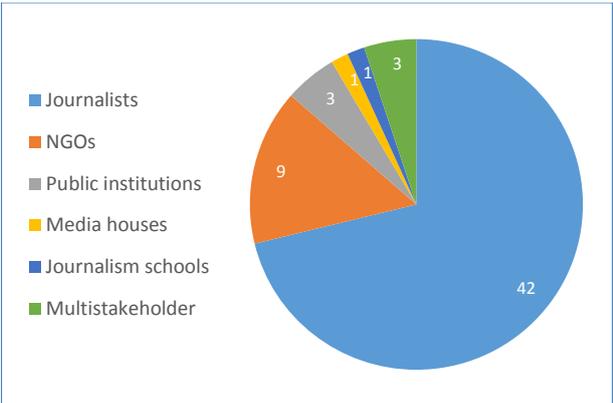
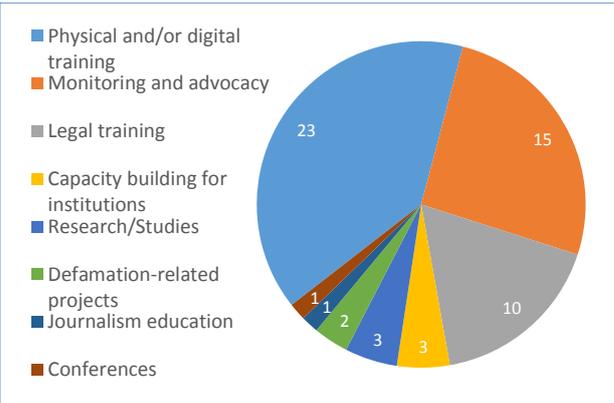


TABLE 6. MAIN TYPE OF ACTIVITIES FUNDED



Although gender is a crosscutting priority at UNESCO, there is not enough information to disaggregate numbers related to men and women within the safety projects. It can be highlighted, however, that there were two safety projects specifically focused on women journalists – one in Nepal and the other, regional, in Central Africa.

LOOKING AHEAD: RECOMMENDATIONS TO ADDRESS CHALLENGES

Firstly, it has to be recognized that while challenges related to the safety of journalists are many and interrelated, IPDC's efforts need to be prioritized in a limited number of areas in order to have an impact, while being complementary to the work of other UNESCO initiatives in this area. At the risk of oversimplifying a complex issue such as the promotion of the safety of journalists, but with the aim of facilitating the IPDC's task of strategizing its work in promoting safety, the following recommendations concentrate on those issues that the IPDC is better placed to address than other actors, particularly because of its intergovernmental nature. The following are based on the challenges and recommendations identified by the author, following consultations with UNESCO's IPDC Secretariat, its field offices and other relevant actors³².

Preliminary general observations:

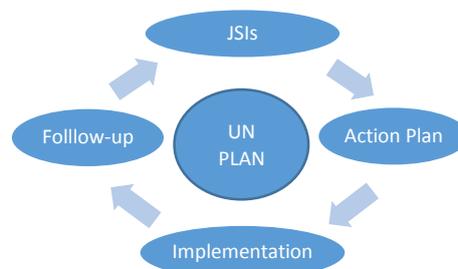
- 1) As an intergovernmental body of Member States advised by media development experts, IPDC is better placed than other types of organizations to support projects that require strong participation and/or commitment from governments, including law enforcement agencies and judiciary bodies.
- 2) As an intergovernmental body, and at the same time taking into account its long past experience of partnering with States, media, professional associations and civil society groups, the IPDC is well placed to support initiatives that require a multi-stakeholder approach.
- 3) The IPDC has demonstrated its ability to act as a major facilitator of innovative and ambitious policy-making and standard-setting initiatives, such as the UN Plan, the MDIs, the JSIs and the monitoring mechanism initiated by the UNESCO's Director-General Report. IPDC is, therefore, well placed to continue to plant seeds for new approaches to the promotion of the safety of journalists.

