

UN PLAN OF ACTION

ON THE SAFETY OF JOURNALISTS AND THE ISSUE OF IMPUNITY

IMPLEMENTATION REVIEW REPORT

FOR THE PERIOD 2013-2014

SUMMARY

This current report reviews the 2013-2014 implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, hereafter the UN Plan, with focus on the key achievements, challenges, lessons learnt, and recommendations for the way forward. Particular emphasis is placed on developments at the global level and on the specific countries selected for the first phase of implementation as well as where elements of the UN Plan are specifically being implemented.

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PART I: OVERVIEW

A. RATIONALE OF THE UN PLAN

1. The **UN Plan of Action on the Safety of Journalists and the Issue of Impunity** (hereafter “the UN Plan”) is based on the premise that all members of the UN family share a common interest in creating conditions conducive to journalistic safety. The rationale is that this safety is an important prerequisite for achieving freedom of expression, democracy, social development, and peace – which are all central to UN bodies fulfilling their mandates.
2. The UN Plan is also based on the premise that the UN and other relevant actors have a shared interest in adopting a **multi-stakeholder approach** to secure the safety of all those involved in generating journalism.¹
3. The **UN Plan further** recognises the importance of a **holistic approach and political will** for securing safety. This is because the UN Plan perceives safety as a broad category that extends from preventive, protective, and pre-emptive measures, through to combating impunity and promoting a social culture which cherishes freedom of expression and press freedom, with roles and responsibilities for primarily the state, but also for other actors. Notably, the UN Plan also acknowledges that safety spans both online and offline worlds, and that solutions require informed action at global, regional, national, and local levels whilst at the same time responding to contextual specificities in each case. The UN Plan is also gender-sensitive. The 120 point **Implementation Strategy** reflects all these aspects of the UN Plan.

B. BACKGROUND

4. The [UN Plan of Action on Safety of Journalists and the Issue of Impunity](#) is the result of a process that began in the deliberations of March 2010 with the 39 UNESCO Member States that serve on the Intergovernmental Council of the [International Programme for the Development of Communication \(IPDC\)](#). They unanimously [requested the Director-General of UNESCO](#) to consult with Member States on the feasibility of convening an inter-agency meeting of all the 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”.
5. Consequently, [the first UN Inter-Agency Meeting](#) on the Safety of Journalists and the Issue of Impunity took place at UNESCO Headquarters in Paris on 13-14 September 2011. Representatives of United Nations agencies, programmes, and funds met at UNESCO to draft an Action Plan. A [2nd UN Inter-Agency Meeting](#) was held in Vienna, Austria, from 22 to 23 November 2012. The aim of the second meeting was to formulate a concrete [UN Implementation Strategy on The Safety of](#)

¹ When referring to journalists, in line with how UNESCO’s Member States refer to the constituency, this document includes in the term, also media workers and social media producers who produce significant amounts of public-interest journalism. See: [Decision of the Intergovernmental Council of the International Programme for the Development of Communication, 23 March 2012](#).

[Journalists and the Issue of Impunity](#). The gestation of the UN Plan involved participation by governmental representatives of 37 UNESCO member states, 15 UN Agencies, and more than 40 non-governmental and intergovernmental organizations, independent experts, media groups, and professional associations.

6. The UN Plan aims toward the creation of a free and safe environment for journalists and media workers in both conflict and non-conflict situations, with a view to strengthening peace, democracy, and development worldwide.
7. Concretely, the UN Plan includes the establishment of a coordinated **inter-agency mechanism amongst UN agencies** to handle issues related to the safety of journalists, and the involvement of other **intergovernmental organizations at international and regional levels** to encourage the incorporation of journalists' safety within their respective strategies. The UN Plan also entails the extension of work already conducted by UNESCO to prevent crimes against media workers, including **awareness-raising and capacity-building**. Furthermore, it proposes assistance to countries to **develop legislation and mechanisms** favourable to freedom of expression and information.
8. The UN Plan was endorsed on 12 April 2012 by the UN Chief Executives Board, the highest level coordination mechanism of the UN system. The UN Plan has also been highly welcomed by international and regional press freedom organizations. In addition, it has been welcomed at the UN General Assembly (UNGA), the UN Human Rights Council, and the Council of Europe.
9. UNESCO has been tasked by the UNGA through Resolution A/RES/68/163 to be the overall coordinator of the UN Plan as well as to facilitate the implementation of the International Day to End Impunity (IDEI) in collaboration with Governments and relevant stakeholders.
10. As part of that responsibility, UNESCO co-convened the [3rd UN Inter-Agency Meeting on the Safety of Journalists and the Issue of Impunity](#) on 4 November 2014 in Strasbourg, France in conjunction with the inaugural observation of IDEI. The 3rd UN Inter-Agency Meeting took place at the premises of the Council of Europe in Strasbourg, France on 4 November 2014. UNESCO, OHCHR, and the Council of Europe jointly co-hosted the event. This meeting reviewed the first two years of implementation of the UN Plan from 2013-2014, including the successes, challenges, lessons learnt as well as to discuss steps for the future implementation of the UN Plan. This document was prepared for the event and has been updated as a result of the discussions and subsequent feedback. Appendix 1 provides a breakdown of those who contributed both during the event as well as subsequently, and Appendix 2 provides the joint statement by civil society groups attending the 3rd Inter-Agency meeting.

PART II: REVIEW OF THE UN PLAN

UN PLAN: KEY ACHIEVEMENTS, CHALLENGES, LESSONS LEARNT, AND THE WAY FORWARD

The Implementation Strategy of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity adopted during the 2nd Inter-Agency Meeting in Vienna, 2012, set out four sets of expected results:

- a) **UN coordination mechanisms are strengthened** and harmonised, and current and new actions are put in place, in order to increase the impact of work on the safety of journalists and the issue of impunity.
- b) **Member States** are advised on the implementation of existing international standards at national level and on the development of journalists' safety mechanisms, as well as supported in regards to the sharing of good practices and capacity-building amongst various actors, including the criminal justice chain, to promote a safe environment for journalists at national level.
- c) The work of **intergovernmental organizations outside the UN and of other organizations** such as professional associations, media, academia, and NGOs, is reinforced and their work is harmonised within the implementation of the UN Plan.
- d) **State institutions, governments, media houses, and other key stakeholders** have increased awareness of the importance of safety of journalists and combating impunity, and of ways to achieve these conditions.

This review document is structured on these four sets of results, and it draws on the related UNESCO Journalists' Safety Indicators (JSI) to identify information relevant to the assessment of the implementation of the UN Plan.

STRENGTHENING UN MECHANISMS

Expected Result 1: UN coordination mechanisms are strengthened and harmonised, and current and new actions are put in place, in order to increase the impact of work on the safety of journalists and the issue of impunity.

Key achievements

1. Under this expected **result**, there are four expected **outcomes**. **Firstly**, the UN internal coordination mechanisms at international level are strengthened, harmonised, and created, when relevant, taking into account each UN body's mandate and differing contribution. **Secondly**, it was also expected that the normative work at the UN is reinforced. **Thirdly**, where appropriate, the safety of journalists and the issue of impunity are integrated within the planned activities of the UN system and the feasibility of creating new activities would be studied and put in place. **Fourthly**, as an outcome, the relevant issues would be included within UN national strategies and internal coordination mechanisms.
2. The most significant achievements of this expected result have been in number (ii) – the reinforcement of the normative framework at the United Nations level. Landmark resolutions on the safety of journalists have been approved and adopted by the Human Rights Council in 2012 and 2014 as well as the United Nations General Assembly (UNGA) in 2013 and 2014. These documents are a testament to the growing recognition of the importance of ensuring the safety of journalists and the need to end impunity. They have also served as an important point of reference for regional institutions.

Expected Outcome 1.1: UN internal coordination mechanisms at international level are strengthened, harmonised and created, when relevant, taking into account each UN body's mandate and differing contribution. (This section refers to Actions 1.1.1 to 1.1.7 of the Implementation Strategy)

3. During the first and second UN Inter-Agency meetings which took place in Paris (2011) and Vienna (2012), the UN Agencies participating in the meetings had nominated a **focal point** on the issue of safety of journalists and of impunity. The list of the focal points is available in the annex of the Implementation Strategy 2013-2014.
4. Furthermore, as part of the second Inter-Agency Meeting, a **mapping exercise** of the existing body of work related to safety of journalists and the combating of impunity was conducted. The information provided by various governments and organizations, including over 40 NGOs, IGOs, and UN agencies, funds and programmes, helped to form the Implementation Strategy 2013-2014.
5. In terms of making relevant information available, UNESCO has created a **dedicated website** (www.unesco.org/new/en/SafetyofJournalists) serving as a **repository of information** concerning the safety of journalists and combating impunity, including upcoming events and meetings.

Additionally UNESCO produces [a bi-monthly newsletter](#) concerning the UN Plan which is further disseminated through a network of 63 United Nations Information Centres (UNIC) as well as Peacekeeping and Political Missions by the United Nations Department of Public Information (UNDPI).

6. **Regular international and regional inter-agency meetings** on the issues are being organized. Between 2011 and 2014, three UN Inter-Agency Meetings (Paris in 2011, Vienna in 2012, and Strasbourg in 2014) have been variously co-organized by UNESCO, OHCHR, UNODC, UNDP, and the Council of Europe.

Expected Outcome 1.2: UN normative work on the safety of journalists and the issue of impunity is reinforced. (This section refers to Actions 1.2.1 to 1.2.13 of the Implementation Strategy 2013-2014)

7. The **United Nations Human Rights Council** adopted by consensus **Resolution [A/HRC/21/12 on the Safety of Journalists](#)** on 25 September 2012 during its 21st Session. The Human Rights Council condemned in the strongest terms all attacks and violence against journalists and expressed its concern that there was a growing threat to the safety of journalists posed by non-State actors. It stressed the need to establish better cooperation and coordination at the international level to ensure the safety of journalists, and it invited UN agencies, programmes and funds, other international and regional organizations, UN Member States, and all relevant stakeholders to cooperate further in the implementation of the [UN Plan of Action on The Safety of Journalists and the Issue of Impunity](#). The Resolution A/HRC/RES/21/12 was further strengthened by Resolution [A/HRC/RES/27/5](#), adopted in the Human Rights Council on 25 September 2014 during its 27th Session, which called on States to adopt concrete measures to combat impunity for attacks and violence against journalists.
8. On 18 December 2014, the **United Nations General Assembly** (UNGA), the main deliberative, policymaking, and representative organ of the United Nations, adopted **Resolution [A/RES/69/185](#) on Safety of Journalists and the Issue of Impunity**.² Reaffirming its landmark Resolution A/RES/68/163 of 18 December 2013, it calls upon States to promote a safe and enabling environment for journalists to perform their work independently without undue interference and invites stakeholders to exchange information through identified focal points on the implementation of the UN Plan with UNESCO as the overall coordinator.³ In addition, it encourages States to take the opportunity of the International Day to End Impunity for Crimes against Journalists on 2 November to raise awareness of the safety of journalists and to undertake concrete initiatives towards this end.
9. Furthermore, the UN **General Assembly**, through Resolution A/RES/68/163 on Safety of Journalists and the Issue of Impunity, requested the **Secretary-General to report**, at its 69th session, on the implementation of the resolution. The resulting report, which was prepared by the **Office of the United Nations High Commissioner for Human Rights (OHCHR)**, gives an

² See <http://www.un.org/press/en/2014/ga11604.doc.htm>.

³ See <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N14/633/39/PDF/N1463339.pdf>.

overview of recent trends with regard to the safety of journalists and media workers, as well as of initiatives undertaken to ensure their protection, and includes conclusions and recommendations. The Secretary-General report was based on information received from Member States and civil society organizations following a note verbale and request for information issued on 14 March 2014 as well as on information gathered from public sources. (More detail on the report is provided below).