1. IPDC STRATEGIC LEVEL:

- a) **Development of medium-term strategies.** There is a need to establish medium-term strategies at the national and regional levels (based on regional UNESCO offices) on the IPDC's support for the promotion of the safety of journalists, in order to ensure long-term impact. While small projects can make a difference, they need to be part of a medium or long-term strategy, not be once-off efforts. Here are some concrete ideas about how this might be done:
 - 1st step: Application of the JSIs at the national level. To facilitate strategic actions plans based on the UN Plan, the Journalists' Safety Indicators are a unique tool that can be used to first assess the environment for journalists' safety in a given country and identify main challenges to be addressed. As the IPDC is not able to fund the application of the JSIs in many countries at the same time, clear criteria need to be established and communicated to UNESCO's field offices, in those countries where there is a need and an opportunity to proceed.
 - 2nd step: Medium-term action plan (three to five years). As a result of the JSIs, and taking into account that the IPDC cannot address all of the identified challenges, an action plan needs to be designed on how IPDC funds on safety will be applied, such as prioritizing specific aspects of the issue or a specific type of beneficiary. The fact that projects are approved annually would give flexibility, if needed, to adapt to changes. These action plans need to be prepared taking into account other UNESCO work on safety to guarantee complementarity and mutual support.
 - 3rd step: Building on the previous recommendation, IPDC might consider committing in principle to medium-term support to those countries where an action plan is designed as a result of the JSIs'

application. To fully address the challenges of safety and impunity, which are deeply entrenched, a multi-year engagement would provide an opportunity for a more holistic approach to the issue, yielding results that are more stable and upon which future gains can be achieved. For instance, it is evident that the JSI's lend themselves to being re-applied every third year at least, in order to track changes in relation to the baseline data set out in the initial application of this IPDC research instrument.

- 4th step: IPDC should consider submitting such national medium-term strategies to potential donors for funding to ensure that priority issues are addressed, but not at the risk of leaving aside other IPDC priority areas.
- 5th step: After implementation of a medium-term action plan, monitoring would be needed to assess the impact, using the baseline from the JSIs assessment. A follow-up JSIs would be needed.



- 6th step: It is suggested those national action plans be integrated into regional ones, when relevant inputs are available from UNESCO's regional offices. Those regional plans can also be used for fundraising.
- Introduce safety as a crosscutting element.** IPDC should consider encouraging, where appropriate, the inclusion of a safety component in IPDC projects that do not have safety as their core objective. It has been suggested that any action, even as little as a ten-minute talk within a media development project, can be a seed for change and an opportunity to raise awareness.
 - Reinforce internal communication.** It is recommended to further explain, particularly to UNESCO's field offices, the IPDC-driven initiatives on safety, such as the UN Plan, the JSIs and the UNESCO Director-General's Report. More guidance is needed in how to use them effectively and how to communicate about them. Also, internal best practice sharing can be promoted by the IPDC. Also, it has been suggested to create a safety experts' database to support implementation of field activities, due to a lack of easily identifiable experts in this particular field.
 - Strengthen external communication.** It is recommended to explain and disseminate more widely the value of IPDC-driven initiatives outside of UNESCO. There is a lack of knowledge of their existence in some cases, but more broadly, there is a lack of understanding of how to use them and take advantage of them. For example, among stakeholders, anecdotal evidence shows a general awareness of the UN Plan, but not of how to participate, how to use it to promote the safety of journalists or what it implies in terms of commitment among governments and other actors. In the case of the UNESCO Director-General's Report, for example, is perceived by some actors as being underutilized, even as a source of data.

2. IPDC'S KNOWLEDGE-DRIVEN ROLE:

- Collection and systematization of UN-related recommendations.** There are more and more UN-related normative texts on the promotion of the safety of journalists, not only conceived within UNESCO, but within the UN as a whole. There is a substantial number of recommendations resulting from resolutions, declarations, reports, high-level panels, etc. It is suggested to the IPDC to collect and systematize those UN-related recommendations to create a source of knowledge on where the UN stands in terms of journalists' safety. This would support IPDC efforts toward the promotion of the safety of journalists but

also other stakeholders' efforts to be better informed and work in line with UN recommendations. It is suggested to extend this work to regional intergovernmental organizations.

- b) **Educate stakeholders more about the UN's role in promoting the safety of journalists.** Related to the previous recommendation, it is recommended to support UN efforts on promoting the safety of journalists and combatting impunity by designing practical tools to demystify the UN and the IPDC to other actors, such as NGOs, professional associations, media, etc. A practical guide and training (online and/or offline) to understand how to use UN mechanisms and tools would reinforce UN efforts. This can be done in cooperation with other relevant UN bodies, taking the opportunity to reinforce UN cooperation.
- c) **Sharing practices.** It is suggested to the IPDC to collect good practices on the promotion of the safety of journalists at different levels and by different actors, with the aim of expanding practical knowledge on ways to address the issue of journalists' safety. This can include reports, conferences, workshops and online tools and databases. This type of document/activity/database can be submitted for fundraising to donors.
- d) **IPDC Intergovernmental Council meetings as think tanks.** It is suggested to the IPDC to use its regular meetings to undertake strategic debates on safety issues, for example on sharing practices; discussions on new approaches to addressing journalists' safety; and raising awareness on specific relevant international standards, such as the decriminalization of defamation.
- e) **Reinforcing journalism education institutions.** It is recommended to the IPDC to include safety in its support to journalism education, for example, developing new educational tools and new fields of research on safety and impunity. Concretely, the IPDC can promote the development of an educational programme (preferably online and accessible in different languages) to learn about the safety of journalists. As of today, there is no possibility of becoming an expert on the issue as there are no specific studies designed for this purpose. This online educational programme might be of interest to donors. The existing syllabus on "Safety and Journalism", included in the compendium of new syllabi of the UNESCO's Model Curricula for Journalism Education³³, needs to be updated and the IPDC can support its adaption to regional and local needs.
- f) **Ensuring wide distribution of IPDC-supported publications.** Distribution of publications, manuals and practical guides resulting from IPDC support can be reinforced, also within the IPDC website. Moreover, projects requesting funds for publications need to include a distribution strategy.

3. IPDC'S STANDARD-SETTING AND MONITORING ROLE:

- a) **Promoting the implementation of the UN Plan.** IPDC projects are well placed to fund kick-off multi-stakeholder meetings to design the implementation of the UN Plan at national level. For example, there are lessons to be learned from the experience of Nepal and Pakistan. This process could be linked with the application of the JSIs and preparation of IPDC medium-term strategies.
- b) **Reinforce monitoring mechanisms.** After seven years and having put in place new reporting and monitoring mechanisms, mostly via the UNESCO Director-General's Report, it is recommended to the IPDC to evaluate the initiative and analyze ways for improvement. Specific analysis and recommendations could be developed. For example, it is recommended to support States to develop effective mechanisms that can monitor cases of attacks on journalists and judicial follow-up, which in turn can contribute to the quality of information provided to the UNESCO Director-General's Report. It is also recommended to the IPDC to discuss the possibility of including information related to good practices in the Director-General's Report. This way the Report would be not only presenting facts but also suggesting solutions.

4. ADDRESSING THE MAIN IDENTIFIED SAFETY CHALLENGES THROUGH IPDC-FUNDED PROJECTS:

- **Full public awareness of the role of journalism and journalists for participatory democratic societies.** For example, by 1) supporting advocacy and awareness raising campaigns, preferably organized by multi-stakeholder coalitions at the local, regional and national level and 2) supporting networking events.
- **Existence of legal and policy frameworks that protect those practicing journalism, including efficient mechanisms to prevent crimes against journalists.** For example, by 1) providing expert advice or sharing good practices and 2) facilitating the creation or enhancement of safety mechanisms and supporting participatory processes to this end. The need for specific advice on addressing violence against journalists by terrorists' groups was mentioned in the interviews carried out for this paper.
- **A judicial system capable of tackling the issue of impunity for crimes against journalists.** For example, by 1) sharing good practices, 2) providing expert advice, 3) building capacity, 4) raising awareness and 5) enhancing impunity monitoring mechanisms.
- **Full understanding and recognition by governments, judiciary bodies, law enforcement and military personnel of the importance of guaranteeing the safety of journalists as vital for building democratic societies.** For example, by 1) promoting open dialogue, 2) building capacity, 3) preparing training materials, 4) sharing good practices, 5) promoting specialized lawyers' networks, 6) supporting the creation of safety protocols for action, 7) sensitizing on the need for decriminalizing defamation and 8) sensitizing on balancing journalists' safety within national security and counter-terrorism laws. In particular cases, the establishment of international bodies against impunity, specialized in crimes against journalists and inspired by the experiences of the CICIG (International Commission against Impunity in Guatemala) and more recently the MACCIH (Support Mission against Corruption and Impunity in Honduras) could be considered.
- **A safe working environment for journalists in public, private and community media.** For example, by 1) supporting national or local media conferences developing concrete and practical solutions, as was recently organized with IPDC support at headquarters in February 2016, 2) promoting advocacy campaigns to sensitize media on the importance of journalists' safety, including freelancers, 3) facilitating the sharing of good practices, 4) facilitating the design of safety protocols in media houses, including digital safety and 5) supporting solidarity networks among journalists.
- **Specific support to regional systems to facilitate a regional climate of no impunity.** For example, by 1) knowledge exchange among regional judiciaries, 2) supporting integrated impunity units from law enforcement through the court system.
- **It is recommended to reduce the number of stand-alone safety training projects.** They represent more than 50% of projects supported by IPDC since 2008. There are many other organizations worldwide well equipped to respond to this need. Money would be better spent on projects that are more in line with what the IPDC does best and where others are not as well positioned. However, this would not mean that the IPDC would abandon support for safety training courses, if this is appropriately justified. In conflict or post-conflict situations this might be of particular importance given the challenges these situations present.
- **In conflict and post-conflict situations,** IPDC projects might be developed involving UN peacekeeping operations and political missions, as suggested by UN Security Council Resolution 2222.
- **Following UNESCO's crosscutting priority in gender, IPDC safety projects need to ensure gender mainstreaming.** For example, by addressing safety issues related to women journalists, analyzing factors that may play a role on how gender affects journalists' safety, also disaggregating data by gender. IPDC should also consider implementing projects that focus specifically on gender and safety issues, for example, related to online harassment.