10. **UNESCO** has reinforced the existing normative work and initiated further steps as well. These are mandated by the adoption, by the Executive Board of UNESCO at its 191st Session, of the **UNESCO Work Plan on Safety of Journalists and the Issue of Impunity**. This Work Plan further affirmed the Organization's commitment to the issues especially with a focus on South-South cooperation. UNESCO's 36th General Conference adopted [Resolution 53](#) which mandated the Organization to monitor, in close cooperation 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 and to report on developments in these fields to the biannual General Conference. This led to UNESCO's *World Trends on Freedom of Expression and Media Development Report*, published in 2014 and subsequently launched in six cities worldwide, which analyses the safety of journalists between 2007 and 2012. Additionally, UNESCO has continued to monitor the judicial follow-up through the Intergovernmental Council of the [International Programme for the Development of Communication](#) (IPDC) (see below).
11. Following **Resolution 29** of the 29th General Conference of UNESCO in 1997, the Director-General of UNESCO has engaged on an ongoing basis to **publicly condemn each confirmed killing** of a journalist. In 2012, the Director-General condemned 123 cases, in 2013 there were 91 condemnations, and as of December 2014, the Director-General condemned more than 70 cases in 2014. Each condemnation is issued as a press statement and governments in the affected countries are requested to ensure a judicial inquiry into the killing and to inform to UNESCO, on a voluntarily basis, the outcome of the judicial inquiry.
12. UNESCO's Intergovernmental Council of the International Programme for the Development of Communication (IPDC) adopted the **Decisions on the Safety of Journalists and the Issue of Impunity at its 26th, 27th, 28th and 29th sessions in 2008, 2010, 2012, and 2014** respectively. These Decisions urge Member States "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 her/him of the status of the judicial inquiries conducted on each of the killings condemned by UNESCO". The [2014 Decision](#) noted "the continuing relevance of IPDC Decisions that request the Director-General of UNESCO to provide to the Intergovernmental Council of the IPDC, on a two-year basis at its biennial session, an analytical report on the Director-General's condemnations of the killings of journalists, media workers and social media producers who are engaged in journalistic activities." The analysis of the killings of journalists between 2006-2013, including the status of the judicial inquiry, is compiled in the 4th biennial [UNESCO Director-General's Report on the Safety of Journalists and the Danger of Impunity which was](#) presented to the Intergovernmental

Council meeting of the IPDC on 20-21 November 2014. Over the period, the percentage of responding countries has declined, although transparency has been introduced whereby responding countries may request to have their information put online on the UNESCO website alongside the original condemnation of the killings. The Council Decision on the Report noted “with regret that, in two-thirds of the cases in which journalists have been killed, no information has been submitted to UNESCO’s Director-General.” It urged Member States “to promote the safety of journalists by taking advantage of the knowledge, experiences and opportunities available through participation in the UN Plan of Action on the Safety of Journalists and the Issue of Impunity which encourages the development of national processes and mechanisms involving all stakeholders to achieve an environment for the safe exercise of free expression”.

13. UNESCO Member States recognized online safety issues in their **Resolution 52**, adopted at UNESCO’s 37th General Conference in November 2013, which affirmed the relevance of human rights online and highlighted the importance of **confidentiality of journalists’ sources**. In 2014, a Resolution adopted by the Human Rights Council (A/HRC/RES/27/5) on the Safety of Journalists also highlighted digital safety. Later in 2014, the UN General Assembly Resolution on the Safety of Journalists and the Issue of Impunity acknowledged the “particular vulnerability of journalists to becoming targets of unlawful or arbitrary surveillance or interception of communications in violation of their rights to privacy and to freedom of expression.”⁴
14. Progress in reinforcing global norms is also evident in the [tenth Report of the Secretary-General](#) as issued to the Security Council on 22 November 2013 on the “Protection of Civilians in Armed Conflict”. This highlighted the safety of journalists where the UN Secretary General welcomed the attention on the issue and took note of the open debate on the safety of journalists at the UN which took place in July 2013. (More detail on this event is provided below).
15. Furthermore, as recommended by the Implementation Strategy 2013-2014, existing **international standards** including the relevant provisions of the Geneva Conventions and the additional Protocols, the International Covenant on Civil and Political Rights, the General Comments of the Human Rights Committee, and the United Nations Security Council Resolution 1738, along with the newer normative instruments including the UNGA Resolutions and Human Rights Council Resolutions on Safety of Journalists, are available as the “Basic Texts” on the UNESCO’s dedicated page on safety of journalists issues.⁵
16. The **holders of the Special Procedures** mandates have given significant attention to the issues of safety of journalists. The mandate holders regularly raise concerns governments directly through their communications (urgent appeals, allegation letters), as well as through press releases, statements, and thematic and country reports. They include the UN Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression (see, most recently,

⁴ UN General Assembly Resolution A/RES/69/185 was adopted without a vote. See <http://www.un.org/press/en/2014/ga11604.doc.htm>.

⁵ www.unesco.org/new/en/SafetyofJournalists.

A/HRC/14/23, its Add.2, and A/HRC/20/17), the Special Rapporteur on extrajudicial, summary or arbitrary executions (see A/HRC/20/22), and the Special Rapporteur on the situation of human rights defenders (see A/HRC/13/22, A/HRC/19/55 and A/HRC/25/55), as well as the Special Rapporteur on freedom of peaceful assembly and of association. These Special Rapporteurs have highlighted the detrimental impact of attacks on journalists on the full realization of the human rights on which they are mandated to report and advise. They have made important recommendations aimed at ensuring greater protection for journalists and media workers.

Expected Outcome 1.3: The safety of journalists and the issue of impunity are integrated within the UN-system planned activities and the feasibility of creating new activities is studied and, where appropriate, put in place. (This section refers to Actions 1.3.1 to 1.3.10 in the Implementation Strategy 2013-2014. Note: many of the achievements below also contribute to other Expected Outcomes such as those concerning normative work and awareness-raising)

17. The safety of journalists has been strongly integrated into worldwide events including **World Radio Day** on 13 February, **World Press Freedom Day** on 3 May, and the **International Day to End Impunity for Crimes against Journalists** on 2 November. In particular, this integration has been strong in UNESCO's global World Press Freedom Day conference each year. These events bring together journalists, editors, experts, academics, students, representatives of international and regional organizations as well as civil society, UN Agencies, and Member States, and help set the global thematic for other events around the observation of the World Press Freedom Day. In 2013, the World Press Freedom Day conference, held in San José, Costa Rica, was focused on the safety of journalists and the issue of impunity and led to the adoption of the San José Declaration "Safe to speak: securing freedom of expression in all media". In 2014, the conference took place in UNESCO Headquarters in Paris, with the global theme "Media freedom for a better future: shaping the post-2015 development agenda" and a subtheme titled "Rule of law to ensure safety of journalists and combating impunity". Globally, there are around 100 celebrations taking place each year. World Press Freedom Day is also increasingly present in social media, including on one occasion via a partnership with Twitter. In 2013 and 2014, the hashtag #pressfreedom has been a trending topic on 3 May. UNESCO has also continued to award the UNESCO/Guillermo Cano World Press Freedom Prize, honouring a person, organization or institution that has made an outstanding contribution to the defence and/or promotion of press freedom.
18. Various projects promoting the safety of journalists are implemented by **UNESCO** through regular or core funding as well as through extra-budgetary funding. One example is the International Programme for the Development of Communication (IPDC) 58th Bureau Meeting which took place on 20-21 March 2014 at UNESCO. The Bureau approved 80 projects, including 13 related to journalists' safety and the UN Plan coming from Liberia, Nigeria, Mali, Zimbabwe, Zambia, South Sudan, Vietnam, Pakistan, Dominican Republic, Mexico, Colombia, and the regions of Central Asia and Central America. The IPDC, the only forum in the UN system designed to mobilize the international community to promote media development, provides small grants to media projects in developing countries. Another integration of safety into the IPDC activities has been

the production of a research instrument on the topic. Under the framework of IPDC's Media Development Indicators, and through a consultative process, UNESCO developed specialized **Journalists' Safety Indicators** (JSI) in 2013 for application at national and international levels. (More detail on the indicators is provided below).

19. The **Office of the High Commissioner for Human Rights (OHCHR)**, at the request of the **Human Rights Council** (Resolution A/HRC/RES/21/12), prepared, in collaboration with the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression, a compilation of good practices in the protection of journalists, the prevention of attacks committed against journalists, and the fight against impunity for such attacks. OHCHR presented the report to the Human Rights Council at its 24th session in September 2013 (A/HRC/24/23). Based on inputs received from States, the report formulates good practices in four areas: political commitment, legislative framework, combating impunity, and protection. (More detail on this report is provided later in this document)
20. The **25th Session** of the **Human Rights Council** on 11 March 2014 saw a panel discussion addressing the issue of the protection and promotion of civil society space.⁶ Based on resolution A/HRC/24/21, entitled "Civil society space: creating and maintaining, in law and in practice, a safe and enabling environment", this was the first formal discussion on the issue of civil society space as a human rights concern. The issues of surveillance which encroach on journalistic privacy and attack the media, bloggers, and journalists, were among the issues discussed. Furthermore, in its Resolution A/HRC/RES/25/38 on the promotion and protection of human rights in the context of peaceful protests (adopted in the 25th Session), the Human Rights Council called upon all States to pay particular attention to the **safety of journalists and media workers covering peaceful protests**, taking into account their specific role, exposure, and vulnerability. It recognized the important role played by journalists and other media workers in documenting human rights violations or abuses committed in the context of peaceful protests.
21. Following the report presented at its 24th session (A/HRC/24/23), the **Human Rights Council** decided to convene, at its **26th session**, a panel discussion on the issue of the safety of journalists with a particular focus on the findings of the report, identifying challenges and further developing good practices to ensure the safety of journalists by sharing information on initiatives undertaken to protect them. The panel, organized by OHCHR, was held on 11 June 2014; panelists included the Deputy Director-General of UNESCO, the OSCE Representative on Freedom of the Media, the UN Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression, and representatives of the media and civil society. OHCHR presented a summary report of the panel discussion to the Human Rights Council at its 27th session in September 2014 (A/HRC/27/35).
22. The issue of safety of journalists and impunity has often been addressed in the **Universal Periodical Review** (UPR). The UPR is a process which involves a periodic review of the human

⁶ See http://www.un-ngls.org/spip.php?page=article_s&id_article=4412

rights records of all 193 UN Member States and is part of the Human Rights Council. The HRC resolution on the Safety of Journalists (A/HRC/27/5) acknowledges the importance of addressing the issue of the safety of journalists through the process of the UPR. The full list of countries in the UPR and the respective reports can be accessed from the OHCHR website.⁷

23. In July 2013, the **United Nations Security Council** held an open debate on the **protection of journalists during armed conflict**. The Deputy Secretary-General stressed that the Security Council could play an important role by reacting to, and standing up against, the suppression of media freedom wherever and whenever it occurs. He emphasized that protecting free media is a prerequisite for freedom of expression and democracy, and relevant for the pursuit of peace and security as well as development.
24. In December 2013, the **Security Council** also discussed the protection of journalists under the Arria-formula, in an event which included the Director-General of UNESCO and the UN Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression. Previously, in 2006, the Security Council adopted Resolution 1738, in which it condemned attacks against journalists, media professionals, and associated personnel in **situations of armed conflict**, recalling that such persons shall be considered **civilians** and thus respected and protected as such.
25. Following a specific item in the UN Plan's Implementation Strategy, the issue of the right to freedom of expression, including press freedom and the safety of journalists and the issue of impunity, has been advocated as one of the Targets to be included in the **post-2015 Sustainable Development Agenda**. This was done through the World Press Freedom Day conference and related **Paris Declaration** on 3 May 2014. This argument was reiterated at the **Global Media Forum** co-organized by UNESCO and the Government of Indonesia which took place in Bali, Indonesia from 25-28 August 2014. The [Paris Declaration](#) and the [Bali Road Map](#) were subsequently forwarded to the UN Secretary General who [responded](#) that freedom of expression, press freedom, independent media, and the right of access to information were of high importance and should not be lost sight of in the ongoing post-2015 deliberations. The need to address impunity as a contributing link to development was also highlighted by UNESCO at a side-event of the **27th Session of the Human Rights Council** meeting on 17 September 2014, organized by the NGO Article 19. A [Decision of UNESCO's IPDC Council](#) in November 2014 urged "Member States to ensure that freedom of expression, free, independent and pluralistic media, and media development are integrated into the universal Post-2015 Development Agenda".
26. **United Nations Development Programme (UNDP)** produced the publication **Media and Elections: A Guide for Electoral Practitioners** (2014), which is designed as a key reference tool for electoral practitioners including electoral management bodies, independent broadcasting authorities, and international assistance providers. This has relevance to the safety of journalists as elections are often a time of heightened tensions and conflict. The guide is comprised of ten chapters that include the issues of media and communications during the electoral process.