CONCLUSION

The IPDC has played a significant role in the promotion of the safety of journalists in recent years, contributing to and building on the momentum around journalists' safety issues. However, developing a specific IPDC strategy with the aim of maintaining the momentum, and making full use of its potential, will be important for the IPDC to ensure its continued relevance in addressing this critical challenge to freedom of expression and freedom of the press. This strategy needs to focus on those goals that the IPDC is better placed to achieve than any other entity, while complementing UNESCO's other work in this area. This would increase IPDC impact, on the one hand, and the interest among donors, on the other.

ANNEX I. WRITTEN CONTRIBUTIONS AND INTERVIEWS

This paper has been produced as a result of the analysis of the author and thanks to the inputs provided by the following UNESCO staff and external experts, either in written form or via phone interviews.

UNESCO's Headquarters and IPDC Programme

Guy Berger, Director, Division for Freedom of Expression and Media Development.

Sylvie Coudray, Chief, Section for Freedom of Expression.

Rosa María González, Senior Programme Specialist, IPDC.

Fackson Banda, Programme Specialist, IPDC.

Saorla McCabe, Assistant Programme Specialist, IPDC.

Reeta Pöyhtäri, Expert, JSIs.

Albana Shala, Chairperson, IPDC.

UNESCO's Field Offices

Leonel Armas Astrada, Science and Communication and Information (CI) Advisor, Guatemala.

Jeet Bahadur Biswokarma, CI Advisor, Kathmandu.

Guilherme Canela de Souza, CI Regional Advisor, Montevideo.

Gina Cisneros, UNESCO office in Quito.

Hezekiel Dlamini, CI Regional Advisor, Harare.

Lydia Gachungi, CI Advisor, South Sudan.

Misako Ito, CI Regional Advisor, Bangkok.

Sergey Karpov, CI Regional Advisor, Almaty.

Riaz Khan, CI Advisor, Islamabad.

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Jamie Hyo-Jin Lee, CI Advisor, Phnom Penh.

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Hala Tannous, CI Focal Point, Ramallah.

Elena Rodríguez Napoles, CI Advisor, Havana.

Aterina Samasoni-Pele, CI Advisor, Apia.

Jaco du Toit, CI Regional Advisor, Nairobi.

External experts

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William Horsley, International Director, Center for Freedom of the Media (CFOM), University of Sheffield.

Frank La Rue, former UN Special Rapporteur on the Promotion and Protection of the Right to Freedom of Opinion and Expression.

IPDC projects' beneficiaries

Rosental Alves, Director, Knight Center for Journalism in the Americas, University of Texas, USA.

Ehsan Ahmed Sehar, Director, Rural Media Network Pakistan (RMNP), Pakistan.

Alexa Stevens, Project Development Officer, Ma'an Network, Palestine.

Edward Terso, Director, Union of Journalists of South Sudan (UJOSS), South Sudan.

Pedro Vaca Villareal, Director, Fundación para Libertad de Prensa (FLIP), Colombia.

ANNEX II. LIST OF IPDC PROJECTS RELATED TO JOURNALISTS' SAFETY 2009-2015

	TITLE	REGION	COUNTRY	BUDGET without 10% overhead
2009	PROFESSIONAL CAPACITY BUILDING FOR THE KENYA MEDIA CORRESPONDENTS	Africa	Kenya	20,000
2009	STRENGTHENING INFORMATION SECURITY SKILLS	Asia and the Pacific	Regional	36,000
2009	SAFETY TRAINING COURSE FOR MEDIA PROFESSIONALS IN GAZA BY MAAN NETWORK	Arab Region	Palestine	26,000
2009	BUILDING A SAFETY INFORMATION NETWORK TO OFFER HIGH QUALITY MEDIA TRAINING	Latin American and the Caribbean	Regional	32,200
2009	INVESTIGATIVE JOURNALISM FOR MEXICAN AND CENTRAL AMERICAN JOURNALISTS	Latin American and the Caribbean	Regional	35,000
2010	PUNTLAND COMMUNITY BROADCASTERS' TRAINING	Africa	Somalia	12,700
2010	MONITORING AND DEFENDING MEDIA RIGHTS IN THE PACIFIC	Asia and the Pacific	Regional	30,000
2010	STRENGTHENING PRESS CLUBS IN FEDERALLY ADMINISTRATED TRIBAL AREAS (FATA)	Asia and the Pacific	Pakistan	33,000
2010	IMPROVING THE MONITORING OF PRESS FREEDOM IN THE ANDEAN REGION	Latin American and the Caribbean	Regional	15,000
2011	BOLSTERING THE SAFETY AND PROTECTION OF JOURNALISTS IN EASTERN AFRICA (ARTICLE 19 KENYA & EASTERN AFRICA)	Africa	Regional	24,000
2011	STRENGTHENING HUMANITARIAN INFORMATION FLOW THROUGH MEDIA IN SOMALIA AND AMONG SOMALI DISPLACED COMMUNITIES	Africa	Somalia	19,000
2011	EAJA: MEDIA LAW REFORM CAMPAIGN IN EASTERN AFRICA	Africa	Regional	26,000
2011	INDIA: STRENGTHENING JOURNALISTS SAFETY AND MEDIA RIGHTS MONITORING INITIATIVES IN INSURGENCY PRONE AREAS OF INDIA	Asia and the Pacific	India	30,000
2011	TRAINING FOR KAZAKH-SPEAKING JOURNALISTS ON ISSUES OF LIBEL AND DEFAMATION	Asia and the Pacific	Kazakhstan	19,000
2011	AIBD: TRAINING OF JOURNALISTS ON LEGAL AWARENESS IN AN ERA OF MEDIA CONVERGENCE	Asia and the Pacific	Regional	30,000
2011	TRAINING IN SECURITY, LAW, ACCESS TO INFORMATION AND SELF-REGULATION FOR JOURNALISTS WORKING IN HIGH-RISK ZONES	Latin American and the Caribbean	Ecuador	21,600
2011	TRAINING ON MULTIMEDIA REPORTING FOR MEXICAN AND CENTRAL AMERICAN JOURNALISTS	Latin American and the Caribbean	Regional	16,000
2011	BUILDING FREE EXPRESSION ADVOCACY CAPACITY IN THE MENA REGION	Arab Region	Regional	29,700
2011	CONFLICT SENSITIVE JOURNALISM TRAINING IN KIRKUK	Arab Region	Iraq	17,000
2012	LIBERIA: MEDIA DEFENSE AND SAFETY OF JOURNALISTS	Africa	Liberia	14,000
2012	PAN-AFRICAN CONFERENCE ON JOURNALISTS SAFETY AND TACKLING IMPUNITY	Africa	Regional	37,500
2012	NAVIGATING THE LAWS THAT INFLUENCE THE WORK OF THE MEDIA	Asia and the Pacific	Regional	25,000
2012	INVESTIGATIVE JOURNALISM REGARDING DRUG TRAFFICKING AND SELF-PROTECTION MECHANISMS FOR JOURNALISTS	Latin American and the Caribbean	Colombia	33,000
2012	BUILDING CAPACITY OF THE PALESTINIAN MEDIA IN CONFLICT SENSITIVE REPORTING	Arab Region	Palestine	18,000
2012	INTERNATIONAL MEDIA PROJECT TO PROMOTE AND DISSEMINATE BEST PRACTICE AND RELATED SAFETY AND IMPUNITY ISSUES	International	International	30,000
2013	PROMOTING SAFETY OF JOURNALISTS IN NIGERIA	Africa	Nigeria	18,000
2013	CREATING SAFETY MECHANISMS FOR JOURNALISTS IN ZIMBABWE	Africa	Zimbabwe	14,000
2013	PROMOUVOIR LA SECURITE ET LA PROTECTION DES JOURNALISTES AU BURUNDI	Africa	Burundi	14,000
2013	ENHANCING THE DJIBOUTIAN MEDIA POLICY AND REGULATORY FRAMEWORK	Africa	Djibouti	15,000
2013	STRENGTHENING SECURITY OF JOURNALISTS IN UGANDA TO REALIZE FREEDOM OF EXPRESSION	Africa	Uganda	8,000
2013	CAPACITY BUILDING AND SAFETY TRAINING FOR WOMEN JOURNALISTS	Asia and the Pacific	Nepal	13,000
2013	ENHANCING UNDERSTANDING OF TRAUMATIC EXPOSURE AS A SAFETY ISSUE FOR JOURNALISTS	Asia and the Pacific	Regional	24,000
2013	STRENGTHENING THE DRAFT OF RIGHT TO INFORMATION (RTI) LAW AND RAISING VOICES AGAINST IMPUNITY OF JOURNALISTS' KILLING	Asia and the Pacific	Pakistan	19,000
2013	SAFETY TRAINING FOR MEDIA STUDENTS	Arab Region	Palestine	11,500
2013	FORMATION DES PROFESSIONNELS DE LA PRESSE INDEPENDANTE ALGERIENNE SUR LES QUESTIONS LIEES A LA SECURITE DES JOURNALISTES	Arab Region	Algeria	10,000