⁷ <http://www.ohchr.org/EN/HRBodies/UPR/Pages/UPRMain.aspx>.

27. The **United Nations Office on Drugs and Crimes (UNODC)** published **Reporting on Corruption: A Resource Tool for Governments and Journalists** (2014), which provides examples of investigative reporting on corruption and highlights legal frameworks and good government practices that could serve as sources of inspiration or as models. Amongst other issues, the tool touches on measures to protect the anonymity of sources, to create an ethical environment through self-regulation, and to strengthen the physical safety of journalists.
28. Furthermore, **UNODC** also published the **Global Study on Homicide 2013** which seeks to understand the underlying patterns and trends related to different forms, settings, and risk factors of homicide at the global, regional, and national levels. The global study includes a section dedicated to the killing of journalists and contains information on the number of journalists killed in the line of duty, the topics covered by journalists killed, and the number of journalists who are victims of homicide perpetrated by organized criminal groups.

Expected Outcome 1.4: The safety of journalists and the issue of impunity are included within UN national strategies and internal coordination mechanisms (This section refers to Actions 1.4.1 to 1.4.7 of the Implementation Strategy 2013-2014).

29. During the 2nd UN Inter-Agency Meeting in 2012, four countries were selected as part of the first phase of the implementation of the UN Plan. They were Iraq, Pakistan, Nepal, and South Sudan. As the implementation progressed, elements of the UN Plan have also motivated actions in Honduras, Guatemala, Mexico, Myanmar, and Tunisia. The progress of the four countries selected for the first phase of the implementation of the UN Plan is listed in this section. In several cases, the information provided goes wider than purely UN actors and reflects the important role of other actors (national and international) who have contributed to an integrated momentum for the UN Plan in these four countries. The information presented is thus also relevant to the subsequent sections of this document, which concern the activities of actors other than the UN within the framework of the UN Plan.

Iraq

30. In **Iraq**, the combination of the deterioration of the security situation, the fragmented media landscape, political instability, and the lack of resources has caused challenges to the implementation of the UN Plan. Nevertheless, an assessment of the needs for moving forward with its implementation was undertaken by UNESCO through consultations with some 30 representatives of main stakeholders conducted from 13 to 17 December 2013 in Erbil. The dialogues included discussion on the agenda and format of a potential conference that, according to all interlocutors, should be held in advance of the parliamentary elections of 30 April 2014 to develop elements for a roadmap to increase the safety of journalists in Iraq within the framework of the UN Plan. An attempt to organize the event end of March 2014 failed because of disagreement between the parties on the place of the conference and on funding. At the same time, within the framework of the UN Plan, International Media Support (IMS) established a dialogue between key authorities and police to ensure journalists' safety through a joint code of

conduct and strengthened mutual understanding of the rights and responsibilities of journalists and police. A similar initiative was conducted in the Kurdistan region.

31. After the formation of the new Iraqi Government in September 2014, UNESCO has started to invigorate cooperation with officials of the new government, human rights actors, and representatives of professional associations. In December 2014, UNESCO was preparing cooperation agreements with the Ministry of Human Rights, the High Commission for Human Rights, and the Iraqi Journalists Syndicate. The aims of the agreements are to contribute to the development of the communication and media sector, to promote freedom of expression in accordance with internationally recognized standards in general, and to improve the safety of journalists while also promoting conflict-sensitive reporting. By fostering the role of media and freedom of expression within the framework of the UN Plan, it is expected that concrete initiatives, planned and implemented under the umbrella of the agreements, will contribute to mitigating the impact of the severe crisis in Iraq.
32. It is noteworthy in this context, that Prime Minister Haider Al-Abadi decided in October 2014 to form a committee with members from the Ministry of Finance and the Iraqi Journalists Syndicate to accelerate the process of paying monthly salaries for the members of the families of assassinated journalists and media workers in accordance with the 2011 Journalists' Rights Law No. 21.
33. In concurrence with **International Human Rights Day 2014** on 10 December, local stakeholders convened on 15 December 2014 at a conference organized by UNESCO, the Iraq Council of Representatives, and the Communications and Media Commission in Baghdad, Iraq. In light of the launch of the Arabic translation of the *World Trends in Freedom of Expression and Media Development Report*, the discussions focused on legal frameworks for freedom of expression and the safety of journalists.
34. On 15 January 2015, the Communications and Media Commission announced to consider the year 2015 as a "year of freedom of expression and media pluralism in Iraq", in order to activate the role of the media and to consolidate the principles of freedom of expression and freedom of information.
35. A Memorandum of Understanding is being prepared between UNESCO and the Iraqi Council of Representatives to enhance the knowledge and capabilities of the national members of parliament in the areas where UNESCO plays an integral role, including media related work.
36. Meanwhile the human rights component of the United Nations Mission in Iraq (UNAMI) continued to monitor and report on freedom of expression in Iraq and the safety of journalists in particular (see the joint OHCHR – UNAMI reports on the human rights situation in Iraq, available on <http://www.ohchr.org/EN/Countries/MENARegion/Pages/UNAMIHRReports.aspx>)

Pakistan

37. In **Pakistan**, a national consultative meeting took place in June 2012 which produced a draft *National Plan of Action on Safety of Pakistani Journalists and Media* as well as the Islamabad Declaration that called for the protection of journalists and media workers. This was followed up by an *International Conference on Safety and Security of Journalists in Pakistan* in early March 2013, to create a formal alliance for taking forward action. In June 2013, funding was raised from the Norwegian Refugee Council, to provide human resources to UNESCO to support the UN Plan in Pakistan for one year.
38. The UN Plan in Pakistan was officially launched at the conference in March 2013. The **Pakistan Coalition on Media Safety (PCOMS)** was subsequently created in Islamabad by a broad-based alliance of relevant stakeholders including representative associations of media workers, working journalists, media development organizations, human rights organizations, civil society groups, parliamentarians, and the government. In October 2013, a **Steering Committee** was established which included the Federal Minister for Information & Broadcasting Pervaiz Rasheed and Federal Interior Minister Nisar Ali. The PCOMS has developed a national roadmap for the stakeholders on media safety and combating impunity.
39. In the same month, a **special session of the UN Country Team (UNCT)** was convened, during which the UN Plan was presented. A Human Rights Task Force was established under the UNCT. The Task Force assigned a Special Task Force on the UN Plan to be constituted and led by UNESCO. The UN Resident Coordinator of the Heads of Agencies expressed full support to the UN Plan.
40. **The One UN Programme Phase II (OP II, Special Priority Area 4)** on governance has a focus on human rights, which covers safety of journalists as well. Recommendations of the National Consultation on UN Plan are part of an annex of the most **recent Common Country Assessment (CCA) of the UN Development Assistance Framework (UNDAF)**.
41. Adding to the momentum of the UN Plan, Pakistan's **Ministry of Information Broadcasting and National Heritage** created a special unit in its Press Information Department to monitor threats against media professionals and to take concrete steps to counter such threats. A special fund with an endowment has been established at Ministry level as part of the awareness-raising efforts of the UN Plan. UNESCO Islamabad is working with various stakeholders towards a series of policy dialogues to draft a model law on journalists' safety at provincial as well as federal level which could assist in developing appropriate national policies and institutional frameworks to increase journalists' safety in Pakistan. UNESCO has shared international experiences on such laws with stakeholders in Pakistan.
42. In April 2014, the **Prime Minister Nawaz Sharif**, after meeting the **Committee to Protect Journalists**, announced that a **Media Commission** will be created to guarantee the safety of Pakistani journalists. This Media Commission, consisting of both media workers and government

officials, will set out measures to protect journalists in the field as well as to give recommendations on effectively monitoring the prosecution of crimes against media workers. Pakistan is also one of the first countries to be piloting UNESCO's **Journalists' Safety Indicators (JSI)** in 2014, the research instrument which serves to lay out a baseline against which changes related to the UN Plan can be assessed.

Nepal

43. In **Nepal**, UNESCO has secured additional funding (USD 566,000) from the UN Peace Fund to support the project "Increasing the security of journalists" which is being implemented from 2013-2015. The project aims at improving the security situation of journalists and media professionals in Nepal on three different levels. First, extensive discussions among district and regional level judicial structures have taken place in Nepal to heighten awareness on cases involving journalists. There is an agreement to establish a nationally-owned mechanism to monitor safety of journalists under the leadership of the **National Human Rights Commission (NHRC)** with the **Nepali Police** and the **Ministry of Information and Communications**. Second, national political stakeholders and the public at large are being sensitized to the importance of security of journalists for freedom of the media and subsequently Nepal's peace and development process. Lastly, the local security forces and judiciary bodies, as well as male and female journalists, are being trained on how to handle cases of threats towards journalists and individual security strategies, respectively.

In addition, activities concerning safety of journalists have been integrated in the country's **UNDAF** document.

South Sudan

44. In **South Sudan**, UNESCO supported the establishment of the **Media Monitoring Committees** in all the 10 states under the **Union of Journalists of South Sudan (UJOSS)**. Twenty media monitors from different states received training in Juba from 3 to 6 June 2014 focused on monitoring and documenting press freedom violations. This training was organized by UJOSS and supported by UNESCO, UNMISS, and **International Media Support (IMS)**. Trainers were drawn from the Media Council of Kenya, a regulatory body that has successfully established structures for monitoring, documenting, and reporting media violations in Kenya. Another workshop took place on 11 December 2014 where UNESCO in collaboration with UNMISS organized a training for journalists on methodologies for information collection in the context of cases of human rights violation against journalists. UNESCO has also capacitated the media monitoring committees with monitoring and reporting tools including phones, reporting lines, computers, and recording diaries. To ensure coherence on the incidents reported, UNESCO has been facilitating bi-weekly consultations between the secretariat of these media monitoring committees (UJOSS) and international NGOs whose mandate also includes the monitoring and reporting of cases that affect the safety of journalists. UNESCO also supported the drafting of three media bills that were endorsed in July 2013 by members of the National Legislative Assembly in **South Sudan**. The

Human Rights Division of UNMISS also provided technical support and assistance to the Government and National Legislative Assembly (NLA) with the aim to ensure human rights compliance.⁸ The NLA passed the Media Bills in 2013, which were then sent to the President for his assent. Pursuant to his constitutional rights, the President returned the Media Bills to parliament proposing some amendments, which subsequently were approved by the NLA on 4 December 2013, when the bills were re-submitted to the President for signature. On 9 September 2014, the presidential press secretary announced during a media briefing, that the President had signed the Media Bills into law. Following the announcement, UNMISS HRD officially requested copies of the Media Laws from the Ministry of Justice. On 30 September 2014, the Legal Department of the MoJ provided the requested copies signed by the President on 9 December 2013. UNESCO was active in advocating for the media bills to be signed into law. Implementation of the new media laws through the establishment of institutions will provide a legal framework for the protection of journalists.

46. Further in South Sudan, UNESCO established an online discussion platform through the establishment of a list-serve and mailing list (mswg@lists.mswgsouthsudan.org) which enables all the media partners and stakeholders to discuss thematic topics. As a result, there has been increased coordination and collaboration by carrying out joint initiatives such as the co-funding of the media monitors training with the International Media Support as well as the co-funding for World Press Freedom Day's celebration with various partners such as **Norwegian People's Aid** and **Internews**. The activities supporting the safety of journalists are also well harmonised under the **Thematic Working Group on Safety of Journalists and Issues of Impunity** which is convened by UNESCO with the support of a secondee from the Norwegian Refugee Council. UNMISS Human Rights Division is permanent member of the working group.
47. **In South Sudan**, activities focusing on the implementation of the UN Plan have been integrated in the country's **UNDAF document** as well as in most reports from the **UN Country Team** which were prepared for the UN Security Council.

Other countries

48. Other countries have had elements of the UN Plan integrated into a wider UN framework, including **Jordan**, where in 2014 the establishment of self-regulatory mechanism, such as an independent media complaint mechanism as part of a systematic media reform, has been included in the revised UN Development Assistance Framework (UNDAF).
49. Also, the **OHCHR and the UN Human Rights Training and Documentation Centre for South-West Asia and the Arab Region** implemented four training programmes for journalists from the region, in which the issue of safety of journalists was featured prominently. The programmes took place in **Lebanon** (2011), **Libya** (2012), **Yemen** (2013), and **Morocco** (2014). The training was conducted

⁸ However, some concerns remain, in particular that defamation remains a criminal offence.

together with UNESCO, the Human Rights Department at Al-Jazeera, and the Doha Centre for Media Freedom.

Challenges and lessons learnt

50. There has been substantial activity concerning the UN's normative role at the UN General Assembly, the Security Council, the Human Rights Council and UNESCO. However, the integration of the issues within the existing mandate of other UN bodies remains relatively low. To link the UN Plan to the activities of these other agencies, it must be better connected to their respective mandates.
51. The global normative role of the UN on safety and impunity has not had a strong resonance at the country level, although within several countries the UN has played a major role by contributing to the UN Plan and its implementation.
52. The implementation of the UN Plan coincides with the severe reduction of UNESCO's regular budget which in turn has reduced the human resources at the country level. This has reduced the ability of UNESCO, as the leading UN agency on the UN Plan, to optimise its contribution to UN national strategies and internal coordination mechanisms at the country level.
53. In Nepal, the retirement of NHRC commissioners and the delay in identifying their successors pose a big challenge towards achieving the goal of establishing a nationally-owned mechanism envisioned by the Safety of Journalists' project in the country.
54. In South Sudan, the political crisis in December 2013 and following conflict affected many implementing partners' activities that had been planned under the South Sudan Country Plan of Action for Safety of Journalists. Some partners re-focused their activities to humanitarian support only while others halted their activities. UNMISS, who are an implementing partner of the country's Plan of Action for the Safety of Journalists, has also seen their mandate changed with the new SCR 2155 (with less focus capacity building, and more focused on humanitarian support and human rights investigation and reporting).

Recommendations

55. Mainstreaming the safety of journalists and the issue of impunity into the diverse work of each UN agency could be better achieved with dialogue about the relevance of the UN Plan to each specific mandate. This can be accompanied by improved sharing of good practices by UN actors, such as associated toolkits and interventions at country level. It is also important to heighten awareness within the UN by reporting on achievements regarding the UN Plan.
56. To mainstream the safety of journalists into the work of respective UN agencies, there should be more collaborative work in overlapping areas, particularly at country level. UN bodies already involved in the UN Plan need to be more proactive in reaching out to their counterparts. There is

also room for improvement through systematising the sharing of information between field offices and HQs within the UN on matters related to the UN Plan.

57. In Nepal, one of the lessons learnt was that sufficiently large stakeholder discussions needed to take place in order to select implementing partners. For example, it was important to engage stakeholders with extended national presence (beyond the capital city) in order to have impact beyond the selected districts. With this realization the project has now partnered with six more human rights associations and local media advocacy groups.
58. In South Sudan, different actions are needed following the humanitarian crisis in the country as well as the increased level of incidents affecting the safety of journalists. Given that the country's Plan of Action had been put in place with several concrete activities to be implemented by different partners, revisions may be needed. It is important that the scale of intervention is increased and that the implementation period of the activities foreseen under the country's Plan of Action is extended. This is necessary in order to ensure that the safety of journalists' issue in the country will continue to be addressed in the long term.

COOPERATING WITH MEMBER STATES

Expected Result 2: Member States are advised on the implementation of existing international standards at national level and on the development of journalist safety mechanisms, as well as supported in regard to the sharing of good practices and capacity-building among various actors, including the criminal justice chain, to promote a safe environment for journalists at national level.

Key Achievements

59. Under this expected **result**, there are three expected **outcomes**. These are, **firstly**, Member States are assisted to implement existing international standards and to share good practices. **Secondly**, Member States are assisted to develop national legislation and mechanisms guaranteeing freedom of expression and press freedom, particularly regarding the safety of journalists and the issue of impunity. **Thirdly**, national and local public institutions' capacities are strengthened in relevant areas.
60. The key achievement in this area is the increased awareness of Member States in the importance of the issue of safety of journalists and the need to end impunity, shown for example in the number of countries providing support for resolutions in UN fora. There is also a heightened awareness of the existence of international instruments dealing with the safety of journalists. Several national leaders have expressed their support to the UN Plan. Elements of the UN Plan have motivated the actions of authorities in Brazil, Cambodia, Guatemala, Honduras, Jordan, Mexico, Myanmar, Nigeria, and Tunisia.

Expected Outcome 2.1: Member States are assisted to implement existing international standards and to share good practices. (This section refers to Actions 2.1.1 to 2.1.5 in the Implementation Strategy 2013-2014)

61. As indicated above, at the request of the **Human Rights Council** in accordance with Resolution A/HRC/21/12, the **Office of the UN High Commissioner for Human Rights (OHCHR)** prepared, in collaboration with the **Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression**, a compilation of good practices in the protection of journalists, the prevention of attacks committed against journalists, and the fight against impunity for such attacks. Member States provided information in the preparation of the publication. OHCHR presented the report to the Human Rights Council in September 2013 at its 24th session. The issue of the safety of journalists has also been highlighted on different occasions involving Member States, including the 26th and 27th Session of the Human Rights Council.
62. The **Journalists' Safety Indicators (JSI)** are an independent research tool to be used by Member States and other actors, which have been developed by UNESCO to address the gaps by systematically collecting information and providing a baseline against which it is possible to track changes relevant to the UN Plan. Based on the UNESCO Media Development Indicators' methodology, the JSI provide indicators relevant to the actions of the authorities as well as other

actors. The JSI have been pilot-tested in **Pakistan, Honduras and Guatemala**, with implementation being done by independent local or regionally based research organizations. A number of other countries have also expressed interest in the indicators.

63. **UNESCO's Director-General's Fourth Report on the Safety of Journalists and the Danger of Impunity** was presented to the Intergovernmental Council of the IPDC on 20-21 November 2014, as noted earlier in this document. The Report incorporates the information, submitted on a voluntary basis, from 62 Member States, where there are still unresolved killings of journalists, of the actions taken to prevent the impunity of the perpetrators and of the status of the judicial inquiries conducted on each of the killings condemned by the UNESCO Director-General from 2006-2013. Introducing the report, UNESCO's Deputy Director General stated: "The Secretariat stands committed and ready to provide support to any Member State that seeks it, to respond to the requests to voluntarily report on judicial process. Such reporting is not only an opportunity for States to demonstrate their commitment to this issue. It is also a precondition for concerted national action, which hinges on the capacity of Governments to monitor and collate relevant information about the fight against impunity."

64. As also noted earlier, Member States often address concerns regarding the safety of journalists and of impunity as part of the **Universal Periodic Review (UPR)** process. The UPR is a unique process which involves a review of the human rights records of all UN Member States. The UPR is a State-driven process, under the auspices of the **Human Rights Council**, which provides the opportunity for each State to declare what actions they have taken to improve the human rights situations in their countries and to fulfil their human rights obligations.

Expected Outcome 2.2: Member States are assisted to develop national legislation and mechanisms guaranteeing freedom of expression and press freedom, particularly regarding the safety of journalists and the issue of impunity and Expected Outcome 2.3: National and local public institutions' capacities are strengthened in relevant areas. (This section refers to Action 2.2.1 to 2.3.5 of the Implementation Strategy 2013-2014)

In addition to the experiences in the pilot countries discussed earlier in this document, the following also applies to this category of outcomes for the UN Plan:

Africa region

65. In **Nigeria**, UNESCO, with the support of the European Union, has launched a project to monitor the safety of journalists during the 2015 electoral period in cooperation with the Nigeria Union of Journalists (USD 300,000). The project will include training workshops at the level of the six geopolitical zones and two national workshops on safety issues. A journalist's safety code will also be developed and distributed around the country. This initiative contributes to the government's interest in a transparent and incident-free election.

Arab States region

66. In **Jordan**, **UNESCO** secured funding in 2014 from the European Union (3 million Euros) for the implementation of a three-year project to support the media reform process in the country. The project will focus on the media sector in Jordan as a platform for democratic dialogue and as a crucial instrument to transparency and accountability in a democratic society. Its primary objective is to strengthen an enabling regulatory and institutional environment and to build the capacity for an independent, quality based media sector serving the entire population. One priority area of the project is media regulation and independence, which will include capacity-building activities and procedures for media to acquire broadcast licenses independently, and the design and establishment of an independent media complaints council with a code of honour and conduct. In this way, the authorities will be supported to create an environment for the safe exercise of journalism.
67. Furthermore, **UNESCO** is enhancing legal support to media in **Jordan** with the long-term goal to establish a network of lawyers specialized in defending journalists, bloggers, and other media professionals, in addition to citizen journalists and activists. The project also includes workshops for **judges**, namely the “Future Judges” initiative introduced by the judicial system in Jordan. The workshops will aim at sensitizing participants about international standards and conventions on freedom of expression and the press.
68. In **Tunisia**, **UNESCO** has implemented a project to train security forces on freedom of expression, freedom of press, and safety of journalists (USD 450,000) in cooperation with the **Tunisian Ministry of Interior**. The project included training-of-trainers and a series of training sessions in the regions of Tunisia aimed at sensitizing security force officers on the issues of human rights, freedom of expression, and safety of journalists. Four six-day training sessions took place in the cities of Gafsa, Sbeitla, Bizerte, and Sidi Bouzid during June and July 2013. Two days were dedicated to joint sessions for members of security forces and journalists working in these governorates. In total, 90 officers from **the police, the National Guard, and the Emergency Preparedness**, as well as about 30 journalists attended the training in 2013. In this framework, six awareness days were facilitated by a commander from the **Canadian police**, covering more than 700 cadets and officers of the Ministry of Interior in the training centers and schools of intervention units in Tunis and in other regions (Kairouan, Bizerte, Hammamet, Sousse). Additional training sessions are planned as well.
69. Also in Tunisia, OHCHR has been coordinating the Freedom of Expression/Media Group, a network of technical and financial partners who support freedom of expression and media in Tunisia. The group exchanges information, raises awareness on freedom of expression and safety of journalists and convenes regularly to review and update a unified advocacy strategy with regard to freedom of expression in Tunisia. OHCHR has also provided advice to Tunisian authorities on the implementation of the new press code in line with international human rights

standards (including through a roundtable in April 2014 in partnership with the Ministry of Justice, Human Rights and Transitional Justice). In partnership with the same Ministry and the Journalists Union, OHCHR also developed a training module on journalists' rights before Courts. A trial pilot session was conducted in 2014, and five training sessions are planned for 2015. In cooperation with the Ministry of Interior, OHCHR implemented a capacity-building programme on "human rights and law enforcement", including one session on freedom of the press and safety of journalists (in 2012 and in 2014 for 100 law enforcement officials). A section on the safety of journalists was included in the Code of Conduct of Law Enforcement Officials on International Human Rights Standards for Interior Security Forces that was developed and about 40,000 copies disseminated in 2014. To mark the International Day to End Impunity for Crimes against Journalists on 2 November 2014, OHCHR co-organized with UNESCO, the Council of Europe, Reporters without Borders and the Embassy of France in Tunisia a two-day regional workshop to share journalists' experiences and best practices in combating impunity for crimes against journalists.