2013	FIGHTING IMPUNITY AND PROMOTING KNOWLEDGE OF LEGISLATION AND JUSTICE MECHANISMS IN ORDER TO IMPROVE SAFETY OF JOURNALISTS AND FREEDOM OF THE PRESS IN GUATEMALA	Latin American and the Caribbean	Guatemala	11,000
2013	PROMOTION AND STRENGTHENING OF THE RAPCOS NETWORK FOR THE PROTECTION OF JOURNALISTS	Latin American and the Caribbean	Honduras	10,500
2013	PREVENTION AND SOLIDARITY TO COMBAT VIOLENCE AGAINST JOURNALISTS AND THE NEWS MEDIA	Latin American and the Caribbean	Regional	24,400
2014	ASSESSMENT OF THE SAFETY OF LIBERIAN JOURNALISTS BASED ON UNESCO SAFETY OF JOURNALISTS INDICATORS	Africa	Liberia	15,000
2014	ASSESSMENT OF THE SAFETY OF JOURNALISTS IN NIGERIA BASED ON UNESCO JOURNALIST SAFETY INDICATORS	Africa	Nigeria	15,000
2014	TRAINING COMMUNITY-RADIO INSTRUCTORS FROM COUNTRIES IN CONFLICT/ JOURNALIST SAFETY AND THE CULTURE OF PEACE	Africa	Regional	20,000
2014	DEVELOPING SKILLS AND CREATING MONITORING MECHANISMS FOR THE SAFETY OF JOURNALISTS	Africa	Malawi	8,000
2014	SAFETY OF COMMUNITY MEDIA JOURNALISTS	Africa	Zambia	8,000
2014	CAPACITY BUILDING OF THE UNION OF JOURNALISTS OF SOUTH SUDAN (UJOSS) ON ETHICS AND SAFETY	Africa	South Sudan	25,000
2014	CAPACITY BUILDING WORKSHOP ON SAFETY OF JOURNALISTS IN CENTRAL ASIAN REPUBLICS	Asia and the Pacific	Kazakhstan	19,000
2014	PROMOTING THE SAFETY OF JOURNALISTS IN VIETNAM	Asia and the Pacific	Vietnam	13,000
2014	SAFETY OF JOURNALISTS WORKING IN HOSTILE ENVIRONMENT IN RURAL PAKISTAN	Asia and the Pacific	Pakistan	14,000
2014	SECURITY TRAINING AND DEVELOPMENT ON ONLINE TRAINING PORTAL FOR PRINT AND ELECTRONIC MEDIA JOURNALISTS	Asia and the Pacific	Pakistan	20,000
2014	ENHANCING INTERNET MEDIA FREEDOM IN JORDAN: FROM RESEARCH TO MEDIA ADVOCACY	Arab Region	Jordan	9,000
2014	STRENGTHENING THE CAPACITY OF THE MEMBERS OF THE ORGANISATION FOR THE FREEDOM OF INFORMATION AND EXPRESSION (OFIE)	Arab Region	Morocco	12,000
2014	SAFETY TRAINING FOR DOMINICAN JOURNALISTS	Latin American and the Caribbean	Dominican Republic	15,000
2014	MASSIVE OPEN ONLINE COURSES ON ISSUES RELATED TO FREEDOM OF EXPRESSION AND SAFETY OF JOURNALIST IN MEXICO	Latin American and the Caribbean	Regional	20,000
2014	FOSTERING FREEDOM OF EXPRESSION ONLINE IN LOCAL MEDIA AND ONLINE SAFETY OF JOURNALIST	Latin American and the Caribbean	Colombia	15,000
2014	DEVELOPMENT OF ONLINE SAFETY TRAINING SYSTEM IN MEXICO AND CENTRAL AMERICA	Latin American and the Caribbean	Regional	19,000
2015	COTE D'IVOIRE : CAPACITY BUILDING AND IMPLEMENTATION OF A MECHANISM FOR MONITORING THE SAFETY OF 40 JOURNALISTS (50% FEMALE) DURING ELECTION PERIODS IN COTE D'IVOIRE	Africa	Cote D'Ivoire	19,125
2015	STRENGTHENING OF JOURNALISTS' SAFETY NETWORK IN SWAZILAND	Africa	Swaziland	8,425
2015	PROMOTION OF THE SAFETY AND PROTECTION OF FEMALE JOURNALISTS IN THE POST-CONFLICT COUNTRIES OF THE ECONOMIC COMMUNITIES OF CENTRAL AFRICAN STATES	Africa	Regional	19,325
2015	PROMOTING SAFETY OF JOURNALISTS THROUGH SECURITY TRAINING	Asia and the Pacific	Pakistan	17,325
2015	ENGAGING STATE AGENCIES TO ADDRESS IMPUNITY: INITIATIVE TO MINIMIZE THE PRACTICE OF SELF-CENSORSHIP AMONG NEPALI JOURNALISTS	Asia and the Pacific	Nepal	19,325
2015	EVALUATING THE VALUES, PRACTICES AND ATTITUDES OF NEWS EDITORS WITH REGARD TO JOURNALISM SAFETY AND IMPUNITY IN MEXICO, PAKISTAN, BULGARIA, TURKEY, INDIA AND THE DEMOCRATIC REPUBLIC OF CONGO.	International	International	18,325