Latin America and the Caribbean region

70. In **Brazil**, UNESCO is working with the Brazilian Judiciary Power to promote the debate on freedom of expression. The **Brazilian Supreme Court**, the **United Nations Special Rapporteur on Freedom of Expression**, and the **Organization of American States (OAS) Special Rapporteurs on Freedom of Expression** set up a partnership for an in-depth debate on the right to freedom of expression under the Brazilian Judiciary System. This high-profile joint effort intends to offer judges throughout Brazil a concrete space to discuss issues related to the promotion and protection of freedom of expression, freedom of the press, and freedom of information, taking into account the international debate towards these topics. The initiative gives particular attention to the safety of journalists and the fight against impunity, recognizing the centrality of the Judiciary in coping with these urgent and complex challenges. Among the activities planned and organized are an international dialogue about these issues and the creation of online courses for judges who are interested in increasing their expertise in these areas.
71. **UNESCO** and the **Knight Center of University of Texas Austin** are collaborating with the former UN Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression and the former Special Rapporteur of the Organization of American States on a massive open online course (moo) on freedom of expression, including safety of journalists, initially targeting the **Supreme Court of Mexico**. It is envisaged that this will later be expanded to the rest of the Latin America region. This is the result of a grant by UNESCO's IPDC.
72. In **Guatemala**, **President Otto Perez Molina**, made a public announcement on 28 November 2013, stating that a protection mechanism for journalists will be established in the country on the basis of the UN Plan. In 2014, OHCHR organized an International Seminar on mechanisms of protection for journalists, aimed at strengthening the knowledge of civil society and state actors on how to build such a mechanism in Guatemala. OHCHR also provided technical assistance to the Ministry

of Interior in this regard. The Journalists' Safety Indicator research tool is being piloted in Guatemala as well as **Honduras**. In Mexico, OHCHR enhanced the capacity of the National Protection Mechanism of Mexico to protect human rights defenders and journalists, and provided technical advice to the authorities to provide protection in several cases documented and monitored.

Challenges and Lessons Learnt

73. Governments have not only a duty but also an interest in securing the safety of journalists and ending impunity. There is a need of more political will amongst national authorities to take advantage of the opportunities of the UN Plan.
74. One of the lessons learnt is that in developing a convivial environment for the safety of journalists, it is invaluable to have activities enabling access to information and regulatory reform, which can support the role of Member States in creating a broader environment for the safe exercise of journalism.
75. Freedom of expression, freedom of information, and other media legislation need to be aligned to international standards for an environment that is conducive to safety.
76. Human resources remain a great challenge in the implementation of the UN Plan. In several instances, UNESCO has limited personnel on the ground to engage with Member States due to the financial constraints of the Organization.
77. Instability of the political situation is also affecting the ability to implement the UN Plan. For example in South Sudan, several months of armed conflict suspended implementation and the situation in Iraq has made progress very difficult.

Recommendations

78. Encourage the Member States to develop and implement strategies which ensure appropriate media law and regulation in line with international standards, and to provide capacity-building to enable the full investigation and prosecution of crimes against journalists. Member States can specifically be alerted to the potential of establishing a special prosecutor or independent commission and the training of the judiciary and security forces regarding the safety of journalists. They can also be encouraged to join commemorations of the UN's International Day to End Impunity for Crimes against Journalists on 2 November, as an opportunity to signal their commitment. OHCHR has produced a report on good practices regarding safety of journalists which can be referenced.
79. Encourage Member States to take advantage of the UN Plan to build up monitoring capacity as well as capacities amongst their rule of law institutions.

80. Encourage the Member States to publicly condemn attacks on journalists and to initiate swift and thorough judicial investigations into these crimes.
81. Encourage the Member States to actively provide information concerning the judicial investigations of killings of journalists to UNESCO as part of the Director-General's Report on the Safety of Journalists and the Issue of Impunity, and where needed, to develop effective monitoring mechanisms for this purpose.
82. Capacity-building of the national rule of law should be complemented with an international component, as to ensure prosecution of crimes against journalists and the media when national governments and/or courts are unable to. Encourage the use and strengthening of existing compliance systems at the regional and international levels (e.g. regional courts, UN human rights treaty bodies, UN Special Procedure mandates, etc.).
83. Encourage Member States to make use of the Journalists' Safety Indicators (which is based on the well-established methodology of UNESCO Media Development Indicators) as a research tool to provide objective information for assessing progress in the implementation of the UN Plan.
84. Encourage Member States to engage in regular multi-stakeholder discussion with the UN and other international organisations, as well as relevant national actors, within the framework of the UN Plan, in order to evolve shared solutions for ensuring the safety of journalists.
85. Encourage an increase in scale of intervention and the extension of the period of the implementation of the activities that had been foreseen under the country's plan of action. This is necessary in order to ensure that the safety of journalists will continue to be addressed in the long term within the country.
86. Consider developing comprehensive principles and guidelines which could inform and guide the formulation and development of laws dealing with safety of journalists and issue of impunity covering inter alia protection and prosecution mechanisms, penalties, and compensation matters.

PARTNERING WITH OTHER ORGANIZATIONS AND INSTITUTIONS

Expected Result 3: Other intergovernmental organizations and other organizations such as professional associations, media, academia and NGOs are reinforced and their work is harmonised with the implementation of the UN Plan.

Key Achievements

87. In this expected result, the work of regional intergovernmental organizations is reinforced and also harmonised with the UN system at regional level. Furthermore, the work of international non-governmental organizations, professional organizations, and media is expected to be reinforced and harmonised, where appropriate, with relevant UN system actions at the international level. This applies to the national level as well with national actors and relevant country-level actions of the UN system.
88. A significant achievement is the specific inclusion of the UN Plan and the safety of journalists into important regional normative instruments. This is reflected in the April 2014 Declaration of the Council of Europe as well as in the Guidelines published by the European Union in May 2014. International organizations including non-governmental organizations have embraced the UN Plan and included it in their work in promoting press freedom, safety of journalists, and ending impunity for crimes against journalists.

Expected Outcome 3.1: The work of regional intergovernmental organizations⁹ is reinforced and also harmonised with the UN system at regional level. (This section refers to Actions 3.1.1 to 3.1.13 in the Implementation Strategy 2013-2014)

89. The **Council of the European Union** adopted the [EU Human Rights Guidelines on Freedom of Expression Online and Offline](#) on 12 May 2014, calling on the States to implement the UN Plan.
90. The **Council of Europe Conference of Ministers** responsible for media and information society adopted in November 2013 in Belgrade, Serbia a Resolution on the Safety of Journalists.¹⁰ This was followed by the Council of Europe's Committee of Ministers adopting the [Declaration of the Committee of Ministers on the Protection of Journalism and the Safety of Journalists and Other Media Actors](#) on 30 April 2014. Both documents express their support for the UN Plan and encourage further implementation.
91. From 23-24 April 2013 the **International Conference on the safety of journalists** was organized in Warsaw, Poland by the Ministry of Foreign Affairs of Poland, the Embassy of Switzerland in

⁹ For the purpose of this report, the European Union, although being a supranational organization, appears in this chapter as it is also a regional organization.

¹⁰ See

http://www.coe.int/t/dghl/standardsetting/media/Belgrade2013/Belgrade%20Ministerial%20Conference%20Texts%20Adopted_en.pdf.

Warsaw as well as the Embassy of Austria in Warsaw. The conference was attended by representatives from States, OSCE, the Council of Europe, UNESCO, NGOs, and journalists. The discussions and debates provided ground for recommendations conducive towards the safety of journalists: “The protection of journalists should cover all news providers, both professional and non-professional, as well as journalistic sources, and it should not only extend to times of conflict, but also to times of peace.”¹¹

92. The **Council of Europe** hosted a round table entitled “Safety of journalists – from commitment to action” on 19 May 2014 in Strasbourg. The round table mapped out the role of Council of Europe bodies to enhance media freedom and the protection of journalists, encouraging dialogue between international institutions and media freedom organizations. The Council of Europe aimed to find methods to better address human rights violations against media workers. This round table was part of the operational proposals of the Council of Europe’s Secretary-General for the creation of an Internet-based platform to facilitate compiling, processing, and the dissemination of information on serious concerns about media freedom and safety of journalists. On 4 December 2014, the Council of Europe, together with five partner organizations, signed a Memorandum of Understanding to set up the aforementioned internet-based platform.¹² Furthermore, the Committee of Experts on protection of journalism and safety of journalists (MSI-JO) held their second meeting on 6-7 October 2014 and advanced in their work to produce a draft recommendation for their mother committee, the Steering Committee on Media and Information Society (CDMSI), which additionally will be considered by the Committee of Ministers. A third meeting to continue the work on the draft recommendation is scheduled to take place in early 2015.
93. The **Council of Europe**, together with **the Centre for Freedom of the Media (CFOM) at the University of Sheffield**, and the **European Lawyer's Union, UNESCO**, and the **European Court of Human Rights** organized on 3 November 2014 a 'Seminar and Inter-Regional Dialogue on the Protection of Journalists' to examine the current legal programmes and mechanisms which protect journalists and media staff worldwide. Discussions were held on the protective legal framework for the media and concrete steps for its improvement were proposed.
94. The **African Commission on Human and Peoples’ Rights** adopted a number of resolutions on the issue of safety of journalists including the Resolution 185 on the Safety of Journalists and Media Practitioners in Africa (2011) and Resolution 221 on the Attacks against Journalists and Media Practitioners in Somalia (2012, 2014). In May 2013, **the Pan African Parliament** adopted the Declaration on Press Freedom in Africa.

¹¹ See:

http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/official_documents/Warsaw_recommendations_safety_2013.pdf.

¹² See: <http://www.coe.int/t/dghl/standardsetting/media/MOU.pdf>. The partner organizations are the following: International Federation of Journalists (IFJ), European Federation of Journalists, Association of European Journalists (AEJ), Reporters Without Borders (RWB), and Article 19.

95. **Regional mandate holders**, together with the UN Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression, have also issued several joint declarations on different aspects of the right to freedom of expression, including the safety of journalists and media workers. For the past few years, the Special Rapporteurs have jointly issued statements on World Press Freedom Day which strongly urged to strengthen the enabling environment for freedom of expression, including the improvement of the safety of journalists. Most recently, on 1 September 2014, the **UN Special Rapporteur on freedom of opinion and expression, the OSCE Representative on Freedom of the Media, the Organization of American States Special Rapporteur for Freedom of Expression, and the African Commission on Human and the Peoples' Rights Special Rapporteur on Freedom of Expression and Access to Information** issued a joint statement urging stronger protection of journalists covering conflicts, referring to the contexts of Syria, Ukraine, Iraq, and Gaza.
96. The **OSCE Representative on Freedom of the Media** monitors the safety of journalists, particularly in cases of physical attacks, incarceration, and harassment. The Representative responds quickly and directly with the participating States and other parties concerned through diplomatic channels and public statements. The Office of the Representative on Freedom of the Media updated its [Safety of Journalists' guidebook](#) in May 2014, including its guidelines on digital safety. In addition, the OSCE representative on freedom of the media has increasingly included the issue of the digital safety in her [statements and speeches](#) as well as her regular reports.
97. The **Office of the Special Rapporteur for Freedom of Expression of the Organization of American States (OAS)** has a strong focus on the safety of journalists. Next to covering the topic in its Annual Reports, the Office of the Special Rapporteur published a report titled **Violence against journalists and media workers: Inter-American standards and national practices on prevention, protection and prosecution of perpetrators**¹³ in 2013.

Expected Outcome 3.2: The work of international non-governmental organizations, including professional organizations and media, is reinforced and also harmonised with relevant UN system actions at international level and Expected Outcome 3.3: The work of civil society, professional associations, media houses, and academia is reinforced and harmonised with other national partners, including relevant actions of the UN system at country level. (This section refers to Actions 3.2.1 to 3.3.14 in the Implementation Strategy 2013-2014)

Note: At the time of writing it was difficult to provide an in-depth assessment of all these groups' activities from the point of view of reinforcement and harmonization with the UN Plan at either international and/or national level. However, a significant proportion of these actors have referenced the UN Plan, and most have participated in events where it has been discussed. A number of specific instances have been noted earlier in this document.

¹³ Available from www.oas.org/en/iachr/expression/reports/thematic.asp; the report was also published in the Annual Report of the Inter-American Commission on Human Rights 2013 (vol. II): Report of the Office of the Special Rapporteur for Freedom of Expression, chapter III.

98. The **Committee to Protect Journalists (CPJ)** has a strong focus on the safety of journalists and the issue of impunity. Their annual publication *Attacks on the Press* provides an all-inclusive overview of violations and threats to the media, based on results of a global survey. Since 1992, CPJ investigates and tracks the killing of journalists worldwide by documenting and publicizing the judicial progress of their cases. CPJ dispatches advocacy missions throughout the world every year to raise concerns regarding press freedom with high levels of government. Their global campaign against impunity encompasses this research and is represented in the Global Impunity Index, which ranks countries based on the amount of unresolved cases. In October 2014, CPJ published the report [*Road to Justice: Breaking the Cycle of Impunity in the Killing of Journalists*](#) to mark the inaugural International Day to End Impunity which focuses specifically on the killings of journalists. In addition, it publishes and periodically updates a journalist security guide. CPJ's Journalist Assistance program provides legal, medical, and relocation assistance to journalists at risk, along with support for families of slain and imprisoned journalists. The program has facilitated the development of two inter-organizational networks—one in Africa and one focused on the Middle East and North Africa (MENA) region—to share information and coordinate joint responses.
99. **International Media Support (IMS)** supports local media in countries affected by armed conflict and political transition. IMS ranks the safety of journalists as one of its top priorities and advocates for the implementation of the UN Plan. It contributed directly to safety of journalists' activities in the four first phase countries as well as other countries. An extensive three-year project was implemented in **Pakistan** to reinforce the capacities of indigenous journalists and media workers, including a safety fund, survival trainings, and development of safety protocols and best practices. With support of the **Open Society Foundations**, IMS is funding two ongoing activities: the Pakistan Journalists Safety Fund (PJSF) and a research study entitled **Supporting media in conflict: A case study of threats to journalists in Pakistan**, an assessment of options to reduce and manage these threats. Both of the activities are supporting the UN Plan in Pakistan. In **Nepal**, IMS supports the establishment of a mechanism to protect journalists at the National Human Rights Commission (NHRC). UNESCO has contracted IMS to coordinate the implementation of 18 activities within its larger project in collaboration with other partners. In **Iraq**, IMS has established a close dialogue with key authorities and police to ensure journalists' safety through a joint code of conduct and strengthened mutual understanding of the rights and responsibilities of journalists and police. A similar initiative was conducted in the Kurdistan region. In **South Sudan**, UNESCO, IMS, and the local media community have frequently met with officials and sought to build relations, explaining about the UN Plan initiative. One of the priorities is to strengthen the regionally based Media Observatory Committees of UJOSS.
100. The **International Press Institute (IPI)** represents a global network of editors, media executives, and prominent journalists and publishes the World Press Freedom Review every year, which combines several essays on media issues throughout the world and provides recommendations to alleviate them. In addition, IPI documents the killing of journalists in their "Death Watch" and provides a platform dedicated to press freedom via their annual World Congress. Their 2011

special report **Impunity: A Global Scourge** detailed the situation of impunity in Russia, Mexico, Colombia, and the Philippines, raising awareness about the dangers of impunity and calling for cooperative action to ensure justice. Furthermore, IPI conducts research and fact-finding missions to countries where freedom of expression is under threat.

101. The **International Federation of Journalists (IFJ)** represents over 600,000 journalists worldwide and launched a concrete website portal dedicated to the safety of journalists and the protection of the media in 2013, where it documents and monitors the killing of journalists. In addition, IFJ provides expertise and assistance to media workers to ensure their safety as well as an International Safety Fund to support journalists under threat. UNESCO has provided symbolic support for IFJ's activities in training local trainers on safety issues. In concurrence with the International Day to End Impunity, IFJ launched their first 'End Impunity' campaign in 2013, urging national authorities of the countries with the highest killing of journalists to investigate their cases and bring the perpetrators to justice. A report entitled **Media Under Attack: Balkans and former Soviet Union Press Freedom Review from January 2011 – December 2013** was released by IFJ on 3 May 2014, detailing press freedom violations and the present challenges within the region. Furthermore, IFJ conducted a three day fact-finding mission in Mexico from 9 to 11 September 2014 and urged the local authorities and media owners to enhance their efforts conducive to the safety and freedom of the media. (At country level, such as in Pakistan and South Sudan, journalists' organisations have been very active in promoting safety issues).

102. **Reporters Without Borders (RSF)** monitors violations of freedom of expression in over 150 countries. It also produces the annual press freedom ranking. RSF advocates for a better enabling environment for journalists to practice their profession and supports international standards including the UN Plan. It provides training in both physical and digital security of journalists. In total, more than 700 journalists, bloggers, and citizen-journalists attended RSF's digital safety workshops in 2013 and 2014. RSF has a hotline for emergencies that journalists in risk could contact and is available 24 hours a day everyday. RSF provided free safety resources for journalists dispatched in dangerous areas, including the lending of bullet proof jackets marked "PRESS" to 41 journalists in 2013, and 40 in 2014 as well as loans of helmets to 42 journalists in 2013, and 55 in 2014. In 2013, RSF allocated 157 assistance grants to journalists. It also provides assistance to journalists forced to flee their country for safety reasons. RSF submits requests for international protection to institutions in charge of refugees or asylum seekers, and provides support letters describing the applicant's situation and the situation of freedom of expression in their country. RSF has developed insurance formulas, in cooperation with an insurance company, for journalists, photographers, and freelance journalists engaged in professional missions outside their country of habitual residence, including the most dangerous areas, at a preferential rate. Hundreds of journalists benefit from such services. 434 journalists subscribed to such insurances in 2013. RSF's **Handbook for Journalists**, compiled in partnership with UNESCO, was published in 2007 and is frequently updated. The handbook is aimed at those travelling to dangerous parts of the world. The Swedish chapter of RSF is working on a new handbook for journalists travelling to perilous areas.

103. The **Open Society Foundations' (OSF)** Program on Independent Journalism, and the relevant country and regional offices of OSF, continue to collaborate with international support and UNESCO on projects in the four first phase countries as well as Honduras. To complement this work, the Journalism Program funded the Center for Freedom of the Media at the University of Sheffield to host the London Symposium on Journalists' Safety earlier in 2014 and the Seminar and Inter-regional Dialogue on the protection of journalists. It is also supporting a study being conducted by the Columbian Federation de la Libertad de la Prensa (FLIP) to compare the Mexican and Columbian experiences of the construction, revision, and implementation of the legal protection mechanism in the two countries. Together with OSF's Latin America Program, the Independent Journalism programme is funding NGO Article 19's safety trainings for journalists in Mexico, developing a safety training program in Brazil, and working to strengthen freedom of expression groups in Honduras through a mentoring programme.
104. **The World Association of Newspapers and News Publishers**, or WAN-IFRA, is the global organization of the world's press, representing more than 18,000 publications, 15,000 online sites, and over 3,000 companies in more than 120 countries. WAN-IFRA frequently conducts country visits to assess the situation of press freedom within. It also calls on authorities to ensure journalists are able to work in a safe environment by strongly advocating the UN Plan. The organization's subsidiary World Editors Forum (WEF) is working with UNESCO to conduct a global survey on shield laws for journalists in the digital age. The WEF Special Advisor on journalists' safety, Mr Javier Garza Ramos, provides regular updates on safety and impunity campaigns as well as on the prosecution of crimes against the media.
105. **Article 19** raises public awareness about impunity and safety of journalists through research, campaigns, advocacy, standard setting, publishing, monitoring, and providing legal assistance within transitional countries in order to safeguard freedom of expression. Their country reports assess media freedom and the right of freedom of expression within a nation's borders, including recommendations to improve the situation. In August 2014, Article 19 released the film **Journalists under Attack** on the dangers faced by Russian journalists, sensitizing the public on the risks media workers encounter daily.
106. **Freedom House** is a press freedom watchdog organization that annually investigates the situation of human rights and civil liberties in every country. Their research and analysis serve as campaigning and advocacy tools for local and international stakeholders to primarily amend existing restrictive legislation. Their affiliate Freedom House Mexico specifically implements safety and self-protection trainings for Mexican media professionals and provides capacity-building resources to strengthen local institutions and facilitate legal reform.
107. **International Freedom of Expression Exchange (IFEX)** is a network of over 90 freedom of expression organizations active at the local, national, regional, and international level, spanning over 60 countries, with more than two thirds based in the Global South and each with their areas of expertise. The safety of journalists, media workers, artists, writers, and others who are threatened, forced into exile or even killed for exercising their right to free expression is a major

concern for the members of IFEX. On a daily basis, IFEX members monitor, report, campaign, and advocate to stop attacks on journalists and to end the impunity that is so often connected with them. During its General Meeting in Beirut, Lebanon, in 2011, the network launched the International Day to End Impunity (IDEI) campaign. It was a global call to action to demand justice for those who have been targeted for exercising their right to freedom of expression, and to shed light on the issue of impunity. The day chosen, 23 November, marked the anniversary of the 2009 Maguindanao, Ampatuan massacre, when 58 people – including 32 journalists and media workers – were killed. IFEX has now aligned this campaign to commence on the UN's International Day to End Impunity for Crimes against Journalists on 2 November.

108. The **International Research & Exchanges Board (IREX)** advocates for the development of independent media to promote good governance and ensure sustainability. The organization conducts research on the conditions of independent media in 80 countries around the world, which is compiled and analyzed in IREX's 'Media Sustainability Index'. Their S.A.F.E. (Securing Access to Free Expression) Initiative provides integrated safety trainings and support to media professionals who face threats in Latin America, Eurasia, and Africa. Establishing regional security centers in El Salvador, Georgia, and Kenya, S.A.F.E. combines training in digital security, physical safety, and psychosocial care for journalists. In accordance with the International Day to End Impunity in November 2013, IREX hosted a panel discussion on gender-based violence against journalists.
109. **Doha Centre for Media Freedom (DCMF)** is active in the MENA region, where they have implemented several trainings on journalism safety and professional reporting, including the training in June 2014 of Syrian journalists based in Turkey regarding their personal security and how to face dangerous situations. In 2013, three safety-training workshops were conducted for Palestinian journalists to strengthen their knowledge of reporting on sensitive issues in perilous areas. In cooperation with UNESCO, the DCMF Media Literacy programme raises awareness of the importance of a free and ethical media among the regional youth. Additionally, the DCMF conducts research about press freedom throughout the MENA region and provides direct assistance and support to journalists who are harassed or threatened in relation to their work via their Emergency Assistance programme. The inaugural International Day to End Impunity for Crimes against Journalists served as the launch of the DCMF Doha Action Plan, which aims to improve the safety of journalists and media practitioners in a concerted effort.
110. The **International News Safety Institute (INSI)** provides real-time, practical information as well as trainings and research to help journalists around the world do their jobs safely. It has also published the landmark publication on safety of women journalists **No Womens-land** and co-authored with the **International Women's Media Foundation** the **Global Survey on Violence and Harassment against Women in the News Media**, which was funded through UNESCO with support from the Austrian Federal Ministry for European and International Affairs.
111. **Press Emblem Campaign (PEC)** has UN Consultative Status and advocates for legal protection and safety of journalists in conflict zones and dangerous areas. Pressing the issue of impunity on

general debates and sessions of the UN Human Rights Council through written and oral contributions, PEC monitors the killing of journalists worldwide and awards its yearly PEC Prize for the Protection of Journalists to both individuals and organizations that have defended freedom of expression.

112. **Free Press Unlimited**'s main focus is the distribution of objective and accurate information to society's least connected through independent media. Community projects and local media capacity-building initiatives further the access to impartial information and support the advancement of independent media in countries where press freedom is limited.
113. The **World Press Freedom Committee** primarily targets defamation laws and censorship on a global scale and aims for their removal from the penal and criminal code.
114. **PEN International** campaigns against impunity and the curtailment of freedom of speech in general. The organization publicly condemns violations against the press and advocates for the implementation of the UN Plan. The international association of writers conducted the 'Write Against Impunity'-campaign in 2012, calling on Latin American writers to oppose the present limitations of freedom of expression within the region. A publication of writings emerged from this campaign. For 2014, the main focus was on one country in the public awareness campaign around the report **Honduras: Journalism in the Shadow of Impunity**, highlighting the dangers and threats journalists face within this Latin American country.
115. **Media Legal Defence Initiative (MLDI)** provides legal services to independent journalists and bloggers, who can be struggling to find legal counsel when faced with criminal charges and prosecution. Since 2008, MLDI has assisted in numerous cases and supported in media law training courses.
116. The **International Women's Media Foundation (IWMF)** is dedicated to strengthening the role of women journalists worldwide. It conducts regular research focusing on women journalists including the Status of Women in the News Media. It also organizes the annual Courage in Journalism Award. The 2013 **Global Study on Violence and Harassment against Women in the News Media** was jointly produced with the International News Safety Institute (INSI) and the International Women's Media Foundation (IWMF).
117. **ICORN – International Cities of Refuge Network** is an association of cities which provide a safe haven to writers under threat of persecution, censorship, imprisonment, or even death. Writers can apply for protection and economic security within one of the cities of the ICORN-network, where they are able to stay for at least two years. The organization aims to protect writers from being silenced and in this regard promote the freedom of expression.
118. Many of the organizations listed above have been very active at the national level, including harmonizing their efforts in several cases within the first phase countries of the UN Plan.