End Notes:

¹ Analytical paper prepared by Silvia Chocarro Marcesse, PhD, Journalist and Media Development Consultant. www.linkedin/in/silviachocarro. @silviachocarro. silviachocarro@gmail.com.

² IPDC's Intergovernmental Council's members: <http://www.unesco.org/new/en/communication-and-information/intergovernmental-programmes/ipdc/about-ipdc/intergovernmental-council/>

³ 18 written contributions have been received and 13 interviews have been conducted. List of interviews are compiled in Annex I.

⁴ Resolution A/RES/68/163: <http://www.undocs.org/A/RES/68/163>; Resolution A/RES/69/185: <http://www.undocs.org/A/RES/69/185>; Resolution A/RES/70/162: <http://www.undocs.org/A/RES/70/162>
Resolution S/RES/2222(2015): [http://www.undocs.org/S/RES/2222\(2015\)](http://www.undocs.org/S/RES/2222(2015)); Resolution A/HRC/RES/21/12: <http://www.undocs.org/A/HRC/RES/21/12>; Resolution A/HRC/RES/27/5: <http://www.undocs.org/A/HRC/RES/27/5>

⁵ Average data extracted from the UNESCO Director-General's Report on *The Safety of Journalists and the Danger of Impunity* and the Committee to Protect Journalists (CPJ) database.

⁶ Between 1970 and 1980, there were two attempts to agree on ways to protect journalists within the UN, concretely at the UN General Assembly and at UNESCO, but no agreement was reached.

⁷ Resolution 29: http://www.unesco.org/webworld/fed/temp/communication_democracy/resolution_29.htm

⁸ Resolution 1738: [http://undocs.org/S/RES/1738\(2006\)](http://undocs.org/S/RES/1738(2006))

⁹ IPDC decisions can be consulted at the following link: <http://www.unesco.org/new/en/communication-and-information/intergovernmental-programmes/ipdc/initiatives/safety-of-journalists/>

¹⁰ Resolution 53 of the 36th General Conference of UNESCO Member States called for the Organization to "monitor, in close co-operation with other United Nations bodies and other relevant organizations active in this field, the status of press freedom and safety of journalists, with emphasis on cases of impunity for violence against journalists, including monitoring the judicial follow-up through the Inter-Governmental Council of the International Programme for the Development of Communication (IPDC) and to report on the developments in these fields to the biannual General Conference."