119. Various other institutions, including media houses, have been contributing towards the safety of journalists and the issue of impunity under the momentum of the UN Plan. The **BBC Global News** and the **Centre for Freedom of the Media (CFOM)** in collaboration with the **BBC College of Journalism** hosted the BBC's Safety of Journalists Symposium in London on 7 April 2014. BBC and CFOM also organized another event in 2012 that produced the London Statement, which was signed by over 40 media organizations calling for strong UN Action to stop the killings of journalists. On 3 November 2014, **CFOM** convened a high-level symposium, together with **UNESCO**, the **Council of Europe**, and the **European Lawyer's Union**, at the European Courts of Human Rights.
120. The Doha-based **Aljazeera Media Network** has organized several symposiums and seminars on the topics of safety of journalists and the issue of impunity, including the seminar 'Protecting the messenger: the challenges of media coverage in conflict zones' on 12 November 2013 in London. The news organization also actively provides safety training, linked to international standards, to its journalists. The media company gave primetime attention to the International Day to End Impunity for Crimes against Journalists on 2 November 2014.

Challenges and Lessons Learnt

121. One of the characteristics of the UN Plan is the multi-stakeholder approach. This is based on the reality that the issue of the safety of journalists is much too complex and complicated to be able to be resolved by any single actor. By drawing on the various strengths and resources of different stakeholders collectively, there is a better prospect for improving the safety of journalists and ending impunity.
122. Yet at the same time, there exist strong differences amongst different stakeholders which make the multi-stakeholder approach challenging. There remains mistrust between the national authorities and the journalistic community in many countries. In some countries, there are differences within the journalistic community (sometimes also with employer groups) that prevent all actors from coming to the same table.
123. While the NGOs and professional associations have been active and often increased their activity at national level, the response of media houses has been limited. With some exceptions, journalism schools have also been passive on the issue of researching and teaching safety concerns for media workers, although in 2013 UNESCO collaborated with several of them to produce a **model syllabus** for teaching safety to journalism students.

Recommendations

124. Regional organisations have room to develop more practical actions especially at country level.
125. The implementation of the UN Plan will continue to be based on a multi-stakeholder approach. National-level consultation should take place involving relevant stakeholders such as local

journalistic associations, editors' associations, media owners, academia, local and international NGOs working on the issues, national human rights institutions, UN Agencies, the judiciary, and relevant Ministries.

126. NGOs and professional organizations could make more use of the UN Plan to build coalitions, mobilize resources, and enhance impact, as well as combine or harmonise efforts in contexts where there is potential for enhanced impact through concerted efforts.

127. National Human Rights Institutions should be embraced within the UN Plan as effective bridges between civil society, governments, and other non-state actors. They defend and promote human rights on a national level and provide additional insight into the situation in the field through research.

128. Occasions such as the UN Inter-Agency Meetings should be used to reaffirm/renew focal points of various organizations on the issue of safety of journalists.

129. Journalists should be encouraged to monitor and report on the implementation of the safety-related instruments including but not limited to the UN Plan, the UNGA Resolution A/RES/68/163 and A/RES/69/185, the Human Rights Council Resolution A/HRC/21/12 and A/HRC/27/5 as well as the Universal Periodic Review where the safety of journalists is included.

130. Media houses should be encouraged to investigate and report on fatal and non-fatal attacks on journalists and media organizations, and follow up on impunity stories, as well as on occasions such as the International Day to End Impunity for Crimes Against Journalists on 2 November each year.

131. Journalism schools should be encouraged to research and teach about safety and impunity issues.

RAISING AWARENESS

Expected Result 4: State institutions, governments, media houses and other key stakeholders have increased awareness of the importance of safety of journalists and combating impunity, and of ways to achieve these conditions.

Key achievements

132. One of the expected results of the UN Plan is an increased awareness among the international community about the safety of journalists and the issue of impunity as well as an increased awareness among society at the national level on the importance of the issue.
133. The significant achievement here is the noticeable increase in overall awareness of the issue of the safety of journalists amongst various stakeholders' groups.
134. As noted earlier, **UNESCO** has created a dedicated **website** (www.unesco.org/new/en/safetyofjournalists) which contains regularly updated information concerning the UN Plan, various activities and upcoming events, related documents including international human rights and humanitarian law, conventions, recommendations, guide books, good practices, and practical resources on the safety of journalists. Many of these information resources are available in multiple languages.

Expected Outcome 4.1: Increased awareness among the international community about the safety of journalists and the issue of impunity. (This section refers to Action 4.1.1 to 4.1.21 of the Implementation Strategy 2013-2014)

135. The **United Nations Secretary-General** and **UNESCO's Director-General** issue joint **statements** on the occasion of the World Press Freedom Day on 3 May. These messages address the issue of the safety of journalists as a prerequisite for a healthy environment for freedom of the press. For example, in 2013, the joint message concerned the notion of "Safe to speak: securing freedom of expression in all media". In 2014, the joint message related to the global theme of "Media freedom for a better future: shaping the post-2015 development agenda" and the subtheme entitled "Rule of law to ensure safety of journalists and combating impunity".
136. As indicated earlier, safety of journalists has been one of the topics highlighted during the **worldwide events** including **World Radio Day** on 13 February, **World Press Freedom Day** on 3 May and the **International Day to End Impunity for Crimes against Journalists** on 2 November. UNESCO also awards the UNESCO/Guillermo Cano World Press Freedom Prize, honouring a person, organization or institution that has made an outstanding contribution to the defence and/or promotion of press freedom.
137. As indicated earlier, the **UNESCO Director-General** condemns the killings of journalists, media workers, and of social media producers of significant public-interest journalism. These **public statements** are distributed to major news outlets and are available publicly on the dedicated

website *UNESCO Condemns Killing of Journalists*
(<http://www.unesco.org/new/en/communication-and-information/freedom-of-expression/press-freedom/unesco-condemns-killing-of-journalists/>).

138. The UN High Commissioner for human rights has addressed the issue of the safety of journalists in bilateral contacts with States, but also in press releases, statements and public reports.
139. Amongst the many publications by organisations cited earlier, another can be added by the **International News Safety Institute (INSI)**. This is a study titled **Journalism Safety: Threats to Media Workers and Measures to Protect Them**. This study, supported by UNESCO, focuses on good practices that promote safety of journalists and which can be replicated around the world. Therefore an important step has been set towards the implementation of the UN Plan, since sharing information on good practices was identified as an effective approach to achieve the expected results identified in the Implementation Strategy. A study on digital safety, sponsored by UNESCO with the support of **Denmark**, is in process.
140. The UN Plan was intensively discussed during the **Global Investigative Journalism Network (GIJN) 2013 Conference**, which took place in Rio de Janeiro, Brazil and was attended by over 1000 journalists from almost 100 countries. **COLPIN**, the regional equivalent of GIJN for Latin America, decided to include the issue of safety of journalists as part of its October 2014 Conference. Local equivalents including **FOPEA** (Argentina), **Abraji** (Brazil), and **APU** (Uruguay) are similarly inserting the issues of safety of journalists and impunity in their respective conference agendas.

Expected Outcome 4.2: Increased awareness among society at national level about the importance of the safety of journalists and the issue of impunity. (This section refers to Action 4.2.1 to 4.2.5 of the Implementation Strategy 2013-2014)

Among the many activities signaled earlier, the following information can be added:

141. As noted earlier, on 7 April 2014, **BBC Global News** and **CFOM** hosted a conference titled “Making the Protection of Journalists a Reality: Time to End the Scourge of Impunity”. At this one-day symposium, held at the BBC Broadcasting House in London, global media representatives showcased examples of investigative reporting and legal actions which exposed the realities of anti-media violence and helped to ensure that governments brought the perpetrators to justice. Participants, along with BBC journalists, staged a public protest outside the conference venue to condemn attacks and imprisonment.
142. On 10 December 2013, **International Human Rights Day**, a Solidarity Stand was arranged in Qatar in honour of all the human rights defenders, including journalists who bring vital news and information to the public on a daily basis. The Solidarity Stand was organized by the Public Liberties and Human Rights Department of **Al Jazeera Media Network** and took place in the Network’s Headquarters in Doha, Qatar. The aim of the annual event is to commemorate those

who fought to defend human rights, including journalists who sometimes risk their lives and safety to expose corruptions or criminal activities.

143. The **Programme in Comparative Media Law and Policy** organized a one-day seminar on the “Challenges of Citizen Journalism: Technology and Law” at **University of Oxford’s Socio-Legal Studies Institute** on 24 January 2014. **UNESCO** was able to present the keynote speech that linked the challenges of citizen journalism, particularly from the physical and digital safety perspective, with the recent global development in the promotion of safety of journalists and the issue of impunity.

144. A session on Digital Safety of Journalists and other Media Actors was organized on 3 September 2014 at the **Internet Governance Forum (IGF)** in Istanbul, Turkey. The event was co-hosted by **UNESCO**, the **Committee to Protect Journalists**, and the **Center for Studies on Freedom of Expression and Access to Information**.

Challenges and Lessons Learnt

145. While the general awareness of the issue of safety of journalists continues to increase, the knowledge of international instruments (including the UN Plan) and availability of good practice and training resources is still limited.

146. Media houses are often reluctant to highlight the issue of safety of journalists even when their own staffers are involved. There is a common misconception that audiences are not interested in these issues. There was limited uptake of coverage around the inaugural International Day to End Impunity for Crimes against Journalists.

147. The UN Plan’s proposal for memorials and dedicating heritage in relation to journalists’ safety has not seen a significant outcome.

Recommendations

148. The Journalists’ Safety Indicators (JSI) can be used to provide accurate information for awareness-raising amongst all actors.

149. Activities need to continue and expand in order to raise awareness of the threats to the safety of journalists and of the UN Plan. In addition, the availability of good practices and training material should be known publicly and made easily available. Safety training can be integrated into many other trainings of journalists.

150. Media houses and other actors should be encouraged to find common ground on the issue of safety and be more proactive in highlighting the issues.

151. National consultative dialogues with a multi-stakeholder approach need to take place more frequently and in more places.

152. With the opportunity of Impunity Day to draw attention to due process and the rule of law, stakeholders in these broader issues, such as the legal community, can be encouraged to see the importance of justice for attacked journalists as a gateway to combating crime and impunity more broadly.

153. International statements and mechanisms can be demystified for practical use, and continuous learning around these opportunities can be provided. Capacity-building is needed to create a cadre of actors who are well-trained in the normative, legal, institutional, and practical aspects of the UN Plan, including coalition-building skills under its auspices.

OVERALL CONCLUSION AND RECOMMENDATIONS

154. The UN Plan is a process, not an event or a single activity. This is appropriate to its purpose which recognises that securing safety and combating impunity are “long haul” issues. While progress has been made, much more can be done, including adaptations based on the lessons and recommendations of this review document. The UN Plan itself, and the associated Implementation Strategy, remain relevant as frameworks for the next four years.
155. Significant momentum on the issues of safety of journalists and of ending impunity has been gained in the past two years, creating widespread consensus around this particular issue. There is a need for joint or parallel activities by stakeholders to ensure that no person is killed or attacked for being engaged in journalism, and no perpetrator gets away with such human rights violations.
156. Global and regional momentum should be paralleled by, and feed into, localised mechanisms.
157. Keeping the momentum at the international level is vital for the long term sustainability of efforts done in these areas. Work at the national level should be reinforced in going ahead.
158. A prior assessment of various factors is important before implementing the UN Plan in any country. These factors include but are not limited to: the needs of the country; political will including the commitment of the government; the interest and unity of journalists and the local media community on the safety-impunity issue; human resources including credible and capable partners ranging from UN Agencies to local NGOs; stability of the country concerned; funding etc. The Journalists’ Safety Indicators (JSI) can be a tool to map the baseline and bring actors together to identify priorities for action.
159. Situations can be analysed on a matrix of commitment and capacity. In the most difficult situations characterised by crisis, it is hard to implement activities other than monitoring and reporting, and training of journalists. In contexts where there is commitment, but low capacity, emphasis can be placed on building capacity and institutions. Finally, where there is capacity but low commitment, awareness raising will become crucial. In this way, a granular approach to the UN Plan and priority actions can be developed to cover a range of situations.
160. Coalitions should be broadened to include the legal community (judges, prosecutors, law and order officials) and youth.
161. Each stakeholder group should continue to have a focal point on these issues. Occasions such as the UN Inter-Agency Meetings should be used to reaffirm/renew focal points of various organizations on the issue of safety of journalists.
162. At the national level, it is vital to have a multi-stakeholder approach to address the issue of safety and ending impunity. While methods may differ, each participant needs to agree that the

safety of journalists is a common point of reference where collaboration could be built or strengthened.

Strengthening UN Mechanisms

163. Mainstreaming the safety of journalists and the issue of impunity into the diverse work of each UN agency could be better achieved with dialogue about the relevance of the UN Plan to each specific mandate. This can be accompanied by improved sharing of good practices by UN actors, such as associated toolkits and interventions at country level. It is also important to heighten awareness within the UN by reporting on achievements regarding the UN Plan.

164. To mainstream the safety of journalists into the work of respective UN agencies, there should be more collaborative work in overlapping areas, particularly at country level. UN bodies already involved in the UN Plan need to be more proactive in reaching out to their counterparts. There is also room for improvement through systematising the sharing of information between field offices and HQs within the UN on matters related to the UN Plan.

165. In Nepal, one of the lessons learnt was that sufficiently large stakeholder discussions needed to take place in order to select implementing partners. For example, it was important to engage stakeholders with extended national presence (beyond the capital city) in order to have impact beyond the selected districts. With this realization the project has now partnered with six more human rights associations and local media advocacy groups.

166. In South Sudan, different actions are needed following the humanitarian crisis in the country as well as the increased level of incidents affecting the safety of journalists. Given that the country's Plan of Action had been put in place with several concrete activities to be implemented by different partners, revisions may be needed. It is important that the scale of intervention is increased and that the implementation period of the activities foreseen under the country's Plan of Action is extended. This is necessary in order to ensure that the safety of journalists' issue in the country will continue to be addressed in the long term.

Cooperating with Member States

167. Encourage the Member States to develop and implement strategies which ensure appropriate media law and regulation in line with international standards, and to provide capacity-building to enable the full investigation and prosecution of crimes against journalists. Member States can specifically be alerted to the potential of establishing a special prosecutor or independent commission and the training of the judiciary and security forces regarding the safety of journalists. They can also be encouraged to join commemorations of the UN's International Day to End Impunity for Crimes against Journalists on 2 November, as an opportunity to signal their commitment.

168. Encourage Member States to take advantage of the UN Plan to build up monitoring capacity as well as capacities amongst their agencies of the rule of law.
169. Encourage the Member States to publicly condemn attacks on journalists and to initiate swift and thorough judicial investigations into these crimes.
170. Encourage the Member States to actively provide information concerning the judicial investigations of killings of journalists to UNESCO as part of the Director-General's Report on the Safety of Journalists and the Issue of Impunity, and where needed, to develop effective monitoring mechanisms for this purpose.
171. Capacity-building of the national rule of law in order to be more compliant with international standards and complement existing mechanisms.
172. Encourage Member States to make use of the Journalists' Safety Indicators as a recognised international research tool to provide objective information for assessing progress in the implementation of the UN Plan.
173. Encourage Member States to engage in regular multi-stakeholder discussion with the UN and other international organisations, as well as relevant national actors, within the framework of the UN Plan, in order to evolve shared solutions for ensuring the safety of journalists.
174. Encourage an increase in scale of intervention and the extension of the period of the implementation of the activities that had been foreseen under the country's plan of action. This is necessary in order to ensure that the safety of journalists will continue to be addressed in the long term within the country.

Partnering with other Organizations and Institutions

175. Regional organisations have room to develop more practical actions especially at country level.
176. The implementation of the UN Plan will continue to be based on a multi-stakeholder approach. National-level consultation should take place involving relevant stakeholders such as local journalistic associations, editors' associations, media owners, academia, local and international NGOs working on the issues, national human rights institutions, UN Agencies, the judiciary, and relevant Ministries.
177. NGOs and professional organizations could make more use of the UN Plan to build coalitions, mobilize resources, and enhance impact, as well as combine or harmonise efforts in contexts where there is potential for enhanced impact through concerted efforts.
178. National Human Rights Institutions should be embraced within the UN Plan as effective bridges between civil society, governments, and other non-state actors. They defend and promote

human rights on a national level and provide additional insight into the situation in the field through research.

179. Occasions such as the UN Inter-Agency Meetings should be used to reaffirm/renew focal points of various organizations on the issue of safety of journalists.
180. Journalists should be encouraged to monitor and report on the implementation of the safety-related instruments including but not limited to the UN Plan, the UNGA Resolution A/RES/68/163, and the Human Rights Council Resolution A/HRC/21/12 as well as the Universal Periodic Review where the safety of journalists is included.
181. Media houses should be encouraged to investigate and report on fatal and non-fatal attacks on journalists and media organizations, and follow up on impunity stories, as well as on occasions such as the International Day to End Impunity for Crimes Against Journalists on 2 November each year.
182. Journalism schools should be encouraged to research and teach about safety and impunity issues.

Raising Awareness

183. The Journalists' Safety Indicators (JSI) can be used to provide accurate information for awareness-raising amongst all actors.
184. Activities need to continue and expand in order to raise awareness of the threats to the safety of journalists and of the UN Plan. In addition, the availability of good practices and training material should be known publicly and made easily available. Safety training can be integrated into many other trainings of journalists.
185. Media houses and other actors should be encouraged to find common ground on the issue of safety and be more proactive in highlighting the issues.
186. National consultative dialogues with a multi-stakeholder approach need to take place more frequently and in more places.
187. With the opportunity of Impunity Day to draw attention to due process and the rule of law, stakeholders in these broader issues, such as the legal community, can be encouraged to see the importance of justice for attacked journalists as a gateway to combating crime and impunity more broadly.
188. International statements and mechanisms can be demystified for practical use, and continuous learning around these opportunities can be provided. Capacity-building is needed to create a cadre of actors who are well-trained in the normative, legal, institutional, and practical aspects of the UN Plan, including coalition-building skills under its auspices.

Monitoring and Assessment

189. Recommend the systematic monitoring and analysis of the safety of journalists and the issue of impunity in order to identify more accurately the complexity of factors driving attacks on journalists and high level of impunity as to better inform future strategies.
190. Recommend the second phase of the implementation of the UN Plan to be extended from a two-year period (2013-2014) to a four-year period (2015-2018).
191. In order to assess the implementation of the UN Plan, a comprehensive review should take place at the end of the second phase of the implementation in 2018. Shorter or targeted review meetings can be envisaged in the intervening years as needed.

PART III: APPENDICES

APPENDIX 1: ORGANIZATIONS WHICH CONTRIBUTED TO THE REVIEW REPORT OF THE UN PLAN OF ACTION ON THE SAFETY OF JOURNALISTS AND THE ISSUE OF IMPUNITY 2013-2014

UN AGENCIES, FUNDS AND PROGRAMMES

- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- Office of the High Commissioner for Human Rights (OHCHR)
- United Nations Department of Public Information (UNDPI)
- United Nations Development Programme (UNDP)
- United Nations Department of Political Affairs (UNDPA)
- International Labour Organization (ILO)
- UN WOMEN

SPECIAL RAPORTEURS

- UN Special Rapporteur on the promotion and protection of freedom of opinion and expression
- Representative on Freedom of the Media, Organization for Security and Cooperation in Europe (OSCE)
- Office of the Special Rapporteur for Freedom of Expression, Organization of the American States (OAS)

INTERGOVERNMENTAL ORGANIZATIONS

- African Union Commission (AUC)
- Council of Europe (CoE)
- Organization of American States (OAS)

MEMBER STATES

- Azerbaijan
- Austria
- Denmark
- France
- Iraq
- Netherlands
- Norway
- Pakistan
- The Philippines
- Sri Lanka
- Sweden
- United Kingdom

PROFESSIONAL ASSOCIATIONS AND NON-GOVERNMENTAL ORGANIZATIONS

- Article 19
- Centre for Freedom of the Media
- Committee to Protect Journalists (CPJ)
- Doha Centre for Media Freedom
- European Federation of Journalists
- Federation of African Journalists (FAJ)
- Freedom House
- Free Press Unlimited
- International Federation of Journalists (IFJ)
- International Freedom of Expression Exchange (IFEX)
- International Media Support (IMS)
- International News Safety Institute (INSI)
- International Press Institute (IPI)
- IREX
- Open Society Institute
- Press Emblem Campaign
- Reporters without Borders
- PEN International
- World Association of Newspaper and News Publisher (WAN-IFRA)
- World Press Freedom Committee

APPENDIX 2: JOINT STATEMENT BY THE ATTENDING CIVIL SOCIETY GROUPS

Statement of the meeting of the civil society delegates of the 3rd UN Inter- Agency meeting on the Safety of Journalists and the issue of Impunity.

We, the undersigned participants of the meeting of the civil society delegates of the 3rd UN Inter-Agency meeting on the Safety of Journalists and the Issue of Impunity, that took place on the 4th November, 2014:

- Reaffirm our support for the UN Plan of Action on the Safety of Journalists and the Issue of Impunity while recommending a stronger strategic focus on engaging all stakeholders at domestic levels to implement the plan, given the time passed since its launch;
- In particular, welcome emphasis on the *preventive and protective safety* measures outlined in the Plan of Action but encourage more consistent and less disconnected actions at country level to guarantee such precautionary measures;
- Believe that *national mechanisms* need to be further developed and strengthened to ensure a broad-based, comprehensive and inclusive approach, based on local ownership;
- Recognize the need for political will and action by UN member states and other authorities to implement the Plan;
- Appreciate the efforts *to map and continue to identify good practices* with the expectation that they can be shared among civil society and media and replicated where appropriate to inspire implementation of the Plan of Action. But we recommend more robust use and application of these practices at country level;
- Agree to support implementation of the Plan of Action in *mutual cooperation and partnership* among international, regional and national stakeholders, while also monitoring and assessing the Plan's impact.
- We recognize that more needs to be done among international NGOs to ensure more efficient coordination at country level in order to support and facilitate the achievement of the targets set in the action plan;

- Underscore the need to comply with the decisions of *regional mechanisms* to address impunity and ensure effective implementation of such structures where they exist;
- While recalling obligations of the UN and its member states to prevent attacks and combat impunity globally, we recommend *implementation of the Plan of Action in a comprehensive manner*,
- Note that increased awareness the UN Action Plan among UN institutions as well as member states and the media themselves is crucial to its successful implementation, and undertake to increase our own efforts to enhance awareness of the Plan among journalists,
- Encourage regular and timely reviews of the progress of the UN Action Plan by all stakeholders.

Signed by:

ARTICLE 19

Association of European Journalists

Centre for Freedom of the Media

Centre for Law and Democracy

Committee to Protect Journalists (TBC)

Deutsche Welle

Doha Centre for Media Freedom

European Federation of

Journalists

Free Press Unlimited

International Federation of Journalists

International Media Support

International News Safety

Institute International Press

Institute

International Women's Media Foundation

IREX Europe

IREX

Irish Centre for Human Rights

Media Legal Defence Initiative

Program on Independent Journalism, Open Society Foundations

PEN International

Reporters Without Borders

World Association of Newspapers and News Publishers (WAN-IFRA)

World Press Freedom Committee