¹¹ IPDC (2015). Agenda item for discussion: IPDC niche in the wider field of media development.

www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/ipdc59_IPDC_niche_in_wider_field.pdf

¹² Sanz, M. (2013). *Report on the impact of the UNESCO's Media Development Indicators*.

http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/report_impact_mdi_assessments.pdf

¹³ Indicator proposed: "Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months".

¹⁴ On 5 February 2016, UNESCO organized in Paris the conference "[News Organizations Standing up for the Safety of Media Professionals](#)".

¹⁵ Decisions taken at the 59th IPDC Bureau meeting. 26-27 March 2015.

http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/ipdc59_bureau_decisions_FINAL.pdf

¹⁶ UNESCO IPDC (2008). *Media Developments Indicators. A framework for assessing media development*.

<http://www.unesco.org/new/en/communication-and-information/resources/publications-and-communication-materials/publications/full-list/media-development-indicators-a-framework-for-assessing-media-development/>

¹⁷ 2014 IPDC Decision on *The Safety of Journalists and the Issue of Impunity*.

http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/ipdc29EN_IPDC29_FULL_DECISIONS_FINAL.pdf

¹⁸ UNESCO, OHCHR, UNDP (2013). *Implementation Strategy 2013-2014. UN Plan of Action on the Safety of Journalists and the Issue of Impunity*.

http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/official_documents/Implementation_Strategy_2013-2014.pdf

¹⁹ Chocarro Marcesse, S. (2016). *La promoción de la seguridad de los periodistas: el papel de Naciones Unidas de 1945 a 2014 (Unpublished doctoral dissertation)*. Universidad Complutense de Madrid (UCM).

²⁰ Message by Frank La Rue for the World Press Freedom Day 2013.

<https://www.youtube.com/watch?v=tCz9CqH8ki0>

²¹ UNESCO Work Plan on The Safety of Journalists and the Issue of Impunity.

<http://unesdoc.unesco.org/images/0022/002223/222363E.pdf>

²² The Commission on Human Rights (2005) defined 'impunity' as "the impossibility, de jure or de facto, of bringing the perpetrators of violations to account - whether in criminal, civil, administrative or disciplinary proceedings - since they are not subject to any inquiry that might lead to their being accused, arrested, tried and, if found guilty, sentenced to appropriate penalties, and to making reparations to their victims".

²³ Bokova, I. (2015). *Message for the International Day to End Impunity for Crimes against Journalists*.

<http://unesdoc.unesco.org/images/0023/002347/234742e.pdf>

²⁴ The publication is entitled *Guía político-pedagógica sobre la incorporación de la temática de la libertad de expresión y acceso a la información pública en la formación de operadores judiciales*. It is available at

http://www.unesco.org/new/es/office-in-montevideo/about-this-office/single-view/news/judicial_institutions_in_latam_now_have_training_tools_in_freedom_of_expression_and_access_to_information/#.VuDOPJMrL6b

²⁵ Outside of IPDC, other donors, notably Belgium and the Netherlands subsequently supported activities enabled by the capacity that was underwritten by the Norwegian grant

²⁶ This analysis includes IPDC projects entirely focused on, or with activities related to, the promotion of the safety of journalists. The selection reflects the projects approved by the IPDC Bureau between 2009 to 2015, based on the information available on the IPDC website.

²⁷ This amount includes 13% overhead.

²⁸ This analysis includes IPDC projects entirely focused on, or with activities related to, the promotion of the safety of journalists. The selection reflects the projects approved by the IPDC Bureau between 2009 to 2015, based on the information available on the IPDC website. The amounts don't include overhead costs.

²⁹ This table does not include Fund-in-Trust and Special Allocations.

³⁰ This table does not include Fund-in-Trust and Special Allocations.

³¹ As noted earlier, the funds to support work in Tunisia were for a wide range of activities and not exclusively on safety.

³² This list is the result of consultation with staff from UNESCO's IPDC Secretariat, UNESCO's field offices as well as the author's analysis. The list of people having contributed is included in Annex I.

³³ *Model Curricula for Journalism Education. A Compendium of New Syllabi*, available at <http://unesdoc.unesco.org/images/0022/002211/221199E.pdf>